

立法會 *Legislative Council*

LC Paper No. CB(1) 1357/08-09(04)

Ref. : CB1/PL/EA

Panel on Environmental Affairs

Meeting on 27 April 2009

Updated background brief on management of municipal solid waste in Hong Kong prepared by the Legislative Council Secretariat (Position as at 21 April 2009)

Introduction

Municipal solid waste (MSW) comprises domestic, commercial and industrial waste. MSW is collected, transferred and disposed of in the three strategic landfills, namely, the West New Territories Landfill at Nim Wan, the South-East New Territories Landfill in Tseung Kwan O, and the North-East New Territories Landfill at Ta Kwu Ling. These three strategic landfills take up in total 270 hectares of land, cost \$6 billion to construct and \$432 million to run annually. In 2004, a total of 5.7 million tones of MSW were generated. The average annual growth rate of MSW is about 3%, much higher than that of 0.9% annual growth rate of population over the past nine years. Should this trend continue, the landfills will be full by 2010, instead of 2015 as they were originally designed for.

Strategies on waste management

2. To develop a range of new initiatives that would work together to bring about a major reduction in the volume of waste requiring disposal, the Administration commissioned the Waste Reduction Study in 1994 and consulted the public on recommendations of the Study in mid-1997. On the basis of the public response, as well as taking into account latest policy developments and technological renovation, the Administration issued the Waste Reduction Framework Plan (WRFP) in 1998. The objectives of the 10-year WRFP were as follows:

- to extend the useful life of existing landfills;
- to reduce the land required for new landfills in future;
- to reduce the annual waste management costs;

- to save resources by encouraging the use of less raw materials;
- to produce electricity for local consumption through waste-to-energy incineration;
- to create more job and trade opportunities through encouraging expansion of the recycling industry;
- to reduce the environmental impacts of waste management by cutting the vehicles transporting waste through Hong Kong;
- to reduce the production of greenhouse gases and leachate at landfills; and
- to enhance public awareness of environmental protection.

Municipal waste

3. In view of the pressing waste problem, this has been a major item for discussion at meetings of Council and the Panel on Environmental Affairs (the Panel).

4. At the meeting of the Council on 23 February 2005, Members passed the following motion -

“That this Council urges the Government to implement as early as possible a sustainable development plan that adheres to the waste disposal strategy premised on the reduction, recovery and reuse of wastes, which includes implementing the polluter-pays principle, formulating a long-term policy on the recycling industry, devising respective schemes on waste separation at source for various trades and communities, implementing the development plan of the “Recovery Park” (later renamed as “EcoPark”), considering the imposition of a reasonable green tax, priority should be given by government departments to using locally manufactured recycled products, and establishing a high-level departmental industries facilitation council to coordinate the communication and cooperation among various departments in a highly efficient manner so as to enhance public awareness of environmental protection and instill in them the correct attitude to handling wastes, with a view to solving the aggravating environmental pollution problem in Hong Kong as early as possible, as well as creating business opportunities and increasing job opportunities; furthermore, the Government should also implement measures in order that the waste recycling and export industries can be retained and developed, and should set up larger regional recyclable collection centres outside the “Recovery Park” as well as establish a network for collecting recyclable waste in various districts across the territory, so as to increase the opportunities for grass-root workers and operators of small-scale enterprises to join the recycling industry.

5. The management of MSW is high on the agenda of the Panel which has held various meetings to discuss the subject and has invited relevant deputations to express their views where appropriate. In general, the Panel supports the “3R” principle (i.e. reduce, reuse and recycle) in managing MSW, and the development of the three inter-related components in a coordinate fashion. Hence, it welcomes the Policy Framework for the Management of Municipal Solid Waste (2005-2014) published by the Administration in December 2005 which set out a comprehensive strategy consisting of a series of tried and proven policy tools and measures to tackle the waste problem ahead and to achieve the following targets –

Target 1: Waste avoidance and minimization - to reduce the amount of MSW generated in Hong Kong by 1% per annum up to the year 2014.

Target 2: Reuse, recovery and recycling - to increase the overall recovery rate of MSW to 45% by 2009 and 50% by 2014.

Target 3: Bulk reduction and disposal of unavoidable waste - to reduce the total MSW disposed of in landfills to less than 25% by 2014.

6. The emphasis of the way forward on MSW management for the next decade from 2005 to 2014 is on community participation and the “polluter-pays” principle. The major initiatives proposed in the Policy Framework are as follows -

- (a) expedite the roll-out of territory-wide waste recovery programmes to increase the amount of local recyclables;
- (b) introduce mandatory producer responsibility schemes (PRSs) through new legislation upon completion of detailed studies on product-specific measures;
- (c) examine ways of introducing charging for MSW;
- (d) continue to encourage waste recycling through provision of short-term tenancies of suitable sites for longer duration with conditions for local waste recycling businesses on a case-by-case basis where circumstances warrant;
- (e) continue to develop the EcoPark exclusively for the environmental industry;
- (f) all Government departments to adopt a green procurement policy as far as practicable;
- (g) continue to encourage the development of recycling technology projects through the Environment and Conservation Fund, Innovation and Technology Fund and funds for small and medium enterprises;

- (h) introduce landfill disposal bans to complement PRSs;
- (i) extend the existing strategic landfills.

Waste avoidance and minimization

7. While acknowledging that the target of reducing the amount of MSW generated in Hong Kong by 1% per annum up to the year 2014 has taken into account the annual growth rate of 3% for MSW generated in Hong Kong (i.e. the reduction target represents a total gross reduction of 4% of MSW per annum), the Panel holds the view that the target is too conservative. It points out that a drastic reduction in waste generation could be achieved once a proper waste reduction policy is put in place as in the case of Taiwan where the waste reduction rate has increased from 2.4% to 50% following the implementation of waste reduction measures.

Reuse, recovery and recycling

8. To reverse the rising trend of waste requiring disposal, various measures have been taken to promote waste reduction and enhance source recovery of waste for recycling. These include the territory-wide programme of source separation of waste rolled out in January 2005 and other measures contained in the Policy Framework. As a result, the overall MSW recovery rate rose from 34% to 45% in 2007, three years ahead of the target laid down in the Policy Framework. The domestic waste recovery rate has increased from 13% in 2002 to 23% in 2007.

9. Various waste recovery systems have been tested to identify the most cost-effective and suitable mode to develop a habit among the public to separate waste from recyclables at the point of disposal and not to discard recyclables as waste. These include the three-coloured separation bin scheme and the Wet/dry Waste Separation Pilot Programme (the Programme). At present, there are 28 000 three-coloured waste separation bins placed at some 9 300 points throughout the territory. In 2004, 140 000 tonnes of waste were collected for recycling through this scheme. The 16-month Programme was carried out in four housing estates from April 2003 to July 2004. Participating households separated wastes into wet and dry wastes which were then gathered at Refuse Collection Points of the estates by cleansing workers. Contractors of the Food and Environmental Hygiene Department then delivered the wastes to Island East Refuse Transfer Station for sorting. The sorted dry wastes were sold to recyclers. Revenue generated was used to offset the sorting cost. While the Programme in tandem with the three-coloured bin scheme in the four participating estates recovered 12% more recyclables than the three-coloured bin scheme alone in non-participating estates, it is considered not sustainable as the processing cost is high.

10. With the experience gained in the Programme, a 12-month pilot programme on Source Separation of Waste was launched in August 2004 in 13 housing estates in the Eastern District covering about 37 000 households and a population of about 120 000. The pilot programme aims to make it more convenient for residents

to separate domestic waste at source by encouraging and assisting property management companies to provide waste separation facilities on each floor of the building. It also aims to expand the types of recyclables to be collected to include all plastics, all metals and other types of recyclables such as old clothing and waste electrical products. Under the pilot programme, recyclables are separated within each estate and sold to recyclers direct without having to be transported to a central location for additional sorting, which makes the operation more cost-effective. Initial results of the pilot scheme show that the volume of recovered recyclables has increased significantly. In view of the encouraging results, the Administration rolled out a territory-wide campaign in January 2005 to promote separation of domestic waste at source. As at January 2008, there were 833 housing estates participating in the programme, covering about one million households and some 45% of the population. The Administration will continue to press ahead with the programme with a view to achieving the Policy Framework's target of covering 1 140 and 1 360 estates by the end of 2009 and 2010 respectively.

11. Given that the 28 000 three-coloured waste separation bins are only able to collect about 140 000 tonnes of waste in waste in 2004, equivalent to the amount of waste produced in Hong Kong in one and a half day, question is raised on the effectiveness of the three-coloured bin scheme. Some Panel members also opine that segregation of domestic waste at source might not be practicable given the space constraints of most households in Hong Kong. They therefore suggest that financial assistance should be provided to encourage more innovative recycling initiatives, such as incorporation of new features in building design to facilitate waste segregation. Consideration should also be given to introducing legislation to require the provision of waste segregation facilities in new buildings.

12. According to the Administration, the Building (Refuse Storage and Material Recovery Chambers and Refuse Chutes) Regulations enacted under the Buildings (Amendment) Ordinance 2000 require certain new building developments to be provided with refuse storage and material recovery chamber or material recovery chamber and specify the minimum floor space of such chamber based on the total usable floor space of the building. To encourage developers to provide waste segregation facilities on each floor of a building, the Building (Planning) Regulation was also amended to allow refuse storage and material recovery rooms to be disregarded in the gross floor area calculation. However, not many new building developments have been provided with refuse storage and material recovery room on each building floor. Subsequent to the rolling out of the territory-wide source separation of domestic waste programme, it is important that sufficient space on each floor should be provided to facilitate source separation for material recovery. In this connection, the Administration has proposed to further amend the Building Regulations to mandate the provision of refuse storage and material recovery room on every floor of new domestic buildings and the domestic part of composite buildings. The legislative proposal was discussed by the Panel on 25 February 2008. Members generally supported the proposal which aimed at facilitating waste separation. They however emphasized the need for the Administration to ensure that the space allocated for refuse storage and material recovery facilities should be used for the said purpose and not other purposes for the benefit of developers. There was also a need for the owners' corporations and/or management companies to encourage residents to make

better use of the segregation bins for separation of waste. The Regulations were subsequently enacted in July 2008.

Product Responsibility Schemes (PRS)

13. PRS is one of the tools to enhance recovery, recycling and reuse of wastes. Under PRS, manufacturers, importers, retailers and consumers of goods are required to take responsibility for the collection and disposal of end-of-life products. As a first step, the Administration has conducted a Regulatory Impact Assessment (RIA) of PRS on tyres and rechargeable batteries. In April 2002, a voluntary PRS programme was launched to recover mobile phone rechargeable batteries. Since then, 8.6 tonnes of batteries have been collected for recycling in overseas facility. The scheme has been expanded in April 2005 to include other types of rechargeable batteries and to include more members of the trade. Apart from PRS for waste tyres, other RIA studies on the implementation of PRS for electrical and electronic equipment, beverage containers and plastic bags are also underway.

14. The Panel generally supports the introduction of PRS since it is unfair to require the public to shoulder waste charges while producers are not responsible for disposal of the products they produce. Besides, Hong Kong has already lagged behind many overseas countries on the implementation of PRS. The Administration is therefore urged to strictly adhere to the proposed legislative timetable on PRS as set out in the Policy Framework. Members also stress the need for early consultation with the stakeholders, particularly the affected trades, to resolve the differences. By way of illustration, some deputations have pointed out that the use of prepaid plastic bags might result in more plastic bags requiring disposal. It is also not appropriate to apply the control over indiscriminate use of plastic bags to waste tyres which could be repaired and reused. They caution that the lack of support from them might lead to further delay in the implementation of PRS.

15. The Panel was briefed on the proposed legislation for implementation of PRS on 24 April 2006. Members noted with grave concern about the Administration's intention to use an umbrella legislative approach (i.e. an enabling legislation with detailed regulatory requirements to be introduced through subsidiary legislation) to implement PRS, which in their view was like signing a blank cheque. In the absence of specific regulatory control, the enabling legislation would be seen as a lip service. They were also concerned about the limited time available for scrutiny of subsidiary legislation, particularly the insufficient time for public consultation. Given that it was a common practice for the Administration to provide the draft subsidiary legislation for advanced information before the passage of the relevant bills, members opined that at least one PRS regulation should be submitted together with the enabling legislation to facilitate understanding on the proposed regulatory control. There was also a suggestion for a triggering mechanism for new PRS regulations to be included in the enabling legislation so that the trades would be able to know when they would be covered and could make preparatory arrangements to comply with the regulatory control. The Product Eco-responsibility Bill, with the environmental levy on plastic shopping bags (PSBs) as the first PRS under the Bill, was enacted in July 2008.

16. In November 2008, the Panel was briefed on the implementation details of the environmental levy on PSBs. While there was general support for the levy scheme which aimed at reducing the number of PSBs to be disposed of at landfills, some members expressed concern about possible abuse if PSBs only referred to those which had a hole, perforation, handle or string on or attached to them. Registered retail outlets could easily get round the scheme by providing PSBs with had no holes, perforations or handle. On the other hand, non-registered retail outlets might be able to profiteer by charging each PSB provided to consumers who might not be aware of the non-application of the levy to such outlets. There was also concern that the implementation details were too cumbersome and might incur additional administrative cost. The Administration was urged to review the definition of PSBs and the exemptions to be granted. The relevant Regulation was introduced into LegCo in December 2008 and the subcommittee formed to scrutinize the Regulation completed its work in March 2009.

Making available land for waste recovery operations

17. The processes of collection, turning recovered materials into useable products and the sale of these products not only add values to the recovered materials but also create a circular economy that brings business and job opportunities. However, of the 2.4 million tonnes recyclable materials recovered from MSW annually, over 90% are exported for recycling. The over-dependence on export as an outlet for recovered materials makes the recycling industry insecure in the long run as the market demand for recyclable materials is highly volatile and the international trend is to increasingly restrict trans-boundary movement of waste, even recyclable waste. To address these problems and to realize the full potential of recycling, there a need to promote the local recycling industry so that recyclable materials can be turned into products that have higher economic values and more stable and reliable markets.

18. According to the existing recycling operators, high land and labour costs as well as insufficient recyclable materials collected are the major barriers to the growth of recycling industry in Hong Kong. In this connection, the Administration is developing a policy on promoting the recycling industry in Hong Kong. Apart from improving the collection network through separation of waste at source, the Government has been allocating suitable land for the recycling trade on short-term tenancies. So far, 29 sites totalling 5.6 hectares have been allocated to recyclers on short-term tenancies. To encourage long-term investments and provide incentives to establish higher end industries and downstream services, the Administration has set aside 20 hectares of permanent land in Tuen Mun Area 38 for setting up an EcoPark.

19. The Panel was briefed on the progress of the development of EcoPark on 23 June 2008. According to the Administration, the construction works of the 8-hectare Phase I commenced in early July 2006 for allocation to the first batch of prospective tenants in April 2007. Planning for development of the 12-hectare Phase II site, which was currently used by the Civil Engineering and Development as a fill bank, would commence when the area was anticipated to be available towards the end of 2008. A management company was engaged, through open tender, in November 2006 to maintain, manage and market the EcoPark at a monthly fee of

about \$600,000. Apart from providing maintenance, cleaning, security control and marketing work, staff of the management company also provided support and advisory services to the tenants for setting up their plants. As at June 2008, three out of the six lots in Phase I had been awarded to recycling of waste wood, used cooking oil and computers. The remaining three lots had to be re-tendered due to withdrawal and termination of tenancies.

20. While supporting the establishment of EcoPark to help reduce waste, develop recycling industries and create job opportunities, some members were disappointed at the modus operandi of the EcoPark, which in their views was not able to attract potential tenants as evidenced by the withdrawal and termination of tenancies. The tenancy requirements, such as the provision of performance guarantee, were too stringent and had imposed excessive constraints on tenants' cash flow given the limited earnings from recycling operations. Besides, the use of public tender for leasing of lots might not be appealing to the recycling trades as some of them might not be ready to participate in the public tender on the specified dates. Greater flexibility should be allowed in the leasing process to facilitate participation of interested recycling operators. Consideration should also be given to facilitating the development of small-scale waste recycling operations by making available smaller lots in the EcoPark.

Bulk reduction and disposal of unrecyclable waste

21. The quantity of MSW requiring disposal was maintained at about 3.4 million tonnes each year from 2000 to 2007, comparing favourably with the 3.5% annual growth rate in the years before 2000. Domestic waste disposed of at landfills continued to drop by another 4% in 2007 to about 2.32 million tones, representing a cumulative decrease by about 6.9% since the launch of the Policy Framework in 2005. However, the landfill disposal of commercial and industrial waste increased by almost 16% to 1.12 million tones per year in 2007, which was probably driven by robust economic growth and strong tourism influx. Notwithstanding, there will still be large volumes of waste which cannot be recycled and need to be properly disposed of. Maintaining the current manner of disposing of waste without treatment at landfills and using landfill as the only waste management is not sustainable. Hence, there is a need to explore new waste treatment technologies for the development of Integrated Waste Management Facilities (IWMF).

22. In late April 2002, the Administration launched an expression of interest (EoI) exercise to invite local and overseas suppliers and facility operators to propose waste treatment technologies for the development of IWMF in Hong Kong. A total of 59 submissions were received, in which six technology types, namely composting, anaerobic digestion, incineration, gasification, a combination of mechanical and biological treatment as well combustion of fuel derived from waste for the production of cement, were identified. Based on these technologies, the Advisory Group on Waste Management Facilities (AG) set up to assist in assessing EoI has further short-listed the following eight strategy options, some of which comprise more than one technology, that appear to be suitable for Hong Kong -

Option 1 – Incineration with energy recovery;

Option 2 – Gasification;

Option 3 – Close-coupled gasification-combustion;

Option 4 – Material Recovery and combustion of refuse derived fuel for cement production;

Option 5 – Mechanical-Biological Treatment (MBT);

Option 6 – Composting and Incineration;

Option 7 – Anaerobic Digestion and Incineration; and

Option 8 – MBT and Gasification

Details of these options are given in the **Appendix**.

23. Given that each option has its strengths and weaknesses, there is a need to take these into account when formulating the strategic implementation plan. In view of the heterogeneous nature of MSW in Hong Kong, AG has recommended that IWWMF should adopt a multi-technology approach so that the most suitable technology could be applied to deal with different waste streams of MSW. The approach will be built upon and complement the existing efforts to promote waste reduction and recovery. Waste will be reduced as far as practicable through various measures such as economic incentives and community education. It is hoped that 50% recovery rate can be achieved by 2014. Through the separation of MSW at source, recyclable materials will be recovered for recycling. Biodegradable materials will be separately collected for biological treatment. The remaining mixed MSW may then be treated by both MBT and one of the thermal technologies. Experience in Europe suggests that some 50% to 60% of the residues will need to be disposed of at landfills if MBT technology alone is adopted. Hence, for the future IWWMF, MBT cannot be used as the only method to treat mixed MSW, and its scale would depend on the available outlets for its residues. For the remaining portion of mixed waste, which is not treated by MBT, thermal technology should be considered. Incineration is considered the preferred technology as it is a technologically well-proven method adopted by many advanced countries in Europe and Asia. It is estimated that the MBT plant should be able to handle 1 000 tonnes of waste per day. The remaining 5 700 tonnes will be treated by incineration. An IWWMF of this scale could be housed within an area of 35 hectares.

24. When the subject was discussed by the Panel at its meetings on 23 May and 5 July 2005, some members were skeptical that the Administration was trying to push forward incineration as the way forward for resolving the waste problem. They remained of the view that separation of waste at source and the development of recycling industry were best for Hong Kong. Other members stressed the need to use the most advanced technology for incineration even if this might entail a higher cost. Efforts should also be made to reduce the amount of waste to be incinerated.

As a consolidated view on the way forward for the management of MSW, the Panel passed the following motion -

“That this Panel urges the Administration to include in parallel in the upcoming strategy document on municipal solid waste management a holistic and comprehensive plan, targets and timeframes for measures on waste avoidance and minimization; recovery, recycling and reuse; as well as bulk reduction and disposal of unrecyclable waste.”

25. At the Panel meeting on 26 March 2007, members were informed that thermal treatment would be adopted as the core technology for developing IWMF while biological treatment would be used for source-separated biodegradable waste and mechanical sorting and recycling for clean mixed recyclables. A site search exercise to identify the suitable sites, taking into account environmental, technical/engineering and economic considerations as well as social impact and implications on consumers/users, had been initiated to be followed by detailed feasibility and environmental impact assessment studies. Subsequent to the commissioning of IWMF and the implementation of various PRSs, the Administration would consider introducing landfill disposal bans for specific types of wastes and untreated MSW.

26. The Panel was briefed on the latest development of IWMF on 25 February 2008. According to the Administration, two sites at Shek Kwu Chau and Tsang Tsui Ash Lagoons were identified as potentially suitable for IWMF, which would be developed in phases having regard to the size of the overall waste problem. The first phase would have a treatment capacity of about 3 000 tonnes per day. Detailed engineering and EIA studies for both sites would be carried out to ascertain their ultimate suitability. Subject to the study findings, a final decision on the choice of site would be made with a view to commencing construction as soon as practicable for commissioning in mid 2010. There were dissenting views on the use of thermal technologies for treatment of MSW. Some members opined that with the adoption of the incineration option, the Administration's efforts to reduce and recycle waste would be diminished. Other members however considered that more should be done to convince the public of the advantages of using non-polluting incinerators as a means of waste treatment, given that the use of landfills for disposal of MSW was not sustainable in the long run. There were also questions on the impacts on ash disposal and the drug rehabilitating centre in the event that Tsang Tsui Ash Lagoons and Shek Kwu Chau were chosen as the site for IWMF respectively. Some members expressed concern about the placing of a large share of obnoxious facilities in Tuen Mun. To this end, consideration should be given to providing facilities for the betterment of the district.

Enhancing publicity and education

27. Publicity and public education programmes, including exhibitions, seminars, visits by a theme van on waste problems and solutions to shopping centres, schools and housing developments etc., have been organized to promote waste prevention and recovery. Workshops for teachers to enhance their knowledge and teaching skills in waste issues have also been organized. The Administration has further put in place a

hotline service which provides information and advice on waste reduction and separation.

Government to take a leading role

28. All government bureaux and departments are urged to reduce photocopying paper consumption by 10% by 2006-07 i.e. an annual reduction of 2.5%, using 2002-03 as the base year. The recycled content required in the specification of recycled photocopying paper has also been revised from 50% to 80%. Also, the use of retreaded tyres has been extended to all government medium and heavy vehicles. Where practicable, departments involved in greening work are encouraged to use compost made from organic waste. On green procurement, the Government Logistics Department (GLD) has developed a set of guidelines on green procurement for government departments and the amount of purchases under the green procurement policy has amounted to over \$40 million per year. Apart from government departments, the Panel considers that the guidelines should also be applied to public works projects so that more environment friendly materials could be used for construction works.

Closer cooperation with the business sector

29. Business sector, particularly management companies, restaurants and hotels, are encouraged to take a more active role in waste prevention. Examples include leftover food donation programme, furniture and plastic bottles and textile recycling programmes specially designed for hotels, plastic bag recovery programmes involving supermarket chains and mooncake containers recovery trial involving property management companies and restaurants.

Closer cooperation with District Councils

30. Collaboration with District Councils in carrying out various types of district-based waste prevention and recovery will continue as they are in a better position to assess the needs of the districts, and at the same time can mobilize the support of local residents.

Relevant papers

Information paper provided by the Administration for the EA Panel meeting on 24 February 2003

<http://www.legco.gov.hk/yr02-03/english/panels/ea/papers/ea0224cb1-958-3-e.pdf>

Minutes of the EA Panel meeting on 24 February 2003

<http://www.legco.gov.hk/yr02-03/english/panels/ea/minutes/ea030224.pdf>

Information paper provided by the Administration for the EA Panel meeting on 23 February 2004

<http://www.legco.gov.hk/yr03-04/english/panels/ea/papers/ea0223cb1-1031-3-e.pdf>

Minutes of the EA Panel meeting on 23 February 2004

<http://www.legco.gov.hk/yr03-04/english/panels/ea/minutes/ea040223.pdf>

Information paper provided by the Administration for the EA Panel meeting on 28 February 2005

<http://www.legco.gov.hk/yr04-05/english/panels/ea/papers/ea0228cb1-960-7-e.pdf>

Minutes of the EA Panel meeting on 28 February 2005

<http://www.legco.gov.hk/yr04-05/english/panels/ea/minutes/ea050228.pdf>

Information paper provided by the Administration for the EA Panel meeting on 23 May 2005

<http://www.legco.gov.hk/yr04-05/english/panels/ea/papers/ea0523cb1-1544-15-e.pdf>

Minutes of the EA Panel meeting on 23 May 2005

<http://www.legco.gov.hk/yr04-05/english/panels/ea/minutes/ea050523.pdf>

Information paper provided by the Administration for the EA Panel meetings on 15 December 2005 and 19 January 2006

<http://www.legco.gov.hk/yr05-06/english/panels/ea/papers/ea1215cb1-486-4-e.pdf>

Minutes of the EA Panel meeting on 15 December 2005

<http://www.legco.gov.hk/yr05-06/english/panels/ea/minutes/ea051215.pdf>

Minutes of the EA Panel meeting on 19 January 2006

<http://www.legco.gov.hk/yr05-06/english/panels/ea/minutes/ea060119.pdf>

Information paper provided by the Administration for the EA Panel meeting on 26 March 2007

<http://www.legco.gov.hk/yr06-07/english/panels/ea/papers/ea0326cb1-1182-6-e.pdf>

Supplementary information paper provided by the Administration for the EA Panel meeting on 26 March 2007

<http://www.legco.gov.hk/yr06-07/english/panels/ea/papers/ea0326cb1-2210-1-e.pdf>

Minutes of the EA Panel meeting on 26 March 2007

<http://www.legco.gov.hk/yr06-07/english/panels/ea/minutes/ea070326.pdf>

Information paper provided by the Administration for the EA Panel meeting on 25 February 2008

<http://www.legco.gov.hk/yr07-08/english/panels/ea/papers/ea0225cb1-844-3-e.pdf>

Minutes of the EA Panel meeting on 25 February 2009

<http://www.legco.gov.hk/yr07-08/english/panels/ea/minutes/ea080225.pdf>

Option 1 – Incineration with energy recovery

Incineration is a proven and reliable technology, and waste is combusted (typically over 850°C) to reduce its volume and hazardous properties, and to generate heat and/or electricity. The majority of MSW incinerators adopt the “mass burn” design which uses a large furnace with an inclined moving or roller grate system. The moving grate keeps the waste moving through the furnace during the combustion process.

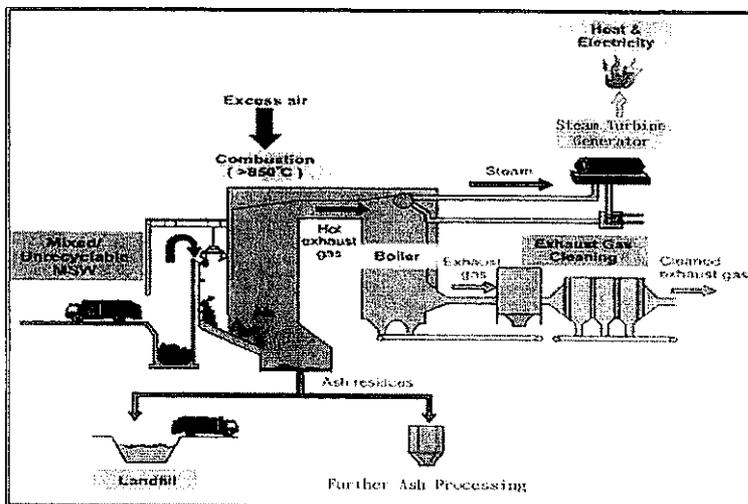


Fig.1 Process flow diagram of Mass-burn Incinerator with energy recovery

Modern incinerators adopt advanced process control measures to optimise the combustion at a temperature over 850°C with long residence time and high turbulence, so as to ensure complete destruction of organic pollutants. Coupled with advanced gas cleaning and pollution abatement equipment such as fabric filters, scrubbers and activated carbon powder injection system, modern incinerators can meet the most stringent emission standards adopted internationally.

Option 2 - Gasification

Waste is heated to a high temperature (typically over 1000 °C) which volatilises the organic fraction of the waste to produce a combustible gas called syngas. The syngas is in turn combusted to generate heat energy or used as a fuel after cleansing to generate electricity. Unlike incineration, gasification occurs in an oxygen-deficient atmosphere, and this reduces the opportunity for the formation of combustion by-products such as dioxins and furans. Gasification is a relatively new technology and there are concerns about its cost.

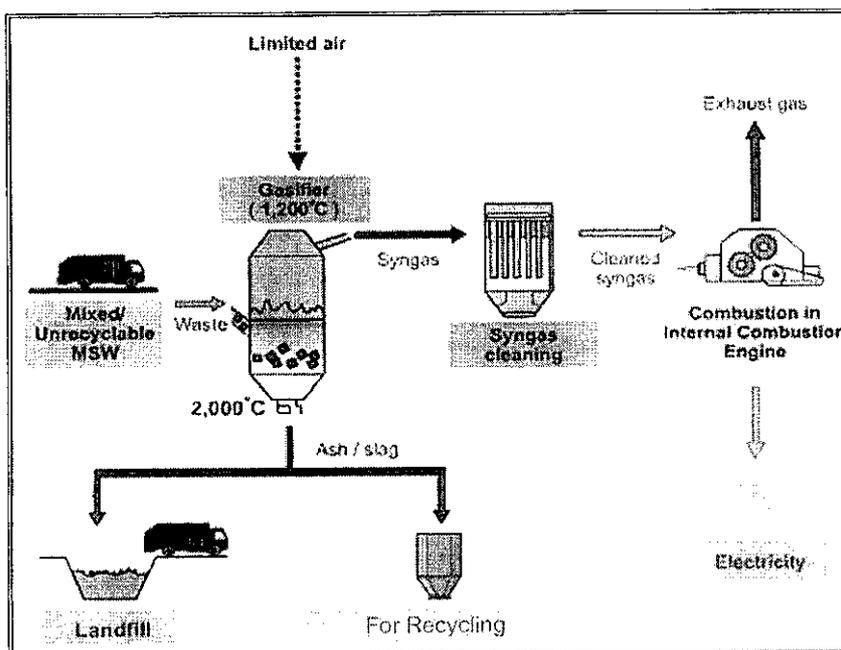


Fig.2 Process flow diagram of Gasification to produce syngas

Option 3 - Close-coupled gasification-combustion

Waste is heated to a relatively low temperature of 500 – 600 °C to produce syngas. The gas together with the ashes will then enter a furnace where the combustion of syngas raises the temperature to over 1300 °C and the ashes are melted to produce a residue which may be recycled as construction material.

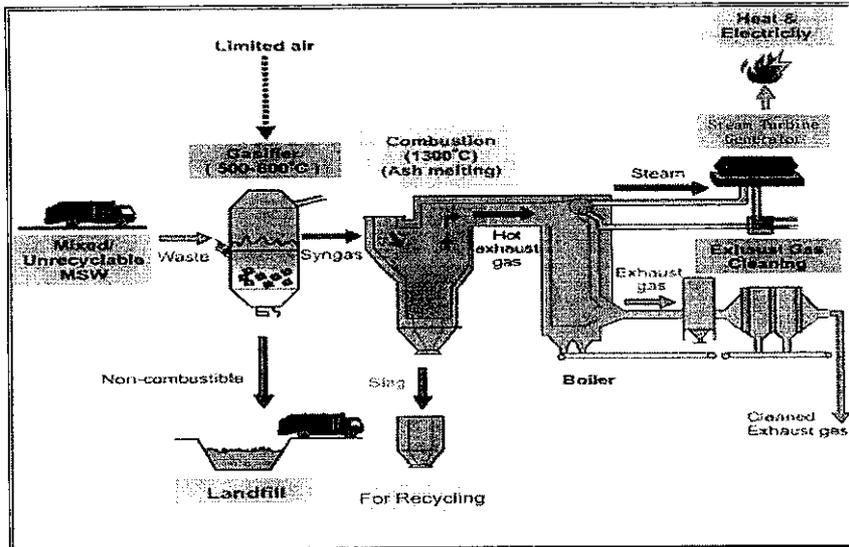


Fig.3 Process flow diagram of Close-coupled Gasification-combustion

Option 4 - Material Recovery and combustion of refuse derived fuel for cement production

Recyclable materials such as glass and metals are recovered from the waste using mechanical and manual sorting, and the non-recyclable materials are processed into refuse derived fuel (RDF¹). The RDF is used as a fuel for co-combustion with coal for cement production.

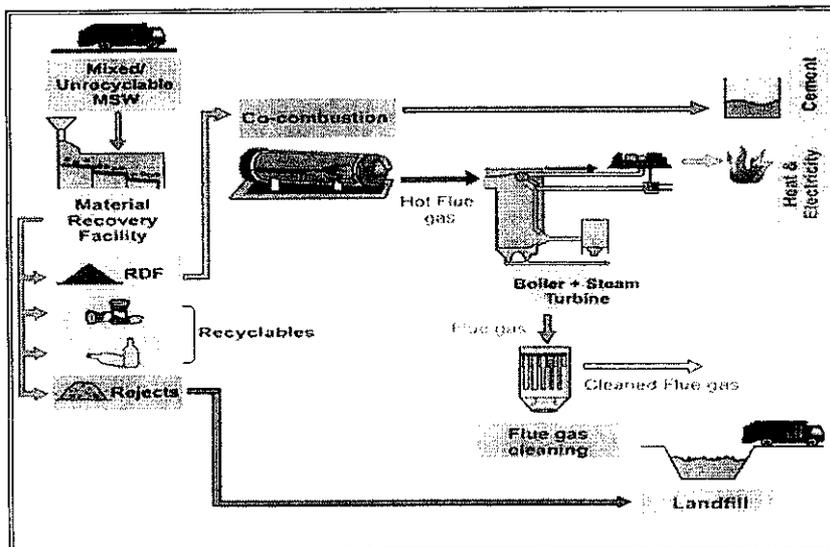


Fig.4 Process flow diagram of Material Recovery & combustion of RDF for cement production

¹ Refuse derived fuel consists of the combustible materials in MSW, for example paper and plastic, which are separated from the non-combustible fraction of mixed MSW. They are then shredded and pelletized to facilitate handling, transportation and storage.

Option 5 – Mechanical-Biological Treatment

Mixed waste is first treated through a series of mechanical operations separating them into recyclable materials such as metals and glass, and a biodegradable fraction which is treated and stabilized by a biological process such as composting or anaerobic digestion before application on land. However, the MBT process is only a separation process designed to recover recyclable materials and to treat the biodegradable fraction from mixed MSW. In term of waste reduction, it can only reduce the waste volume by about 50% but requires 2-3 times more land area than other technologies. Some MBT processes further convert the residues to RDF.

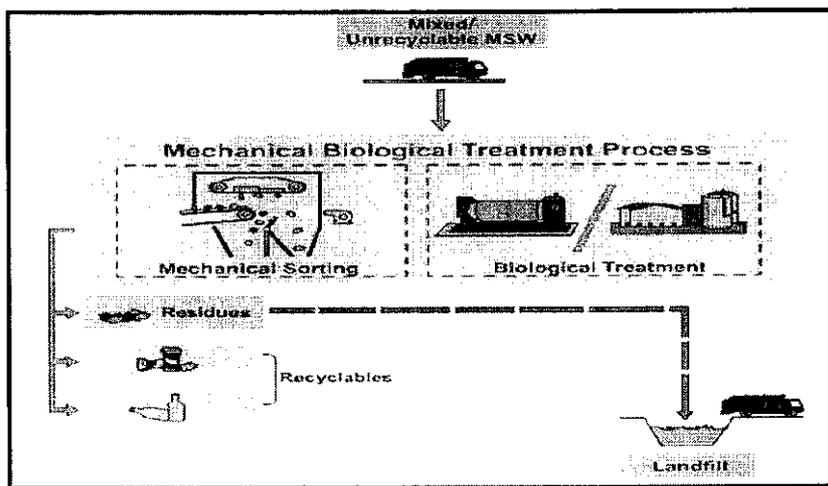


Fig.5 Process flow diagram of MBT

Option 6 – Composting and Incineration

Composting is a biological process to decompose organic matter to a residue that can be used as soil conditioner in the presence of oxygen through bacterial activity. The process will generate odour and gaseous emissions, and stringent control on the composting conditions and the emissions are exercised through “in-vessel” technology by total enclosure of the processing inside a drum. The volume of biodegradable waste which could be treated by composting depends on the available outlets for the compost, noting that the local market is limited and the Mainland has banned the import of compost produced from MSW due to public health concerns. Biodegradable waste such as food waste has to be separated at source prior to composting. The remaining mixed waste is treated by incineration.

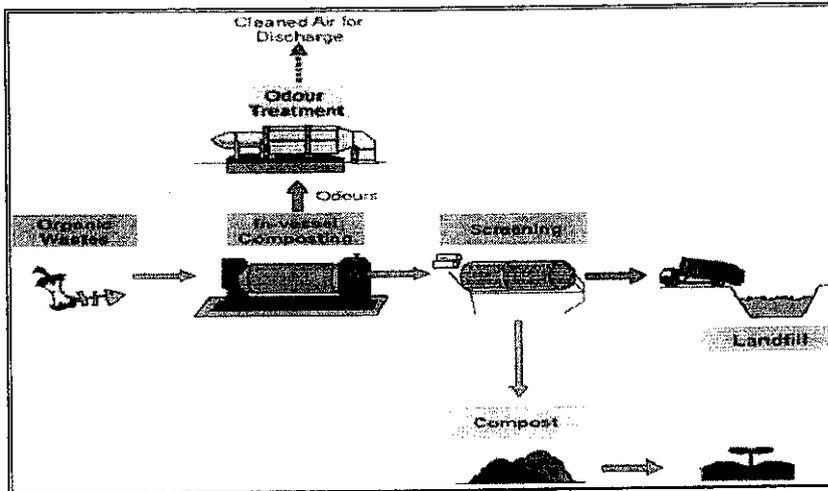


Fig.6 Process flow diagram of In-vessel Composting

Option 7 - Anaerobic Digestion and Incineration

Anaerobic digestion is a biological degradation process of organic materials by microbial activity in the absence of oxygen which produces biogas that can be used to generate heat or electricity, and organic residues that can be processed for use as soil conditioner. Compared with composting, anaerobic digestion requires less time for treatment but a higher level of technology and tighter process control on temperature and pH value. Biodegradable waste such as food waste has to be separated at source before anaerobic digestion. The remaining mixed waste is treated by incineration.

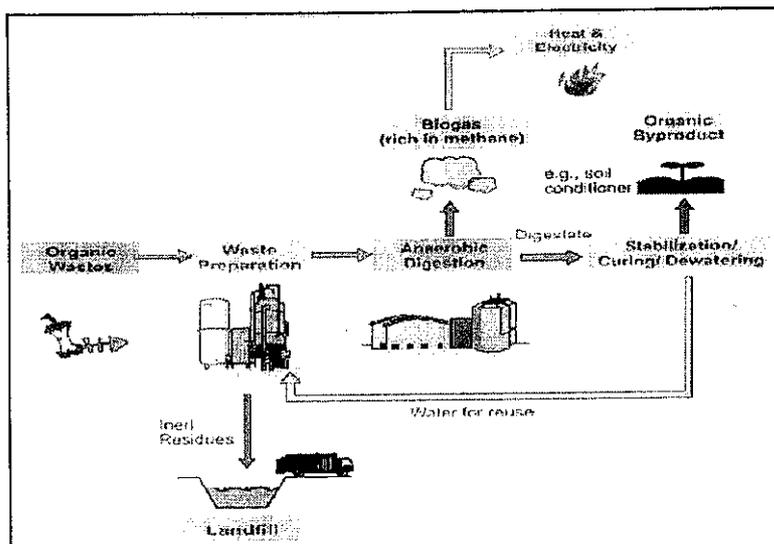


Fig.7 Process flow diagram of Anaerobic Digestion

Option 8 - MBT and Gasification

Mixed waste is first treated through a series of mechanical operations separating them into recyclable materials, non-recyclable materials that could be further processed to become RDF and a biodegradable fraction which is treated by anaerobic digestion to produce biogas. The RDF is then fed into a gasification process to produce syngas.