

EXECUTIVE COUNCIL

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Title of Report: Waste Management Action Plan

Paper No: 165/14

Date: 27th August 2014

Report of: Head of Environmental Planning / Head of Policy

1.0 Purpose

- 1.1 This paper follows on from Executive Council report 96/14 and the provisional allocation of funding to Waste Management work, subject to the production of an action plan to Executive Council setting out how this funding would be used. This report sets out this information and seeks the release of funding accordingly.

2.0 Recommendations

- 2.1 It is recommended that Executive Council:

- (a) approve the draft action plan (appendix A); and
- (b) approve the creation of, and recruitment to, a two-year fixed term post as set out in this report to implement the action plan.

Responsible Officer: Head of Environmental Planning
Due Date: November 2014

3.0 Additional Budgetary Implications

- 3.1 None

4.0 Background

- 4.1 The Environmental Mainstreaming Group (EMG) considered a report on Waste Management when it met in January 2014, and agreed that a workshop should take place to discuss the matters in more detail.
- 4.2 A workshop was held at the Chamber of Commerce in February 2014 for members of the EMG and other key stakeholders, to explore the issues and opportunities and identify both quick wins and longer term actions. The workshop highlights a need to create a post to take this work forward.

- 4.3 The April 2014 Environment Committee were made aware that a report summarising the results of the workshop and way forward is being produced via the EMG. This report was agreed by the EMG in April and submitted to Executive Council in June (96/14).
- 4.4 Executive Council broadly supported funding, although questioned the nature of the proposed post and the suggestion that it be joint funding. The matter was referred to the Budget Select Committee (BSC). The post was not approved by Budget Select Committee, but they did agree to the £50,000 funding per annum and for the department to come back to ExCo with an action plan on how they would deliver the project; they may at that point recommend a post be created.
- 4.5 This report sets out the requested action plan (appendix A) and a proposed post to implement the plan. It was discussed by Environment Committee in July and they were supportive. The committee agreed that if possible the report should go to the end of August Executive Council meeting, and suggested that rather than formally be discussed at the next EMG meeting, it be circulated by e-mail. The report has been circulated accordingly to members of EMG and no concerns have been raised.

5.0 Proposed Post

- 5.1 The workshops concluded that to drive forward the waste management work, a post needed to be created so there was someone with both the capacity and the focus on this work. It had initially been envisaged that this post would produce a detailed waste management strategy and support the implementation of quick-win actions. However, as a number of quick wins have been identified and also considerable work is required to assemble sufficient evidence base work for longer terms strategic work to be introduced.
- 5.2 It is envisaged that the post would be created initially for a fixed term of 2 years to implement the action plan set out in appendix A. The completion of this action plan includes the gathering of an evidence base so that at the end of 2 years the situation, priorities and use of funding can be reviewed.
- 5.3 Whilst an alternative to a temporary post would be specialist consultancy support, that could assess the issue and provide a costed options report on potential solutions, it is not felt that the issues and options are sufficiently understood to enable cost-effective procurement of consultancy support. Indeed, developing a better understanding of these would be part of the remit of the post.
- 5.4 Furthermore, it is noted that there has been limited implementation of the waste report produced by consultants in the late 1990s (see paragraph 2.1 of the draft action plan). Therefore, key aspects of the role would be to engage with the local community (particularly in relation to implementing waste minimisation initiatives), to explore opportunities for private sector initiatives and also to facilitate the implementation of any identified quick wins. Thus an options appraisal would, even if fit for purpose, only address part of the issue.

6.0 Financial Implications

- 6.1 £50,000 is included in the capital budget for PWD for the period 2015/16 onwards. This is a slight increase in the historic level of funding (although no funding is provided for 2014/15 due to their being unallocated funds remaining from 2013/14). It is envisaged that this is sufficient funding to continue the current level of waste management and to implement the 3 quick wins previously identified (in relation to making better use of the glass imploder, trialling source segregation and making minor improvements to the waste oil bring facilities at Megabid and Mary Hill Quarry).
- 6.2 In addition, the 2014/15 EPD budget contains £50,000 for Waste Management. This is indicatively shown as continuing in successive years. An action plan is required to unlock this funding (hence this report).
- 6.3 As a bench mark a Grade D post filled locally at the bottom of the grade would cost approximately £32,171. The salary at the bottom of Grade D is £28,177. On-costs at this rate would comprise:
- MST at 1.5% of £423;
 - OPC at 10% of £2,817; and
 - RPC at £14.50 per week of £754.
- 6.4 As the focus of the post at this stage, it would be suitable for an enthusiastic generalist, rather than a waste specialist, it is hoped that the post could be filled locally. If this is not possible, then the additional costs for an (unaccompanied) contractor would include:
- flights (beginning, middle and end) of (£770 x 4) £3,080;
 - relocation of £2,000;
 - advertising £2,000
 - gratuity of 25% at £7,044 (though there would be a reduction in OPC of £2,817).
- 6.5 Thus the total costs for recruiting at the bottom of the scale may be £46,000 (with a 5% contingency). If the post is offered above the bottom of the post and/or to an accompanied contractor the costs would of course be higher than set out above. Furthermore, it is envisaged that as well as the post, there would be some funding available to be used for advertising/consultations etc. Therefore the release of the full £50,000 is sought.

7.0 Human Resources Implications

- 7.1 The post would need to work effectively across a number of FIG departments, as well as external organisations and the business community. Having discussed this matter with the Director of Public Works, it is envisaged that the post would nominally sit within the Environmental Planning Department but the workload priorities would be managed with input from PWD.
- 7.2 If this post were to require the appointment of a contract officer, there is no housing availability at present, although additional housing is currently under construction and

it is noted that the recruitment and arrival of a contract officer is likely to take at least 6 months.

8.0 Legal Implications

8.1 None for the purposes of this report.

Appendix A: Draft Waste Management Action Plan (2015 – 2017)

1. Introduction

- 1.1 The 2014 Islands Plan included a commitment to, “agree and progress a Waste Management Strategy for the Islands for the next 10-15 years, and reduce the proportion of waste sent to landfill”.
- 1.2 The Environmental Mainstreaming Group (EMG) considered a report on Waste Management when it met in January 2014, and agreed that a workshop should take place to discuss the matters in more detail.
- 1.3 A workshop was held at the Chamber of Commerce on the Thursday, 13th February 2014 for members of the EMG and other key stakeholders, to explore the issues and opportunities and identify both quick wins and longer term actions. Some of the key points raised were that:
 - given the limited remaining capacity at Eliza Cove and Gemma’s Gulch, and the potential for additional waste resulting from oil & gas exploration/extraction there is a window of opportunity to review and improve the overall approach to waste management;
 - solutions are likely to require both public and private sector involvement and to this end there needs to be further engagement with the private sector;
 - whilst individuals could take forward aspects of the suggested actions from the workshop alongside/as part of their ‘day job’, it is unlikely that it will be prioritised given competing pressures, and with several all parties working independently, there is the potential for people to target different goals to different ends;
 - therefore, to make real progress will require additional capacity in the form of a co-ordinator type role (a single, new full-time post) and such a post would need clear goals to work towards; and
 - approval should be sought from Executive Council as quickly as possible for this post, with the Environment Committee (on the 19th February) being asked to empower the EMG to endorse a draft report produced in light of the workshop, to go on to Executive Council.
- 1.4 The challenges and opportunities identified through the workshop fall into four broad areas.
 - **Overall Approach** – a clear strategy for waste management is required, to feed into the National Infrastructure Plan, Development Plan and also the design of key capital projects (for example whether a new power station could have capacity to use waste as an alternative fuel).
 - **Management of physical assets and smaller scale capital projects** – for example to support implementing the potential improvements to Eliza Cove Tip.
 - **The need for information and public engagement** - to ensure that the community understands and is behind new initiatives (particularly initiatives such as the source separation of household waste) and to better engage and co-ordinate with key stakeholders, including the MoD and private sector interests.
 - The above needs to be informed by a **robust evidence base**.

Aim of this Action Plan

- 1.5 In response to initial work, and in addition to continuing the existing level of funding for waste management and disposal, additional funding has been made available to progress waste management work, subject to the agreement of a clear action plan. Therefore, **the overall aim of this Waste Action Plan is to raise awareness of, and explore attitudes in relation to, waste management issues and opportunities; to identify and implement quick wins; and to provide a basis for developing a longer term national waste strategy.** As this is a short term action plan, as a first step towards a longer term strategy, it is intended to cover the period 2015-2017.

2. Background

Policy Context

- 2.1 In 1998, consultants working for FIG produced a report entitled, “Falkland Islands Waste Disposal”. This proposed an Environmental Protection Ordinance, a bilateral agreement with UK for hazardous wastes and close working with the military to implement new waste management processes. For various reasons the recommendations have not proved feasible, with major challenges including the implications of UK legislation for importing waste and reservations about committing to a single solution for both MOD and Falkland Island waste (i.e. all waste streams produced outside of MPA).
- 2.2 The “Towards an Infrastructure Delivery Plan” (IDP) document produced in March 2013 identifies key choices. It identifies waste as a key area and sets out two options (continue with existing approach or implement a revised strategy, with investment in new facilities). This report suggests how initial work could be taken forward to consider what that revised strategy might be.
- 2.3 The new Islands Plan under the Environment Theme indicates that, “During the life of this Assembly we will ... Agree and progress a Waste Management Strategy for the Islands for the next 10-15 years, and reduce the proportion of waste sent to landfill”. The proposals put forward in this document will be a means to achieving that goal.

Current Situation

- 2.4 The current situation is summarised below.
- Most waste (c1,200 tonnes per annum of municipal solid waste and commercial waste) is currently disposed of by landfill at Eliza Cove, including on-site open air burning. The site is unsupervised for the majority of the time.
 - Waste is not currently source separated in the majority of instances, and domestic bins are tipped straight into Eliza Cove. There is virtually no formal recycling. However, sourcing of material from the tip is permitted and there is a bring facility at the rear of the Town Hall for glass, which is imploded and used for trench fill (although there are no figures for this, anecdotal evidence is that much glass is still landfilled).

- Peat and Clay is disposed of at Cape Pembroke, with an area at the rear of Megabidabout to come on line. Building waste (other than clay and peat), some of which is inert (i.e. waste which is neither chemically or biologically reactive and will not decompose, such as concrete) together with scrap vehicles is disposed of at Mary Hill Quarry.
- Some fishing, cruise vessels and oil exploration works off-load waste oil (for use at Stanley Growers) and waste for disposal at Eliza Cove.
- Special wastes are transported overseas (usually to the UK) for treatment, and significant offshore wastes has followed the same route. Hospital waste is now disposed of by means of the abattoir incinerator.
- PWD advise that there is currently no means of dealing with hazardous waste, and are increasingly receiving requests to dispose of chemicals and have no satisfactory method in place, and issue which needs to be addressed urgently.
- Very limited resources dedicated to waste management (PWD staffing of Eliza Cove and Mary Hill currently equates in total 0.6 full time equivalent staff).

Drivers for Change

2.5 Some of the key drivers for change are summarised below.

- **Economic Growth** - A key challenge with construction in the Falkland Islands is the lack of raw materials and the need to import materials over long distances, meanwhile items which would be reused or recycled are landfilled, which is a lost opportunity.
- **Environmental Management** - The recent events at Mary Hill highlight the potential for improvements to the way in which waste is managed. Improvement in waste management could also contribute to safeguarding human health and biosecurity
- **Preparing for Oil** – Oil Exploration and any subsequent extraction phases will lead to waste production. Whilst this could be exported from the Islands for treatment, there may be an opportunity to develop local facilities which could help manage both this waste and also local waste, leading to economies of scale and wider economic opportunities.
- **Wider Policy Context** - The production of the National Infrastructure Plan and review of the Development Plan are beginning in earnest and can inform, and be informed by, work to explore new forms of waste management.

3. Potential Action Areas (PAA)

3.1 To achieve the aim of this Waste Management Action Plan, progress is required in the following 4 potential action areas. This will prepare the way for the production of a longer term waste management strategy. However, in each area it is envisaged that quick wins might be identified which could be taken forward in the short term. It is also envisaged that the individual actions within each area will be refined and added to as the action plan is taken forward.

PAA1: Data Gathering

3.2 The purpose of this is to produce a robust and credible evidence base to inform future decisions on waste management.

- Gather information on the current amount and types of waste being produced in the Falkland Islands, historical trends and potential future changes
- Gather information on how the above waste streams are managed (including clarifying the role and extent of informal reuse/recycling/composting)
- Identify existing environmental protection mechanisms, identify any potential gaps and highlight potential options (including from best practice elsewhere). This would contribute to Mary Hill Recommendation 11: Consult the Attorney General over legislation that would allow for prosecutions for dumping waste oil irresponsibly.
- Identifying potential indicators for PAA2-4 and collect baseline information to inform the development of targets
- Capital Quick Win: Introduce (either for all of Stanley or a trial area) having an additional bin for dry recyclables (e.g. tins, cans and glass) – this would enable data to be gathered on the composition of waste and also be an important first step to allowing the recycling of material (informal discussion suggests there may be private sector interest in this, if the material is source separated). The purpose of this would need to be well publicised.

PAA2: Waste Minimisation and Public Engagement

3.3 The purpose of this is to implement actions to increase the awareness of waste management issues (including working with schools) and promoting waste minimisation and recycling

- Organise public engagement events (e.g. Clean up Stanley Common Day)
- Carry out initial public consultation(s) on relevant waste management issues and options
- Design and implement initiatives to encourage waste minimisation (e.g. more extensive reuse of plastic bags)
- Guidelines and training to be organised for private sector companies engaged in businesses which produce or handle oil (Mary Hill Recommendation 9)

PAA3: Recycling, Incineration and Economic Value

3.4 The purpose of this is to help develop business case(s) for public and potentially private sector investment in waste management infrastructure.

- Identify and clarify opportunities for provision of waste management services as part of oil and fishing activities, and the potential for localisation of these
- Capital Quick Win: Make better use of the glass imploder by relocating it to Megabid (but retain the drop off point at the back of the Town Hall), publicising that glass is actually recycled into fill material and not simply landfilled and introducing a bring site at one or more of Fox Bay, Goose Green, Port Howard.
- To work with FIDC to support the private sector in exploring opportunities associated with waste management, and implementing new ways of working/developing new businesses
- Support options appraisal work in relation to power generation and the potential to use waste incineration as part of this
- Identify options for the use of ash in the production of recycled aggregates

PAA4: Disposal

- Investigate the potential to make use of local facilities available at Stanley Services Limited for disposal of excess waste oil (Mary Hill Recommendation 7). Note: It is reported that SSL currently bring empty drums to Megabid. This would need to be investigated and rectified for this to be a valid action.
- Identify potential new sites/options to replace Mary Hill and/or Eliza Cove quarry for the disposal of waste and indicative timescales/costs/risks associated with each (This would contribute to Mary Hill Recommendation 12: Identify a new site to replace Mary Hill quarry for the dumping of inert materials, budget for preparation of the site and for the remediation of Mary Hill).
- Identify, budget for, and provide an area for receiving both waste oil and vehicles for auditing/draining before disposal (Mary Hill Recommendation 10) and explore opportunities to work with the private sector to develop/expand alternative facilities.
- Capital Quick Win: Implement the improvements (identified through the Mary Hill Oil Spill Working Group) to the bring facilities at Mary Hill Quarry and Megabid for waste oils and vehicles, to reduce the risk for spillages of oil. This would implement Mary Hill Recommendation 6 (Management of Megabid waste oil delivery. To audit waste oil from both FIG and the community as it is delivered to the site).