

Agenda Item	<b>22</b>
Report No	<b>EDI/82/18</b>

## HIGHLAND COUNCIL

**Committee:** Environment, Development and Infrastructure

**Date:** 8 November 2018

**Report Title:** Progress Update on Implementation of the Council's preferred option for managing its Biodegradable Municipal Waste

**Report By:** Director of Community Services

### **1 Purpose/Executive Summary**

- 1.1 At the meeting of the Environment, Development and Infrastructure (EDI) Committee on 17 May 2018, it was agreed that a Materials Recovery Facility (MRF) would be established in the Inner Moray Firth area, as the Council's preferred interim arrangement for meeting the requirements of the ban on landfilling Biodegradable Municipal Waste. At this meeting, it was also agreed that a communications strategy would be developed to help explain the Council's medium and long term proposals for managing its waste.
- 1.2 At the meeting of the EDI Committee on 16 August 2018, it was agreed that officers pursue an identified site at the former Longman Landfill Site as the Council's preferred location for its MRF.
- 1.3 The purpose of this report is to introduce the waste communication strategy, and a fact sheet of key messages; to provide an update on the statutory pre-planning application consultation; and to inform Members of progress towards submitting a planning application for the MRF.

### **2 Recommendations**

- 2.1 Members are invited to:
  - note the progress made in delivering a Materials Recovery Facility at the former Longman Landfill Site; and
  - approve the Waste Communications Strategy detailed in **Appendix 1**.

### 3 Background

- 3.1 At the EDI Committee of 16 August 2018, Members agreed that officers should pursue the site, identified at the former Longman Landfill Site in Inverness, as the Council's preferred location for its MRF, in consultation with the Common Good Fund as landowners.
- 3.2 The purpose of the MRF is to support the future management of Biodegradable Municipal Waste (BMW) collected from households and businesses across the region by The Highland Council. Current practices are not sustainable, and need to change to comply with the prohibition on landfilling BMW which comes into force on 1 January 2021.
- 3.3 82,700 tonnes of residual household and business waste are collected annually by The Highland Council. The current disposal arrangements are as follows:
- 32,000 tonnes, collected from the Inverness and Nairn areas, are disposed of at the Stoneyhill landfill site in Aberdeenshire;
  - 37,800 tonnes, collected from Caithness, Sutherland, Ross and Cromarty, and Skye are disposed of at the Council owned landfill site at Seater in Caithness;
  - 4,700 tonnes, collected in Badenoch and Strathspey, are disposed of at the Council owned landfill site at Granish in Aviemore; and
  - 8,200 tonnes, collected in Lochaber, are disposed of at Duiskey landfill site near Fort William.
- 3.4 The cost of landfilling operations in 2017/18 was £11.112m.

### 4 Communication

- 4.1 Members have agreed that a clear communication strategy is needed to:
- target the reduction and recycling of waste;
  - support the process of developing the Materials Recovery Facility (MRF); and
  - support the Council's wider aspirations for improving the environment in the Highlands.
- 4.2 The Waste Communication Strategy is at **Appendix 1**. The first half of the document establishes context, purpose, key objectives and priorities, important audiences, key messages and the channels through which these can be directed. This section of the document concludes with an explanation of the communication protocol and a fact sheet.
- 4.3 The second half of the document defines the communication timeline. This is, and will continue to be, an active and evolving component of the strategy that will serve the various stages of delivering the MRF project.
- 4.4 At the Cross Party Members Waste Working Group of 19 September 2018 it was suggested that all Members be encouraged to keep their Community Councils informed of the MRF proposal and developments, and that this could be achieved by providing Members with a summary of key messages and a suitably adapted Fact Sheet. The proposed fact sheet is provided at **Appendix 2**.

- 4.5 To support MRF project communication and the over-arching waste strategy more generally, it is proposed that a brand is developed. An initial workshop with Members from the Cross Party Working Group and Officers was held on 5 September 2018.
- 4.6 Key messages which should underpin the Council's waste brand were identified as:
- we have a shared responsibility to protect the environment for the future;
  - things need to change – we all need to change our behaviour and do things differently and there are opportunities for innovation and improvement;
  - a big driver for change is the landfill ban – benefits of this and risks of doing nothing are financial as well as environmental; and
  - the cost and value of things we currently throw away and how we can save money and achieve value, such as an energy source, through a circular economy.
- 4.7 Carefully cultivated and consistent branding will be an important element of our communications strategy. It will allow us to promote our messages around environmental responsibility, sustainability, minimising waste and increasing recycling amongst our key audiences. Work is already underway to develop this, and will be subject to Member scrutiny at the Cross Party Working Group.

## **5. Planning Process - Statutory Pre-application Consultation**

- 5.1 The MRF project is classed as a major development under The Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009, and there is a statutory requirement to consult communities before a planning application is made. The pre-application consultation process provides an opportunity to engage with communities and obtain their views about development proposals before a formal planning application is submitted to the planning authority.
- 5.2 A Proposal of Application Notice (**Appendix 3**) has been issued to the planning authority, and neighboring Community Councils have been notified as per statutory guidance. This Notice, issued on 28 August, identified the date, time and location of the public awareness event which is an essential requirement of pre-application consultation.
- 5.3 The public event, a drop-in session, was advertised in the local press, through a variety of social media, and direct invitation means. The event was also promoted to Facebook audience of around 65,000.
- 5.4 Information provided at the event included current waste management practices, why and how these need to change, justification for the preferred site for the development, as well as indicative images of the building were available for those attending the public awareness drop-in event.
- 5.6 The display material has now been placed onto the Council's website, available at <https://www.highland.gov.uk/longmanwmrf>, and the opportunity to comment on the proposals remains open until 13 November 2018.

## **6 Progress Towards A Planning Application**

- 6.1 The MRF project is focused on preparing the planning application for submission by the end of this calendar year. Quantity surveyors and structural engineers have been engaged to provide cost control, and ensure that our proposals will provide a building

that is fit for purpose. A landscape consultant has also been engaged to develop the landscape and visual impact assessment report necessary for the planning application; and the ground investigation works are in progress at the Longman site with reporting due by mid-November.

- 6.2 Soft market testing has also started to allow us to identify the most appropriate option for procuring both the facility and the associated waste management contracts. A Prior Information Notice (PIN) has been published on the Public Contract Scotland website, and the Official Journal of the European Union website. The PIN and questions can be viewed at **Appendix 4**.

## 7 Implications

### 7.1 Resource

As outlined in the report to the EDI Committee on 17 May 2018, the following Financial Resources will be required to deliver the Council's preferred interim arrangements for managing its waste:

- the capital cost to design and build a Materials Recovery Facility, c£6.5m (£6.695m has been identified in the Council's 2018/19 – 2022/23 capital programme for this purpose). The cost of the Planning Application process will be met by the project's allocation within the Council's current capital programme; and
- to renew and/or replace the contracts for continuing to transport and handle the Council's residual waste until the Inner Moray Firth-located solution is ready. Current contracts will expire during 2019. The 2017/18 annual cost for these services is £6.34 million. There is an additional cost of £4.772 million to dispose of waste through internal arrangements at the Council's landfill sites at Seater in Caithness and Granish in Aviemore. The cost of the soft market testing will be met through Waste Services' revenue budget for this financial year.

### 7.2 Legal

The Council's Waste Management services operate in a highly regulated environment. This regulatory regime covers the type of collection services that must be provided to households and businesses, the operation of our landfill sites, and how material can be processed. The most significant regulatory issue that the Council currently faces is the ban on landfilling our waste from 1 January 2021. This was introduced through the Waste Management (Scotland) Regulations 2012. The MRF project at the former Longman Landfill Site is the Council's agreed interim arrangement for meeting the requirements of the ban.

### 7.3 Community (Equality, Poverty and Rural)

There are no known equality, poverty or rural implications at this time.

### 7.4 Climate Change / Carbon Clever

- 7.4.1 One of the aims of the ban on landfilling BMW is to reduce emissions of greenhouse gases from landfill sites. The methane emitted from landfill sites is significantly more harmful than CO<sup>2</sup>, although it is effectively controlled at the sites used by the Council.
- 7.4.2 The changes in our carbon footprint likely to occur as a result of the MRF project have not yet been evaluated. A full carbon footprint evaluation will be undertaken once the procurement solution is confirmed (confirmation is likely to be autumn 2019).

### 7.5 Risk

7.5.1 The Council's failure to develop a solution to the ban on landfilling BMW is a significant legal, financial and reputational risk to the Council. This is reflected in Community Services' current risk register.

7.5.2 There are also risks associated in the delivery of the project including:

- regulatory regimes (planning and licensing); and
- changes to waste markets.

7.5.3 These will be mitigated using the Council's Risk Management Strategy.

7.6 Gaelic

There are no known Gaelic implications at this time

Designation: Director of Community Services

Date: 30 October 2018

Author: Andy Summers, Head of Environmental and Amenity Services

Background Papers: Appendix 1 – Communication Strategy  
Appendix 2 – Fact Sheet  
Appendix 3 – Proposal of Application Notice and Letter to  
Community Council  
Appendix 4 – Prior Information Notice and Soft Market Testing  
Questions

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### **Waste Communication Strategy – Initial outline plan**

#### **1. Introduction:**

Big changes to the way all Council's in Scotland manage their waste were introduced by the Scottish Government in 2012. From 1 January 2021, it will no longer be possible to landfill biodegradable municipal waste (BMW) due to changes in legislation. The aims of this ban are: **to promote waste being regarded as a resource, maximise reuse and recycling, and stimulate a circular economy.** The ban will also reduce the amount of methane being produced by landfill sites. Methane is a greenhouse gas that is 30 times more powerful than CO<sub>2</sub>.

Failure to address the ban on landfilling waste is a significant risk for the Council. The Highland Council's Residual Waste Strategy focuses on the ban of biodegradable municipal waste from landfill from January 2021.

In May 2018, the Council's Environment, Development and Infrastructure Committee agreed an option to construct a centralised Materials Recovery Facility within the Inner Moray Firth area to recover recyclates and produce Refuse Derived Fuel, as the Council's preferred interim arrangements for meeting the requirements of the ban on landfilling BMW. This facility will process all of the Highland's 83,000 tonnes of residual (non recyclable) waste from 2021 onwards.

The Council will also investigate the viability of building an Energy from Waste Plant in the Inner Moray Firth.

The Highland Council must prepare for and comply with the new legislation and take advantage of other opportunities to improve the environment, save money, provide best value and increase income.

#### **2. Aims of the sustainable waste strategy:**

- Meet landfill ban targets
- Develop a sustainable waste strategy
- Make Highland cleaner and energy efficient
- Contribute to the reduction of pollution and plastics in our environment and beyond
- Reduce waste and increase recycling

### **3. Purpose of the communication strategy:**

This communications strategy aims to help towards achieving the goals above by raising awareness of the need to change behaviour - reduce waste and increase recycling - and build consensus for a sustainable waste strategy for the Highland region. The strategy is in line with the Council's Programme commitments "A place to live", "A place to learn" and "A welcoming place".

### **4. Key Objectives:**

- To raise awareness of the landfill ban and need to reduce waste and increase recycling
- To raise awareness of the requirement for having a Materials Recovery Facility and to update stakeholders/audiences on milestones throughout the procurement, building and implementation stages
- To engage with stakeholders and seek endorsement for the Energy from Waste (EfW) as a vital element of the overall waste strategy for better waste management in the Highlands.

#### **4.1 Communication Priorities:**

- To identify stakeholders and audiences and understand where there are *barriers* and *support* and target communication and engagement accordingly
- To educate communities and individuals to reduce waste and increase recycling Identify key messages and other resources such as an FAQ
- To develop a narrative using case studies, soundbites, illustrations and infographics, statistics, facts, FAQs and other resources
- To develop a brand which encompasses overall waste strategy under one banner.
- To develop a range of appropriate channels for maximising communication effort
- To develop engagement mechanisms
- To identify regular opportunities to use the key messages and raise awareness. Formulate a plan which ties communication and engagement activity to key milestones
- To use nominated spokespersons to lead on communication and Build on willing champions to promote the messages
- To identify a range of evaluation measures to measure change in behaviour and success
- To identify ways of rewarding behaviour change
- To ensure links are made with related projects and related activities and announcements – City Region Deal (Longman), Redesign, Development Plan

## 4.2 Audiences:

<p>Staff Including specific key groups (housing, waste/recycling, climate change, Green Ambassadors, ECO-officers, facilities)</p>	<p>It is important that THC sets a good example to everyone else by demonstrating best practice at home, in the office and amongst staff. Staff and their families are also a considerable proportion of the Highland population and ambassadors for change. There will be specific messages for key groups.</p>
<p>Members</p>	<p>Important to achieve and demonstrate for cross-party support for the goals. Identify areas of best practice elsewhere to demonstrate redesign opportunities and where THC can learn.</p>
<p>Communities and Individuals</p>	<p>Some analysis is required to identify where maximum effort should be focused e.g. are some areas or communities or interest groups in need of more support to change behaviour - reduce waste and recycle? Communities (including hard to reach) include: community councils, citizen panels, e.g. tourists, holiday accommodation, older people, BSL and other languages, younger people and children, Gypsy Travellers  <i>Identify where there are barriers and where there are willing groups and individuals who can assist in championing the messages and provide good case studies and examples.</i></p>
<p>Schools:</p>	<p>Schools are a vital target audience for educating and influencing future behaviour and reaching parents.</p>
<p>Partners:</p>	<p>Key partners need to be aware and can assist by implementing their own waste strategies and participate in joint activities thereby reinforcing the message</p>
<p>Businesses and contractors:</p>	<p>Businesses which are significant producers of waste are an important stakeholder and focusing communication and engagement in some areas may have significant impact</p>
<p>Media:</p>	<p>It is imperative that the media have a good understanding of the issues and can help to communicate the key messages. Therefore briefings, media packs and regular media opportunities need to be planned.</p>
<p>Scottish and UK Governments</p>	<p>The legislation is being implemented by the Scottish Government – there may be central materials and campaign which we can use or piggy back on</p>



	National politicians will also be able to exert significant influence
External agencies	Other agencies such as “Keep Scotland Beautiful” can assist with supporting the key messages and may also have funds to assist with joint promotions and campaigns
Pressure groups and environmental groups	There may be influential groups or individuals presenting challenges and/or providing voices of support
City Region Deal Programme Board and Partners	Take account of linked projects and announcements as part of the CRD Communications Plan
Redesign Board	Aspects of the Waste strategy are an outcome of redesign work. The Chair and members of Redesign may require to be updated and consulted on various strands.
Planning – Development Plan	Plans need to take account of Development Plan work and public consultations around this and any planning applications, which are publicly accessible.

## 5 Resources:

FAQ and/or Fact Sheet

Statistics

Photographs and info-graphics

Key Messages

Consideration of branding for the project

Budget for materials/resources/advertising

## 6 Key Messages:

7.1 The core key messages are as follows and can be tailored to the appropriate audience.

We need to explain the reasons for the waste strategy – long-term sustainable solutions, environmental benefits, practical and financial reasons, to meet legislative requirements and targets and the consequences and penalties of not doing so, the circular economy model, green energy opportunities etc.

Key messages are included in the Fact Sheet (below) detailing:

- Reasons for change

- Benefits
- Statistics, dates, facts and figures to support case and to manage expectations
- Importance of sustainable future
- Environmental issues

Top themes from a branding workshop include:

- The Future
- Simplicity
- Cleaner
- Responsibility
- Highland
- Innovation
- Waste
- Environment

Key messages emerging include:

- We have a shared responsibility to protect the environment for the future
- Things need to change – we all need to change our behaviour and do things differently and there are opportunities for innovation and improvement
- A big driver for change is the landfill ban – benefits of this and risks of doing nothing are financial as well as environmental
- The cost and value of things we currently throw away and how we can save money and achieve value, such as an energy source, through a circular economy

**7.2 Stories and Case studies** help to illustrate the key messages and are useful in helping to raise awareness. We need to build and capture good examples and develop ways of presenting these through our chosen communication channels. In some ways it might be best to provide **a platform for others** to demonstrate best practice and participate actively in communicating and driving change.

## 7 Channels:

*There are a range of channels including:~*

***owned*** (e.g. our website and publications, assets, livery and staff - waste/climate change teams, public engagement events),

***paid*** (advertorials, promoted posts, leaflets etc)

and **earned** (shared social media posts and media articles, political support and championing).

### **8.1 Website:**

The strategy requires a Home page to collate the information and messages and share the case studies and link to social media, timelines and resources.

[https://www.highland.gov.uk/info/1054/rubbish\\_and\\_recycling](https://www.highland.gov.uk/info/1054/rubbish_and_recycling)

Use the shortened URL which can point to this page [www.highland.gov.uk/recycle](http://www.highland.gov.uk/recycle)

Set up **counter for countdown** to landfill ban. This counter should move to the main home page of the website nearer to the ban date in 2021. Events and opportunities can be planned to lead up to and mark this date.

### **8.2 Social Media:**

Use of the Council's existing social media platforms which have significant numbers following.

Produce education and informative video content and tweets/posts

Blogs

Tweets and posts with pictures, videos and infographics

Links

Hashtags e.g. #Zerowaste #Wasteaware

### **8.3 Schools:**

Educational opportunities to be identified for schools to be aligned with the overall strategy.

[https://www.highland.gov.uk/info/1055/recycling/108/waste\\_awareness/4](https://www.highland.gov.uk/info/1055/recycling/108/waste_awareness/4)

### **7.2 Media:**

Regular stream of news, updates, information and other content to create and maintain interest, raise awareness and generate support.

In addition to press releases and media opportunities – briefings and photo opportunities, interviews and case studies will keep the media focused. This content can all be used on social media and in publications.

Partnering with the media and sponsors we can take out larger features and produce video content to get key messages across.

### **7.3 Public engagement events**

Use of public engagement events during the planning process.

Committees are also an opportunity to make presentations and communicate key messages, where there is a public/media gallery and webcasting.

### **8.5 Publications and marketing materials:**

- Highpoints
- Paid advertorials in Executive
- Leaflets, stickers, posters
- Videos and photos and info-graphics

### **8.6 Assets:**

- Advertising key messages on livery
- Stickers/posters on bins

### **8.7 Internal channels:**

- Intranet
- Staff Facebook page
- Member Briefing
- Waste campaigns/ambassadors

### **8.8 Partners:**

- Encourage positive behaviour
- Encourage key messages to partner staff and clients
- Plan joint events and opportunities to maximise publicity and awareness
- Use partner publications and channels to raise awareness

### **8.9 Political:**

- Committee/Council reports and decisions – live web and PR
- Lobbying and campaigns e.g. plastic reduction

## **8 Evaluation - Measures of success:**

To be identified (Measure may include media coverage, website hits, social media engagement, waste reduction, increases in recycling etc)

## **9 Protocols and contacts:**

Media enquiries, launches, press releases and FOIs will be managed in line with the Council's existing media and FOI protocols and arrangements.

Quotes will generally be by the following Administration spokespersons:

Chair of Environment Development and Infrastructure Committee, Councillor Allan Henderson and Councillor Jimmy Gray Environmental Spokesperson

The Leader or Convener or Provost may be quoted as appropriate at key stages of developments or formal events/openings/ministerial visits etc.

Media releases and statements and marketing materials will be approved by Andy Summers (or designated officer) and quotes by the relevant Councillor.

Overall approval of communication strategy will be by the Waste Board.

## **Draft Fact Sheet:**

The Council handles around 140,000 tonnes of waste and recyclable material per annum. Around 57,000 tonnes of this is currently re-used, recycled or recovered from kerbside collections from households and businesses, as well as from Recycling Centres & Points. Around 83,000 tonnes of Biodegradable Municipal Waste is sent to landfill at a cost of approximately £11 million a year.

### **Waste Data** (SEPA waste data for 2017)

Total Municipal Waste (household and commercial customers) collected 2017:  
**142,643 tonnes**

Total Municipal Waste landfilled 2017: **82,613 tonnes**

Total Municipal Waste reused/recycled/composted 2017: **58,482 tonnes**

2017 Highland Recycling Rate: **43.6%**

The Waste (Scotland) Regulations 2012 and Making Things Last (A circular economy strategy for Scotland) set out the context for future waste management in Scotland.

### **Landfill Ban (01012021)**

Big changes to the way the all Council's in Scotland manage their waste were introduced by the Scottish Government in 2012. From **1 January 2021**, it will no longer be possible to landfill Biodegradable Municipal Waste (BMW) due to changes in legislation introduced by the Scottish Government. The aims of this ban are to promote waste being regarded as a resource, maximise reuse and recycling, and stimulate a circular economy. The ban will also reduce the amount of methane being produced by landfill sites. Methane is a greenhouse gas that is 30 times more powerful than CO<sub>2</sub>

Failure to address the ban on landfilling waste is a significant risk for the Council. Urgent action is required now, and doing nothing is not an option.

The Highland Council's Residual Waste Strategy focuses on the ban on landfilling biodegradable municipal waste from 1 January 2021.

On Thursday 17 May 2018, the Council's Environment, Development and Infrastructure Committee Members agreed to construct a centralised Materials Recovery Facility in the Inner Moray Firth area to recover recyclates and produce Refuse Derived Fuel. This is the Council's preferred interim arrangement for meeting the requirements of the ban on landfilling BMW. The Council will also investigate the viability of building an Energy from Waste Plant in the Inner Moray Firth.

**What is a Materials Recovery Facility (MRF)?** These can fall into two main categories, those that are designed to process large volumes of mixed recyclables (e.g from the blue bins) into their individual material streams and prepare them for sale in the commodity markets; or , as in this case, others that deal with mixed residual waste and look to recover value from the material by removing a small amounts of recyclable streams such as metals and plastics, but in the main, producing a refuse derived fuel in readiness for sending to Energy from Waste facilities. (The estimated quantity and means of transport need to be described to manage expectations and build the case for a longer term solution of EfW facility.)

**What is Refuse Derived Fuel (RDF)?** Fuel that is produced from waste that cannot currently be recycled. Refuse derived fuel is used in thermal treatment facilities such as Energy from Waste plants and can generate electricity and hot water for communal heating systems in the local area.

**What is Energy from Waste?** Energy from waste is the process of creating energy, in the form of electricity and/or heat, from incinerating waste. Energy from waste facilities can be designed to provide power (electricity) and/or heat.

#### **Benefits:**

- The benefits of these proposals are that they will
  - Provide long-term skilled **employment opportunities** for plant operation
  - Contribute to the Council's **low carbon energy strategy** and plans, by generating low carbon power for export to grid and heat for use locally by industry or in DH scheme
  - Provide a focus for **future 'green' industrial development** (through provision of low cost, low carbon process heat)
  - Reduce vehicle movements on A9 by **eliminating bulk haulage** of waste to central Scotland
  - Contribute towards Council's sustainability objectives.
- The Council has compared the cost of its current arrangements over 25 years against these proposals, and estimates that they would cost between £4 million and £20 million more over the same period. However, the doing nothing option is unacceptable
- The Councils' Waste Awareness Team will continue to engage with the public including school pupils to **promote the Councils recycling facilities and to encourage waste minimisation** to help meet the Council's recycling & landfill targets set by the Scottish Government.
- The Council is investigating how it can use the new facilities to help the Highlands minimise its impact on the environment by, for example, **banning**

**Single Use Plastics** in its schools and offices, and **tackling plastic litter** on its coastline

- In the longer term, the **Council is taking responsibility for dealing with its own waste** at its own facility within the Highlands and to end reliance on facilities in the Central Belt of Scotland or the North of England
- **Modern Energy from Waste technology is well regulated and aims to minimise harm to the environment.** SEPA's position on Energy from Waste is that appropriately located and well managed Energy from Waste (EfW) facilities, that meet modern requirements, **should not cause significant pollution** of the environment or harm human health.
- The Council will continue to work within the waste hierarchy of **Prevent, Reuse, Recycle, Recover Value**

## Risks

- The risk to the environment for our future by not dealing with waste in a sustainable way
- Not finding a local solution to deal with our waste would mean large quantities of waste being removed from the Highlands – leading to road congestion, pollution and damage to roads.
- Exporting our waste would mean other areas can benefit from the value, whereas any value should be retained within Highland.
- Continuing to landfill, following the ban in 2021, would incur huge financial penalties

With regards to recycling, SEPA's position is that Energy from Waste is compatible with high rates of recycling. **High recycling levels depend on efficient segregation of the recyclable materials:** waste that cannot be technically or economically recycled can be processed and the energy recovered



## 10 Communication Timeline:

A key stages outline plan for the project is key to developing a communications plan and approach. The link is:

<https://highlandcouncil1.sharepoint.com/sites/Projects/RWP/OWG/WasteManagement-ResidualWaste-ProjectPlan-KeyStages-HighLevel-v0.3.xlsx>

Date	Communication strand	Milestone	Communications activity	Message	Cost	Action
10 May 2018	<b>Plastics</b>	Council meeting – motion on plastics	Media release <a href="https://www.highland.gov.uk/news/article/11009/highland_council_to_lead_the_way_in_reducing_waste_plastic_impact">https://www.highland.gov.uk/news/article/11009/highland_council_to_lead_the_way_in_reducing_waste_plastic_impact</a>	Environmental responsibility – council leading the way		completed
11 May 2018	<b>Waste strategy</b>	Publication of Options to EDI Committee	Media release <a href="https://www.highland.gov.uk/news/article/11011/council_to_consider_sustainable_waste_strategy_for_highland">https://www.highland.gov.uk/news/article/11011/council_to_consider_sustainable_waste_strategy_for_highland</a>	Council to consider sustainable waste strategy  Landfill Ban and environmental issues	N/A	completed
18 May 2018	<b>Waste strategy</b>	Approval of option at EDI committee	Media release and interviews <a href="https://www.highland.gov.uk/news/article/11039/council_agrees_the_way_forward_for_a_sustainable_waste_solution">https://www.highland.gov.uk/news/article/11039/council_agrees_the_way_forward_for_a_sustainable_waste_solution</a>	Council agrees to build waste facility		completed
28 June	<b>Plastics</b>	Paper to full	Media Release	Environmental responsibility – council		completed

Date	Communication strand	Milestone	Communications activity	Message	Cost	Action
2018		council	<a href="https://www.highland.gov.uk/news/article/11156/council_to_phase_out_single_use_plastics">https://www.highland.gov.uk/news/article/11156/council_to_phase_out_single_use_plastics</a>	leading the way Case studies		
July/Aug 2018	<b>Waste</b>	Publication date	Summer issue of Highpoints – article on waste strategy	Economic and environmental advantages of EFW and its contribution to the circular economy		Completed – issue 11, Summer 2018
July 2018	<b>Landfill ban</b>	Lead up to ban date	Implement count down counter on website: <a href="https://www.highland.gov.uk/info/1054/rubbish_and_recycling">https://www.highland.gov.uk/info/1054/rubbish_and_recycling</a>	Raise awareness - prepare for landfill ban		In place – ready to promote
10 Aug 2018	<b>Site search outcome</b>	Cross Party Members Working Group	Briefing paper			completed
14 Aug	<b>Site search outcome</b>	Inverness Members briefing	Briefing paper			completed
15 Aug	<b>Indicative external building design</b>	Inverness Design Review Panel	Seek opinion from the panel to support preparation of planning application	Feedback report received from panel		completed
16 August 2018	<b>Site search outcome</b>	EDI Committee	Committee paper Press release on decision to locate MRF at Longman	Reiterate previous messages and notes		completed

Date	Communication strand	Milestone	Communications activity	Message	Cost	Action
ongoing		850, 750, 365, 300, 200, 100, 10 days	Publicise countdown counter on social media and at public event			Using PRs and social media posts
23 August 2018	<b>Approval of communication strategy</b>	Waste Strategy Project Board	Finalise communication strategy – plan remains a live document			completed
28 August tbc	<b>Materials Recovery Facility (MRF)</b>	Publish Proposal of Application Notice	Notice to community councils and other relevant stakeholders	Proposing to build a MRF, find out more at public event		completed
24th - 30th Sept	<b>Recycling awareness</b>	Recycle Week	Promote recycle messaging through social media and PR and photo opp	Benefits of recycling		completed
26 Sept	<b>MRF pre-planning application consultation</b>	Public engagement event – statutory event to support Proposal of Application Notice	Advert and Facebook event and promoted posts Stakeholder invites Display boards, Story board and graphics	Location and purpose of facility Seeking feedback and concerns Information on process SEPA waste data for Highland	Promoted post £100	completed

Date	Communication strand	Milestone	Communications activity	Message	Cost	Action
Autumn 2018	<b>Materials Recovery Facility (MRF)</b>	Pre-planning application consultation	Create web pages for project information and access to advice on how to submit comments up to deadline of 9 <sup>th</sup> November 2018  <a href="https://www.highland.gov.uk/info/1210/environment/824/longman_waste_material_recovery_facility">https://www.highland.gov.uk/info/1210/environment/824/longman_waste_material_recovery_facility</a>	As above  Acknowledging feedback and concerns		Website live from 12 Oct 2018
Sep-Nov	<b>all</b>		Full page sponsored spread in P&J supplement	Landfill ban awareness, need for sustainable waste management in Highland	Sponsored	To be agreed with P&J  Identify potential sponsors
8 Nov 2018	<b>Communication strategy</b>	EDI committee	Paper to Committee to seek support for communication strategy	Key objectives, messages and audiences in strategy		Committee imminent
12 Nov 2018	<b>Case Study</b>	Visit to MRF/EfW	Gathering information to inform EDI Committee approved task of examining the viability of an EfW located in the Inner Moray Firth area		tbc	Visit by Council officials is scheduled for 12 <sup>th</sup> Nov, NE England
Dec 2018 –	<b>Materials Recovery Facility</b>	Submit planning application and its				Work on-going to develop

Date	Communication strand	Milestone	Communications activity	Message	Cost	Action
Mar 19	<b>(MRF)</b>	assessment by Council Planning Dept.				content for application. Target of submitting pre-Christmas
Mar-April 19	<b>Materials Recovery Facility (MRF)</b>	planning application to committee				
Sep 19	<b>Materials Recovery Facility (MRF)</b>	Commission construction of MRF				
End of 2020	<b>Materials Recovery Facility (MRF)</b>	Completion and opening				

## **Proposed Development of Materials Recovery Facility at Former Longman Landfill Site, Inverness**

### **Why is the Materials Recovery Facility needed?**

A ban commencing on 1<sup>st</sup> January 2021 will prohibit The Highland Council from disposing of household and business waste in landfill sites. The ban is one of a number of measures set out in the Waste (Scotland) Regulations 2012 to promote more sustainable resource use and waste management throughout Scotland.

### **What will the Materials Recovery Facility (MRF) do?**

The proposed facility will reclaim value from the Highland area's waste by producing Refuse Derived Fuel. This is a resource produced from refuse (the waste that cannot be recycled in the blue bins) which can be used in thermal treatment facilities, including Energy from Waste plants, to generate electricity and heat. To produce Refuse Derived Fuel some non-combustible and recyclable material first needs to be removed from the waste.

When refuse arrives at the Longman MRF the waste will be inspected and larger items of non-target material will be removed. Non target material includes items which can't be processed through the plant or would cause a hazard if they were processed. Examples would be items occasionally found in recycling centre skips such as old engine blocks, gas cylinders and reject fishing nets.

Following bag splitting/shredding, recyclable material will be recovered from the waste stream using mechanised screening and sorting methods. For example, ferrous metals will be removed using magnets, whilst an Eddy Current Separator will remove non-ferrous metals (such as aluminium, copper, lead, tin and brass). Rigid plastics (such as tubs, pots and trays) are also expected to account for a significant proportion of the material that will be recovered for recycling. Once processed the RDF material will be compacted into dense bales and wrapped to prepare it for transportation and use in thermal treatment facilities elsewhere in Scotland, the UK or Europe.

A separate part of the facility will manage the food waste (around 1,500 tonnes) and green waste (15,000 tonnes) generated by Inverness, as well as sorting any recyclable materials found within the household and business waste arriving at the plant as described above. The 6,000 tonnes of comingled recyclable waste (from blue bins) which currently goes through the Waste Transfer Station at Henderson Road, Inverness operated by commercial operator Suez, would also be channeled through the new MRF.

### **Will there be emissions or bad smells from the treatment of the waste?**

No. These issues will be addressed through the Planning and Environmental Regulations process. The site is located more than 300m from the nearest residential property to ensure that there are no adverse effects on residents. The waste transfer operation is all under cover inside the building. The operation of the building's roller doors will be closely monitored. The shed will only be open for the delivery or uplift of material and secondary quick opening screens will be used to minimize the opening time. Air and water quality will be monitored on the site.

### **How much is it going to cost to create this facility?**

A capital budget of £6.695m has been established to create the new facilities – this includes the cost of designing, construction, fitting out, and the various site studies which are necessary to support a planning application.

### **Why select the Longman for this proposed development?**

There is existing, strong development policy support for locating the MRF within the former Longman Landfill Site. The Highland-wide Local Development Plan (2012) sets out that the Council will support waste management facility proposals at four preferred sites identified in the plan – one of those four is the former Longman Landfill Site, Inverness. (Others are: Seater, Caithness; former landfill site in Portree; and Glen Nevis Business Park, Fort William).

The Inner Moray Firth Local Development Plan (2015) specifically identifies Site IN13 (the preferred development site for the Materials Recovery Facility) as being particularly suited to waste management facilities.

A site search was conducted throughout the Inner Moray Firth area based on specific criteria and the Longman site emerged as the preferred location. The criteria used were:

- Existing designation for waste management within Local Development Plans – the only site with this designation within the Inner Moray Firth Development Plan is the Longman Landfill site in Inverness).
- Existing designation for industrial use within Local Development Plans.
- Proximity to sensitive receptors such as housing, schools and offices.
- Site access (from perspective of users or/deliveries to the plant).
- Wider transport impacts.
- Proximity to waste arisings.
- Land use conflicts.
- Land ownership and willingness to agree to/support the development.

### **Is there going to be an Energy from Waste Plant too?**

The current solution is solely focused on the provision of a MRF – this is what Environment, Development and Infrastructure Committee approved on 17<sup>th</sup> May 2018. The planning application to be submitted at the end of 2018 will seek permission only for a Materials Recovery Facility.

Environment Development and Infrastructure Committee has agreed that an Energy from Waste (EfW) plant option should be assessed with a view to a future, separate planning application being prepared should it be acceptable from an environmental, financial and economic point of view. This is by no means certain.

The Materials Recovery Facility being proposed is not dependent for its success on there being an adjacent Energy from Waste plant.

**What is Energy from Waste?**

Energy from Waste technologies convert waste, such as the Refuse Derived Fuel to be produced at the Longman Materials Recovery Facility, into useful forms of energy. Rather than being landfilled, the waste is burnt at high temperatures to produce steam, which can then be used to generate heat or electricity. EfW plants are highly regulated and outputs from the process are carefully monitored and controlled. There are currently over 300 EfW plants operating throughout Europe.

**Where does The Highland Council currently landfill the area's waste?**

Highland refuse is sent to 4 landfill sites located near Wick, Aviemore, and Fort William within Highland and also to Stoneyhill Landfill Site, Peterhead. In the last year almost 82,000 tonnes of Highland refuse has been landfilled.

**When is the Materials Recovery Facility (MRF) expected to start operating?**

During 2021 – not able to be precise as yet as the most effective means of defining the procurement solution are being investigated within the market.

**What will happen to the Biodegradable Municipal Waste collected by Highland Council between 1st January 2021 and the date the MRF starts operating?**

Interim waste handling contracts will be established – these will ensure Highland's Biodegradable Municipal Waste is managed in accordance with best environmental practice.

**Why is the MRF not going to be ready for 1<sup>st</sup> January 2021, the first day of the ban?**

Highland Council is not as far advanced with its preparations as it would have intended to be – the examination of options was carried out during 2017 and the necessary Environment Development & Infrastructure Committee approvals have been pursued during 2018 to arrive at this pre-planning application stage.



## PROPOSAL OF APPLICATION NOTICE MOLADH BRATH IARRTAIS

The Town and Country Planning (Scotland) Act 1997 as amended by the Planning Etc. (Scotland) Act 2006  
Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2008

**The Council will respond within 21 days of receiving the Notice. It will advise whether the proposed Pre-application Consultation is satisfactory or if additional notification and consultation above the statutory minimum is required. Please note that a planning application for this proposed development cannot be submitted less than 12 weeks from the date the Proposal of Application Notice is received by the Council and without the statutory consultation requirements having been undertaken. The planning application must be accompanied by a Pre-application consultation report.**

Applicant ....Andy Summers.....	Agent Garry Smith
Address The Highland Council	Address The Highland Council
HQ,	Drummuie Office, Golspie
Inverness	Sutherland, KW10 6TA
Phone No. 01463 702927	Phone 01408 635313
E-mail andy.summers2@highland.gov.uk	E-mail garry.smith@highland.gov.uk

**Address or Location of Proposed Development**

- Former Landfill Site, Longman, Inverness
  - Within Inner Moray Firth Local Development Plan Site IN8
  - OS Map ref - NH 676, 467
- .....

**Description of Development**

The development consists of the construction of a Residual Waste Management Facility on the site of the former landfill site at Longman in Inverness. The proposed building will consist of a waste transfer station for mixed recyclate and a waste transfer station for residual domestic waste which will process the waste into a refuse derived fuel (RDF) bales. In addition the development will consist of access roads, car parking, Weigh Bridge, offices, welfare facilities, drainage and site utilities.

**Pre-application Screening Notice**

Has a Screening Opinion been issued on the need for a Proposal of Application notice by the Highland Council in respect of the proposed development?

Confirmed in the Pre-Application Advice Pack issued 25<sup>th</sup> May 2018  
ref 18/01730/PREAPP

**Community Consultation** [See checklist of Statutory minimum consultation attached]  
State which other parties have received a copy of this Proposal of Application Notice.

Community Council/s  
Crown and City Centre Community Council

Date Notice Served  
28<sup>th</sup> of August 2018

Names/details of any other parties  
None

Date Notice Served  
n/a

**Please give details of proposed consultation**

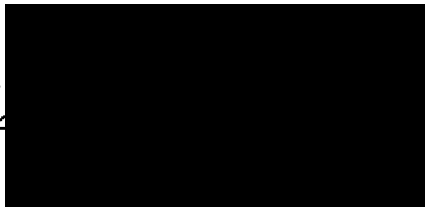
Proposed public event	Venue	Date and time
Drop in session -	Inverness Caledonian Thistle FC Stadium	26 <sup>th</sup> September 2018 between 14:00 and 19:00

Newspaper Advert – name of newspaper	Advert date (where known)
Inverness Courier	18/09/18

.....  
Details of any other consultation methods (date, time and with whom)

See attached list.....

Signed



Date  
28/08/2018

# Prior information notice

This notice is for prior information only

Directive 2014/24/EU - Public Sector Directive

Directive 2014/24/EU

## Section I: Contracting Change entity

### I.1) Name and addresses

The Highland Council

Council Headquarters, Glenurquhart Road

Inverness

IV3 5BX

UK

Telephone: +44 1349886606

E-mail: [stuart.fraser@sr-m.co.uk](mailto:stuart.fraser@sr-m.co.uk)

NUTS: UKM6

Internet address(es)

Main address: <http://www.highland.gov.uk/>

Address of the buyer profile: [https://www.publiccontractsscotland.gov.uk/search/Search\\_AuthProfile.aspx?ID=AA00045](https://www.publiccontractsscotland.gov.uk/search/Search_AuthProfile.aspx?ID=AA00045)

### I.3) Communication

Additional information can be obtained from the abovementioned address

### I.4) Type of the contracting authority

Regional or local authority

### I.5) Main activity

Environment

## Section II: Object

### II.1) Scope of the procurement

#### II.1.1) Title

Residual Waste Treatment - Market Consultation

#### II.1.2) Main CPV code

90500000

#### II.1.3) Type of contract

Services

#### II.1.4) Short description

From the 1 January 2021, landfill operations in Scotland will be prohibited from accepting biodegradable municipal waste. The Highland Council is engaged in the development of a long-term residual waste solution, as part of this review, and to ensure that any future procurement exercise is suitably structured, it has been determined that market consultation would be helpful to inform the Council on current solutions, developments and interest within the marketplace which can bridge the gap from the introduction of the landfill ban and any future long-term solution.

An information leaflet providing some background information and a questionnaire has been attached to this PIN and we would greatly appreciate your input

#### **II.1.6) Information about lots**

This contract is divided into lots: No

### **II.2) Description**

#### **II.2.2) Additional CPV code(s)**

90700000

90510000

90513100

90513200

45000000

45210000

45213000

45213200

45213250

45213251

45213270

45222100

45222110

45232470

90500000

#### **II.2.3) Place of performance**

NUTS code:

UKM6

#### **II.2.4) Description of the procurement**

The Highland Council currently operates externally sourced Waste Management Service contracts for the treatment and disposal of approximately 81,800 tonnes of the residual element of municipal solid waste (MSW) across the Highlands utilising our own and third party landfill sites.

From the 1 January 2021, landfill operations in Scotland will be prohibited from accepting biodegradable municipal waste. The Highland Council is engaged in the development of a long-term residual waste solution therefore this market consultation is intended to explore options for a service provision which can bridge the gap from the introduction of the landfill ban and any future long-term solution.

The Highland Council has identified a preferred site for the development of a Materials Recovery Facility (MRF) in Inverness. The MRF is intended to produce refuse derived fuel from residual MSW arising from the whole of the Highland Council area. A Planning application is due to be submitted shortly and it is anticipated that the determination of the application will be known in early 2019. It is intended that the site and any planning consent will be made available to bidding contractors.

Options currently available to the Council are:

i) A contract consisting of the design and construction of the MRF and the inclusion of the operation of the MRF for the treatment and

disposal of residual waste for The Highland Council; or

ii)A contract for the design and construction of the MRF with a separate contract put in place for the operation of the MRF for the treatment and disposal of

residual waste for The Highland Council;

As part of this review, and to ensure that any procurement exercise is suitably structured, it has been determined that market consultation would be helpful to inform the Council on current solutions, developments and interest within the marketplace.

An information leaflet providing some background information and a questionnaire has been attached to this PIN and we would greatly appreciate your input

#### **II.2.14) Additional information**

Please respond to the attached Questionnaire. Any completed questionnaires or queries should be directed to Stuart Fraser at [stuart.fraser@sr-m.co.uk](mailto:stuart.fraser@sr-m.co.uk)

#### **II.3) Estimated date of publication of contract notice:**

01/06/2019

### **Section IV: Procedure**

#### **IV.1) Description**

##### **IV.1.8) Information about Government Procurement Agreement (GPA)**

The procurement is covered by the Government Procurement Agreement: Yes

### **Section VI: Complementary information**

#### **VI.3) Additional information**

Please complete the attached Questionnaire.

All completed questionnaires and any queries regarding this PIN should be directed to Stuart Fraser at [stuart.fraser@sr-m.co.uk](mailto:stuart.fraser@sr-m.co.uk)

NOTE: To register your interest in this notice and obtain any additional information please visit the Public Contracts Scotland Web Site at [https://www.publiccontractsscotland.gov.uk/Search/Search\\_Switch.aspx?ID=560692](https://www.publiccontractsscotland.gov.uk/Search/Search_Switch.aspx?ID=560692).

(SC Ref:560692)

#### **VI.5) Date of dispatch of this notice**

11/10/2018

## THE HIGHLAND COUNCIL

### RESIDUAL WASTE TREATMENT PROCUREMENT

#### MARKET CONSULTATION

#### DRAFT QUESTIONS

##### Introduction & Purpose:

- a) The Highland Council currently operates externally sourced Waste Management Service contracts for the treatment and disposal of approximately 81,800 tonnes of the residual element of municipal solid waste (MSW) across the Highlands utilising our own and third party landfill sites. Given the wide geographical coverage of the Council's area, this tonnage is currently concentrated in various hub operations:

Area	Tonnes/ annum
Inverness	32,000
Easter Ross	18,000
Lochaber	8,300
Badenoch and Strathspey	4,700
Caithness & Sutherland	12,600
Skye & Lochalsh	<u>6,200</u>
<b>Total</b>	<b>81,800</b>

- b) From the 1 January 2021, landfill operations in Scotland will be prohibited from accepting biodegradable municipal waste. The Highland Council is engaged in the development of a long-term residual waste solution therefore this market consultation is intended to explore options for a service provision which can bridge the gap from the introduction of the landfill ban and any future long-term solution.
- c) The Highland Council has identified a preferred site for the development of a Materials Recovery Facility (MRF) in Inverness. The MRF is intended to produce refuse derived fuel from residual MSW arising from the whole of the Highland Council area. A Planning application is due to be submitted shortly and it is anticipated that the determination of the application will be known in early 2019. It is intended that the site and any planning consent will be made available to bidding contractors.
- d) Options currently available to the Council are:
- A contract consisting of the design and construction of the MRF and the inclusion of the operation of the MRF for the treatment and disposal of residual waste for The Highland Council; or
  - A contract for the design and construction of the MRF, with a separate contract put in place for the operation of the MRF for the treatment and disposal of residual waste for The Highland Council;
- e) As part of this review, and to ensure that any procurement exercise is suitably structured, it has been determined that market consultation would be helpful to inform the Council on current solutions, developments and interest within the marketplace.

##### Questions:

<b>Contractor:</b>	
<b>Address:</b>	
<b>e-mail:</b>	
<b>Telephone number:</b>	
<b>Contact name:</b>	

Interest:		
1.	Are the proposed medium-term solutions realistic and attractive?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	If not, please provide feedback:	
2.	Would you be interested in this opportunity?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	If not, please provide feedback on why this would not be of interest to you:	
3.	Which proposal is of most interest to you: A. A contract for the design and construction of the MRF and the inclusion of the operation of the MRF for the treatment and disposal of residual waste for The Highland Council; or B. A contract for the design and construction of the MRF only; or C. A contract for the operation of the MRF for the treatment and disposal of residual waste for The Highland Council	<input type="checkbox"/> Option A <input type="checkbox"/> Option B <input type="checkbox"/> Option C
4.	Are there other, better approaches that you may be aware of?	
5.	What do you see as risks for this proposal?	
6.	Can you share examples of good or bad practice in terms of how others have tried to secure these products or services and what can we do to ensure clarity and improve the tendering process for potential suppliers?	
Capacity:		
7.	If you selected Option A or B from question 3 above, do you think the MRF would be operational by the introduction of the landfill ban on 01 January 2021? If not please provide an estimated timescale	<input type="checkbox"/> Yes <input type="checkbox"/> No  If <b>no</b> please provide an estimated timescale:
8.	If you have selected Option A or C from question 3 above, Do you have the capacity (or would you have the capacity) for the treatment and disposal of residual waste for The Highland Council from the introduction of the landfill ban on 01 January 2021?	<input type="checkbox"/> Yes <input type="checkbox"/> No
9.	Would this capacity be: i. sufficient to meet all of The Highland Council's annual available residual waste arisings with effect from the commencement date; or ii. only sufficient for a proportion of the Council's annual residual waste arisings?	<input type="checkbox"/> Option i <input type="checkbox"/> Option ii  If <b>Option ii</b> : What tonnage would you be able to take [enter approx. capacity available]:
10.	Would your treatment/disposal facilities be located within (select all that apply):	<input type="checkbox"/> Scotland <input type="checkbox"/> England & Wales <input type="checkbox"/> NI <input type="checkbox"/> Europe
Treatment/Disposal Method:		
11.	Will this treatment/disposal method offer The Highland Council a compliant solution to the Scottish Government's planned ban on disposal of biodegradable municipal waste (BMW) to landfill from 01 January 2021?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	If <b>Yes</b> , what would you propose this solution to be?	
	If <b>No</b> and some form of transition in treatment/disposal is required, what are the possible methods of operation once the BMW ban comes into force from 01 January 2021?	
Transport:		
12.	Can you offer an all-inclusive service involving uplift from designated	<input type="checkbox"/> Yes

	points within The Highland Council area and transport to proposed treatment/disposal facility?	<input type="checkbox"/> No
<b>Costs:</b>		
13.	Can you give an early indication of cost, what are the major cost drivers and how can these be minimised?	

### Dry Mixed Recyclates (DMR)

The Highland Council is also considering if any benefits would accrue from conducting a single procurement exercise covering a service provision for both residual waste and DMR arisings. The Council's current DMR arisings are approximately 16,500 tonnes per annum (with distribution across the hubs described in the introduction above).

14.	Would you be interested in this opportunity?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	If not, please provide feedback on why this would not be of interest to you:	
15.	If such an opportunity was to be presented do you consider that separate Lot structure would be:	<input type="checkbox"/> Necessary <input type="checkbox"/> Beneficial <input type="checkbox"/> Not required
16.	If such an opportunity was presented, what benefits do you think could be realised by the The Highland Council (select all that apply):	<input type="checkbox"/> None <input type="checkbox"/> Savings in transfer costs <input type="checkbox"/> Savings in overhead costs <input type="checkbox"/> Higher values from recyclate sales <input type="checkbox"/> Outlet Market security <input type="checkbox"/> Any other cost reductions (please specify) <input type="checkbox"/> Other benefits (please specify)

**Please provide any further ideas or feedback that you think may be relevant to our proposals:**

Thank you for taking the time to complete this questionnaire. Your assistance is greatly appreciated.