

# 立法會環境事務委員會

LEGISLATIVE COUNCIL PANEL ON ENVIRONMENTAL AFFAIRS

2021年8月23日

23 August 2021

## 推展管制即棄膠餐具計劃的公眾諮詢

PUBLIC CONSULTATION ON THE SCHEME ON REGULATION OF DISPOSABLE PLASTIC TABLEWARE

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# 背景

Background

## 什麼是即棄膠餐具？

What is disposable plastic tableware?

➤ 以**塑膠**製造，供**一次性使用**的飲食器具  
Single-use catering utensils made of plastics

➤ 主要分為**發泡膠**和**非發泡膠**兩大類。  
Divided into two main groups: (i) Expanded polystyrene (EPS) and (ii) non-EPS



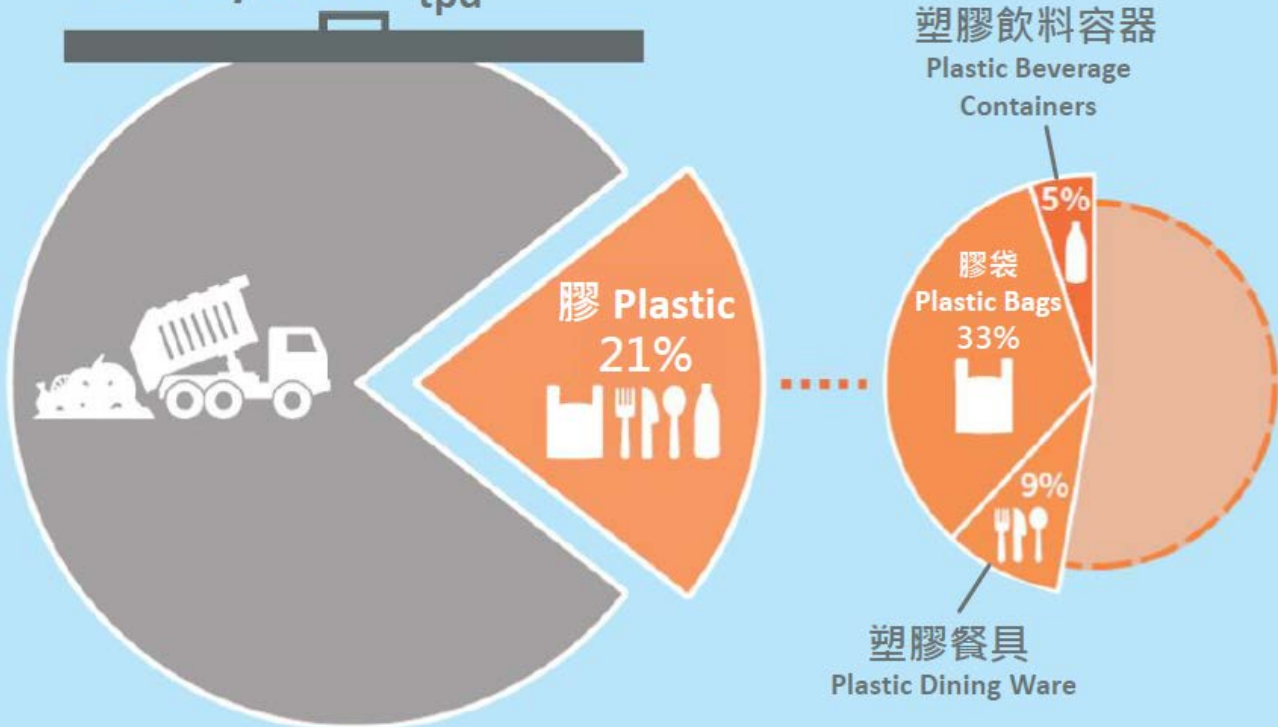
# 2019年廢物統計數字

Waste Statistics in 2019

## 都市固體廢物棄置量(2019)

Disposal Amount of Municipal Solid Waste (2019)

> 11,000 公噸(每日)  
tpd



棄置廢塑膠(每日):

Disposal of Waste Plastics (per day):

**2,320** 公噸  
tonnes

Of the around 200 tonnes plastic tableware discarded each day, the majority was disposable plastic tableware.

Equivalent to

**14,600,000,000**

每日棄置塑膠餐具約有200公噸  
當中大部分為即棄膠餐具  
相當於全年棄置了 **膠刀叉**

pieces of plastic cutlery  
being disposed of  
throughout the year



# 香港資源循環藍圖2035

Waste Blueprint for Hong Kong 2035

六大  
主要行動

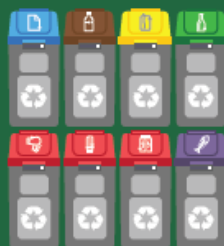
為實踐「全民減廢·資源循環·零廢堆填」，我們會推進以下六大主要行動：

1



全民減廢

2



分類回收

3



資源循環

4



支援業界

5



協同創新

6



教育推廣

「全民減廢」中一項主要措施是  
政府建議**分階段管制即棄膠餐具**

One of the key measures under “Waste Reduction” is the Government’s proposed Phased Regulation of Disposable Plastic Tableware.



# 考慮因素

## Considerations

### (1) 對環境的影響

#### Environmental impacts

#### ➤ 破壞海洋環境

Harmful to our marine environment

香港常見海上垃圾中，主要來自**塑膠碎片**和**發泡膠碎片**。

The prevalent types of marine refuse in HK mostly come from plastic pieces and foam plastic fragments.

#### ➤ 進入人類食物鏈影響人類健康

Enter the human food chain and affect human health

若意外地流入海洋中，不單影響海洋生態，破碎後的**微塑膠**更可進入人類食物鏈，威脅人類健康。

If disposable plastic tableware accidentally enters the sea, not only will it affect the marine ecosystem, its microplastics will also enter into human food chain, threatening human health.



惜物減廢，包括減少即棄用品，亦有助減少碳排放，減緩氣候變化。

Use less, waste less, including using less disposable products, can also help reduce carbon emissions and mitigate climate change.



# (2) 回收難度

Difficulties in recycling

- 各款即棄膠餐具物料混雜  
Various types of tableware are made of **different materials**
- 使用後多沾上各類食物殘渣  
Usually stained with various **food remnants** after use
- 往往不易清洗及回收  
Often **difficult to be cleaned and recycled**
- 發泡膠產品 - 回收價值極低; 容易隨風隨水帶入自然生態  
EPS – very low recycling value; Easy to enter the ecosystem along **with wind and water**
- 飲管、攪拌棒、叉、刀、匙 - 體積細小; 回收相對困難  
Straws, stirrers, forks, knives, spoons and plates: small in size and relatively difficult to be recycled / have proven alternatives



# (3) 替代品市場

## Market for alternatives

- 隨著世界各地對即棄塑膠問題日益關注，近年可重用餐具以及較環保非塑膠即棄餐具替代品（例如紙、軟木、植物纖維物料等）的市場發展迅速，**價錢亦持續下降**。

With the growing concern over the issue across the world, the market for reusable tableware and greener non-plastic disposable tableware alternatives (such as paper, softwood, plant fibre materials, etc.) has developed rapidly in recent years, driving down the prices continuously.

- 加上社會大眾對「走塑」的環保意識不斷提高，當前應是**合適的時候**在香港循序漸進地推展規管即棄膠餐具的使用。

Coupled with the increasing “plastic-free” awareness of the public, it should be an opportune time now to put forward the proposed regulation

相信隨著技術發展和環球市場需求，屆時市場上各類即棄膠餐具將有**更多經濟實用而環保的替代品**供選擇。

With the advancement in technologies and the rising global demand, it is believed that **more economical, reliable and eco-friendly alternatives** for all types of disposable plastic tableware would be available in the market in future.





# 管制即棄膠餐具計劃

Regulation of Disposable Plastic Tableware

## 擬納入管制的即棄膠餐具

Disposable plastic tableware to be brought under regulation

### ➤ 發泡膠餐具

EPS tableware

### ➤ 各類的即棄膠餐具

Various types of disposable plastic tableware,

### ➤ 包括氧化式可分解塑膠 和 生物降解塑膠

Including oxo-degradable plastics and biodegradable plastics



飲管 Straws



攪拌棒 Stirrers



進食用具 Cutlery  
(如叉、刀、匙) (such as forks, knives and spoons)



碟 Plates



杯 Cups



杯蓋 Cup lids



食物容器

(如碗和盒)

Food containers  
(such as bowls and boxes)



食物容器蓋

Food container covers




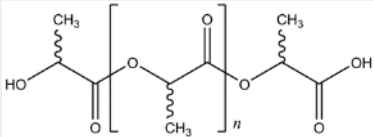
發泡膠餐具

EPS tableware



# 「可降解」塑膠真的可降解？

Is “degradable plastic” really degradable?

	特點 Characteristics	在香港處理上的問題 Issues related to treatment in Hong Kong
<p><b>氧化式可分解塑膠</b> Oxo-degradable plastic</p>	<p>由<b>傳統塑膠</b>加入添加劑後所組成 made by adding additives to conventional plastic.</p> 	<ul style="list-style-type: none"><li>• 暴露於紫外線/熱力下可<b>加速碎裂</b> Exposure to UV radiation or heat can accelerate the process of fragmentation of the material.</li><li>• 碎化後最終會變成<b>微塑膠碎片</b>，影響海洋生態甚至進入人類食物鏈 They will eventually be fragmented into microplastic flakes which will pose threats to marine ecology and even enter the human food chain.</li></ul>
<p><b>生物降解塑膠</b> Biodegradable plastic</p>	<p>由<b>植物澱粉</b>（例如玉米澱粉、木薯或甘蔗等生物基）所合成，常見例如<b>聚乳酸（PLA）</b> made from plant-based starch, such as corn starch, cassava roots or sugarcane, and a common example is polylactic acid (PLA).</p> 	<ul style="list-style-type: none"><li>• 需要在<b>特定條件</b>下才可被生物降解，而所需條件往往不適用於海洋自然環境 Those special conditions required for biodegradation are often absent in the natural marine environment.</li><li>• 例如：<b>聚乳酸（PLA）</b>只在<b>特定的條件</b>下才可被生物降解（<b>高溫高濕的工業堆肥環境</b>） For example: <b>PLA</b> is biodegradable only under certain special conditions (under an industrial composting environment with high temperature and high humidity)</li></ul>

# (1) 禁止銷售發泡膠餐具

Prohibition of the sale of disposable EPS tableware



## ➤ 回收率低

Low recycling rate

## ➤ 容易流入自然生態

Easy to be carried into the ecosystem

## ➤ 世界各地紛紛從源頭入手限制(例如:禁止生產和銷售)

Many places in the world have generally started to regulate at source (e.g. ban production and sale)

## ➤ 建議: 率先全面管制即棄發泡膠餐具, 禁止本地銷售即棄發泡膠餐具予本地的最終消費者(包括餐飲業處所)

We propose: The local sale of disposable EPS tableware to local end-consumers (including catering premises) should be completely banned in the first place.



## (2) 禁止餐飲處所向顧客提供即棄膠餐具

Prohibition of provision of disposable plastic tableware by catering premises to customers



### ➤ 由堂食做起

Starting from Dine-in Services

可提供堂食的餐飲處所一般都備有**餐具洗滌設施**或已安排第三方提供清洗餐具服務，可以避免使用即棄膠餐具。

Most of the catering premises providing dine-in services have been equipped with tableware washing facilities or arranged for a third party to provide tableware cleaning services, capable to avoid the use of disposable plastic tableware.

**建議:** 優先全面禁止餐飲處所向堂食顧客提供各類的即棄膠餐具（包括發泡膠及非發泡膠餐具）

We propose: Impose a complete ban on the provision of various types of disposable plastic tableware (including EPS and non-EPS tableware) by the catering premises to customers for dine-in services in the first place

### ➤ 外賣 分階段管制

Takeaway Services

餐飲外賣傾向依賴使用即棄膠餐具

Takeaway services are inclined to rely more on the use of disposable plastic tableware

考慮餐具的**回收難度**以及**替代品的成熟程度**

Take into account the difficulties in recycling the tableware and the availability of proven alternatives

**建議:** 以循序漸進的方式去管制餐飲外賣的各種即棄膠餐具

We propose: A progressive approach to regulate different types of disposable plastic tableware



# 分階段實施

Phased Implementation

## 建議管制範圍(第一階段)

Proposed scope of regulation (Phase 1)



堂食  
Dine-in



外賣  
Takeaway



飲管 Straws



攪拌棒 Stirrers



進食用具 Cutlery (如叉、刀、匙) (such as forks, knives and spoons)



碟 Plates

# 堂食替代品例子(第一階段) - 可重用餐具

Sample of alternatives for the first phase – reusable tableware for dine-in

鼓勵減少/不提供即棄餐具

Encourage to reduce or not provide disposable plastic tableware



# 外賣替代品例子(第一階段) – 即棄餐具

Sample of alternatives for the first phase – non-plastic disposable tableware for takeaway

## 飲管

Straw



## 攪拌棒

Stirrers



## 進食餐具

Cutlery



## 碟

Plates



## 非塑膠即棄餐具

non-plastic disposable tableware

✓ 紙 Paper

竹 Bamboo

軟木 Softwood

米漿 Rice pulp

✓ 植物纖維物料 Plant fibre materials (木漿 Wood pulp 草漿 Straw pulp 蔗渣 Bagasse)

# 非塑膠即棄餐具替代品的資訊

Information on non-plastic disposable plastic alternatives

- 政府會與**業界及供應商**緊密溝通  
We will maintain close communication with the **trades and suppliers**.
- 並就非塑膠即棄餐具替代品提供**更全面的資訊**，  
讓業界更好地掌握市場所提供的不同選擇。  
We will also provide more comprehensive information on non-plastic disposable tableware alternatives to facilitate the trades to better understand different choices offered by the market.





# 建議管制範圍(第二階段)

Proposed scope of regulation (Phase 2)

## 第二階段

Phase Two

### ➤ 全面管制即棄發泡膠餐具

A comprehensive regulation of disposable EPS tableware

### ➤ 外賣與堂食看齊

Regulation takeaway services in the same manner as dine-in services

### ➤ 全面禁止堂食和外賣提供各類即棄膠餐具

A complete ban on the provision of all types of disposable plastic tableware for dine-in and takeaway services.

飲管 Straws



攪拌棒 Stirrers



進食用具 Cutlery  
(如叉、刀、匙) (such as forks, knives and spoons)



碟 Plates



杯 Cups



杯蓋 Cup lids



食物容器

(如碗和盒)

Food containers  
(such as bowls and boxes)



食物容器蓋

Food container covers



發泡膠餐具

EPS tableware



# 外賣替代品例子(第二階段)

Sample of market for alternatives for the first phase

## 飲管

Straw



## 攪拌棒

Stirrers



## 食物容器及其蓋

Food Container & its cover



## 杯及杯蓋

Cup & Cup lids



## 進食餐具

Cutlery



## 碟

Plates

# 不包括的情況

## Exclusions

### ➤ 醫療原因

#### Medical reasons

一些有特別需要的人士(例如病人或殘障人士)在餐飲處所堂食或外賣時基於其醫療需要或身體狀況或有使用即棄膠飲管的需要。

Persons with special needs (e.g. patients or persons with disabilities) who may have the **genuine need** to use disposable plastic straws, due to their medical needs or physical conditions



### ➤ 餐飲處所外預先包裝的食品

#### Products pre-packaged outside catering premises

通常會由本地/外地在餐飲處所外的工廠所製造。

Usually manufactured by local/overseas factories outside catering premises.

預先包裝食品所附帶的即棄膠餐具性質上屬商品的一部份。

DPT attached to pre-packaged food products is part of the commodity in nature



# 時間表

Timetable



## 第一階段

- 考慮到需要修訂相關法例及社會需要適應期，特別是餐飲業界在疫情下需要更多時間以調整供應鏈，視乎收集到的意見，以及其後的立法程序，首階段的管制

**可約於2025年實施**

Taking into account the needs to amend the relevant legislation and to provide members of the public with an adaptation period, especially for the catering sector which requires more time to adjust the supply chain amid the pandemic, subject to the views received and the ensuing legislative procedures, the first phase of the Regulation Scheme can be implemented in around 2025.

## 第二階段

- 視乎第一階段實施約12至18個月的成效和未來替代產品市場的發展成熟程度，我們會再檢視及決定第二階段的推行時間。

Subject to the outcome of the first phase after implementation for about 12 to 18 months as well as the maturity of the market for alternatives in future, we will review and determine the launch date of the second phase.

# 時間表

Timetable



即棄塑膠餐具種類 Types of disposable plastic tableware	第一階段 Phase One	第二階段 Phase Two
<b>發泡膠餐具</b> EPS tableware	禁止銷售予本地的最終消費者 (包括餐飲業處所)	Prohibits the <b>sale</b> to local end-consumers (including catering premises)
	禁止餐飲業處所向 堂食和外賣顧客提供	Prohibits the provision by catering premises to customers for <b>dine-in and takeaway services</b>
<b>飲管</b> Straws	禁止餐飲業處所向 堂食和外賣顧客提供 Prohibits the provision by catering premises to customers for <b>dine-in and takeaway services</b>	禁止餐飲業處所向 堂食和外賣顧客提供 Prohibits the provision by catering premises to customers for <b>dine-in and takeaway services</b>
<b>攪拌棒</b> Stirrers		
<b>進食用具(如叉、刀、匙)</b> Cutlery (e.g. forks, knives, spoons)		
<b>碟</b> Plates	禁止餐飲業處所向 堂食顧客提供 Prohibits the provision by catering premises to customers for <b>dine-in services</b>	禁止餐飲業處所向 堂食和外賣顧客提供 Prohibits the provision by catering premises to customers for <b>dine-in and takeaway services</b>
<b>杯</b> Cups		
<b>杯蓋</b> Cup lids		
<b>食物容器</b> Food containers		
<b>食物容器蓋</b> Food container covers		

請委員就以上建議提供意見

Members are invited to offer views on the above proposal

