

## **SCRUTINY PANEL INTERIM REPORT**

### **DRAFT WASTE MANAGEMENT STRATEGY**

Panel members:

Deputy P.J. Rondel (Review Chairman)  
Senator J.A. Le Maistre  
Senator E. P. Vibert  
Deputy R.C. Duhamel  
Deputy F.J. Hill, B.E.M.  
Deputy G.C.L. Baudains

Officer support: Mrs Carol Le Quesne, Scrutiny Officer  
Mrs Kay Tremellen-Frost, Scrutiny Officer  
Mr. Charlie Ahier, Scrutiny Officer

#### **BACKGROUND**

The draft Solid Waste Strategy, dated 13th September 2004, has been released for a period of public consultation. The Strategy is aimed at “the requirements for the direction and policy framework for all aspects of the management and disposal of the Island’s Solid Waste for the next 25 to 50 years”.

The Panel wished to establish what research had been undertaken into the possible options of waste treatment prior to the preparation of the draft Strategy and drew up the following Terms of Reference -

To review the current position in regard to strategic and other policy proposals in respect of the Plan.

To scrutinize alternative waste strategies and technologies.

To assess the cost and resource implications of a range of strategies within the waste hierarchy.

To understand the strategic and policy decision making process under which the States, Departments and Committees have operated in formulating the Plan.

To report on the outcome of the public consultation exercise.

To make recommendations to the appropriate Committees and/or the States.

#### **WORK UNDERTAKEN BY THE PANEL**

The Panel has undertaken considerable research into the Draft Waste Management

Strategy which has been circulated for consultation by the Environment and Public Services Committee. At the outset, the Panel believed that it had undertaken to review the work which had already been carried out by the Environment and Public Services Committee. However, it became apparent that a large amount of work into all the available options had not been undertaken by that Committee prior to releasing the draft Waste Management Strategy for consultation purposes. Consequently the Panel found itself in the position of undertaking the work which should have already been undertaken by the Environment and Public Services Committee. Details of this work will be included in the Panel's final report.

All research has been based on the Environment and Public Services Committee's draft Waste Management Strategy and all information in this report is evidence based. The evidence has been collected through a number of public hearings, visits to waste management treatment centres in the United Kingdom, France and Norway, and visits from organisations involved in the management of waste both in the United Kingdom, Europe and throughout the world.

The Panel has been keen to explore all alternatives and to consider the feasibility of these within an Island community. It has also worked in conjunction with the Chairman of the Panel of Inquiry into Guernsey Solid Waste Disposal, Mr. R. Dadd.

All transcripts of public hearings, (with the exception of any in-camera hearings) and other details are available on the Scrutiny Website at <http://www.statesassembly.gov.je/shadow>. Hard copies can be made available upon request from the Scrutiny Office, States Building, Royal Square, St. Helier, JE1 1DD

## INDEPENDENT ADVISERS

The Panel appointed two advisers:

Professor J. Swithenbank, B.Sc, Ph.D., EEng., FInst.E., FCh.E - Chartered Engineer, Director of Sheffield University Waste Incineration Centre

Note: During December 2004, the Panel was advised that Professor Swithenbank had become Chairman of ONYX. This caused no impact on the Panel's deliberations.

Professor P. C. Coggins, BSc., PhD., FCIWM., FRGS (with IBG)

## SUBMISSIONS

The following written submissions have been received -

Concern

Environment and Public Services Committee

Mr. D. Wimberley

Dr. A. Haden-Taylor

Jersey Environment Forum

Mrs J. O'Shea (Bellozanne Residents)

Société Jersiaise (Environment Section)

## PUBLIC HEARINGS

The Panel has held a number of public hearings and to date the following have attended on the Panel -

### **States members**

Senator P.F.C. Ozouf, President, Environment and Public Service Committee

Senator T.A. Le Sueur, President, Finance and Economics Committee

Senator F.H. Walker, President, Policy and Resources Committee

Senator S. Syvret, President, Health and Social Services Committee

Connétable J. B. Germain, Chairman, Comité des Connétables

Connétable A.S. Crowcroft of St. Helier

### **Other Organisations/Individuals**

Bellozanne Residents (with Deputy J.B. Fox)

Jersey Environment Forum

Dr. A. Haden-Taylor

Société Jersiaise (Environment Section)

Mr. D. Wimberley

Mr. C. Coggins, Panel Adviser

## FUTURE PUBLIC HEARINGS

The Panel will be holding its next public hearing on Monday 7th February 2005. The following companies will have the opportunity to give a short presentation and to answer questions from the Panel -

ENER.G - combined heat and power/renewable generation/energy management/energy from waste.

ONYX - Waste Management operator

VERNO - In-vessel composting and plasma gasification technology

COMPACT POWER - pyrolysis/gasification

#### OFF-ISLAND FACT-FINDING VISITS

The Panel has undertaken research into a wide range of alternative technologies and subsequently some members of the Panel have visited the following Waste Management Treatment Plants -

SITA : Ecostu'air incinerator based at ZAC de Port Jérôme, Saint Jean de Folleville, Le Havre.

SITA: Isigny Le Buat, Normandy: recycling plant and landfill site

SIREC: Isigny Le Buat, Normandy: recycling operation

Granville: village recycling centres for voluntary drop-off.

VERNO: Cambridge: The Wasteology In-vessel composting System

COMPACT POWER: Avonmouth: pyrolysis and gasification technology

ENERGOS: Norway, pyrolysis and gasification

I.V.A.R: Recycling/composting

Evidence has also been taken at informal meetings from the following companies during visits to Jersey -

COMPACT POWER: gasification/pyrolysis

ONYX: kerbside collection to treatment of residual waste and landfill.

SITA: kerbside collection to treatment of residual waste and landfill.

#### WASTE MANAGEMENT ISSUES CONSIDERED BY PANEL

During the review, the following matters have been considered by the Panel -

Recycling initiatives: existing household separation, bring systems, parish collection systems, green waste. Potential for improvement in these areas.

Incineration and new technologies: life expectancy of existing plant, possible size and type of replacement incinerator, cost, location. Implications of the Bellozanne covenant, impact on

Island residents.

Working with other jurisdictions: Link with Guernsey, off-Island shipping and related costs, convention on cross-boundary treaties.

## INTERIM FINDINGS

- Waste management worldwide is currently undergoing rapid change with increasing emphasis on waste minimisation and resource recovery through recycling. A range of innovative technologies is commercially available to process residual waste streams at an appropriate scale for Jersey.
- Many local authorities are now moving to flexible waste management programs which, through regular review, enable full advantage to be taken of new advances in management methods and technology.
- EU directives are not only seeking to reduce the quantity of materials designated as waste but also to engender a more responsible attitude towards recycling and resource recovery.
- High recycling and composting rates (75%) are being achieved by European communities. Countries with poorer records are aiming to follow suit.
- The Basel Convention allows for the movement of waste subject to administrative protocols between consenting signatory countries.
- Guernsey is in the process of reassessing its waste management strategy.
- There are inaccurate, outdated and misleading statements in the Environment and Public Services Committee document entitled “Dealing with Jersey’s Waste” dated September 2004. These include:-
  - (i) “We cannot export the waste, because of International agreements...”
  - (ii) “Large amounts of the waste we produce simply cannot be recycled or composted”
  - (iii) “If we were to adopt improved measures, we should be able to increase our recycle rate to around 14%, which would compare well at a European level”
  - (iv) We need to be planning for twenty-five, even fifty years hence.”
  - (v) “Gasification and Pyrolysis, which both work by turning waste into gas, are relatively new technologies. There are very few plants currently adopting these procedures for municipal waste, so the technology and commercial viability is not fully proven”

## RECOMMENDATION

The Panel will include its full recommendations in its final report. At this stage the main recommendation is that the Environment & Public Services Committee must resolve the following matters **prior to the production of the final strategy and therefore prior to the matter being debated by the States.**

(a) Reconsideration of the 2008/9 deadline.

*The Panel accepts that part of the incinerator is reaching the end of its design life. However, the third stream has some ten or more years of useful life with the potential to manage the volume of residual waste after intensive recycling. There appears to be no evidence that the Bellozanne chimney is currently structurally unsound requiring major repair before 2009 or thereafter.*

(b) Thorough consideration of recycling initiatives and a kerbside collection service.

*The Environment & Public Services Committee has failed to consult all stakeholders in the formulation of its strategy, in particular the Connetables and the Jersey Environment Forum.*

(c) Full identification of the quantity of residual waste which would require disposal after intensive recycling.

*The statistics held by the Public Services Department detailing the components of the waste stream were described by one of the Panel's advisors as "woeful and totally inadequate".*

(d) Thorough consideration of all available alternative technologies for the management of waste.

*There has been inadequate research into modern technology involved in waste management which has resulted in a strategy that could prove to be expensive and inflexible for the Island.*

(e) The existing Bellozanne Covenant.

*There are unresolved legal questions which could materially affect the final cost of the proposed strategy. It is unclear whether the existence of the covenant has limited the consideration of alternative sites*

(f) The possibility of working with other jurisdictions.

*The Panel acknowledges that since its Public Hearings have commenced, the Environment & Public Services Committee has undertaken some research into working with other jurisdictions. However, this research was not undertaken before the draft strategy was published and the Panel is awaiting the outcome of this work.*

(g) The Basel Convention.

*As above, some action has been taken but a final resolution is yet to be determined.*

(h) Funding.

*The draft strategy does not contain firm proposals for its long term funding. Monies have not been set aside in the States Capital program although the timetable suggests construction beginning in 2006. Additional charges to the Public need to be coordinated*

*within the Fiscal strategy.*

## A SUGGESTED WAY FORWARD

- (i) The Parishes should implement a kerbside collection of kitchen waste and dry recyclables at the earliest opportunity.
- (ii) The Island should seek to maximise recyclable materials for export.
- (iii) The Island should invest in an in vessel composting unit capable of composting kitchen waste in addition to green waste.
- (iv) The Island should quantitatively assess the residual waste arisings and investigate the best disposal route from the several options available.

## CONCLUSION

Any replacement plant must respect accelerating technological developments in waste management where long-term solutions (such as incinerators) are seen to be too inflexible to take account of future developments.

The Panel recognises that there is still work to be undertaken in fully researching the above issues, however, it anticipates producing a full report by the end of March 2005. The Panel also anticipates that it will include details of all primary research that it has undertaken in its final report. Some of this is currently available on the Scrutiny Website.

