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Panel on Environmental Affairs

Meeting on 22 February 2010

**Updated background brief on a new producer responsibility scheme for
waste electrical and electronic equipment
prepared by the Legislative Council Secretariat
(position as at 9 February 2010)**

Purpose

This paper sets out the progress of development of a new producer responsibility scheme (PRS) for waste electrical and electronic equipment (WEEE), and gives a brief account of the views and concerns expressed by the Panel on Environmental Affairs (the Panel).

Introduction

2. In December 2005, the Administration published “A Policy Framework for the Management of Municipal Solid Waste (2005-2014)” (Policy Framework) setting out its strategy to tackle the imminent waste problem. Enshrining the principle of “polluter pays” and the element of “eco-responsibility”, PRS is a key policy tool in the Policy Framework for waste reduction, recovery and recycling. Under PRS, manufacturers, importers, wholesalers, retailers and consumers are required to share the responsibility for the collection, recycling, treatment and disposal of end-of-life products with a view to avoiding and reducing the environmental impacts caused by such wastes. The Policy Framework recommends the introduction of PRS for the following six types of products –

- (a) Vehicle tyres;
- (b) Plastic shopping bags;
- (c) Electrical and electronic equipment;
- (d) Packaging materials;
- (e) Beverage containers; and
- (f) Rechargeable batteries.

These products are accorded priority because they could be a stable source of materials for developing local recycling industry and their diversion from landfills could help save landfill space.

3. The Product Eco-responsibility Ordinance (Cap. 603) (the Ordinance) was enacted in July 2008 to provide a legal framework for implementing mandatory PRS. It is an enabling legislation to provide for the shared core elements of all PRS and the fundamental regulatory requirements in respect of individual types of products, with operational details to be set out in subsidiary legislation when the opportunity is ripe. The environmental levy on plastic shopping bags (PSB) is the first PRS under the Ordinance to discourage the indiscriminate use of PSB. The levy scheme has come into operation in July 2009 following the passage of the Eco-responsibility (Plastic Shopping Bags) Regulation.

Waste electrical and electronic equipment

4. WEEE contains hazardous components that are harmful to the environment and human health if not properly treated or disposed of. At present, Hong Kong generates around 70 000 tonnes of WEEE each year and the volume has been increasing at an annual rate of 2% in recent years. About 80% of locally generated WEEE are recovered by second-hand dealers, and are usually exported to developing countries for re-use and recovery of useful materials. However, such an exporting strategy is not environmentally sound or sustainable.

5. In recent years, three voluntary programmes have been introduced to facilitate recycling of WEEE. Under these programmes, any equipment that can be refurbished is donated to the needy or put up for charitable sales. Anything beyond repair is properly dismantled to recover useful parts and materials. Plastics and metals are sent overseas for reuse as raw materials, while cathode ray tubes are dismantled at a recycling centre in Kowloon Bay. However, the volume of WEEE treated under these programmes accounts for only 1% of the WEEE generated locally. There is a need to develop a eco-solution to manage the WEEE problem as soon as practicable.

A new mandatory PRS on WEEE

6. Given that various jurisdictions have put in place specific measures for the management of WEEE, the mainstream approach of which is to bring WEEE under mandatory control through PRS, the Administration proposes to introduce a new mandatory PRS on WEEE.

7. The proposed WEEE Scheme will cover television sets, washing machines, refrigerators, air conditioners, and computer products (including desktops, laptops, printers, scanners and monitors), which account for about 86% of WEEE generated in Hong Kong. To ensure proper handling of the regulated WEEE, the Waste Disposal Ordinance (Cap. 354) will be amended to ban disposal of all regulated WEEE as ordinary trash. When purchasing new regulated products, consumers will need to contribute to the costs of collecting and treating the regulated WEEE. An appropriate level of fee under the proposed WEEE Scheme will be worked out in the context of design of the Scheme. Importers, distributors or retailers will need to ensure that regulated products to be sold are affixed with specified labels, representing the contributions to the costs of WEEE Scheme. When a new regulated product is purchased by a consumer, retailers will need to take back their equivalent old

equipment (including equipment bought before the introduction of the Scheme) free of charge on a “new for old” basis. The retailer’s take-back obligation will deem to have discharged if consumers choose to keep the old equipment for continued use or dispose it through alternative means. The operational details of the labelling and charging system will be worked out in consultation with the trade. Permit controls will be applied to the import and export of used regulated products and regulated WEEE on environmental considerations. A licensing requirements for processing and storage of used regulated products and regulated WEEE will also be introduced to properly manage the potential environmental hazard arising from these activities.

8. Details of the proposed WEEE Scheme have been set out in the Consultation Document released on 18 January 2010 for a three-month public consultation ending on 30 April 2010. The Consultation Document is hyperlinked below for ease of reference.

Major concerns raised by the Panel

9. The proposed WEEE Scheme was discussed at the Panel meeting on 25 January 2010.

10. While supporting the need for proper handling of WEEE, members were generally concerned about the lack of details in the Consultation Document, including the level of fee under the WEEE Scheme and the impacts on consumers, importers, distributors, retailers and second-hand dealers etc. To facilitate future discussion, the Administration was requested to provide supplementary information on the anticipated number of regulated WEEE to be collected under the Scheme, the land and technological support to be provided by the Administration to ensure proper collection and treatment of regulated WEEE, the basis upon which the level of fee will be arrived at and whether the fee collected will be sufficient to support the recycling of regulated WEEE, the employment opportunities to be created under the Scheme, the measures to address possible district objections against the provision of WEEE treatment plant(s) etc.

Latest development

11. To gauge public views on the proposed WEEE Scheme, deputations have been invited to express their views at the Panel meeting scheduled for 22 February 2010.

Relevant papers

Information papers together with Consultation Document provided by Administration for the Environmental Affairs Panel meeting on 25 January 2010
<http://www.legco.gov.hk/yr09-10/english/panels/ea/papers/ea0125cb1-915-7-e.pdf>