# **STATES OF JERSEY**



### REDUCING USE OF PLASTICS IN JERSEY (S.R.5/2019): RESPONSE OF THE MINISTERS FOR INFRASTRUCTURE AND THE ENVIRONMENT

Presented to the States on 26th April 2019 by the Minister for Infrastructure

**STATES GREFFE** 

## **REDUCING USE OF PLASTICS IN JERSEY (S.R.5/2019): RESPONSE OF THE MINISTERS FOR INFRASTRUCTURE AND THE ENVIRONMENT**

Ministerial Response to:	S.R.5/2019
Ministerial Response required by:	19th April 2019
Review title:	Reducing use of plastics in Jersey
Scrutiny Panel:	Environment, Housing and Infrastructure

#### Ministers' Introduction

Reducing the use of plastic has been a hot topic in recent times, and it is very beneficial that the Scrutiny Panel has chosen this subject for in-depth analysis. Both the Ministers for Infrastructure and the Environment have interests in this area and their work often complements each other's. The responses from both Ministers have therefore been brought together in this submission.

#### Findings

	Findings	Comments
1	Plastic pollution is a global issue which causes harm to the environment in the form of air, water and land pollution and has negative effects on plant life, wildlife and the human population.	These points are acknowledged.
2	Plastics have some extremely useful purposes such as for the safe and hygienic transportation of food, for medical purposes and some evidence even suggested that plastic materials which are able to sink in the ocean can promote bio-diversity. It is also an extremely useful material for the fishing and agricultural industries.	These points are acknowledged.
3	The European Union is introducing rules to target the 10 most common single-use plastics found on Europe's beaches. Where alternatives are readily available and affordable, single-use plastic products will be banned from the market.	These points are acknowledged. England has also released a new strategy: "Our Waste Our Resources, a strategy for England". Within this strategy there is a target to "Ban plastic products where there is a clear case for it and alternatives exist". The results of EU and English targets should benefit the Island by reducing the amount of plastics at source.

	Findings	Comments
4	Jersey currently only recycles agricultural and supermarket film and plastic bottles and it is estimated that only 6% of all plastic bottles that enter Jersey's waste-stream are recycled.	These points are acknowledged.
5	Currently, only 6 out of the 12 Parishes carry out kerbside recycling and the plastic bottles collected are exported to the UK for recycling; with the exception of St. Helier, where plastic bottles are exported to France for recycling.	These points are acknowledged.
6	There is confusion amongst the public about how and what to recycle in Jersey and a public desire to recycle more types of plastics.	These points are acknowledged. Growth, Housing and Environment ("GHE") has been taking steps to inform the Public on how and what to recycle for some time, and in January distributed posters to schools and other Government of Jersey Departments, and made copies available to businesses, community groups, etc. The posters show images of what can and can't be put into recycling bins. Growth, Housing and Environment's community engagement work to develop long-term sustainable waste management behaviours is ongoing. This includes talks to businesses and community groups, along with tours of the Department's facilities, notably the Household Re-use and Recycling Centre at La Collette. The Department also works very closely with schools to deliver curriculum-linked sessions and resources that also increase their knowledge levels of how waste is managed in Jersey, the importance of waste minimisation and re-use opportunities, and the what, where and why of recycling. We also acknowledge the Public's desire to recycle more plastics, but are very mindful of the responsibility to manage Jersey's waste safely, ethically and sustainably. The Department carefully selects recycling partners to process Jersey's recycling, so that it understands and has evidence of where and how it is being recycled. Applying these standards to wider plastics is a challenge at present, but the Department is exploring the market for the future. Additionally, GHE is keen to remove uPVC from the waste-stream, i.e. window- and door-frames.

	Findings	Comments
		Energy Recovery Facility ("ERF"), but there are recycling opportunities for this material which would significantly increase the amount of plastic recycled in Jersey.
7	A recurring theme throughout submissions was the need for more recycling bins to be installed across the Island to make it easier for people to recycle more.	There are currently 21 mini recycling centres across the Island for everyday household recyclables, but increasing the number of these sites would not make recycling easier for those without private transport. GHE is working to improve the accessibility of household recycling by working with the 6 remaining parishes that do not provide their parishioners with recycling collections. Once household recycling is available to all, there will be opportunities to review 'on the go' recycling for materials consumed outside of the home/school/workplace.
8	Being able to recycle more types of plastic relies on there being a stable recycling route and often there is not for the lower grades of plastic. Previously, countries in Asia had been accepting exports from countries around the world but has recently closed its doors to plastic waste imports.	These points are acknowledged. As the Island only collects and ships plastics for recycling, it is vulnerable to the same world market trends as the rest of the UK and Europe.
9	There is conflicting advice about what to do with plastic bottle tops. Advice from the Department is to remove bottle caps from plastic bottles before placing in the recycling bins as they are not recyclable. However, the Panel was advised that the UK re-processor is able to recycle the bottles and the caps. The Parish of St. Helier advise to leave the caps on.	GHE acknowledges this conflict which is due to timing. The Department received formal notification that the current plastic bottle recycler could recycle plastic bottles after the Panel's visit to the recycling plant. GHE is currently discussing this with the contractor, and hopes to move forward and communicate this positive development to customers in the near future.
10	If the amount of plastic waste going through the incinerator was reduced (due to a higher rate of recycling) this would not impact negatively on the plant's efficiencies, in fact it would help extend its lifetime. Recycling is placed above energy recovery in the waste management hierarchy, but below reuse, minimization and prevention which is preferential.	This is acknowledged. The ERF will still function if plastics are removed. There are some types of plastics that create high levels of acid gases when they are "incinerated". These acid gases then have to be scrubbed out in the gas cleaning plant in order for the ERF to meet its emission limits. This scrubbing procedure uses lime to treat the gases, and the lime has to be imported and then exported as Air Pollution Control Residue ("APCR") once it has been used. A reduction in plastics would have a beneficial effect on the ERF, and there would be a small

	Findings	Comments
		reduction in the costs of importing and exporting lime and APCR. It would also be beneficial to the ERF as acid gases are a factor in the plant's internal corrosion rates, and reducing the acid gas levels will reduce these corrosion rates.
11	The Government of Jersey programme, Eco-active, has been working in partnership with the Surfers Against Sewage organisation on the 'Plastic- Free Jersey' campaign which is centred on raising public awareness to reduce plastic usage. Currently there are no other regulatory or economic policy levers being implemented by government to complement awareness campaigns.	This is acknowledged and, as included in the recommendations, we agree that an up-to-date Waste Strategy for the Island is needed. This will explore regulatory and economic levers and make recommendations on their future application.
12	Jersey does not appear to have a clear strategy on how to tackle plastic litter (or litter in general) and the last time the waste strategy was looked at was 2005.	This is acknowledged. and we propose that litter (including sea litter) is included as a waste- stream in the Island's future Waste Strategy. This document will explore the issues around Jersey's litter, and make recommendations on how this should be managed going forward.
13	Analysis of a range of models from other countries demonstrates a wide range of policy instruments and initiatives, which used in conjunction with one another, appear to be where countries achieve successfully higher rates of plastic recycling. Bans, taxes, public water fountains and a bottle deposit scheme were the most popular initiatives highlighted in submissions to the Panel.	GHE looks forward to exploring tools and approaches used elsewhere to maximise plastic recycling through the process of developing the next Island Waste Strategy. The Department would also like to note that, while increasing the recycling rate for plastics is a positive achievement, increasing recycling does not reduce the Island's waste or address the issue of single-use plastics. The future Waste Strategy will apply the internationally recognised Waste Hierarchy so that waste minimisation tools are prioritised.
14	A significant number of submissions called for businesses to eliminate or 'ban' was a popular phrase – single- use plastics from their business.	Regulation that removes specific materials from a jurisdiction can be useful; however, sometimes this approach can just 'shift the issue', for example stocks of water in single-use plastic bottles may be replaced with water sold in cans and cartons, both single-use packaging. A more sustainable approach may be to apply the Waste Hierarchy and look to change behaviour, so that single-use packaging is no longer desirable by the consumer, while working with partners to provide alternatives.
		<i>Regulatory tools will be explored in the future</i> <i>Waste Strategy.</i>

	Findings	Comments
15	Many businesses are already taking steps to eliminate and/or reduce single- use plastics where possible/practical but submissions highlighted there are still challenges that they face and a need for more government support, engagement and awareness raising initiatives.	GHE works with businesses to provide support and advice; however, it is agreed that there is an opportunity to deliver more. One idea that GHE would like to explore to address this, is a Forum for businesses to share best practice, discuss challenges, and receive advice, including scheduled webinars.
16	In 2015, plastic packaging waste accounted for 47% of plastic waste generated globally. The importation of some plastic packaging is necessary for the safe and hygienic transportation of foods, although some single-use plastic items could be eliminated such as plastic straws, provided provision is made for the disabled.	These points are acknowledged.
17	Some businesses find it difficult to eliminate many single-use plastics which are imported by external suppliers and so feel limited to the extent to which they can eliminate plastic packaging.	GHE would be interested to understand what types of plastic this refers to, so that this can be explored further. This may be an area for the future Waste Strategy to explore; and/or support could be provided through a Waste Forum for businesses to share best practice, discuss challenges, and receive advice, including scheduled webinars.
18	There are effective policy levers which can be utilised to target the manufacturer/ producer and the most effective are the internationally based ones such as the EU directive.	Regulatory tools will be explored in the future Waste Strategy.

#### Recommendations

	Recommendations	То	Accept/ Reject	Comments	Target date of action/ completion
1	The Panel recommends measures should be put in place to properly assess how much plastic packaging waste is generated in Jersey, specifically, how much is incinerated and how much is recycled by Q1 2020.	1	Accept	A project plan will be developed to support delivery of this recommendation. (This will be a complex undertaking as it will require analysis of all waste-streams. It will also require engagement with the business community to understand the key waste plastic materials.)	Q1 2020
2	The Panel recommends parish administrations which are currently not offering recycling, present an appropriate, properly costed recycling scheme to their respective Parish Assemblies at the earliest possible opportunity (taking into consideration current contracts). Parishes with existing recycling schemes already in place should consider setting recycling targets.	2	For Comité des Conné- tables to accept (with GHE to support)	<ul> <li>This work is already ongoing, and GHE is very happy to support the parishes by providing data, advice and help to maximise the reach of Parish Assemblies and participation of new and existing recycling schemes.</li> <li>Achieving this commitment will be dependent on the Parish administrations, and so GHE suggests that this recommendation is made to the Comité des Connétables.</li> <li>Theme 5: 'Protect and value our Environment' of the Assembly's Statement of Common Strategic Priorities includes the following main aim 5.2 –</li> <li>CSP 5.2 By protecting the natural environment through conservation, protection, sustainable resource use and demand management;</li> <li>and the following area of Strategic Activity –</li> <li>CSP 5.2.3 Review options for a <u>co-ordinated and consistent recycling programme</u>, including a fiscal review.</li> <li>5.2.3 seeks, through the development of a new Waste Strategy (see lines 9 and 10 for further information) which will examine future options for a co-ordinated and consistent recycling programme.</li> </ul>	Comité des Conné- tables to set date

 <sup>&</sup>lt;sup>1</sup> Minister for Infrastructure
 <sup>2</sup> Minister for Infrastructure to work with parish administrations

	Recommendations	То	Accept/ Reject	Comments	Target date of action/ completion
3	The Panel recommends that further consideration is given to the planning approval process to ensure that recycling-friendly infrastructure is included as a necessary requirement in future developments across the Island and that this should be incorporated into the new Island Plan 2021.	3	Accept	<ul> <li>The Revised 2011 Island Plan already seeks to ensure that 'recycling-friendly infrastructure' is provided as an integral element of new development. This is a material consideration in the planning process.</li> <li>Policy WM5 of the Island Plan (http://consult.gov.je/portal/policy/pd/ip20 11?pointld=1405696218009#section-1405696218009</li> <li>It pointld=1405696218009#section-1405696218009</li> <li>states the following – "In order to enable and encourage recycling and sustainable waste management, the Minister will seek to ensure that appropriate storage is provided for waste and recyclables in all new development. Storage should be provided within all new development for waste facilities that are:</li> <li>for both recycling and residual waste;</li> <li>of adequate capacity;</li> <li>safe and accessible to users and waste collectors;</li> <li>sited and designed to minimise nuisance to users and neighbours;</li> <li>designed with sufficient flexibility to allow for reasonable future changes in waste collection services; and</li> <li>in keeping with the design of the development.</li> <li>Consultation with the Parishes and the Minister for Infrastructure on the suitability of such facilities will take place prior to approval of new developments.</li> <li>Where the development of re-use and recycling collection facilities / bring banks is considered appropriate, but cannot be provided on site for reasons accepted by the Minister, their provision in a suitable location off-site will be required by use of planning obligations."</li> <li>This policy will be the subject of review as part of the forthcoming Island Plan Review 2021–2030.</li> </ul>	Q2 2021

<sup>&</sup>lt;sup>3</sup> Minister for the Environment

	Recommendations	То	Accept/ Reject	Comments	Target date of action/ completion
				It is also relevant to note that the Minister for the Environment is reviewing the supplementary planning guidance about the Design of Homes: this will seek to ensure that new homes contain sufficient storage space associated with the management of waste. New draft standards are to be issued for consultation during Q2 2019.	
4	The Panel recommends that more priority and resources should be given to public relations and engagement in respect of recycling, in order to send out a clear message to the public of how and what to recycle. This should be undertaken by Q3 2019.	4	Accept	The Minister welcomes this recommendation, and will discuss with GHE how this can be achieved in the future target operating model.	Q3 2019
5	The Panel recommends that the Department substantially increases the number of public three- compartment recycling bins across the Island by Q2 2020.	4	Accept	GHE acknowledges the need for more 'on the go' recycling facilities, and will review current opportunities. However, GHE would like to raise a note of caution with this recommendation at this time as, without the provision of household recycling collections, compartmentalised bins may be used as convenient mini recycling centres, and this may result in overflowing bins that may be a pollution risk.	Q2 2020
6	The Panel recommends that as part of public awareness campaigns, it is important that a clear message is given to the public as to why it might not be possible to recycle other (lower) grades of plastic by Q3 2019.	4	Accept	GHE aims to deliver open and honest communications that explain our recycling processes and rationale. We will include this recommendation in our 2019 communications plan.	Q3 2019

<sup>&</sup>lt;sup>4</sup> Minister for Infrastructure

	Recommendations	То	Accept/ Reject	Comments	Target date of action/ completion
7	The Panel recommends that the Department liaise with Jayplas recycling plant to investigate the possibility of Jersey's bottle caps being recycled and report back to the Panel by Q2 2019.	5	Accept	This is already in progress.	Q2 2019
8	The Panel recommends that the Department, in collaboration with Jersey Dairy, assess in further detail the feasibility and commercial viability of Jersey recycling milk cartons and provide the Panel with the outcome of this analysis by Q3 2019.	5	Reject	While GHE recognises the public appetite to recycle drink cartons, this is not a priority for GHE, as there are other waste materials that have a more significant environmental impact in the Island's waste-stream; for example, uPVC window- and door-frames. GHE acknowledges that drink cartons are an everyday throwaway item, and does commit to exploring potential long-term solutions in the future Waste Strategy.	_
9	The Panel recommends that the Minister for the Environment and the Minister for Infrastructure work in collaboration to produce a clear, joined-up strategy on single-use plastics by Q3 2019.	6	Accept	GHE acknowledges the urgency for solutions to reduce the Island's single-use plastics, but it is essential that this work is complementary to the development of the Island's Waste Strategy (see also line 10). Theme 5 of the Statement of Common Strategic Priorities is to 'Protect and value our Environment'. The Strategic sub-priority 5.2 describes how this will be achieved – "By protecting the natural environment through conservation, protection, sustainable resource use and demand management". CSP 5.2.2 Achieve plastic-free Jersey status and investigate options for a levy on single-use plastics and plastic bags. The strategic activity associated with this priority will investigate the opportunity to use fiscal levers to change behaviour to minimise waste generation. N.B. plastic- free Jersey status achieved in 2019.	7

<sup>5</sup> Minister for Infrastructure

 <sup>6</sup> Minister for Infrastructure and Minister for the Environment
 <sup>7</sup> Developing a new Waste Strategy for Jersey will be carried out by Strategic Planning, Policy and Performance, and Growth, Housing and Environment, throughout 2019 and 2020, with an aim to lodge a new Strategy by the end of 2020.

	Recommendations	То	Accept/ Reject	Comments	Target date of action/ completion
				Research options to implement plastic bag tax and explore options in relation to other single-use plastics.	
10	The Panel recommends that the waste strategy, having last been published in 2005, needs to be revisited as a priority and that a plastic litter strategy is incorporated as part of this strategy. Furthermore, the Panel recommends that as part of the waste strategy, the option of a waste charge for household refuse bags is explored further, including monitoring the Guernsey model for any lessons learned by Q2 2020.	8	Accept	<ul> <li>The Statement of Common Strategic Priorities, Theme 5, is to "Protect and value our Environment". The strategic sub-priority CSP 5.2 states "By protecting the natural environment through conservation, protection, sustainable resource use and demand management".</li> <li>The following strategic activities are relevant to the Panel's Recommendation in respect of delivering a new Waste Strategy –</li> <li>CSP 5.2.2 Achieve plastic-free Jersey status and investigate options for a <u>levy on single-use plastics and plastic bags</u></li> <li>The Strategic activity associated with 5.2.2 will investigate the opportunity to use fiscal levers to change behaviour to minimise waste generation, and will research options to implement plastic bag tax and explore options in relation to other single-use plastics.</li> <li>CSP 5.2.3 Review options for a <u>co-ordinated and consistent recycling</u> <u>programme, including a fiscal review</u></li> <li>The Strategic activity associated with 5.2.3 priority will develop and deliver updated waste strategy, including the opportunity to use fiscal levers to minimise waste generation.</li> <li>In parallel with CSP 5, there is another Government Plan work-stream, supported by a Revenue Policy Development Board that seeks to advise on revenue-raising measures for the funding of CSP priorities.</li> <li>Although this work is in its early stages, it is recognised that taxation should support economic, social and environmental</li> </ul>	9

 <sup>&</sup>lt;sup>8</sup> Minister for Infrastructure
 <sup>9</sup> Developing a new Waste Strategy for Jersey will be carried out by Strategic Planning, Policy and Performance, and Growth, Housing and Environment throughout 2019 and 2020, with an aim to lodge a new Strategy by the end of 2020.

	Recommendations	То	Accept/ Reject	Comments	Target date of action/ completion
				policy. Development work in this area can investigate using environmental taxes and charges to, inter alia, re-inforce emissions reduction measures and potentially raise revenue to fund environmentally positive behaviour. A critical consideration will be revisiting the previously proposed charge for commercial waste.	
				Learning from the Guernsey Model, officer discussions are underway with the States Trading Supervisory Board and the States of Guernsey Trading Assets, in order to understand their progress in delivering their ambitious recycling programme under the 'Guernsey Waste' trading arm. Evaluation and lessons learned from Guernsey's progress will be fed into the Jersey revision of the Waste Strategy.	
11	The Panel recommends that budgetary allowances need to be made a priority to enable the Department to undertake monitoring of pollutants in marine species by Q4 2019.	10	Accept	GHE will review the local need for stock sampling, and include this within regimes into the future.	Q4 2019
12	The Panel recommends that following the introduction of any new policy initiatives, whether levies, bans, or other, that sufficient monitoring practices are put in place from the outset to enable their impact to be measured appropriately.	10	Accept	The Government Plan will be supported by a monitoring and performance framework developed with GHE and Strategic Policy, Performance and Population, in the new OneGov model. This will require resources to be made available.	Q4 2019/ Q1 2010
13	The Panel recommends that initial discussions are held with the Department and Jersey Water by Q2 2019 regarding the installation of public water fountains and how a partnership approach	11	Accept	GHE welcomes the installation of public water fountains as a tool to reduce the use of single-use packaging for drinking water and encourage water consumption for health and well-being.	Q3 2019

<sup>10</sup> Minister for the Environment<sup>11</sup> Minister for Infrastructure

	Recommendations	То	Accept/ Reject	Comments	Target date of action/ completion
	might work and the outcome reported back to the Panel by Q3 2019.				
14	The Panel recommends the Department consult further with the Jersey Fishermen's Association, boat owners and yacht clubs to work out how a 'Fishing for Litter' scheme could operate effectively in Jersey by Q2 2019.	12	Partially accept	Fishing for litter has been tried in Jersey but is not suited to the size of our fishing vessels. We are working with local fishermen to develop and identify local solutions that will best meet the local fishing industry. Following on from this we will look to expand our work to recreational fishers and other key stakeholders.	Ongoing
15	The Panel recommends that an initial assessment of whether Jersey has the volume of plastic bottles in circulation to make a bottle deposit return scheme work efficiently should be carried out by Q2 2020.	13	Accept	The use of deposit return schemes will be considered within the scope of the development of the next Island Waste Strategy (see line 10).	See line 10
16	The Panel recommends that further work is undertaken to research the range of policy measures implemented in other jurisdictions and to assess viable initiatives that can be feasibility introduced in Jersey by Q2 2020.	12	Accept	This work will be carried out as part of the development of a new Waste Strategy (see line 10).	See line 10
17	The Panel recommends that the Department should consider the use of public-private partnerships between government and supermarkets, in order to work in collaboration to reduce plastic packaging by Q2 2019.	12	Accept	This will be encapsulated within the Waste Strategy work.	See line 10

<sup>&</sup>lt;sup>12</sup> Minister for the Environment

<sup>&</sup>lt;sup>13</sup> Minister for Infrastructure

	Recommendations	То	Accept/ Reject	Comments	Target date of action/ completion
18	The Panel recommends that consideration should be given to providing increased engagement and support to businesses, whether that be financial support, practical advice and partnership working between government and industry by Q3 2019.	14	Accept	This will be encapsulated within the Waste Strategy work.	See line 10
19	The Panel recommends that, as far as practical, measures should be put in place to assess the quantity of goods being imported which contain plastic packaging. For example, plastic bottles. This could involve working in partnership with retailers to extract data on the volume of plastic goods they import by Q4 2019.	15	Accept	We acknowledge that this would be a useful data set and that we will explore how best to take this forward.	Q4 2019
20	The Panel recommends that work to scope a suitable analysis of adopting legislation in line with the EU directive of banning all avoidable single-use plastics should be undertaken by Q2 2020.	14	Accept	This will be carried out as part of the development of a new Waste Strategy (see line 10 for details).	See line 10

 <sup>&</sup>lt;sup>14</sup> Minister for the Environment
 <sup>15</sup> Minister for the Environment and Minister for Infrastructure

### Conclusion from the Minister for the Environment and the Minister for Infrastructure

We welcome the recommendations made by the Panel, which support Growth, Housing and Environment's aim to reduce waste and increase recycling. It is important that the recommendations are delivered in a planned and joined-up approach; and the development of a new Waste Strategy that considers all of the issues around the Island's waste and applies the Waste Hierarchy to propose future targets and recommendations, is the next step.

This work will be carried out across Government; in particular by the Strategic Policy, Performance and Population Department, and the Growth, Housing and Environment Department; but will include extensive consultation with key stakeholders like the parishes, businesses, and members of the Public and elected representatives. This is a fundamental piece of work that will run in parallel with an examination of the principles of environmental taxation discussion led by the Revenue Development Board, which will consider the legacy issue of commercial waste charging, as well as fiscal levers that might lead to other behaviour change, like plastic bag taxes. It is essential that the required resources are in place to improve our performance in dealing with plastic waste.

Open, honest and ongoing customer engagement about how the Island's waste is managed, and the challenges faced in doing so, is essential to ensure that environmental benefit and value for money continues to be an essential part of delivering this service to the Island. The Minister for Infrastructure will ensure that the recommendations regarding the information our customers want to receive is included in our plans this year.