



States of Guernsey
Trading Assets



GUERNSEY WASTE
ANNUAL REPORT
2015

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1) Executive Summary

As Mont Cuet continues to fill and rise above ground level, there is increasing pressure to implement a more sustainable waste management solution for the Island which is more environmentally acceptable than landfill.



Good progress in implementing the Waste Strategy¹ was made in 2015, including the submission of the planning application² to the Environment Department for the proposed new waste facilities at Longue Hougue. 2016 will see the team pulling together the information on the proposed infrastructure and services into a business case in order to obtain the required funding. Significant developments were also made in 2015, through the commencement of a tender process, to determine a final destination for the export of the island's residual waste.

The Waste Prevention and Recycling team continues to promote waste minimisation and recycling initiatives across the island in an ongoing effort to increase the recycling rate.

2015 saw the 1st anniversary of the kerbside recycling scheme and the lowest total annual record of inputs into Mont Cuet.

Similar to Mont Cuet, the Longue Hougue Land Reclamation Site is also filling rapidly, and work commenced in 2015 to identify future options for managing inert waste including export, and investigating alternative sites to undertake land reclamation.

A small dedicated team undertakes this work while maintaining 'business as usual' services through a range of service contracts for the provision of waste management and recycling services.

RICHARD EVANS

DIRECTOR OF INFRASTRUCTURE & CORPORATE SERVICES

¹ The Waste Strategy Report and States Resolutions can be found at <http://gov.gg/article/150451/States-Meeting-on-21st-February-2012-Billet-IV>

² The Planning Application for the new facilities can be found at <http://theoldsite.gov.gg/LHwastemanapp>

2) Introduction

BUSINESS AS USUAL

Guernsey Waste is part of the Public Services Department (PSD) and is responsible for the provision of a variety of waste management and recycling services.



The key services which PSD is mandated to deliver in regard to waste management, through 3rd party contracts/Service Level Agreements (SLA's) and across a number of sites, include the operation and management of:

- Mont Cuet Landfill Site for commercial and domestic residual waste;
- The Waste Segregation and Recycling Facility at Fontaine Vinery. This site is used by commercial companies and is also used to process glass and tins from bring banks;
- Longue Hougue Reclamation Site (*above right*). This site accepts inert construction and demolition waste for the purpose of land reclamation;
- Chouet Horticultural Site for the acceptance of domestic green waste;
- Longue Hougue Recycling Centre for household recycling such as fridges, electrical equipment, batteries and oil;
- Various Bring Bank Sites for dry recyclates across the island;
- Kerbside collection of dry recyclables from domestic properties island-wide;
- Collection & disposal services for Bulky Waste & End of Life Vehicles from domestic customers; and
- Monitoring of previous landfill sites.

The Waste Prevention & Recycling 'Business as Usual' section of the team comprises two Waste Prevention & Recycling Officers and a Senior Manager; this team is supported by PSD's administrative officers and Projects Liaison Officer. The team is responsible for the introduction and management of waste minimisation and recycling initiatives such as 'Love Food Hate Waste'. This includes a number of promotional activities across the island, working across a broad section of the community.

The team is also responsible for the management of the sites and services through 3rd party contracts/SLA's; the provision of a customer service function; the production and delivery of educational information on waste management and recycling; and research, advice and support on waste-related matters.

Waste matters, where necessary, are reported to the PSD political Board – they are the designated Waste Disposal Authority, and are responsible for key decisions on the subject of waste.

WASTE STRATEGY PROGRAMME

Guernsey Waste is also responsible for the implementation of the island's Solid Waste Strategy which comprises a number of individual projects (see pages 8/9), the responsibility for the delivery of which resides with the Waste Strategy Programme team. This team is supported by legal, procurement and project assurance advisors from within the States as well as external technical and financial consultants.

Specific Waste Strategy Programme matters are reported to the Waste Strategy Programme Board, which comprises the political board and various representatives from the Waste Strategy Implementation team and programme assurance representatives drawn more widely from within the States of Guernsey.

3) Review of 2015

DOMESTIC RECYCLING



At the end of Q1 2015, the Department reported that it had achieved a recycling rate of 50% for the first time. However, the overall annual domestic recycling rate for 2015 was 47.8% which is a decrease on the 2014 recycling rate of 49.1%. This decrease can be mainly attributed to a decline in composted green waste reflecting the poorer growing conditions compared with 2014.

While on the face of it any rate reduction is disappointing, the 'dry recyclables' element of the rate continues to perform strongly. This is despite sizable reductions in paper recycling weights and textiles.

The UK has changed its methodology for calculating its reported household (now termed 'waste from households') recycling rate, to exclude material types not considered to have come directly from households. While Guernsey's current methodology has been retained to report the 2015 annual figure to maintain full compatibility and consistency with earlier data, the methodology will be re-examined against the UK's moving forward.

Kerbside Recycling

This kerbside recycling scheme allows householders to put out recyclates (blue bags for tins, plastics and cartons and clear bags for paper and cardboard) out on the kerbside on an alternate weekly basis. The scheme has proved very popular with islanders and 2015 saw the first anniversary of the scheme.



The scheme has brought about a significant change in recycling behaviour, with a clear reduction in bring bank use. Of the homes surveyed, from two selected samples, there was a 76% kerbside recycling participation rate.

While the strong growth in materials now collected at the kerbside after that service was introduced has not continued in 2015, there is evidence that the gains have been maintained - all of which will be considered for the future provision of recycling services.

A glass kerbside collection trial commenced in parts of St Peter Port from November 2014 to August 2015. The purpose was to investigate potential issues with this type of kerbside collection such as noise complaints and health and safety concerns. Results were very encouraging, with the service proving popular and yielding very few complaints. Initial costings provided by the parishes to extend the interim scheme to include glass in 2016 were not considered to represent value for money at this stage. However these collections will be considered again as part of the business case for the final solution.

Bring Banks

Various bring bank sites are provided across the island and are free at point of use. These were reviewed in 2015 after demand fell following the introduction of kerbside collections in 2014. The sites were rationalised to 7 'supersites' where a range of materials can be deposited in addition to 10 glass-only sites. Future bring bank provision will be considered as part of the implementation of the Waste Strategy.



Longue Hougue Recycling Centre

A temporary recycling site is also provided at Longue Hougue, which accepts a variety of household items including fridges, TV's, printer cartridges, cooking oil and scrap metal to name a few. A full list of items and site information can be found on the gov.gg website (full web address can be found at the end of this report). The site is managed by States Works on behalf of PSD and a variety of 3rd party contracts are in place for the onward recycling of different materials.

The site also provides an area for islanders to take away items for reuse such as furniture and electrical items. However, this area has presented various operational and safety issues and therefore work has progressed to appoint a 'not for profit' third sector organisation to run a reuse scheme for the suitable items delivered to the site. This will allow members of the public to continue to drop off items suitable for reuse, which will then be repaired if necessary, and redistributed where they are needed most from alternative premises to be run by the third sector organisation. Expressions of interest have been received and subsequent tendering and negotiations will take place in 2016.

The proposed new infrastructure at Longue Hougue includes a new, purpose built Household Waste Recycling Centre, which is part of the December 2015 planning application. It is hoped the new repair and reuse scheme can be introduced at the current temporary site, prior to the new facilities becoming operational.

In 2015 approximately 30 tonnes of materials, ranging from DVD's to household electrical items to furniture were taken from the site by members of the public for reuse. Unfortunately a disclaimer form is not always completed before an item is taken away, so the reuse figure is most likely a lot higher than stated above. As part of the partnership with the third party running the reuse scheme, the reporting of this information is expected to be more accurate in future.

Other Recycling Services

In 2015 the recycling team continued to drive various waste prevention and recycling initiatives. These include 'Love Food Hate Waste' (aimed at reducing food waste), battery recycling, the use of real nappies and home composting.

The recycling team was present at a variety of public events including the West Show, the Homelife Show and the Taste Guernsey International Food Festival. The team also delivered various presentations and undertook tours of the key waste facilities with groups of the community including representatives from the Jersey Department of Infrastructure, Chaumiere residents group and Melrose, Castel and Vale schools.

A drop-off area is provided at Chouet headland for depositing domestic green waste, whereas commercial loads of this material have to pass over the Mont Cuet weighbridge. The material is then 'windrowed' on an allocated surface of Mont Cuet to turn it into compost. Domestic green waste showed a significant decrease of 700 tonnes in 2015 compared to 2014.



Guernsey Met Office records show that 2014 experienced considerably above average rainfall (+17%) and sunshine hours (+13%), resulting in a record year for green waste from both householders and the commercial sector.

In contrast, 2015 was subject to 'average' sunshine hours and significantly below average rainfall (-13%), and consequently the amount of domestic and commercial material received was considerably lower.

The Department also organises locations for members of the public to recycle their Christmas trees. These are collected from the drop-off points and taken to Mont Cuet for shredding and composting along with all of the other green waste, before being processed into soil conditioner.

MONT CUET

Mont Cuet quarry is the island's landfill site for the disposal of domestic and commercial waste.

Mont Cuet also receives green waste from commercial sources, which is mixed with domestic material from Chouet Green Waste Site, and processed into soil conditioner. This is then made available to islanders to collect free of charge. It is expected that this processing will continue at Mont Cuet once landfilling operations stop.

The site could continue to be filled to a domed profile until 2021; however, to continue green waste processing at Mont Cuet, a flat profile of sufficient size is required. This restricts landfilling at the site, at current fill rates, to mid-2018. This also allows for the continued disposal of Specially Controlled Waste at the site for the foreseeable future.

Obtaining new sites for both green waste processing and the disposal of Specially Controlled Waste would require significant capital investment, planning permission and a waste management licence, and would lose the benefits of the existing infrastructure already in place at Mont Cuet.

The net fill for the 12 months ending 31 December 2015 was 29,609 tonnes. This is the first year that the net waste inputs into Mont Cuet have fallen below 30,000 tonnes.

This is an encouraging indication that waste minimisation and recycling initiatives are having a positive effect, and that waste is being dealt with more sustainably within the commercial sector including the commencement of the export of Refuse Derived Fuel (RDF) produced by one independent waste contractor, for recovery in 2015.

It should be noted that the net waste input tonnage does not include materials brought into the site for engineering purposes and to cover the waste.

Mont Cuet 'before' and 'after' images:**LONGUE HOUGUE RECLAMATION SITE**

The Longue Hougue Reclamation Site allows the disposal of inert waste for the purposes of land reclamation.

The net inputs continue to fall year on year; in 2015 the net input was 105,424 tonnes. The continuing decrease of inputs could be attributed to the lull in the construction industry for large projects since the sites inputs peaked in 2012 (174,584 tonnes).

Like Mont Cuet, the Longue Hougue Reclamation Site has a finite life. The site is surveyed biannually, and based on recent survey information, it is estimated that Longue Hougue has a further 5 years' life (based on filling rates from 2011 – 2015).

The ability to dispose of inert waste appropriately is vital to the local construction industry and therefore in 2015, PSD identified a long list of potential options for the future management of this material. These options were subsequently appraised and a short-list of potential new land reclamation sites produced. An independent review of these options and a high level Environmental Impact Assessment of the short-listed land reclamation options will be carried out in 2016.

FONTAINE VINERY

A site is provided at Fontaine Vinery for commercial companies to take their waste for sorting and segregating. Just under 4,500 tonnes of material from the commercial sector was received at this site for segregating (all recyclates are extracted) and just under 2,200 tonnes of recyclates (tins and glass).

WASTE STRATEGY

In February 2012, the States approved a revised Waste Strategy, which was formulated with the internationally accepted Waste Hierarchy (below) at its core. This focuses on minimisation and recycling of waste, leaving only a 'residual' remainder to be managed. It is proposed that this remainder is exported off island for energy recovery. The Guernsey Waste team is responsible for the delivery of this strategy.



The implementation of the strategy is being delivered by the Waste Strategy Programme Team and is made up of the following work streams:

Procurement of Infrastructure

The procurement of infrastructure project addresses the design and build of the island's future waste management facilities.

The Project Team is currently working with a consortium of companies (referred to as the 'Bidder Group'), comprising:

- Amec Foster Wheeler (with Geomarine as a subcontractor) (design and construction);
- States Works (operation of the Waste Transfer Station and other services); and
- Guernsey Recycling Group (operation of dry recyclable Material Recovery Facility (MRF))

Since receipt of initial costings at the beginning of 2015, significant work has been undertaken by the team in assessing the initial design and costings for the facilities and working collaboratively with the Bidder Group to re-scope and refine the design as appropriate to manage the affordability of the proposed facilities and delivery against the overall objectives of the waste strategy. This resulted in a planning application being made in December 2015 for the design of the facilities with feedback from the Environment Department expected in Q2 of 2016.

Export of Waste

Following initial market testing and short-listing of tenderers through a Pre-Qualification Questionnaire (PQQ), an Invitation to Tender for the export of RDF to an off-island energy from waste facility was published. The responses to this tender will be evaluated and a preferred bidder appointed, following which negotiations of the contract will commence in 2016.



Kerbside Collections

Discussions continued in 2015 with the Douzaines concerning future collections of both dry recyclables and black bag waste. At the time of writing this report the interim kerbside collection scheme has been extended to the end of September 2016. Full details on the future recycling service provisions will be included in the Full Business Case.

Policy & Charging Legislation

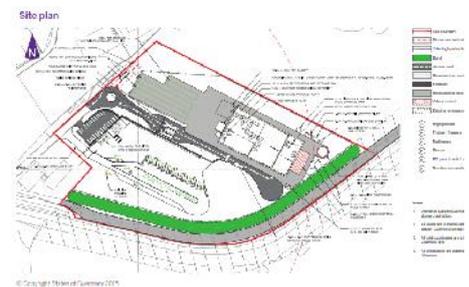
The amendments to the Environmental Pollution Law and Parochial Collection of Refuse Law were approved and registered in the Royal Court in 2015. These will allow the new charging regimes to be implemented.

Amendments to the Environmental Pollution Law (excluding clauses relating to charging) commenced on 1 January 2016. The new Parochial Collection of Refuse Law and outstanding clauses of the amended Environmental Pollution Law will not come into force until the relevant commencement orders are made once the new charging regime has been agreed and is ready to be implemented.

Amendments to the Transfrontier Shipment of Waste Ordinance have also been progressed by the Law Officers and are expected to be approved in 2016.

Full Business Case

Information from all the above work streams will be collated in 2016 into a full business case submitted to the Policy & Resources Committee for review. Subsequent to the business case undergoing thorough scrutiny and passing both project assurance and value for money reviews, it is expected that the funding to build the new waste management facilities will be released and approvals given to proceed to contract with all identified preferred bidders for delivery of the relevant infrastructure and all associated services as scoped in order to fully implement the waste strategy.



4) Financial Report

THE SOLID WASTE TRADING ACCOUNT

The Solid Waste Trading Account was established with effect from 1 January 2014, in accordance with the States Resolutions of 12 February 2014. All income and expenditure associated with the management of solid waste is included in the Solid Waste Trading Account. The account also incorporates the balances brought forward from the former Waste Strategy Fund.

The Solid Waste Trading Account is intended to be self-funding, currently from the gate fees collected at the waste management sites; and post implementation of the new strategy from charges made to householders and commercial gate fees. The actual income and expenditure of the Solid Waste Trading Account for 2015 is shown below:

	2015	2014
	Actual	Actual
	£'000s	£'000s
Income		
Operating Income	6,315	6,685
Investment Return	24	81
	6,339	6,766
Expenditure		
Pay Costs	456	355
Staff Non-Pay Costs	49	54
Support Services	4,944	5,167
Supplies & Services	312	413
	5,761	5,989
Net Surplus for the year	578	777
Balance at 1 January	3,344	4,002
Net Surplus for the year	578	777
Transfer to General Revenue	(1,595)	(1,435)
Balance at 31 December	2,327	3,344

INCOME

The total income in 2015 was £6.339million, which is down on 2014's income of £6.767million. The total operating income for 2015 includes income from the Gate Fees (including waste surcharges) at Mont Cuet, the Longue Hougue land reclamation site and Fontaine Vinery which

totalled £6.227 million (2014: £6.560 million). The main contributor to this decrease was the reduction in gate fees for builder's waste received at Longue Hougue reclamation site. This reduction can be attributed to the lull in the construction industry and few large projects undertaken on the island in 2015.

The operating income also includes relatively modest income from the on-sale of recyclable materials totalling £0.088 million (2014: £0.125 million). This decrease can be attributed to the decline in market prices for most commonly recycled materials.

2014 also saw an income of £0.081 million as investment return from bank interest on the account whereas 2015 only saw an income of £0.024 million, this was due to a lower interest rate for the year.

EXPENDITURE

Total expenditure for 2015 was £5.761 million (2014: £5.989 million) to give a surplus of £0.554 million (2014: £0.777 million), so although there was less expenditure in 2015 this has been offset by the reduction in the income. 2015 saw an increase in pay costs due to an increased allocation of costs for those staff working on the waste strategy implementation project reflecting an increased commitment of staff time to the Programme. Expenditure support services and supplies & services have all decreased due to reduced demands for professional advisors support during the year.

Net expenditures for 2015 by area of operational activity are summarised below:

2015 Original Budget	Net Expenditure by Operational Activity	2015 Actual
£'000		£'000
(3,262)	Refuse disposal and land reclamation	(3,219)
2,240	Recycling and waste minimisation	1,632
990	Waste strategy implementation	1,033
(32)	Net Surplus for the year	(554)

Underspend against the original recycling and waste minimisation budget, as shown above, arose as plans to progress a reuse scheme in cooperation with a non-profit organisation did not commence in 2015; however this will begin in 2016. In addition, contingency sums for marketing expenditure, originally budgeted to support the kerbside collection scheme, were also not required as the scheme continued to operate satisfactorily throughout the year in terms of participation and understanding by the general public.

Please note that financial information has not yet been audited.

5). What's Next

2016 will see a restructuring of the States of Guernsey and its current Departments into Committees. This will see Policy and Strategy falling within the remit of the Committee for Environment and Infrastructure, with operational delivery residing with the new States Trading Supervisory Board (STSB). These changes will be implemented on 1 May 2016.



It is hoped that 2016 will see the successful delivery of a Full Business Case for the implementation of the Waste Strategy with construction works beginning shortly after approval.

2016 will also see the ongoing drive and development of waste prevention and recycling initiatives with the anticipation to get out to more parts of the community to communicate and encourage good waste management behaviours.

Contact Details

Further details on the various waste sites, frequently asked questions and more information can be found at the website below.

Postal Address: Guernsey Waste, States Works, La Hure Mare, Vale, GY3 5UD

Tel: +44 (0)1481 246263

E-Mail: recycle@gov.gg

Web: <https://gov.gg/article/120231/Waste-and-Recycling>