

**立法會**  
**Legislative Council**

LC Paper No. CB(1)1103/13-14  
(These minutes have been seen  
by the Administration)

Ref : CB1/PL/EA/1

**Panel on Environmental Affairs**

**Minutes of meeting**  
**held on Monday, 16 December 2013, at 8:30 am**  
**in Conference Room 1 of the Legislative Council Complex**

**Members present** : Hon Cyd HO Sau-lan (Chairman)  
Hon CHAN Hak-kan, JP (Deputy Chairman)  
Hon LEE Cheuk-yan  
Hon James TO Kun-sun  
Hon WONG Ting-kwong, SBS, JP  
Hon CHAN Kin-por, BBS, JP  
Hon Albert CHAN Wai-yip  
Hon Claudia MO  
Hon Steven HO Chun-yin  
Hon Frankie YICK Chi-ming  
Hon WU Chi-wai, MH  
Hon Gary FAN Kwok-wai  
Hon Charles Peter MOK  
Hon CHAN Han-pan  
Hon Kenneth LEUNG  
Hon Dennis KWOK  
Dr Hon Helena WONG Pik-wan  
Dr Hon Elizabeth QUAT, JP  
Ir Dr Hon LO Wai-kwok, BBS, MH, JP  
Hon Christopher CHUNG Shu-kun, BBS, MH, JP  
Hon Tony TSE Wai-chuen

**Member attending** : Hon Michael TIEN Puk-sun, BBS, JP

**Members absent** : Hon Vincent FANG Kang, SBS, JP  
Dr Hon Kenneth CHAN Ka-lok

**Public Officers attending** : **For item IV**

Mr WONG Kam-sing, JP  
Secretary for the Environment

Ms Michelle AU  
Political Assistant to Secretary for the Environment

Mr Howard CHAN, JP  
Deputy Director of Environmental Protection (2)  
Environmental Protection Department

Mrs Alison LAU  
Assistant Director (Cross Boundary & International)  
Environmental Protection Department

**For item V**

Mr WONG Kam-sing, JP  
Secretary for the Environment

Mr Elvis AU, JP  
Assistant Director  
(Nature Conservation & Infrastructure Planning)  
Environmental Protection Department

Ms Michelle AU  
Political Assistant to Secretary for the Environment

**For item VI**

Mr WONG Kam-sing, JP  
Secretary for the Environment

Ms Michelle AU  
Political Assistant to Secretary for the Environment

Mr Samson LAI  
Assistant Director (Waste Management Policy)  
Environmental Protection Department

Professor Nora TAM, BBS, JP  
Convenor  
Support Group on Municipal Solid Waste Charging  
Council for Sustainable Development

Ir Kenny WONG  
Programme Director on Municipal Solid Waste  
Charging  
Council for Sustainable Development

**Attendance by : For item VI**  
**invitation**

World Green Organisation

Mr Angus WONG  
Policy Advocacy Manager

Hong Kong Recycle Materials & Reproduction  
Business General Association Ltd

Dr Jacky LAU  
President

Greeners Action

Ms KWOK Ying-ying  
Senior Project Officer

The Hong Kong Association of Property Management  
Companies

Mr YEUNG Man-kai

Democratic Alliance for the Betterment and Progress  
of Hong Kong

Mr CHIU Man-leong  
Deputy Spokesperson of Environmental Affairs

Hong Kong Green Strategy Alliance

Mr Louis CHAN  
Committee Member

Hong Kong Environmental Industry Association

Mr Simon CHEUNG  
Vice President

Federation of Hong Kong Industries

Ir Daniel CHENG  
Deputy Chairman

Tin Shui Wai Community Development Alliance

江健成先生  
社工

集體浪費關注組

胡俊英先生

Individual

Mr WONG Yue-hon

Federation of Hong Kong Property Management  
Industry Ltd

Mr Philip WU  
宣傳及刊物副召集人

Hong Kong Environmental Protection Association

Mr FAN Hai-tai  
Chairman

天水圍婦女關注垃圾徵費小組

Ms CHANG Hong  
Representative

垃圾徵費婦女關注組

Ms Hilary CHENG  
Representative

Tin Shui Wai Community Development Network

Ms LEUNG Lai-yan  
Organizing Officer

Hong Kong Professionals And Senior Executives  
Association

Mr Angus WONG  
Executive Officer

Friends of the Earth (HK)

Ms Frances YEUNG  
Senior Environmental Officer

Hong Kong Waste Disposal Industry Association

Mr Thomas TAM  
Chairman

New Century Forum

Mr Cliff TANG  
Vice-Convenor

Civic Party

Mr Peter YU  
District Developer

Secure Information Disposal Services Ltd

Mr Harold YIP  
Executive Director

Individual

Mr CHAN Kai-ming

The Lion Rock Institute

Ms Samantha DENFORD  
Research Assistant

Green Sense

Ms HO Ka-po  
Project Manager

Environmental Contractors Management Association

Ms Catherine YAN  
President

CO2 Feeds The World

Dr Robert HANSON  
Consultant

HK Dumper Truck Drivers Association

Ms April LAI

食物環境衛生署職工權益工會

Ms LI Mei-siu  
Chairman

Hong Kong Food Waste Management Association

Mr Billy LEE  
President

Hong Kong Organic Waste Recycling Centre Ltd

Mr Henry NGAI  
Chief Executive Officer

Hong Kong Women Workers' Association

Ms WU Mei-lin  
Coordinator

環保姨姨社區網絡

何見佳女士

Liberal Party Youth Committee

Mr Harris YEUNG

Greenpeace

Ms Fanny LEE  
Campaign Manager

**Clerk in attendance :** Ms Miranda HON  
Chief Council Secretary (1)1

**Staff in attendance :** Miss Lilian MOK  
Senior Council Secretary (1)1

Miss Mandy POON  
Legislative Assistant (1)1

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**I. Confirmation of minutes**

(LC Paper No. CB(1)499/13-14 — Minutes of the meeting held on 28 October 2013)

The minutes of the meeting held on 28 October 2013 were confirmed.

**II. Information papers issued since last meeting**

2. Members noted that the following papers had been issued since the last meeting –

(LC Paper No. CB(1)407/13-14(01) — Letter dated 22 November 2013 from Hon Claudia MO proposing to discuss the item on "Monitoring the use of the Environment and Conservation Fund" (Chinese version only)

LC Paper No. CB(1)484/13-14(01) — Information paper on "Launching the Air Quality Health Index Reporting System" provided by the Administration)

**III. Items for discussion at the next meeting**

(LC Paper No. CB(1)500/13-14(01) — List of follow-up actions

LC Paper No. CB(1)500/13-14(02) — List of outstanding items for discussion)

3. Members agreed to discuss the following items at the next regular meeting scheduled for Monday, 27 January 2014, at 2:30 pm –

- (a) Briefing by the Secretary for the Environment on the environmental initiatives in the Chief Executive's 2014 Policy Address; and
- (b) Incident of leachate from the North East New Territories ("NENT") Landfill.



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(*Post-meeting note:* The Chairman had acceded to the Administration's request to delete the item of "Incident of leachate from the NENT Landfill" from the agenda for the next regular meeting scheduled for 27 January 2014. The revised agenda for the meeting was circulated to members vide LC Paper No. CB(1)731/13-14 on 15 January 2014.)

4. The Chairman said that the next meeting would be extended by 30 minutes to end at 5:00 pm so as to allow sufficient time to discuss all the items on the agenda.

5. The Chairman also reminded members that a visit to the Sha Tin Refuse Transfer Station to observe the sorting operation under the Waste Composition Survey had been scheduled for Thursday, 19 December 2013 at 3:00 pm.

**IV. Promotion of the recycling industry**

(LC Paper No. CB(1)500/13-14(03) — Administration's paper on "Promotion of the recycling industry"

LC Paper No. CB(1)500/13-14(04) — Background brief on "Promotion of the recycling industry" prepared by the Legislative Council Secretariat)

6. The Secretary for the Environment ("SEN") briefed members that the Steering Committee to Promote the Sustainable Development of the Recycling Industry ("the Steering Committee"), which was led by the Chief Secretary for Administration, had been set up in August 2013 to step up concerted efforts in reducing waste at source and promoting the development of the recycling industry. To support the work of the Steering Committee, to liaise with the recycling trade and other stakeholders, as well as to co-ordinate inter-departmental efforts in examining and implementing new initiatives and measures to support the recycling industry, the Administration proposed to set up a new division in the Environmental Protection Department ("EPD") through redeployment of existing manpower and creation of supernumerary posts, including an Assistant Director of Environmental Protection ("ADEP") post, for three years from 2014-2015 to 2016-2017.

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Consultancy study on recycling operations

7. The Chairman enquired whether the Administration would consider setting aside a recurrent expenditure to assist the recycling industry. SEN responded that the promotion of the recycling industry was an essential element of Hong Kong's waste management strategy. EPD had commissioned a consultancy study on the detailed operation and situation of different types of recyclables to explore suitable means and points of intervention by the Administration to support the sustainable development of the recycling industry. In the months ahead, the Administration would liaise with the trade and relevant stakeholders to study their operations.

8. In response to the Chairman's further enquiry about the consultancy study, the Deputy Director of Environmental Protection (2) ("DDEP(2)") advised that the Hong Kong Productivity Council ("HKPC") had been commissioned to conduct the study, which would examine in depth the recycling operations of different types of recyclables with a view to formulating tailored support programmes and measures for individual recyclable types. The consultancy study had already started and would be completed within January 2014. SEN stressed that the Administration had adopted an open attitude in exploring viable measures to support the recycling industry and would carefully consider the recommendations put forward in the consultancy report.

9. Dr Elizabeth QUAT expressed support for the Government's plan to promote the sustainable development of the recycling industry. She asked whether HKPC would set out a timetable and roadmap for introducing different programmes and measures to assist the recycling operations of different types of recyclables in the consultancy report. DDEP(2) responded that HKPC would examine the recycling operations of different types of recyclables in detail and make recommendations to the Steering Committee for it to develop tailored programmes to address the needs of different recyclers.

10. Dr Elizabeth QUAT further enquired whether the Steering Committee would roll out a blueprint on waste management. SEN explained that the Steering Committee was established for the purpose of co-ordinating efforts within the Government in reducing waste at source and promoting the development of the recycling industry in a more systematic and effective manner. As the Steering Committee had been set up for only a few months, it would need time to review the current situation of local recyclables' collection and disposal and the relevant policies and support measures before making any recommendations on future waste management strategies.

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Recycling of recyclables of low commercial values

11. Mr WU Chi-wai expressed concern that recyclables of low commercial values (e.g. waste plastics) did not have sufficient market outlets and ultimately ended up in landfills. To reduce the pressure for waste treatment, the Administration should develop markets for different types of recyclable materials. The Administration should also invest in recycling operations by providing subsidies to waste recyclers in the recycling of recyclables with low commercial values. Mr WU asked whether the Administration had worked out a clear timetable and roadmap for formulating a comprehensive waste recycling policy to tackle the imminent waste problem of Hong Kong.

12. SEN acknowledged that while recyclables of higher values were collected and processed by recyclers under open market forces and direct government assistance was not essential, there were recyclables of low commercial values that required the Government's assistance to make their collection and recycling viable. With the introduction of a quantity-based municipal solid waste ("MSW") charging in Hong Kong in 2016, the public would have stronger economic incentives to separate recyclable waste at source. To deal with the possible increase in the quantity of recyclable materials to be collected, the Steering Committee would be reviewing the collection and disposal of recyclables and exploring viable measures to support the operation of the recycling industry.

Support and assistance to the recycling industry

13. Mr CHAN Kin-por opined that the Administration should not only encourage the public to separate waste at source for collection and processing by local recyclers, it should also identify new approaches to drive the sustainable development of the recycling industry. For instance, the Administration should consider providing subsidies to support the operation of local recyclers by setting up a "Recycling Fund".

14. Mr Albert CHAN was of the view that the Administration should legislate for source separation of waste in Hong Kong as this would be more cost-effective than introducing different schemes and programmes to encourage the public to separate waste at source. Taking into consideration that some recycling operations might cause environmental nuisance to nearby residents, the Administration should help identify suitable sites for local recyclers to develop their business. The Environment Bureau ("ENB") should also work closely with relevant policy bureaux and government departments to facilitate different recycling operations and create a favourable business environment for the recycling sector.

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15. Mr Christopher CHUNG pointed out that MSW charging might not be an effective way to reduce waste at source in the long run because the public might become insensitive to the MSW charge over time and continue to generate waste. The problem of growing wasteload in Hong Kong would remain unresolved. Whilst educational programmes and promotion activities could arouse public awareness on waste reduction and recycling, it took time to instill changes in behaviour. Rather, the Administration should consider providing direct or indirect support and assistance to waste recovery or treatment, including introducing supportive measures in terms of taxation, technology, land, funding or regional collaboration with some Mainland cities.

16. On the recycling of waste glass bottles, Mr Christopher CHUNG opined that the Administration should provide adequate incentives to encourage local recyclers to use the waste glass bottles collected by them to produce glassware products, so as to minimize the material loss arising from the process of turning waste glass into works materials or other types of recycled products such as eco-pavers. Consideration should also be given to promoting glass art which would be an outlet for waste glass materials.

17. SEN agreed that it was necessary to formulate measures on multiple fronts with the primary focus on creating a better business environment for the recycling industry. To this end, the Administration proposed to strengthen the manpower support in EPD with a view to formulating and implementing enhanced measures to assist waste recycling enterprises to develop their business in Hong Kong. In addition, the Steering Committee would work out policies and measures and identify new approaches to support the development of the local recycling industry after consultation with the trade.

18. Noting that the local recycling industry relied heavily on the export of recyclables collected and the provision of berths for waste exporters was a key factor for sustaining their operation, Mr Tony TSE requested for information on the current use of berthing facilities by waste exporters and details of the arrangements for allocating suitable berths in the Public Cargo Working Areas ("PCWA") for the exclusive use of the recycling industry upon expiry of the current PCWA leases in 2016. He further requested the Administration to advise how it monitored the use of the Environment and Conservation Fund ("ECF") by the 200 ECF-funded projects and whether the recycling industry could seek funding support from ECF for organizing training programmes for existing practitioners to enhance their knowledge of handling different types of recyclable materials, including toxic materials.

Admin

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Community Recycling Network

19. Mr Frankie YICK commented that the Administration had yet to propose concrete measures to comprehensively address the problems that the local recycling industry was facing. He expressed concern about the effectiveness of the Community Recycling Network ("CRN") in waste recycling (e.g. the amount of recyclable materials collected at different collection points).

20. SEN responded that in 2011, the recycling rate of Hong Kong was 48%. DDEP(2) supplemented that EPD had launched a territory-wide Programme on Source Separation of Domestic Waste since 2005 to encourage people to separate their waste for recycling. Under the Programme, three-colour waste separation bins were placed in each residential block of participating housing estates to facilitate source separation of waste by residents. To further promote source separation of waste, EPD had set up CRN in the 18 districts to increase public awareness on recycling and to facilitate public participation in recovering recyclables of lower commercial values in 2011. At present, over 530 collection points were operating under CRN and more than 200 housing estates throughout the territory had signed up for the network. DDEP(2) undertook to provide more detailed information on the effectiveness of CRN for members' reference.

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21. Mr Tony TSE further requested the Administration to provide information on the measures to be implemented to facilitate source separation of waste in single-block residential buildings.

Admin

Food waste management

22. Mr LEE Cheuk-yan commented that the Administration did not have a comprehensive waste management plan, in particular on how to tackle the food waste problem. He doubted whether the Administration was using the setting up of the Steering Committee and a new division in EPD as an excuse for not taking timely measures to deal with the challenges and problems encountered by local recyclers. Taking into consideration that the current practice of disposing of food waste at landfills was environmentally undesirable as it would create odour nuisance and generate leachate that required further mitigation measures to deal with, Mr LEE urged the Administration to consider the suggestion of the Labour Party to set aside a recurrent expenditure of \$2 billion per year to promote food waste reduction, source separation and recycling in different sectors and districts.

23. SEN responded that Hong Kong generated different types of waste every day. While food waste was a major constituent of MSW in Hong Kong, there were other types of waste which had their own requirements for processing and

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recycling. He said that the Administration had been adopting a multi-pronged approach to tackle the food waste problem in Hong Kong. A comprehensive strategy and action plans which sought to reduce, separate and recycle food waste would be rolled out shortly.

Proposed creation of a new Waste Reduction and Recycling Division

24. While expressing support for promoting the sustainable development of the recycling industry, Mr Tony TSE expressed concern about the additional manpower required to handle the work of the Steering Committee as well as to implement new initiatives to support the industry. DDEP(2) explained that under the current establishment of EPD, the Environmental Infrastructure Division was responsible for the development and management of waste facilities as well as the implementation of programmes to reduce, recover and recycle waste. Besides, there were two other divisions in EPD which were responsible for policies and programmes on waste management. Since the responsibilities for overseeing and implementing policies and programmes relating to waste reduction/recycling were distributed amongst different divisions in EPD, the Administration proposed to create a new Waste Reduction and Recycling Division ("WRRD") to be led by an ADEP and underpinned by a team of 55 non-directorate posts with an aim to better co-ordinate efforts in examining and implementing new initiatives and measures to support the recycling industry.

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25. Mr WU Chi-wai said that in view of the lack of sufficient information on future waste management strategies, he would not support the establishment of WRRD in EPD and the relevant staffing proposal. The Chairman and Mr Tony TSE requested the Administration to provide more information to justify the setting up of WRRD, including the current divisions and duties of the 33 posts to be redeployed from other divisions and whether their redeployment would affect the work of their original divisions, and the reason for setting the duration of the 22 time-limited posts at three years.

26. The Chairman put the staffing proposal to vote. Three members voted in favour of the proposal, three voted against it and three abstained. The Chairman said that the Administration should proactively formulate timely measures to address public concerns on waste management and recycling operation, and have them unveiled in the coming Policy Address of the Chief Executive in January 2014. Otherwise, the extension of the three strategic landfills might not receive support from Members when the relevant funding proposals were re-submitted to the Legislative Council for consideration in the first quarter of 2014. She further urged the Administration to provide relevant information as requested by members as early as possible.

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(*Post-meeting note:* With the concurrence of the Chairman, the item on "Matters arising – Promotion of recycling industry" was subsequently included in the agenda of the next regular meeting scheduled for 27 January 2014. Information as requested by members in paragraphs 18, 20, 21 and 25 was included in the Administration's supplementary paper on the item circulated to members vide LC Paper No. CB(1)794/13-14(03) on 24 January 2014.)

**V. Visit to Europe on thermal waste treatment facilities**

(LC Paper No. CB(1)500/13-14(05) — Administration's paper on "Visit to Europe on thermal waste treatment facilities")

LC Paper No. CB(1) 539/13-14(01) — Paper on "Arrangements for undertaking overseas duty visits by committees of the Legislative Council" prepared by the Legislative Council Secretariat)

27. SEN briefed members on the background and purpose of the proposed visit to the United Kingdom ("UK"), the Netherlands, Denmark and Sweden in early March 2014 by highlighting the salient points of the Administration's paper. He invited the Panel to consider conducting a similar visit.

28. The Chairman sought members' views on whether the Panel should undertake a duty visit to Europe with the same visit programme as the Administration and if so, whether the membership of the delegation should be open to non-Panel members. She further advised that the visit would take place from 2 to 8 March 2014 (including flight time), and the preliminary estimate of expenditure (including airfare, hotel accommodation, meals, etc) to be incurred by each participating member would be about \$40,000 for economy class air passage, or about \$86,000 for business class air passage.

29. Mr Frankie YICK enquired whether the three types of incineration technologies to be covered in the visit were the latest thermal waste treatment technologies in the world and would be applicable in Hong Kong. SEN responded that the moving-grate incineration technology was the mainstream incineration technology and had been adopted in Macau, Taiwan and South Korea, etc, while the plasma gasification technology and gasification and pyrolysis technologies were being tried out in some European countries. Apart from visiting different thermal waste treatment facilities, the Administration

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also planned to meet with UK authority to learn more about the waste management policies of the country. The Chairman said that as the Administration was planning to build integrated waste management facilities ("IWMF") in the near future, it might be useful for members to obtain first-hand information on overseas experience in the development and operation of thermal treatment facilities so that they would be in a better position to consider the funding proposals relating to the construction of IWMF and other waste management infrastructure projects.

30. Mr Christopher CHUNG expressed concern that the outline programme of the proposed visit as set out in the Annex to the Administration's paper was very tight. He considered that to save transportation time and cost, the delegation should not make repeated visits on the same type of incineration technology. He asked whether the Administration would consider removing some visiting spots from the programme so that members could have more time to study the development and operation of the three types of incineration technologies in depth. The Chairman also asked whether it would be cost-effective for members and the Administration to visit different incineration plants which used the same type of technology (i.e. the moving-grate incineration technology). Mr Kenneth LEUNG echoed the concerns about the cost-effectiveness of the proposed visit.

31. SEN advised that the Administration planned to gather experience on the development and operation of mainstream incineration technology in Europe over the past decades during the proposed visit. He took members through the outline programme, detailing the characteristics and features of the thermal waste treatment facilities that the Administration planned to visit. He further said that the proposed visit would be cost-effective and would enable both members and the Administration to gain first-hand information on overseas experience in using different types of incineration technologies to treat waste. The Assistant Director of Environmental Protection (Nature Conservation & Infrastructure Planning) ("ADEP(NC&IP)") supplemented that the four incineration plants which were using the moving-grate technology had their own characteristics and features, and were worthy of visiting. SEN added that while mature and reliable modern incineration technology should be adopted in the future development of related environmental infrastructure in Hong Kong, the overall planning and design should fit in with the environment and the community.

32. In response to Mr Christopher CHUNG's suggestion of cancelling the visit to the Netherlands, SEN explained that the Netherlands had a long history of using incineration technology to treat its waste and had put in place a comprehensive waste management strategy. He considered it worthwhile to pay a visit to the Netherlands as this would enable members and the Administration



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to see for themselves the experience of the country in turning waste into energy. Nevertheless, the Administration would take into consideration Mr CHUNG's suggestion when working out a more detailed visit programme.

33. Mr WU Chi-wai enquired whether the three types of incineration technologies adopted in Europe were also applicable in Hong Kong. SEN responded that while the "Hong Kong Blueprint for Sustainable Use of Resources 2013-2022" ("the Action Blueprint") had mapped out a full range of initiatives on waste reduction, recycling, recovery, treatment and landfilling for the coming 10 years up to 2022, the Administration should continue to plan for waste management in Hong Kong beyond 2022. Apart from promoting waste reduction at source and recycling, the use of modern incineration technology in end-of-pipe waste treatment would be more effective and could turn waste into energy. The proposed visit could serve as a reference for Hong Kong in developing thermal waste treatment facilities in future.

34. ADEP(NC&IP) supplemented that EPD had been reviewing different thermal waste treatment technologies and the advanced moving-grate incineration technology had been recommended as the core technology for MSW treatment. In 2009, the Advisory Council for the Environment was consulted on the technology selection and agreed with the choice of moving-grate technology for the first phase of the IWMF. Although the application of some thermal treatment technologies such as plasma gasification for MSW had emerged in recent years, the moving-grate incineration technology remained the most robust, mainstream and proven thermal treatment technology. The Administration planned to study the development of waste-to-energy facilities in other advanced cities so that Hong Kong could gain insight from their experience, thereby facilitating the future development of similar treatment facilities in the territory.

35. Mr Kenneth LEUNG enquired whether a preliminary evaluation of the three types of incineration technologies in terms of efficiency, cost, area of land required, energy consumption and emission performance, would be conducted after the proposed visit to facilitate future discussion on the development of IWMF in Hong Kong. The Chairman advised that information on each of the thermal waste treatment facilities in the outline programme would be provided for members' reference before the visit. After the visit, a report on the visit would be prepared for submission to the House Committee.

36. Mr LEE Cheuk-yan opined that modern technologies and a comprehensive policy were two inter-related components to ensure the success of waste management. As such, the delegation should not only visit different thermal waste treatment facilities, but also exchange views with receiving organizations on their local waste management policies. Mr Albert CHAN

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agreed on the need to keep abreast of the latest development of modern incineration technologies as this would facilitate members to have more in-depth deliberation on the funding proposal relating to the construction of IWWMF in future. However, the timing of the proposed visit might clash with other Council business.

37. SEN responded that he would consider whether the proposed visit programme could be revised in the light of members' views. He reiterated that the Action Blueprint had proposed to allocate resources for waste-related infrastructure including the development of IWWMF with a view to reducing dependence on landfills and transforming Hong Kong's waste management structure. The Administration planned to initiate a study to look into the longer term waste facilities planning for Hong Kong. The proposed visit would provide relevant knowledge and updates which would be beneficial to the Administration's planning for waste management in Hong Kong beyond 2022.

38. Mr James TO was of the view that the proposed visit should be conducted if there were not less than four Panel members interested in participating in the visit, while Mr WONG Ting-kwong considered that three Panel members would be adequate. Dr Elizabeth QUAT shared Mr WONG's views. As advised by the Clerk, the Chairman said that according to normal practice, the minimum number of members on a visit was three.

39. In view of the diverse views expressed by members, the Chairman instructed the Clerk to issue a circular to invite Panel members to indicate whether they agreed that the Panel should undertake the proposed visit and if they agreed, whether they would take part in the visit.

*(Post-meeting note: As instructed by the Chairman in the last paragraph, a circular was issued to all Panel members on 17 December 2013 vide LC Paper No. CB(1)572/13-14.)*

**VI. Receiving public views on the issues raised for the Public Engagement on Municipal Solid Waste Charging**

(LC Paper No. CB(1)314/13-14(03) — Administration's paper on "Council for Sustainable Development's Public Engagement on Municipal Solid Waste Charging – 'Waste Reduction by Waste Charging – How to Implement?'"

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LC Paper No. CB(1)314/13-14(04) — Updated background brief on "Municipal solid waste charging in Hong Kong" prepared by the Legislative Council Secretariat)

40. At the Chairman's invitation, 35 deputations/individuals expressed their views on the issues raised for the Public Engagement on MSW Charging. A summary of the views of the deputations/individuals is in the **Appendix**.

41. Members also noted the following submissions from deputations/individuals not attending the meeting –

(LC Paper No. CB(1)520/13-14(11) — Submission from The academic research centre (English version only)

LC Paper No. CB(1)520/13-14(02) — Submission from Mr Tim LO (English version only)

LC Paper No. CB(1)539/13-14(02) — Submission from The Hong Kong Institution of Engineers (English version only)

LC Paper No. CB(1)549/13-14(02) — Submission from Hong Kong Construction Association (Chinese version only)

Discussion

42. Mr Frankie YICK shared the views of some of the deputations that as charges for waste collection had already been included in government rates, consideration should be given to offsetting the MSW charge by a corresponding reduction in rates. He enquired whether the Administration would consider providing more incentives to encourage the public to reduce waste and separate recyclable materials from the waste stream. SEN agreed that offering economic incentives to the public might promote waste reduction. However, this alone would not lead to a substantial reduction in waste generation. Rather, by making reference to the successful experience of other countries, MSW charging was an essential component at different steps along the way to waste reduction. He stressed that the Administration had adopted a multi-pronged approach to tackle the waste problem in Hong Kong and was open towards various measures to achieve waste reduction at source.

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43. Mr Gary FAN pointed out that the successful implementation of MSW charging in Hong Kong would require concerted efforts from relevant policy bureaux and government departments. He sought the views of Ms LI Mei-siu, Chairman of 食物環境衛生署職工權益工會, on how the Food and Environmental Hygiene Department ("FEHD") would collaborate with EPD in the implementation of MSW charging. Ms LI said that EPD had not consulted the frontline staff of FEHD on MSW charging and the Administration had not reviewed the additional manpower required for combating fly-tipping and illegal dumping that might emerge after the implementation of the charging scheme. She opined that the Administration should review the existing waste collection arrangements and ensure that any new environmental initiatives to be introduced would be consistent with the laws and regulations enforced by different departments. SEN responded that the Administration would take into account the views received during the public engagement carefully.

44. Mr Kenneth LEUNG was of the view that the success of Taipei City and South Korea in waste reduction was probably because their people were patriotic and had a strong sense of belonging to the city/country. He doubted the effectiveness of MSW charging in reducing waste in Hong Kong. SEN reiterated that the Administration had adopted a multi-pronged approach to tackle the problem of waste in Hong Kong and MSW charging was only one of the tools for waste management. The Action Blueprint had set out different policy initiatives with specific targets in waste reduction for the coming 10 years.

45. On the charging mechanism, Professor Nora TAM, Convenor of the Support Group on Municipal Solid Waste Charging, Council for Sustainable Development ("C/SG on MSWC, SDC"), advised that the majority of the views received in the public engagement so far was in favour of charging the commercial and industrial sector based on the weight of waste disposed of by them. However, there was mixed feedback on the charging mechanism for domestic waste. While some people supported MSW charging at household level as this would create more direct incentive in reducing waste, some others preferred adopting the "by building" mechanism, whereby the MSW charge would be based on the total weight or volume of garbage disposed of by a building/estate, for administrative convenience. The Council for Sustainable Development ("SDC") would consider responses and feedback received from the engagement exercise, including whether it would be feasible to adopt a phased approach in the initial phase of implementation to allow some residential estates to adopt the "by building" mechanism first and then shift to the mechanism whereby the MSW charge was based on the quantity of waste disposed of by individual households at a later stage.

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46. In response to Mr Kenneth LEUNG's further enquiry about food waste, SEN advised that the Administration had launched the Food Wise Hong Kong Campaign in May 2013 to promote public awareness of food waste problems and mobilize different sectors of the community to reduce food waste. Some major chain supermarkets had already signed up the programme to donate food which was still edible to food banks for the needy.

47. Ir Dr LO Wai-kwok noted that the majority of deputations/individuals expressed support for the introduction of a MSW charging system based on the quantity of waste disposed of by individual households in Hong Kong. They also opined that MSW charging should be implemented to all sectors in one go. Referring to the supplementary information provided by 食物環境衛生署職工權益工會 tabled at the meeting (LC Paper No. CB(1)558/13-14(07)) which set out statistics on fly-tipping complaints, Ir Dr LO expressed concern that EPD was unable to institute prosecutions against fly-tipping activities.

48. SEN advised that to tackle fly-tipping of construction and demolition waste ("C&D") and illegal land filling, the Waste Disposal Ordinance (Cap. 354) had been amended to enhance the enforcement against unauthorized depositing of abandoned C&D materials on private land. For other types of waste, the Administration would expedite the progressive implementation of different mandatory producer responsibility schemes, with priority accorded to glass beverage bottles and waste electrical and electronic equipment, so as to engage relevant stakeholders to share out the responsibilities for proper waste management of various products. SEN further explained that MSW charging would not apply to domestic bulky waste which comprised mainly durable household items like mattresses and furniture. Since the handling of bulky waste was significantly different given its size, the Administration would work out separate arrangements after MSW charging was put in place.

49. Mr Michael TIEN anticipated that there would be a greater tendency for fly-tipping following the implementation of a MSW charging system based on the quantity of waste disposed of by individual households. He expressed concern about the possible high administrative costs arising from monitoring and enforcement against non-compliance. C/SG on MSWC, SDC responded that from the experience of Taipei City and South Korea, stepped-up monitoring and enforcement actions against fly-tipping and illegal dumping might not require a large amount of resources from the society. Rather, one of the most effective means for Taipei City and South Korea to reduce waste was the combination of education and publicity to raise public awareness about waste reduction, recovery and recycling as well as to mobilize their citizens to take more environmentally sustainable actions in their daily life. Nevertheless, when

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MSW charging was to be introduced in Hong Kong, it was expected that building management companies would be responsible for cleaning up fly-tipping waste in their housing estates.

50. Mr Michael TIEN further enquired about the feasibility of adopting a "hybrid" charging system within a building/estate, under which some households would use pre-paid designated garbage bags for waste disposal while some other households which were not willing to use pre-paid bags would pay the MSW charge collectively based on the volume/weight of waste disposed of by all of them. C/SG on MSWC, SDC responded that some building management companies had made similar proposals as Mr TIEN and SDC would take into account the views received in the public engagement exercise when making recommendations on the charging mechanism to the Administration. Pilot schemes were also suggested to be conducted before the implementation of MSW charging.

Concluding remarks

51. C/SG on MSWC, SDC thanked the deputations/individuals for sharing their views on MSW charging. She stressed that MSW charging aimed at encouraging waste reduction, not cost recovery. Indeed, waste charging would provide the necessary economic incentive for waste separation and recycling. She also agreed that there was a need for greater efforts to recycle waste, as otherwise waste charging would not serve any useful purpose. As such, the MSW charge collected should provide support to the development of the recycling industry. While education and publicity should be stepped up to promote waste reduction and recycling at the community level, adequate manpower and clear legislation played important roles in the smooth implementation of MSW charging. Given the unique settings and city characteristics of Hong Kong, a "hybrid" charging system might be one of the possible options to be explored in the local context. Concessionary arrangements, where necessary, could also be considered to reduce the impact of MSW charging on the grassroots. C/SG on MSWC, SDC further said that different places had overcome problems relating to MSW charging, such as fly-tipping, in different ways. Hong Kong would find its own way and come up with a series of measures to tackle the associated problems. The risk of fly-tipping or other difficulties should therefore not hold Hong Kong back from introducing MSW charging.

52. SEN assured members that the Administration was determined to putting in place proper waste management in Hong Kong. The Action Blueprint affirmed that avoidance and reduction of waste at source was most desirable, and MSW charging was an important policy tool to achieve this objective. The Administration would continue to adopt a multi-pronged approach to tackle the

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problem of waste in Hong Kong and roll out various measures to engage the community in waste reduction and source separation of waste progressively to tie in with the implementation of MSW charging.

**VII. Any other business**

53. There being no other business, the meeting ended at 12:15 pm.

Council Business Division 1  
Legislative Council Secretariat  
21 March 2014

## Panel on Environmental Affairs

Meeting on Monday, 16 December 2013, at 8:30 am

Receiving public views on the issues raised for the Public Engagement on  
Municipal Solid Waste Charging

## Summary of views and concerns expressed by deputations/individuals

No.	Name of deputation/individual	Major views and concerns
1.	World Green Organisation	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)520/13-14(01))</li> </ul>
2.	Hong Kong Recycle Materials & Reproduction Business General Association Ltd	<ul style="list-style-type: none"> <li>• supported the introduction of a municipal solid waste ("MSW") charging system based on the quantity of waste disposed of by individual households in Hong Kong;</li> <li>• urged for the provision of adequate recycling facilities in the community to facilitate the public to separate waste at source and enhance the collection of recyclable materials; and</li> <li>• the Administration should provide more assistance to the recycling industry and consider introducing legislation to mandate the provision of space in the design of new residential buildings for recycling facilities</li> </ul>
3.	Greeners Action	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)558/13-14(01))</li> </ul>
4.	The Hong Kong Association of Property Management Companies	<ul style="list-style-type: none"> <li>• supported in principle the introduction of MSW charging in all sectors of Hong Kong in line with the "polluter-pays" principle;</li> <li>• additional incentives should be provided to incentivize people to reduce waste at source and separate recyclable materials from the waste stream;</li> <li>• the charging mechanism to be adopted should be simple and convenient, and would not incur high administrative costs, otherwise building management companies might pass the costs arising from MSW charging onto residents by raising management fees;</li> <li>• double levy should be avoided if the charges for waste collection had already been included in government rates;</li> <li>• there was a need for building management companies to step up monitoring and enforcement actions against fly-tipping when MSW charging was implemented; and</li> </ul>



No.	Name of deputation/individual	Major views and concerns
		<ul style="list-style-type: none"> <li>• if MSW charging was based on the amount of waste disposed of by a building as a whole, the MSW charge of a building should be reduced proportionately according to the quantity of recyclables recovered by residents of the building</li> </ul>
5.	Democratic Alliance for the Betterment and Progress of Hong Kong	<ul style="list-style-type: none"> <li>• the charging mechanism to be adopted should be transparent, fair and equitable to all members of the public;</li> <li>• supported the introduction of a MSW charging system based on the quantity of waste disposed of by individual households in Hong Kong;</li> <li>• individual households should be provided with a certain number of pre-paid garbage bags free of charge every month in the initial phase of implementation of MSW charging;</li> <li>• relevant policy bureaux and government departments should collaborate closely to step up enforcement action against fly-tipping and illegal dumping when MSW charging was implemented;</li> <li>• pilot schemes should be conducted before the implementation of MSW charging to familiarize households with the charging scheme; and</li> <li>• the Administration should proactively promote the sustainable development of the recycling industry</li> </ul>
6.	Hong Kong Green Strategy Alliance	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)558/13-14(02))</li> </ul>
7.	Hong Kong Environmental Industry Association	<ul style="list-style-type: none"> <li>• supported the introduction of MSW charging in all sectors of Hong Kong in line with the "polluter-pays" principle and the charging mechanism should be fair and equitable to all members of the public;</li> <li>• commercial and industrial ("C&amp;I") waste should be charged by weight while domestic waste should be by household by volume;</li> <li>• concessionary arrangements should be worked out to reduce the impact of MSW charging on the grassroots; and</li> <li>• education and publicity should be enhanced to promote source separation of waste and recycling at the community level</li> </ul>
8.	Federation of Hong Kong Industries	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)549/13-14(03))</li> </ul>
9.	Tin Shui Wai Community Development Alliance	<ul style="list-style-type: none"> <li>• expressed concern about the problem of food waste in Hong Kong;</li> </ul>

No.	Name of deputation/individual	Major views and concerns
		<ul style="list-style-type: none"> <li>• the Administration should explore more effective ways to prevent and minimize food waste generation as well as to promote recovery and recycling to cope with unavoidable food waste; and</li> <li>• the Administration should formulate policies on food waste management</li> </ul>
10.	集體浪費關注組	<ul style="list-style-type: none"> <li>• education and publicity should be enhanced to instill behavioural changes at the individual and household levels to encourage separation of waste at source and promote good practices of waste recycling and recovery; and</li> <li>• the Steering Committee to Promote the Sustainable Development of the Recycling Industry should review the current situation of local recyclables' collection and disposal and work out measures to support different recycling operations</li> </ul>
11.	Mr WONG Yue-hon	<ul style="list-style-type: none"> <li>• supported the introduction of a MSW charging system based on the quantity of waste disposed of by individual households in Hong Kong;</li> <li>• the Administration should provide assistance to the recycling industry in the collection and recycling of recyclable materials which were of lower market values and conduct pilot schemes to familiarize households with MSW charging;</li> <li>• consideration should be given to offsetting the MSW charge by a corresponding reduction in government rates;</li> <li>• a threshold should be set for waste disposal under which households would not be required to pay the MSW charge;</li> <li>• concessionary arrangements should be worked out to reduce the impact of MSW charging on the grassroots; and</li> <li>• enforcement action against fly-tipping and illegal dumping should be stepped up when MSW charging was implemented</li> </ul>
12.	Federation of Hong Kong Property Management Industry Ltd	<ul style="list-style-type: none"> <li>• supported the introduction of MSW charging in Hong Kong;</li> <li>• considered it not appropriate to provide exemption to residents living in buildings/premises that did not have building management bodies from paying the MSW charge;</li> <li>• the role of building management bodies/owners' corporations in enforcing the MSW charging scheme should be clearly delineated to avoid possible conflicts between them and their residents; and</li> </ul>

No.	Name of deputation/individual	Major views and concerns
		<ul style="list-style-type: none"> <li>education and publicity should be enhanced to equip building management bodies/owners' corporations with knowledge of waste reduction and recycling</li> </ul>
13.	Hong Kong Environmental Protection Association	<ul style="list-style-type: none"> <li>a phased approach should be adopted for the implementation of MSW charging, starting with the C&amp;I sector; and</li> <li>the Administration should work out detailed arrangements for handling domestic bulky waste before MSW charging was put in place</li> </ul>
14.	天水圍婦女關注垃圾徵費小組	<ul style="list-style-type: none"> <li>presentation of views as set out in submissions (LC Paper Nos. CB(1)520/13-14(03) and CB(1)558/13-14(03))</li> </ul>
15.	垃圾徵費婦女關注組	<ul style="list-style-type: none"> <li>complementary measures should be introduced to tie in with the implementation of MSW charging;</li> <li>there should be adequate provision of 3-coloured waste separation bins throughout the territory so that the public could conveniently disposed of different types of separated waste for recycling; and</li> <li>education and publicity should be stepped up to promote source separation of waste and recycling as well as to remind the public of not putting contaminated waste into any separation bin or recycling facilities</li> </ul>
16.	Tin Shui Wai Community Development Network	<ul style="list-style-type: none"> <li>presentation of views as set out in submission (LC Paper No. CB(1)549/13-14(01))</li> </ul>
17.	Hong Kong Professionals And Senior Executives Association	<ul style="list-style-type: none"> <li>presentation of views as set out in submission (LC Paper No. CB(1)558/13-14(04))</li> </ul>
18.	Friends of the Earth (HK)	<ul style="list-style-type: none"> <li>supported the introduction of a MSW charging system based on the quantity of waste disposed of by individual households in Hong Kong;</li> <li>the Administration should conduct pilot schemes before the implementation of MSW charging to familiarize households with the charging scheme; and</li> <li>complementary measures should be introduced to promote source separation of waste and recycling</li> </ul>
19.	Hong Kong Waste Disposal Industry Association	<ul style="list-style-type: none"> <li>supported the introduction of a MSW charging system based on the quantity of waste disposed of by individual households in Hong Kong;</li> </ul>

No.	Name of deputation/individual	Major views and concerns
		<ul style="list-style-type: none"> <li>• the Administration should set out clearly the charging mechanism and waste collection arrangements to avoid causing confusion to the public and relevant stakeholders such as waste collectors; and</li> <li>• the MSW charge should be set at levels sufficient to drive behavioural change towards waste reduction while not causing any major adverse impact on people's livelihood</li> </ul>
20.	New Century Forum	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)520/13-14(04))</li> </ul>
21.	Civic Party	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)520/13-14(05))</li> </ul>
22.	Secure Information Disposal Services Ltd	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)558/13-14(05))</li> </ul>
23.	Mr CHAN Kai-ming	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)520/13-14(06))</li> </ul>
24.	The Lion Rock Institute	<ul style="list-style-type: none"> <li>• the environmental levy scheme on plastic shopping bags was unsuccessful in tackling the abuse of plastic bags at source;</li> <li>• MSW charging would inevitably cause financial burden on individual households, in particular low-income groups; and</li> <li>• as land was scarce in Hong Kong, the Administration should consider identifying new landfill sites in nearby Mainland cities for disposing of waste generated in Hong Kong</li> </ul>
25.	Green Sense	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)558/13-14(06))</li> </ul>
26.	Environmental Contractors Management Association	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)520/13-14(07))</li> </ul>
27.	CO2 Feeds The World	<ul style="list-style-type: none"> <li>• presentation of views as set out in submission (LC Paper No. CB(1)520/13-14(08))</li> </ul>
28.	HK Dumper Truck Drivers Association	<ul style="list-style-type: none"> <li>• as there might be a greater tendency for fly-tipping following the implementation of MSW charging, a comprehensive monitoring and enforcement mechanism should be put in place to deter non-compliance;</li> <li>• education and publicity should be enhanced to promote source separation of waste and recycling at the community level; and</li> </ul>

No.	Name of deputation/individual	Major views and concerns
		<ul style="list-style-type: none"> <li>the Administration should proactively explore and develop new outlets for recyclable materials, thereby making the collection and recycling of non-marketable waste viable</li> </ul>
29.	食物環境衛生署職工權益工會	<ul style="list-style-type: none"> <li>presentation of views as set out in submissions (LC Paper Nos. CB(1)520/13-14(09)) and CB(1)558/13-14(07))</li> </ul>
30.	Hong Kong Food Waste Management Association	<ul style="list-style-type: none"> <li>presentation of views as set out in submissions (LC Paper Nos. CB(1)520/13-14(10)) and CB(1)558/13-14(08))</li> </ul>
31.	Hong Kong Organic Waste Recycling Centre Ltd	<ul style="list-style-type: none"> <li>presentation of views as set out in submission (LC Paper No. CB(1)520/13-14(10))</li> </ul>
32.	Hong Kong Women Workers' Association	<ul style="list-style-type: none"> <li>presentation of views as set out in submissions (LC Paper Nos. CB(1)520/13-14(09)) and CB(1)558/13-14(09))</li> </ul>
33.	環保姨姨社區網絡	<ul style="list-style-type: none"> <li>supported the introduction of a MSW charging system based on the quantity of waste disposed of by individual households in Hong Kong;</li> <li>the MSW charge collected should be ploughed back to support the development of the recycling industry;</li> <li>expressed concern about the cost implications of MSW charging on low-income families;</li> <li>there was a need to enhance the existing recycling facilities, including the provision of 3-coloured waste separation bins; and</li> <li>the Administration should consider introducing legislation to prohibit the use of polystyrene foam plastic and enhance education to discourage over-packaging</li> </ul>
34.	Liberal Party Youth Committee	<ul style="list-style-type: none"> <li>the introduction of MSW charging alone might not be able to tackle the imminent waste problem that Hong Kong was facing;</li> <li>the Administration should consider offsetting the MSW charge by a corresponding reduction in government rates;</li> <li>reference could be made to overseas experience in further promoting the "3R" concept (i.e. reduce, reuse and recycle);</li> <li>the Administration should provide assistance to the collection and recycling of waste glass beverage bottles and food waste which might be of lower commercial values; and</li> <li>the Administration should review the operation strategy of the EcoPark to cater for the requirements of the recycling industry</li> </ul>

<b>No.</b>	<b>Name of deputation/individual</b>	<b>Major views and concerns</b>
35.	Greenpeace	<ul style="list-style-type: none"><li>• MSW charging should be implemented across all sectors of Hong Kong in one go;</li><li>• the introduction of MSW charging by quantity of waste through the mandatory use of pre-paid garbage bags would be effective for waste reduction;</li><li>• complementary measures should be introduced to promote source separation of waste and recycling; and</li><li>• the Administration should consider developing recycling facilities in housing estates for processing and recycling food waste to produce compost products</li></ul>

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