

**Bills Committee Formed on 16 October 2020 to  
Study the Waste Disposal (Charging for Municipal Solid Waste)  
(Amendment) Bill 2018**

**Consolidated responses from the Administration to views raised by  
members of the public and deputations**

**(I) Implementation arrangements for municipal solid waste (MSW) charging**

Regarding the implementation arrangements for MSW charging, as explained by the Administration at the Bills Committee meeting on 25 June 2021, we will put in place a preparatory period of 18 months as a basic arrangement after the passage of the Waste Disposal (Charging for Municipal Solid Waste) (Amendment) Bill 2018 (the Amendment Bill) by the Legislative Council (LegCo). The Government will report to the LegCo Panel on Environmental Affairs (EA Panel) on the progress of our work during preparatory period and consult the EA Panel on the commencement dates of the legislations at an opportune time. Upon obtaining the support of the EA Panel, the subsidiary legislations in relation to the relevant commencement notices will be published in the Gazette and laid on the table of LegCo subject to negative vetting procedure of the LegCo.

Besides, having regard to the experiences of the Bills Committee, the Government plans to discuss with the EA Panel on the setting up of a working group to conduct in-depth exchange and discussion on specific implementation arrangements and measures for MSW charging so as to facilitate the smooth implementation of MSW charging. Detailed responses to other views are set out below:

**1. *To consult stakeholders of various sectors and gauge public views to enhance the current proposal***

- The proposed policy, modus operandi and arrangements on MSW charging under the Amendment Bill are based on the consensus fostered within the community through a bottom-up consultation with the public and various trades for a considerable time in the past. Having regard to the extensive support received from the public consultation concluded in 2012, we have confirmed the introduction of a waste charging

scheme as a major tool of our waste reduction policy. The Government also engaged the Council for Sustainable Development (SDC) for an extensive public engagement exercise. Based on the implementation framework proposed by the SDC in 2014 and having regard to views from different stakeholders subsequently, we proposed a set of enhanced proposed charging arrangements in October 2017. The Government will continue to communicate and liaise with different stakeholders before and after the implementation of MSW charging with a view to implementing MSW charging in an effective manner.

**2. *Given that refuse collection has been included in rates, MSW charging is a form of double charging***

- Rates are one of the indirect taxes levied on properties. This broad-based source of revenue is collected as part of the Government's general revenue. There are over 3 million tenements liable to rates in Hong Kong, providing a relatively stable source of government revenue to meet the overall expenditure requirements of the Government (such as expenditure on education, health services and social welfare). Rates are not funds dedicated to handling waste and are calculated on the basis of a property's rateable value, which is an estimate of the annual open market rental value of the property assessed.
- Meanwhile, the MSW charging proposed by the Government is based on the quantity of waste to be disposed of, and is aimed at providing incentives on waste reduction for members of the public and hence promoting their practice of waste reduction at source and clean recycling. This has nothing to do with rates. We thus have no plan to adjust the amount of rates payable by the public for the implementation of MSW charging.

**3. *MSW charging leads to subsidizing of foreign visitors***

- The proposed MSW charging confers equal treatment for all, and is applicable to all trades, members of the public and visitors who generate MSW in Hong Kong. The Amendment Bill does not exempt visitors from paying the relevant charges.

- Generally speaking, waste generated by visitors during their stay in Hong Kong is usually disposed of at premises in the commercial and industrial (C&I) sector, such as guesthouses, shopping malls, tourist attractions, restaurants, etc. and litter containers (LCs) on the streets. After the implementation of MSW charging, the C&I sectors will have to pay for the relevant charges according to the quantity of waste to be disposed of. This will give sufficient incentives to nudge the trades concerned to practise waste reduction at source and enhance recycling when they provide commodities and services for consumers (including local residents and visitors) with a view to reducing the relevant expenditure. Therefore, both local residents and visitors will have shared the responsibility to reduce waste in the course of purchasing commodities and services, and that similar arrangements have been put in place in other cities that have implemented quantity-based waste charging (such as Seoul and Taipei City).

**4. *To allow suitable time to get prepared for MSW charging, consider implementing MSW charging in phases, and fully implement MSW charging only after the economy has recovered***

- The legislation on MSW charging will not take effect immediately after its passage. To facilitate a gradual adaptation to MSW charging and drive behavioural changes among the community, we will put in place a preparatory period of 18 months as a basic arrangement after the passage of the legislation by the LegCo, so as to provide appropriate time for the Government, various stakeholders and members of the public to prepare for the implementation of MSW charging.
- Given that Hong Kong's economy is hit by the pandemic, we understand that there may be concern from the public about financial burden. During the preparatory period, we will pay close attention to various aspects of the community, in particular the progress of economic recovery after the pandemic, the level of preparation among different stakeholders, etc. The preparatory period could be extended as needed. The Government will report to the EA Panel on the progress of our work during preparatory period and

consult the EA Panel on the commencement dates of the legislations at an opportune time. Upon obtaining the support of the EA Panel, the subsidiary legislations in relation to the relevant commencement notices will be published in the Gazette and laid on the table of LegCo subject to negative vetting procedure of the LegCo..

- As for the phase-in proposal, the SDC consulted the public on MSW charging and issued a report in 2014. Premised on the principles of consistency and fairness, the report recommended that the MSW charging scheme to be implemented across all sectors simultaneously. It also pointed out the operational difficulties of implementing MSW charging in phases, and that the community could hardly reach consensus on which sectors or districts should implement MSW charging first.

**5. *To consider supplying free designated garbage bags (DBs) to the public to enable them to adapt to MSW charging***

- To help the general public adapt to the use of DBs and cultivate proper waste disposal habits with these bags, the Government will consider proposals in relation to provision of free DBs during the initial stage of commencement of the legislation.
- In order to provide the public with first-hand experience on how MSW charging can be implemented in real settings and using DBs for waste disposal, the Government has been, through Community Involvement Projects and Trial Projects since 2015, distributing mock DBs for free to residents in different types of premises including public rental housing estates, residential estates with property management companies (PMCs), single-block buildings and rural/low-density premises. This allows members of the public to try out the charging arrangements in real settings, and encourages them to practise waste reduction at source and waste separation for recycling. By experiencing “Dump Less, Save More”, the public may get prepared for MSW charging.

**6. *To review the level of MSW charges regularly to ensure sufficient incentives on achieving waste reduction***

- MSW charging is introduced to create incentives to drive behavioural changes and reduce waste. The Government has invited the SDC to conduct an extensive public engagement exercise on the key issues and considerations involved in the implementation of MSW charging. On the charging level, the SDC recommended that it should be directly related to the quantity of waste disposed of by waste generators. It should be effective in achieving waste reduction but not too excessive. The SDC further recommended that it would be generally acceptable to the public, for a three-member household to be charged at around \$30 to \$44 per month (at 2014-15 price level) as a start, and the gate-fee for disposal at refuse transfer stations and landfills should be pitched at the range of \$400 to \$499 per tonne.
- In setting the charging level for DBs, the Government has paid due regard to the recommendations made by the SDC. Having considered various factors such as public affordability and acceptability, effectiveness in driving behavioural changes and the “polluter pays” principle, the Government proposes to set the charge for DBs at \$0.11 per litre in the first three years of implementation of MSW charging. This price level falls within the levels set in Seoul and Taipei City, and is within the public’s acceptable level as recommended by the SDC.
- To ensure the effectiveness of MSW charges in achieving the objective of waste reduction, the charging levels will be reviewed after the first three years of implementation.

**7. *To provide more assistance to the grassroots as the implementation of MSW charging increases the financial burden of the public***

- According to the MSW charging framework recommended by the SDC in 2014, the responsibility for reducing waste should be shared by the whole community on equity grounds and in line with the “polluter pays” principle.
- Still, we agree that the support for people with financial hardship should be provided. The Government plans to provide financial assistance on MSW charging for recipients

of the Comprehensive Social Security Assistance (CSSA) Scheme, which is aimed to provide a safety net for those who cannot support themselves financially. Making reference to the estimated average spending of a three-member household in waste disposal (i.e. around \$33 per month or around \$10 per person per month if a 10-litre DB is used daily), we plan to increase the CSSA standard rates by \$10 per person per month for all CSSA recipients upon the implementation of MSW charging. As the payment level of the Higher Old Age Living Allowance (OALA) is pegged to the standard rates for able-bodied CSSA elderly singleton recipients, the rate of Higher OALA will also be increased by \$10 per person per month accordingly upon the implementation of MSW charging.

- Besides, the Environmental Protection Department (EPD) will work with the Social Welfare Department to consider disseminating promotional information about MSW charging through routine contact by non-governmental organisations (NGOs) with these disadvantaged. In addition, the Green Outreach under the EPD will reach out to different districts to provide various groups and members of the public with on-site assistance in waste reduction and recycling as well as complying with the requirements of MSW charging.

**8. *To ensure adequate supply of DB and designated label (DL), diversify the authorized sales points, as well as authorize PMCs / recycling companies/ cleansing companies and street waste collectors to provide the residents with DB and DL sales services***

- Under the proposed MSW charging framework, the pre-paid DBs and DLs will serve as the key tools to impose MSW charging. The Director of Environmental Protection may sell or authorise any person to sell DBs/DLs. Making reference to the distribution networks adopted in other cities that have implemented MSW charging, we propose to establish a distribution network consisting of some 4 000 points of sale at supermarkets, convenience stores, post offices, etc. In addition, we will consider setting up vending machines in rural areas and refuse collection points (or locations nearby), as well as selling DBs/DLs online. We will also invite supermarkets and convenience stores to sell DBs in lieu of plastic shopping bags as a means to further

promote reuse for waste reduction and achieve the effect of ‘one bag for dual purposes’.

- The Amendment Bill allows PMCs or cleansing service contractors to purchase DBs/DLs on behalf of households in advance. The cost so incurred should be recovered in full from individual households with a detailed breakdown to inform each household of the respective charges.

**9. *To establish a dedicated committee to study how the MSW charging revenue could be used to promote recycling and invest extensively in waste management facilities***

- To further support various stakeholders and members of the public to practise waste reduction and recycling, we will use the revenue generated from MSW charging for enhancing efforts in these two areas. For the details of complementary measures for waste reduction and recycling, please refer to Part IV below.
- Meanwhile, we have also invested actively in the waste-to-resources/energy infrastructure. They include: (i) the WEEE • PARK (Waste Electrical and Electronic Equipment Treatment and Recycling Facility) in the EcoPark of Tuen Mun officially opened in March 2018 to support the implementation of the Producer Responsibility Scheme on Waste Electrical and Electronic Equipment; (ii) the O • PARK1 (the first phase of the Organic Resources Recovery Centre) commenced operation in July 2018 to handle 200 tonnes of food waste each day. C&I organisations may deliver sorted food waste to the facility for recycling into renewable energy, thereby reducing food waste disposal and the cost thus incurred; (iii) the Food Waste/Sewage Sludge Anaerobic Co-digestion Trial Scheme at the Tai Po Sewage Treatment Works jointly conducted by the EPD and the Drainage Services Department (DSD) with reference to successful overseas experience. The Trial Scheme aims to identify the technical requirements for conducting food waste/sewage sludge anaerobic co-digestion with the anaerobic digestion systems in the secondary sewage treatment works of the DSD. It commenced operation in May 2019 with a daily treatment capacity of 50 tonnes of C&I food waste collected within the districts. Furthermore, the

EPD continues to provide on-going infrastructural support to the recycling industry, including long-term sites in the EcoPark and sites under short-term tenancy suitable for use by the recycling sector at affordable rents, with a view to facilitating the export of waste paper by recyclers.

**(II) Publicity and public education**

**10. *To allocate more resources on enhancing education and publicity, to adopt more dynamic approaches in encouraging the public to properly use the LCs/recycling bins (RBs) and practice waste reduction and source separation, as well as promote proper waste disposal habits***

- The Government has been committed to mobilising community efforts in enhancing public support for and participation in waste reduction at source, waste recovery and waste recycling.
- The EPD launched the “Reduce and Recycle 2.0” Campaign in mid-2020 to encourage the public to go green and “Use Less, Waste Less” in support of a green recovery and circular economy.
- The EPD also set up of the Green Outreach which offers outreaching services to the community by providing on-site guidance and demonstration for proper source separation of waste and clean recycling.
- The Government has also stepped up regional recycling efforts, organised more promotional activities on waste reduction and recycling and comprehensively upgraded and expanded recycling facilities in the community, so as to further promote waste reduction and recycling in the community and hence facilitate the implementation of MSW charging. Please refer to Part IV for details of the various waste-reduction and recycling initiatives.
- In collaboration with the Education Bureau (EDB) and the Department of Health, the EPD has updated the Handbook of Selection of Lunch Suppliers with new recommendations for schools, including which encourage schools to incorporate service requirements on the use of reusable food containers



and cutlery in their tenders, with a view to making a full-scale use of reusable food containers and cutlery for school lunches.

- The EPD and the Food and Environmental Hygiene Department (FEHD) will also work together to explore the feasibility of collaborating with NGOs and green groups in cultivating good habits of proper waste disposal, particularly at pressure points such as “three-nil” buildings and rural areas where refuse collection points (RCPs) and bin sites are basically unmanned.

**11. *To provide the public and businesses with information about the relevant charging modes, launch MSW charging trials and provide training and guidelines for the frontline cleansing workers, recyclers and PMCs to ensure that they will not breach the law inadvertently***

- Experiences of other cities have revealed that publicity, public education and engagement of stakeholders hold the key to the implementation of MSW charging. They are not only instrumental to promoting public awareness and acceptance of MSW charging before its implementation, but also crucial to reducing the enforcement burden.
- To encourage waste reduction and recycling and enable the community to prepare early for the implementation of MSW charging, the EPD has partnered with some 20 relevant departments and organisations to launch MSW charging trial projects in different sectors (including public rental housing estates, rural areas, shopping malls, catering trades and government premises) to allow participants to get first-hand experience of the quantity-based charging arrangements. Besides, the Environment and Conservation Fund (ECF) has, since 2015, subsidised non-profit-making organisations to carry out trial projects on MSW charging in different types of premises, including residential estates with PMCs, single-block buildings, C&I buildings, public institutions and rural/low-density premises. The total number of premises covered is around 1 000.
- At a later stage of preparation for implementing MSW charging and after its implementation, the Green Outreach of

the EPD will provide members of the public (such as residents, PMCs and frontline cleansing staff) with direct on-site assistance in implementing the charging arrangements.

- Meanwhile, we will continue to communicate with the trades concerned through various liaison platforms, and provide information and training for employees of the property management, cleansing service and waste collection sectors, so that they will fully understand the legal requirements and know how to support MSW charging. Best practice guides for different sectors will also be compiled for their reference. To enable different stakeholders to easily grasp the basic information of and prepare for MSW charging, we will produce “information toolkits” for the use by corporate staff.
- Besides, we have launched a dedicated website ([www.mswcharging.gov.hk](http://www.mswcharging.gov.hk)) with educational videos on MSW charging, and will promote the charging arrangements through advertisements so that members of the public can understand the relevant arrangements. The promotional videos on the charging mechanism could be retrieved from the following link:  
<https://www.mswcharging.gov.hk/page.php?lang=en&id=150>
- For animation videos, subtitles in Tagalog and Bahasa Indonesia are available. Subtitles in Hindi, Urdu, Nepali, Thai and Vietnamese are under preparation to help brief the communities concerned on MSW charging. Apart from the videos mentioned above, promotional leaflets are also available in four languages, including Chinese, English, Tagalog and Bahasa Indonesia, to explain the details of the charging scheme. The leaflets can be downloaded from the dedicated website on MSW charging.

**12. *To strengthen education on waste reduction and recycling in schools***

- The EDB has always attached great importance to the cultivating of students’ positive values and attitudes, and has also been exerting itself to support schools in implementing values education (including the education for sustainable development), with a view to offering students holistic

learning experience and facilitating their whole-person development. Learning elements related to the education for sustainable development, covering topics such as waste reduction and recycling, have already been incorporated into the syllabus of kindergartens as well as of primary and secondary schools, in order to nurture in students the positive values and attitudes of caring for the environment. Through the implementation of various school programmes, the Environmental Campaign Committee (ECC) has also made tremendous efforts in teaching students about waste reduction and recycling, as well as knowledge of environmental protection and nature conservation.

- Since 1995, the ECC, EPD and EDB have been co-organising the Student Environmental Protection Ambassador Scheme. It provides all primary and secondary schools in Hong Kong with trainings and activities, through which students and teachers not only learn about but also gain hands-on experience in waste reduction and recycling. As for the 2021/22 school year, the ECC has set ‘Hong Kong Blueprint for Sustainable Use of Resources 2035’ as the theme of trainings to deepen teachers’ and students’ understanding of the strategies, goals and measures in tackling waste management challenges in Hong Kong.
- Furthermore, through a wide range of award schemes (e.g. Hong Kong Green School Award, NO Disposables Campus Award and Hong Kong Awards for Environmental Excellence (schools category)), the ECC also encourages schools to devise environmental policies and execute environmental management programmes.

**(III) Enforcement arrangements**

**13. To clarify the following clauses of the Bill:**

**(a) *In section 20N(1), a person commits an offence if the person deposits, or causes or permits to be deposited any MSW that has aDL attached but that is not wrapped in a DB onto a waste vehicle in private use (with compactor)”. What is the reason for this?***

**(b) *If a person places MSW which is wrapped in a few DBs into a large black garbage bag and then deposit it at a FEHD RCP or onto a waste vehicle in private use (with compactor)”, would he/she breach the relevant legislation?***

**(c) *According to section 20P(3)(a), if the non-compliant waste is deposited, or caused to be deposited, in a common area into a LC designed for depositing a small quantity of small-sized municipal solid waste only, then the deposition does not constitute an offence. Please clarify what volume of MSW would fit the description of “a small quantity of small-sized MSW”.***

**(a)** The legislative intent of the relevant proposal is premised on the consideration that PWCs collect oversized waste mainly from C&I premises and certain domestic premises. These oversized waste items, such as large metalware and wood panels, come in a much greater variety in terms of quantity, volume and type as compared with the general domestic oversized waste collected by the FEHD or its contractors. If a uniform rate of \$11 is charged for disposing of a single piece of oversized waste regardless of its size, this may undermine the “polluter pays” principle. However, we are also aware of views that such arrangements might cause inconvenience for certain domestic premises as their oversized waste would only be charged though the “gate-fee” mechanism. Meanwhile, there are also views that as waste items affixed with DLs already have their waste charges paid, it may be too harsh to criminalise the act of depositing such waste items onto refuse collection vehicles (RCVs) with compactors used by PWCs. Having reviewed the implementation and implications of the suggested arrangements, we propose to delete the proposed sections

20N and 20O so that PWCs are allowed to use RCVs with compactors for collecting waste affixed with DLs. In other words, PWCs may use RCVs with compactors to collect, at the same time, waste that is either wrapped in DBs or affixed with DLs.

- (b) Under the proposed section 20K(1), a person commits an offence if he deposits any non-compliant waste (i.e. MSW that neither is wrapped in a DB nor has a DL attached to it;) at RCPs managed by the FEHD, onto RCVs used by the FEHD and its contractor, onto RCVs with compactor used by private waste collectors, or into a specified bin. Therefore, the relevant behavior as described in the question could tantamount to contravention of the corresponding provisions.

The Government notes that PMCs and cleansing service contractors may need to handle large amount of wastes wrapped in DBs. Therefore, the Amendment Bill provides a plea of defence for using transparent bags to contain waste that are wrapped in DBs. For example, PMCs may, subject to the needs of individual buildings, use transparent garbage bags for waste collection to easily ensure that such transparent bags only contain DBs and avoid double charges at the same time.

- (c) Drawing reference from the prevailing arrangements for multi-storey buildings, we noted that PMCs usually place small litter containers at lobbies or lift waiting areas for individuals to dispose of small quantities of small-sized MSW, such as used tissue papers. However, these small litter containers are not designed for individuals to dispose of daily MSW from places such as individual households or offices. Hence, only litter containers designed for depositing a small quantity of small-sized MSW are exempted from the prohibition stated in the proposed section 20P(1).

In line with the general principles of statutory interpretation, the wording “a small quantity” of “small-sized” MSW under the proposed section 20P(3)(a) should be construed in their ordinary dictionary meanings and in the light of the context and purposes of the Amendment Bill. The term should be applied having regard to the facts and circumstances of

individual cases, e.g. the size of lobbies or lift waiting areas, nature of buildings, etc.

**14. *The monitoring and enforcement against non-compliance is extremely difficult, to improve the implementation details and provide information on the enforcement arrangement and the number of enforcement staff***

- Experiences in Seoul and Taipei City show that public awareness and participation during the initial launch of MSW charging is critical to its smooth implementation. Intensive and strict enforcement actions across the community might not be the best approach, bearing in mind the public need time to adapt to MSW charging. Drawing on the successful experience of the Plastic Shopping Bag Charging Scheme, we intend to put in place a six months' phasing-in period after the commencement of MSW charging. During this period, FEHD frontline staff at relevant waste reception points will conduct visual screening to see if the waste handed over to them has been properly wrapped in DBs or affixed with DLs (for oversized waste), and will reject any waste that does not comply with the requirements. While we will mainly issue warnings to non-compliant cases, enforcement actions will still be taken for offences of serious nature and magnitude, e.g. if the offender repeatedly contravenes the law despite warnings given.
- After the phasing-in period, given that there are some 22 000 waste reception points and numerous common areas in over 45 000 residential and C&I buildings across the territory, strict enforcement actions will be taken on a risk-based approach, with particular attention given to black spots. Specifically, FEHD frontline staff will continue with their visual screening at waste reception points and reject non-complaint waste as they do during the phasing-in period. In addition, the EPD and FEHD will, based on complaints and reports on non-compliance from frontline cleansing workers, PWCs, PMCs and the public, conduct monitoring, surveillance and enforcement actions at the various premises, waste reception points and black spots involved. Fixed penalty tickets at \$1,500 each will be issued to offenders intercepted on the spot, and prosecution by way of summons will also be taken against serious and repeated offenders.

The EPD will set up a dedicated hotline and a mobile application to answer enquiries and accept complaints as well as reports on non-compliance. Under a risk-based approach, instead of taking immediate actions, complaints and reports on non-compliance received will be used for analysis of black spots for planning of most effective enforcement strategies and timing with a view to utilising resources. We will also actively consider applying innovation and technology (I&T) initiatives to facilitate enforcement. For details, please refer to item 15 below.

- According to the preliminary estimation from the EPD and FEHD, a few hundred enforcement staff would be required after MSW charging is put in place. As for the division of labour in law enforcement, the EPD mainly conducts surveillance and enforcement actions at waste reception points in residential and C&I premises, such as waste reception points located at individual floors or the ground floors, while the FEHD is mainly responsible for enforcement actions at RCPs under its management and enforcement actions against illegal waste disposal at public places. In short, government departments will make concerted efforts in taking enforcement actions at different waste reception points, and in applying I&T initiatives to facilitate compliance depending on the actual needs. We will also review from time to time the various arrangements after the implementation of MSW charging for timely adjustment of enforcement strategies and confirmation of the actual manpower requirement.

**15. *To apply I&T initiatives to facilitate enforcement, e.g. installment of surveillance cameras***

- We are actively considering the application of I&T initiatives to facilitate law enforcement. For more effective surveillance of non-compliance, we plan to develop a mobile application for members of the public to report cases of non-compliance.
- As at April 2021, the EPD installed surveillance camera systems operating round-the-clock at about 170 illegal waste disposal locations across the territory. We will keep abreast of the technological developments and functionalities of

surveillance camera systems to explore the wider use of suitable technologies in facilitating law enforcement under the MSW charging scheme and enhancing the deterrent effect. In addition, the EPD developed the “Flytipping Spotter App” in March 2020 by applying the Geographical Information System (GIS) technology. The App enables frontline staff to capture images and locations of illegally abandoned construction waste with their mobile phones during inspection for instant upload onto the GIS platform, thereby enhancing the capabilities of intelligence collection and analysis for formulation of law enforcement strategies, as well as expediting the referral of cases to relevant government departments for follow-ups on law enforcement and waste removal.

- Moreover, internet-protocol (IP) cameras have been installed by the FEHD to deter illegal dumping at black spots in public places. As at May 2021, the FEHD has installed surveillance cameras at 270 locations.

**16. *To increase manpower to combat illegal dumping, particularly in “three-nil” buildings and review the effectiveness of street cleansing regularly with the district councilors and District Offices***

- Since 2017, the FEHD has progressively set up dedicated enforcement teams to tackle illegal dumping at black spots all over the territory. Enforcement actions of this nature help improve environmental hygiene, and facilitate the behavioural changes among the public at the same time with a view to assisting all sectors in complying with the charging requirements at a later stage. Further reinforcement will be considered having regard to the actual needs and progress.
- The concerned departments will also work together to explore the feasibility of collaborating with NGOs and green groups in cultivating good habits of proper MSW disposal, particularly at pressure points such as “three-nil” buildings and rural areas where RCPs and bin sites are basically unmanned. Green Outreach of the EPD will provide on-site assistance in waste reduction and recycling through publicity events and in-person demonstration, thereby educating the public and helping frontline cleansing workers to comply with



the legislation.

- The Government has been keeping close contact and communication with local communities, organisations and District Councils. In general, the EPD will install surveillance camera systems at black spots of illegal dumping as per request by local communities. Meanwhile, the EPD will also review the locations for installation of surveillance camera systems based on actual circumstances of the districts concerned, media coverage or complaints from the public.

**17. *To amend Cap 228 Summary Offences Ordinance to facilitate enforcement***

- In order to facilitate the enforcement of MSW charging, the Amendment Bill amends the Fixed Penalty (Public Cleanliness Offences) Ordinance (Cap. 570) to set up fixed penalty for the new offenses about mandatory use of DBs and DLs. This allows the Government to issue fixed penalty tickets at \$1,500 each to offenders intercepted on the spots during inspection and enforcement operation conducted at the waste reception points of different premises and black spots, offering the person concerned an opportunity to discharge one's liability to conviction for the concerned offence by payment of the fixed penalty for that offence. However, depending on the gravity of the offence, prosecution by way of summons may also be taken against serious and repeated offenders.

**18. *To draw on the experiences in Taipei City and Seoul and establish a reward-based public reporting system***

- Most of the law enforcement departments in the Government have set up reporting or complaint hotlines to provide different channels for the public to report offenders, so as to assist law enforcement officers to formulate enforcement strategies and operations etc. Save for a few crimes involving serious offences or huge monetary interests (such as smuggling and drug trafficking), most of these systems do not provide rewards. The relevant mechanisms have been operating effectively.
- As the reward system involves pecuniary interests, it could be

prone to abuse for indiscriminate reporting, which will affect the planning and efficacy of enforcement actions.

- In fact, as MSW charging would be implemented in all sectors over the territory, a reward system might introduce changes of the atmosphere of the entire society, and create tensions among the neighbourhood. Therefore, having regard to various considerations, to the Government has no plan to introduce a reward system for reporting MSW charging offences. Nonetheless, we plan to develop mobile applications to facilitate members of the public to report cases of non-compliance as mentioned in item 16 above.

#### **(IV) Waste reduction and recycling facilities and support**

**19. *To increase resources for implementing more waste reduction and recycling work; to strengthen recycling support; to enhance community recycling network; to strengthen recovery of resources other than the three-colour recyclables; to review the Buildings Ordinance to provide incentives for the provision of more recycling space in buildings; to simplify the recycling procedures; to expedite the implementation of Centralised Plastics Collection in all 18 districts; to provide rewards to encourage recycling, such as exchanging a certain quantity of recyclables for DBs or cash***

- The Government has been providing more resources in a continuous manner to take forward work related to waste reduction and recycling, which include enhancing community recycling support plus encouraging and facilitating members of the public to participate in source separation of waste and clean recycling etc.

#### **Waste plastics and waste paper collection services**

- The EPD has commenced progressively since January 2020 a two-year pilot scheme on waste plastics collection and recycling in Eastern District, Kwun Tong and Sha Tin. Under the pilot scheme, all types of waste plastics from non-commercial and non-industrial sources will be collected for proper handling. The Government is also planning to gradually extend the pilot scheme from the existing three districts to nine in 2021 and 2022, which will cover more than

half of the population in Hong Kong. Subject to the operational experience and effectiveness of the pilot scheme, the Government will progressively extend the service to cover the entire territory.

- The EPD launched the territory-wide waste paper collection and recycling services in September 2020 to collect waste paper from street corner recycling shops, mobile recycling vehicles, frontline collectors, etc. across the territory. The collected waste paper will be further processed locally and then delivered to other markets for recycling into paper products.

### **Source Separation of Waste and Clean Recycling**

- The EPD has launched a Source Separation of Waste Programme since 2005. To date, it has covered places where more than 80% of the Hong Kong population live and work. To strengthen on-site support for waste reduction and recycling, the EPD has set up the Green Outreach in 2018 to provide outreaching services. Through on-site guidance and hands-on demonstrations, the Green Outreach constantly and regularly educates the public the importance of waste reduction at source and clean recycling, assists the public to practice proper source separation of waste and clean recycling, and conveys the latest information on waste management to the community. The Green Outreach has been gradually expanding its services to the entire territory since 2020.

### **Community Recycling Network**

- To strengthen district recycling facilities, the EPD has allocated additional resources since 2020 through regular funding support to extend the service coverage of the Community Recycling Centre projects previously funded by the ECF to all 18 districts across the territory. The services have also been upgraded, including increasing the types of recyclables for collection, extending the daily business hours and increasing the number of days of service, etc. The 22 Recycling Stores with brand new image have commenced services gradually since the fourth quarter of 2020. The EPD is now undertaking tendering work for the setting up of additional 10 Recycling Stores.

- Meanwhile, the EPD has set up Recycling Spots in all districts progressively to provide recyclable collection service at fixed location on weekly schedules. At present, the community recycling network has more than 130 public collection points for plastics, glass bottles, small electrical appliances, regulated electronic equipment, compact fluorescent lamps/tubes, rechargeable batteries, as well as common recyclables such as waste paper and metals.
- Together with the nine projects of Recycling Station (formerly known as Community Green Station) which have been put into service progressively by the EPD since 2015, the Recycling Stores and Recycling Spots in all 18 districts of Hong Kong have formed a new community recycling network, thus achieving GREEN@COMMUNITY. The EPD is reviewing the operation of Recycling Stores and Recycling Spots as well as the specific needs of recycling facilities of individual districts, so as to further enhance the community recycling network.
- The EPD will provide appropriate complementary support when building the community recycling network, such as providing door-to-door collection services for plastics, glass bottles, small electrical appliances etc. in housing estate. It will also co-organise waste reduction and recycling activities etc. according to the needs of individual housing estates. Furthermore, the resource recovery chamber on each floor of new buildings was currently exempted from gross floor area (GFA) calculation in order to incentivise the provision of such facilities in new developments. The Environment Bureau (ENB) had been exploring with the Development Bureau the feasibility of putting in place a similar GFA exemption mechanism for existing buildings currently without resource recovery chambers.

### **Kerbside RBs**

- The EPD has taken over the management of RBs in public pedestrian places from the FEHD since 1 October 2020. Under the new service arrangement, some refinements have been made to the RBs, including:
- **Bigger Capacity:** the litter compartment originally connected with the RBs has been changed to collect recyclables. This

will not only increase the collection capacity, but also help the public to avoid putting litter into RBs by mistake so as to help increase the cleanliness of recyclables.

- **Easier Reporting:** the RBs have been affixed with new labels with QR code to facilitate the public to report matters such as overfilled and damaged RBs. The EPD has also strengthened the monitoring of recyclable collection services, including the processes for collection, transportation and sorting of recyclables; and the downstream recycling capability, etc., so as to ensure proper handling of recyclables.

### **Smart Recycling and Green\$ Electronic Participation Incentive Scheme (Green\$ ePIS)**

- To promote smart city development, the EPD has launched a Pilot Scheme on Smart Recycling System in 2020 to assess the local application of smart recycling facilities. The EPD is carrying out a one-year technical trial of smart recycling system in its community recycling facilities (including GREEN@TUEN MUN, GREEN@EASTERN and GREEN@TAI KOK TSUI).
- In addition, the EPD took the opportunity of the Pilot Scheme and launched the GREEN\$ Electronic Participation Incentive Scheme (GREEN\$ ePIS) for use in the community recycling network in November 2020. Members of the public can earn GREEN\$ points when they deliver recyclables to any collection points or put them directly in smart recycling bins. GREEN\$ points can be used to redeem gifts (usually daily necessities, with other items complementing waste reduction policies to be added in future, such as DBs). Since the launch of the GREEN\$ e-PIS, about 70 000 (family) members have joined the scheme to practise waste reduction and recycling in their daily lives. We will continue to review and enhance the operation of the GREEN\$ ePIS to encourage more members of the public to build up clean recycling habits.

### **20. *To purchase the shops for Recycling Stores for long-term use and set a standard recycling target for Recycling Stores, and ensure that the collected recyclables are properly handled***

- According to the relevant requirements of the service contracts, the operators of Recycling Store shall provide the

required services and meet performance targets, including the monthly quantity of collected recyclables. Moreover, the operators shall deliver collected recyclables to downstream recyclers approved by the EPD for properly handling and recycling to turn waste into resources.

- The rebranded Recycling Stores have just been gradually put into service since end-2020. The EPD is reviewing the overall operation performance and arrangements of the Recycling Stores, and will further consider its long-term operation mode and detailed arrangements.

**21. *To increase the manpower in each Recycling Station; to set up the posts of “recycling specialists” to deal with the understaffed and ageing problems in the recycling industry***

- GREEN@COMMUNITY has been rebranded to become a new community recycling network since end-2020. It comprises 22 Recycling Stores located in close proximity of residential areas, more than 100 Recycling Spots operating at fixed locations and time schedules, and 9 Recycling Stations focusing on both environmental protection education and recycling support. At present, the operators of Recycling Stations and Recycling Spots have hired about 200 and 300 staff respectively. Since the new community network is well received by the public and the number of visitors and the amount of recyclables received both exceed expectation, the EPD is now supporting the operators to create more than 100 new positions through the Green Employment Scheme in order to enhance service quality.

**22. *To develop outlets for more recyclables***

- The EPD endeavours to cover more types of recyclables, so that more of them can be recycled and turned into resources:

**Polyfoam**

- The EPD has commenced progressively since January 2020 a two-year pilot scheme on waste plastics collection and recycling in Eastern District, Kwun Tong and Sha Tin. Under the pilot scheme, all types of waste plastics from non-commercial and non-industrial sources within the districts will be collected for proper handling. A wide range of

recyclables, including polyfoam (e.g. fruit sleeve nets, polyfoam boxes, protective polyfoam materials), can be collected under the pilot scheme.

### **Used furniture**

- At present, there are companies and organisations providing different types of collection services for used furniture for re-sale or donation to charitable organisations and people in need. The Government has also launched the Recycling Fund to assist in the upgrading of the operational capabilities and efficiency of the recycling industry. The funded projects cover a variety of recyclables including waste wood and old furniture.

### **Yard waste / wood**

- On recycling of the wood derived from yard waste, the EPD is developing the yard waste recycling centre Y • PARK, which screens, sorts and processes yard waste into different useful materials. Large tree trunks and branches will be processed to produce wood boards or beams, providing a steady supply of wood materials to support related industries.

### **Waste textiles**

- Waste textiles account for about 3% of MSW. The Government has been, since 2006, implementing the “Community Used Clothes Recycling Bank Scheme”. NGOs which participate in the operation of the “Community Used Clothes Recycling Banks” regularly collect donated used clothes. All of the collected clothes and revenue so generated have to be used for charity purposes. At present, more than 180 “Community Used Clothes Recycling Banks” are placed at appropriate locations in all districts under the Scheme.
- The Government has established a Community Recycling Network across the territory. Through a wide range of recycling programmes and environmental education activities, the network’s Recycling Stations (formerly known as Community Green Stations) encourage public participation in waste separation for recycling, as well as reuse of suitable second hand items. They also disseminate messages of at-source waste separation and clean recycling. To promote a “Use Less, Waste Less” lifestyle, swap and charity donation

events are held from time to time by the Recycling Stations to encourage proper use of resources, including used clothes. The Government has also provided funding support to projects concerning the recovery of used clothes through Recycling Fund and the ECF.

### **Retired electric vehicle (EV) batteries**

- Retired EV batteries are chemical waste and their disposal is regulated under the Waste Disposal Ordinance (Cap. 354) and its subsidiary Waste Disposal (Chemical Waste) (General) Regulation (Cap. 354C). Currently, EV suppliers have engaged licensed collectors to collect the retired batteries of their brands' EVs. After proper preliminary treatment (e.g. sorting, discharging and insulating) and packaging, these retired EV batteries are exported to appropriate treatment facilities in Japan, South Korea or Belgium for recycling.
- The EPD will maintain close liaison with EV suppliers and relevant stakeholders to explore a model of the Producer Responsibility Scheme for retired EV batteries that is applicable to Hong Kong.

### **23. *To promote food waste recycling and increases food waste recycling facilities in the community and provide subsidies to restaurants participating in food waste recycling programmes on food waste delivery***

- The Chief Executive announced in her 2018 Policy Agenda that a pilot scheme would be introduced to examine the feasibility of implementing government-run food waste collection services in the long run.
- The EPD has launched the first phase of the Pilot Scheme on food waste collection since July 2018, focusing on food waste generated from the C&I and public sectors with a view to identifying and ascertaining the major operation and logistic arrangements for the collection and delivery of food waste to the O•PARK1 that commenced operation in the same month. To date, the Pilot Scheme covers over 70 public organisation venues under the Hospital Authority, FEHD, the Hong Kong Housing Authority, and the Agriculture, Fisheries and Conservation Department. Since April 2019, the EPD has also been providing free food waste collection services for



primary and secondary schools across the territory through school lunch suppliers. In addition, there are some 120 corporate establishments who voluntarily collect, source-separate and deliver their food waste to O•PARK1 for recycling on a daily basis.

- The EPD plans to roll out the second phase of the Pilot Scheme on a larger scale progressively in 2021 to cover more areas and extend the scope of collection to domestic food waste gradually. Some 150 more venues have expressed interest in joining the second phase, including catering facilities of community service organisations, shopping centres and wet markets in public housing estates, canteens in government and tertiary institution premises, additional public markets and cooked food venues managed by the FEHD, and hospitals. Furthermore, we will invite all public and private housing estates with experience in source separation of food waste to participate. We welcome more housing estates to join and encourage participation within the C&I sector.

**24. *To encourage C&I industries to actively implement waste reduction and proper recycling through tax concessions and establishing relevant performance indicators and reporting systems, or impose tax on disposed or improperly separated waste***

- The EPD launches the “Programme on Source Separation of Commercial and Industrial Waste” to distribute waste separation bins to C&I premises for free with a view to enhancing waste recovery and encouraging PMCs to play a leading role in setting up and implementing suitable mechanism for waste recycling within C&I buildings. The ECF has earmarked dedicated funding for application to support housing estates/ residential buildings as well as C&I buildings which take part in the Promotion Programme on Source Separation of Waste to install waste separation facilities.
- Furthermore, the Hong Kong Awards for Environmental Excellence and Hong Kong Green Organisation Certification are led by the ECC and EPD together with main chambers of commerce in Hong Kong. They aim to recognise

organisations with excellent performance on environmental management. HKGOC establishes Waste Certificate to particularly encourage businesses and organisations in adopting measures to reduce the amount of waste generated within their establishments or generated through the services and products they provide.

**25. *To provide the recycling industry with more technical, financial, research and land support; to provide subsidies to stabilize the recovery prices***

- The recycling industry in Hong Kong basically operates on a commercial basis, and is easily affected by the economic cycle and other market conditions. The market demand for local recyclables is greatly affected by external market environment (e.g. commodity price). The Government has implemented a basket of measures to support the recycling industry, which mainly include: (i) injecting additional funding to the Recycling Fund and extending the application period to assist the trade, which is mainly composed of small and medium-sized enterprises; (ii) providing long-term land and related infrastructure and utilities at an affordable rent in EcoPark for the development of the recycling industry with a view to encouraging investment in advanced technology and value-added recycling processes; (iii) the EPD has been all along working with the relevant bureaux and departments (B/Ds) to search for suitable land, allocating them through short term tenancy for exclusive bidding by the recycling industry; and (iv) B/Ds have been taking the lead in adopting a green procurement policy to select green products that are easy to separate and recycle and with recycled content as far as possible.
- In addition, the community recycling network operated by non-profit organisations engaged by the EPD has not only enhanced the quantity and quality of recycling activities in the community, but also provided a collection channel for recyclables which lack sufficient market value. This has significantly increased the total volume of recyclables in Hong Kong, and provided a stable source of recyclables with high quality for downstream private service providers in the recycling industry. By working closely with them, the flow of recyclables will be greatly increased to facilitate the

sustainable development and re-industrialisation of the local recycling industry, and promote the development of circular economy in Hong Kong.

**26. *To regulate the use of disposable plastic containers and other disposable tableware, packaging and products through Producer Responsibility Schemes, levy or banning***

- In order to tackle issues associated with disposable plastic tableware (including containers) in the long run, we have completed a study on the feasibility, scope and mechanism of the control of disposable plastic tableware. Given that phased legislative control is the typical approach adopted in different places currently according to their own circumstances, a ban on the distribution of disposable plastic tableware for dine-in and takeaway services in eateries may be implemented in phases with exemptions under special circumstances. We have issued public consultation documents on 9 July. The public consultation will last for two months till 8 September 2021.

**27. *To implement the Bottle Deposit Refund System to strengthen the recovery of plastic bottles***

- The Government has decided to press ahead with the introduction of a new Producer Responsibility Scheme on plastic beverage containers and completed the public consultation. We suggest encouraging members of the public to return used plastic beverage containers through providing economic incentives and the use of reverse vending machines, as appropriate, to enhance the recovery efficiency of waste plastic beverage containers under the scheme. We will consider the views collected from the public consultation and map out the way forward.

**28. *Government departments should regularly announce their information on waste generation and recycling***

- Currently, the Government requires all controlling officers of all B/Ds to publish environmental reports regularly on their environmental policies, targets, performance and actions, including environmental performance indicators (such as

waste and recycling quantity) as well as environmental performance analysis, so as to address and improve environmental issues and attain sustainable development.

- The Government has also set out practicable green practices and waste avoidance measures for B/Ds to follow. These measures include avoiding the use of one-off or excessive decorations or promotional materials in organising/attending events and meetings, using electronic means to save paper and reduce paper waste, avoiding and reducing wastes generation (e.g. disposable tableware), and separating all recyclables and non-recyclables for easy collection, etc.

## **(V) RCPs / LCs and RBs**

### **29. *Design of the LCs and RBs***

- LCs placed in public places are for the pedestrians to dispose of litter, but not for disposal of trade waste or household waste. Currently, littering, including disposal of any waste (such as household waste) at the side or on top of LCs placed in public places or pleasure grounds, is already an offence under section 4(1) of the Public Cleansing and Prevention of Nuisances Regulation (Cap. 132BK) and section 23(b) of the Pleasure Grounds Regulation (Cap. 132BC). Starting from June 2016, the FEHD has introduced in batches newly-designed LCs with smaller openings for disposal of litter with a view to discouraging the public from disposing household or trade waste in the LCs. Bigger warning notices are also affixed to LCs to publicise the messages that such waste should not be discarded at the side or on top of LCs.
- Experiences in other cities show that the implementation of waste charging is usually accompanied by adjustments to the number and design of RBs and LCs in public places in order to discourage abusive use of LCs to evade waste charges, and promote recycling.
- To facilitate members of the public to practise recycling and address occupational safety and health needs of frontline collection personnel, the Steering Group on the Modification of Recycling and Refuse Collection Facilities in Public Places

has recommended new design of RBs and LCs in public places. The EPD has conducted a public engagement exercise in July and August 2020. Members of the public generally welcomed and supported the new design and the functional improvements made to protect occupational safety and health. Relevant departments are fine-tuning the design having regard to the feedback collected and plan to conduct field trials at selected locations gradually starting from this year. The newly designed RBs and LCs are expected to be rolled out and replace the existing ones gradually from 2022. Please refer to the relevant paragraph in item 19 above for information about the improvements made to the existing kerbside RBs.

**30. *To adjust the number of LCs on the streets***

- The Steering Group on the Modification of Recycling and Refuse Collection Facilities in Public Places has reviewed and enhanced the provision and design of RBs and LCs in public places. Having regard to relevant factors such as the implementation progress of the MSW charging, the situation on the ground and public reaction, we will from time to time review and adjust the arrangements and complementary measures adopted for recycling and refuse collection facilities in public places.

**(VI) Government's integrated waste reduction and recycling policy**

**31. *To formulate comprehensive waste management policy, enable a circular economy as well as set reasonable and measurable waste reduction and recycling targets to boost the effectiveness of waste reduction***

- The Government announced the “Waste Blueprint for Hong Kong 2035” on 8 February this year. Setting out the vision of “Waste Reduction·Resources Circulation·Zero Landfill”, the blueprint outlines the strategies, goals and measures to tackle the challenge of waste management up to 2035. Our medium-term goal is to gradually reduce the per capita MSW disposal rate by 40-45% and raise the recovery rate to about 55% by implementing MSW charging, while the long-term goal is to move away from the reliance on landfills for direct

waste disposal by developing adequate waste-to-energy facilities.

- To achieve the above goals, the Government will promote six major areas of action, namely Waste Reduction, Waste Separation, Resources Circulation, Industry Support, Innovation and Cooperation, and Education and Publicity, leading the advancement of various policies and measures as well as building a circular economy and a sustainable green living environment. In order to realise the vision and keep abreast of the latest situation, we plan to conduct regular reviews on strategies and targets roughly every five years to make timely adjustments and meet the prevailing community needs.
- MSW charging is the main driving force behind waste reduction, which helps drive enterprises and the public to practice waste reduction and recycling proactively. Together with the launch of other policies and legislations, waste reduction and recycling initiatives, as well as publicity and educational campaigns, waste generation is expected to decrease and the public's willingness to recycle will increase, thus reducing waste disposal.
- Experiences in other places show that quantity-based waste charging is an effective policy tool in driving behavioural change in reducing waste disposal. For instance, waste disposal dropped by some 30% in the initial period after waste charging was introduced in Seoul and Taipei City.

**32. *To establish a waste management committee to assist in formulating waste management policy***

- The Advisory Council on the Environment (ACE) serves as the principal advisory body to the Government on policies relating to environmental protection and nature conservation. The Waste Management Subcommittee is one of the three ACE subcommittees that is formed from among the ACE members to –
  - (a) monitor the trends and problems related to the management of solid waste (including MSW, construction waste and special waste) in Hong Kong;

- (b) study waste reduction measures, including legislation and technologies, that are adopted in overseas economies, and examine their applicability to Hong Kong; and
  - (c) advise on possible waste reduction policies and programmes, as well as measures to handle different types of waste.
- The ACE, with the support of its Waste Management Subcommittee, has been working closely with the Government to ensure that the waste management policy is evolving in tandem with the social development of Hong Kong.

**Environmental Protection Department**  
**July 2021**