



不能開徵膠袋稅，膠袋稅對環保工作弄巧成拙

1. 2006 年 9 月蘇格蘭環境及鄉郊發展委員會建議不可徵收膠袋稅 (附註 1a)，當地本實行膠袋稅的，但經考量，當地環境保護委員會亦表決不應立法徵收膠袋稅。因為徵收膠袋稅對減廢和保護環境工作沒有正面的幫助，而且動用的行政費遠超過環保成效，物不所值。同年 10 月 25 日蘇格蘭政府撤銷徵收膠袋稅建議。(附註 1b)

2. 2006 年 5 月澳洲報章(THE AGE/附註 2)報導，澳洲政府屬下的生產力委員會(Productivity Commission)最新的一項報告指，在沒有充分的成本效益分析(Cost-benefit analysis)前，政府不應在 2008 年底前實行禁止使用膠袋措施，且認為加強打擊亂拋垃圾會更有效控制膠袋所造成之環境污染。報告指出，隨地亂拋的垃圾中，膠袋為數少於 2%，而膠袋只佔堆填區的 0.2%，且膠袋對堆填區有穩固的作用。

委員會主席 Philip Weickhardt 指出，禁絕超市膠袋可能會導致更多人改用更大更重的垃圾袋，這使減廢目標適得其反。報告又質疑所謂膠袋會影響海洋生態之說，至今仍未有論證指膠袋為直接元兇。

3. 2006 年 9 月 22 日澳洲報章(The Australian/ 附註 3)指出，據當地政府一份獨立調查報告顯示，禁用膠袋後對環境的損害比繼續使用膠袋高，而且會帶來的更嚴重的環境問題。

4. 同年 8 月澳洲環境部部長(Ian Campbell)親筆回應業界有關膠袋稅的問題，他表示不應開徵膠袋稅，亦不會禁用膠袋，因為禁用膠袋所耗用資源比對環境造成的損害遠超 4 倍。因為澳洲政府認為該國在 2002 年所推行的減廢措施十分奏效，故無需立法或採取收稅模式減少膠袋用量。(附註 4)。

5. 2004 年德國 GVM (Gesellschaft für Verpackungsmarktforschung)研究得出，禁用膠袋用改用其他包裝物料，廢物數量、體積、能源消耗、溫室氣體排放量和運輸物流等的成本也會相應大增，對環境損害會更大。(附註 5)

6. 愛爾蘭早前開徵膠袋稅弄巧成拙(附註 6)，雖然購物膠袋減少了九成，但是垃圾膠袋數量卻大幅增加。愛爾蘭自 2002 年實施膠袋稅之後，經過數年的政策實施後，整體塑膠用量勁升 30% (2004 年比 2003 年)，單一徵收膠袋稅對環保並沒有任何幫助。措施實行後，膠袋入口更勁升 19%(2005 年比 2004)。

7. 台灣限塑後塑膠用量不減反增，實施限塑 3 年多以來，小吃店的塑膠袋用量卻不減反增，由實施前的每年 5793 噸，暴增一倍以上，因膠袋厚度的增加使實際的包裝袋塑膠用量大幅增加。

(附註 1a) 蘇格蘭環境及鄉郊發展委員會建議不可徵收膠袋稅

議會報告網址:

<http://www.scottish.parliament.uk/business/committees/environment/reports-06/rar06-12.htm>

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議會報告節錄:

The final conclusion reached by the 9 Members of Scottish Parliament, composing of 4 Labour party members, 2 Scottish National Party members, 1 Liberal Democrat, 1 Conservative and 1 Green party member was reached UNANIMOUSLY by the committee and states:-

"19. The Committee reiterates its support for the Bill' s stated objectives. To achieve these objectives, the Committee urges the Executive to include ambitious measures to address plastic bag use in its waste prevention strategy. The Committee is not persuaded that the levy as currently proposed in this Bill is an effective means to achieve these objectives. The Committee, therefore, recommends that the Parliament does not agree to the general principles of the Bill."

To put this into perspective, it is clear that **ALL** political parties agree that a tax on plastic bags , for that is what was proposed, is not considered an intelligent response to what is perceived to be a problem.

(附註 1b)

(附註 2) 澳洲報章: 禁絕膠袋有害環保 不應禁止使用膠袋

Don't ban the bag: report

By **NASSIM KHADEM**

RETAILERS and governments should abandon plans to phase out plastic shopping bags by 2008, according to a Productivity Commission report.

The independent advisory body on policy and regulation has presented its report on waste management, saying while more Australians are recycling than ever before, it can be a costly and ineffective method of reducing waste.

The report said that in 2002-03, Australians generated 32.4 million tonnes of waste, with 15 million tonnes of it recovered for recycling. In Victoria, waste recovered through recycling increased from about 40 per cent in 1994-95 to 51 per cent in 2002-03.

A number of states, including Victoria, have developed "zero waste to landfill" policies — encouraging waste reduction and recycling — which in theory aim to stop waste being dumped in landfills. The State Government wants 65 per cent of all municipal waste and 80 per cent of all commercial and industrial waste diverted from landfill by 2014.

But the report said that "zero waste" policies were almost impossible to achieve.

Governments are working with retailers to phase out single-use plastic bags by the end of 2008, but the report recommends they scrap the plan until a cost-benefit analysis is carried out.

Presiding commissioner Philip Weickhardt said the reduction in plastic shopping bags had simply resulted in more

Australians buying large rubbish bin bags. "Before you ban them, you need to think carefully about whether there are cheaper options," he said. "This appears to be a heavy-handed approach."

The report also calls on state governments to scrap levies on landfills. Victorians pay the \$7-a-tonne levy through their rates. The report says that while waste disposal results in pollution, it could be reduced to very low levels through "appropriate regulation" rather than landfill levies.

The report also questions whether local councils are best placed to manage domestic waste collection, suggesting regional bodies — similar to those regulating water and sewerage — be established to deal with the problem.

THE AGE 23/5/06

澳洲政府屬下的生產力委員會(Productivity Commission)最新的一項報告指，在沒有充分的成本效益分析(Cost-benefit analysis)前，政府不應在2008年底實行禁止使用膠袋措施，且認為加強打擊亂拋垃圾會更有效控制膠袋所造成之環境污染。報告指出，隨地亂拋的垃圾中，膠袋為數少於2%，而膠袋只佔堆填區的0.2%，且膠袋對堆填區有穩固的作用。

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(附註 3) 澳洲報章(The Australian)最新報導指禁用膠袋會對環境

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THE AUSTRALIAN FRIDAY SEPTEMBER 22 2006

6 THE NATION

Ban on plastic bags 'not worth the cost'

Matthew Warren

THE cost of banning plastic bags is about four times higher than the environmental harm they cause, according to an independent report handed to the Victorian Government before it announced a bag tax in July.

Slower checkouts and retraining of retail staff could cost more than \$1 billion over the next 10 years, which would be only partially offset by the environmental benefit of removing plastic bags from the litter stream.

The findings followed a warning by the Productivity Commission in May that bans on plastic bags should not proceed unless supported by "transparent cost-benefit analysis", suggesting tougher anti-litter laws and greater community participation as possible alternatives.

Despite both these warning signs, the Bracks Government

announced in July a ban on free plastic bags from large supermarkets, with most bags attracting a mandatory 10c levy from 2009.

At the time, it was reported the move could be the catalyst for a nationwide ban, with NSW and South Australia already considering similar measures despite research suggesting the costs outweigh the benefits.

The Allen Consulting cost-benefit report of nine phase-out strategies to the Environment Protection and Heritage Council in May estimated a cost of between \$650 million and \$1.3 billion between last year and 2016. Victorian Environment Minister John Thwaites is a member of the EPHC.

The report then allocated an environmental cost of \$1 for each of the 40-60 million bags that become litter each year based on the value of volunteers' time to

clean them up — but then admitted this value was probably "generous".

Taking all these factors into account, the net cost of phasing out plastic bags in Australia would be between \$45 million and \$85 million each year. This was the result of the relatively high cost of a widespread or total ban in order to cut the relatively high litter and environmental impact of a relatively small proportion of bags.

Plastic bags make up less than 1 per cent of domestic waste in Australia. They are estimated to be about 2 per cent of total litter in the country.

An Environment Australia report on plastic bags in 2002 estimated that the cost of cleaning up littered plastic bags was about \$4 million a year.

The impact of plastic bags is considered to be higher than many other litter items because

of their persistence in the environment and capacity to injure wildlife, particularly in marine environments.

A spokesman for Mr Thwaites said last night the strategy applied in Victoria was not specifically included in the EPHC report.

The plastics industry said last night the report demonstrated a levy on plastic bags would not address the problem with litter.

Plastics and Chemicals Industries Association chief executive Michael Catchpole said that in all scenarios modelled the economic costs exceed the environmental benefits "by substantial margins".

"Litter is — and always has been — the issue that business, government and the community needs to address when considering the uses for and value of lightweight plastic bags," Mr Catchpole said.

(附註 4) 澳洲環境及文化部部長 Ian Campbell 於 2006 年 8 月就業

界查詢澳洲使用膠袋情況的回覆

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SENATOR THE HON IAN CAMPBELL
Minister for the Environment and Heritage
Senator for Western Australia

10 AUG 2006

Mr J Neil Young
Managing Director
Simpac Ltd
Neil.Young@Simpac.co.uk

Dear Mr Young

Thank you for your email of 26 May 2006 concerning recent developments regarding plastic shopping bags in Scotland, Ireland and other countries.

You may be interested to know that Australia has adopted a more cautious approach to this issue than has been the case in Ireland and other countries. The focus of our efforts to date has been on voluntary action to reduce the impact of plastic bags on the environment. This approach has yielded outstanding results in a relatively short period. As you indicate in your letter, major supermarkets have reported using 45 per cent fewer bags than they did in 2002. A large proportion of the bags used now are the more efficient, reusable bags. In total, three billion single use plastic bags have been taken out of circulation since 2002, without recourse to regulation.

However, as a significant number of plastic bags are still entering the environment as litter, the Environment Protection and Heritage Council recently reaffirmed its resolve to phase out plastic bags by the end of 2008. The means by which this phase-out will be achieved are still to be determined, but it could include voluntary, co-regulatory or regulatory measures. I have made clear the opposition of the Australian Government to the imposition of a tax on plastic bags.

I am aware that plastic bags have a number of positive uses and are valued by many consumers for their usefulness as a cheap, efficient and hygienic means of transporting goods. I also acknowledge that many consumers value them for secondary purposes, including their use as bin liners.

Biodegradable bags may provide a solution to the environmental problems associated with the lightweight bags remaining in use whilst still providing an appropriate hygienic means of waste disposal. The Government is therefore working with the plastics industry, retailers and Standards Australia to develop Australian Standards for a range of degradable plastics. I understand that a suite of Australian Standards for biodegradable plastic should be available soon. Further information on these standards can be found at: www.standards.org.au. I have also provided \$40,000 to the Plastics and Chemicals Industries Association to develop a 'national guide and commitment' to assist in the introduction of biodegradable plastics in Australia.

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In your letter you refer to the recent draft report on waste generation and resource efficiency issued by the Productivity Commission. Although the Commission has so far only issued a draft report, and the Australian Government is yet to formally respond, I agree that transparent cost-benefit analysis is highly desirable. For this reason, the Environment Protection and Heritage Council will soon be releasing a cost-benefit analysis of various options for reducing the impact of plastic shopping bags for public consultation. You may find this document of interest when it is released.

You also referred to reusable bags. As you point out, the most popular alternative to single use high density polyethylene bags has been the 'green' polypropylene bag. From the resource use perspective, it might interest you to note that these have been found to be better for the environment on a lifecycle basis than the single use lightweight bags, provided they are reused several times before disposal. Further information on this analysis is available at the following website: <http://www.deh.gov.au/settlements/publications/waste/degradables/impact/index.html>.

Thank you for taking the trouble to write. I will ensure that the information you have provided about developments overseas is passed to the appropriate area in my Department.

Yours sincerely

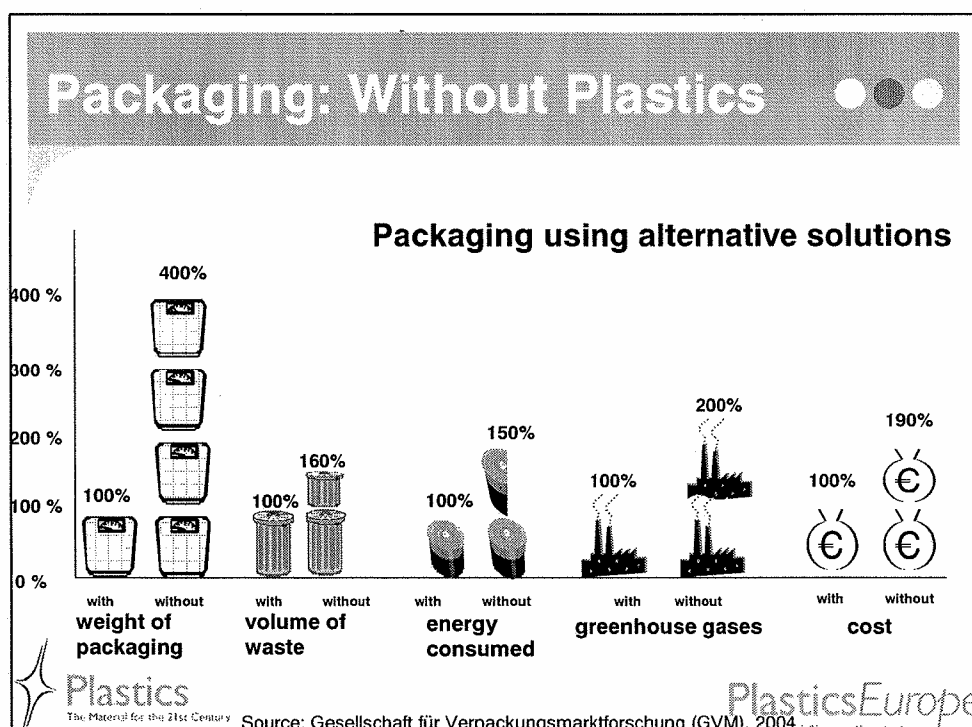
IAN CAMPBELL

(附註 5)

2004 年德國 GVM(Gesellschaft für Verpackungsmarktforschung)

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研究



禁用膠袋改用其他包裝物料，對環境損害更大。包裝品的重量會增加 3 倍、家庭廢物中。包裝品的體積也增加 60%、能源消耗將再增加 50%、溫室氣體排放和運輸物流等的成本也會相應大增。

(附註 6) 在蘇格蘭及愛爾蘭 **Eire** 地區均設有店舖的商戶，在使用膠袋

及紙袋對重量、體積及價格上的比較：

IRISH FACTS¹

Retailers	Scotland		Eire		Weight		Bulk		Cost	
	Wt/1000/Kg		Wt / 1000 /Kg		Multiplier		Multiplier		Multiplier	
	Plastic		Paper							
Boots	Small	2.52	13.13	5.2	7.5	5				
	Large	7.0	36.12	5.6	15.7	7				
Next	Plc Small	13.52	66.67	4.9	11.2	7				
	Medium	26.51	96.98	3.7	11.6	7				
	Large	43.71	138.55	3.2	11.1	7				
Miss Selfridge	Small		2.75	29.61		10.7	7.2			12
	Medium		12.91	65.26		5.5	4.7	6		
	Large		23.01	108.80		4.6	4.3	4		
TopShop	Medium		14.16	62.1	4.4		13.0			12
	Large		20.67	89.3	4.3	3.9	4			
Burton	Small	4.56	43.53	7.6	17.8	13				
	Large	35.72	104.82	2.9	3.4	5				
Fresh fruit										
	4 apples	1.8	8.11	4.5	at least 15	?				
	5 bananas	1.8	19.86	11.0	at least 20	?				
	600 gr potatoes	1.8	23.81	13.2	at least 20	?				
	loose potatoes	1.8	17.7	9.8	14	10				

1 x 20 ft container

	Scotland		Eire		Bulk		Cost	
	# of bags		# of bags		Multiplier		Multiplier	
Tesco carriers	POLYTHENE		1,900,000					

¹ YOUNG, Neil; 2006, Simpac Ltd, Glasgow, UK.

	Woven Polypropylene	25,000	76	70
Quinns	Polythene carriers	1,900,000		
	green nonwoven polypropylene	32,800	58	32
Topshop	Polythene carriers	1,100,000		
	Nonwoven polypropylene	30,000	36	12

愛爾蘭自 2002 年實施膠袋稅之後，首年膠袋使用量大跌九成。但經過數年的政策實施後，愛爾蘭的整體塑膠用量 2004 年和 2003 年相比，勁升 30%，原因是愛爾蘭人改用免稅垃圾袋、食物袋、紙袋、發泡膠或硬膠盛載器皿來代替塑膠手挽袋。從這看出單一徵收膠袋稅對環保並沒有任何幫助。

據了解，由於市民使用膠袋的習慣沒有根本性的改變，2005 年比 2004 年膠袋入口更勁升 19%。愛爾蘭政府見稅收未見成效，現在更考慮把稅率加倍，相信此舉更令愛爾蘭人改用更多更重更不環保的塑膠代用物品。

從可以看出，同一容量的膠袋遠比紙袋更輕、更省儲存空間及價格更為廉宜。

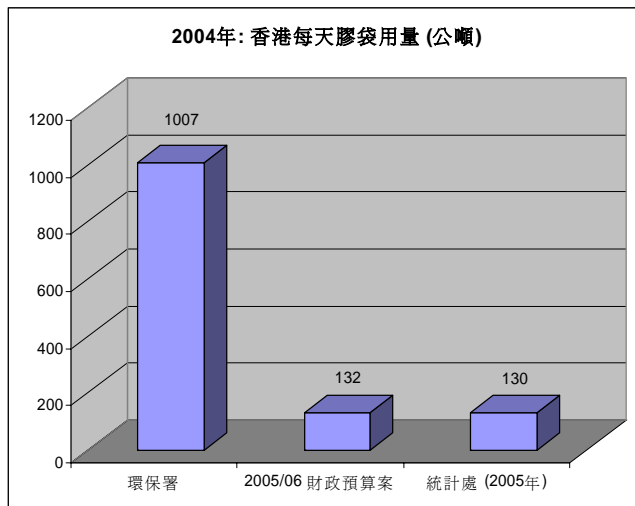
(附註 7) 統計處出入口統計數字

Imports of Selected HS Item

Statistical month	Item (Unit)	Month		Year-to-date	
		Quantity	Value (HK\$'000)	Quantity	Value (HK\$'000)
2005 (Dec)	3923 2110 PACKING BAGS OF POLYMERS OF ETHYLENE (KG)	11 027 376	105,387	111 431 677	1,060,575
	3923 2190 SACKS AND BAGS (INCLUDING CONES), NESOL OF POLYMERS OF ETHYLENE (-)	-	2,770	-	31,305

Re-exports of Selected HS Item

Statistical month	Item (Unit)	Month		Year-to-date	
		Quantity	Value (HK\$'000)	Quantity	Value (HK\$'000)
2005 (Dec)	3923 2110 PACKING BAGS OF POLYMERS OF ETHYLENE (KG)	6 786 937	99,002	63 663 952	956,934
	3923 2190 SACKS AND BAGS (INCLUDING CONES), NESOL OF POLYMERS OF ETHYLENE (-)	-	1,997	-	32,259



據政府統計署資料顯示，2005 年香港淨進口的聚乙烯膠袋（貨品編碼 3923 2110）產品則只有每天的 130 公噸。而且在這 130 公噸內，除了日常使用的購物袋外，還包括了各類膠袋式盛載包裝產品，如垃圾袋、成衣包裝袋、食品包裝袋、醫療用品包裝等等。

根據財政司司長唐英年先生發表的 2005 至 06 年度財政預算案顯示，香港每天產生 3300 萬個²膠袋，而每個膠袋重 4 克的話，每天的使用量才是 132 噸，和環保署的 1007 公噸相差甚遠