

**For discussion on  
31 January 2023**

**Legislative Council Panel on Environmental Affairs  
Subcommittee to Study Policy Issues Relating to  
Municipal Solid Waste Charging, Recovery and Recycling**

**Progress Report on Preparatory Work for the Implementation of  
Municipal Solid Waste Charging and  
Waste Reduction and Recycling Initiatives**

**PURPOSE**

This paper reports the progress of the preparatory work for the implementation of Municipal Solid Waste (MSW) charging and progress of various on-going and new waste reduction and recycling initiatives.

**BACKGROUND**

2. MSW charging sits at the centre of the overall waste reduction strategy of the Government. It provides financial incentives to encourage the community to treasure resources, reduce waste at source and practice clean recycling with a view to reducing the overall waste disposal amount. MSW charging and waste reduction and recycling initiatives complement with each other. We envisage that members of the public will be incentivised to practice waste reduction and recycling more proactively with the implementation of MSW charging so as to minimise the charges payable. Therefore, apart from actively taking forward preparatory work for MSW charging, we have also adopted a multi-pronged approach to implement a series of complementary waste reduction and recycling initiatives.

**PROGRESS OF PREPARATORY WORK FOR MSW CHARGING**

3. The Amendment Bill to implement MSW charging has been passed by the Legislative Council (LegCo) on 26 August 2021. We are actively taking forward relevant preparatory work, including the establishment of a manufacturing, inventory and distribution system and a retail network for the supply of designated bags (DBs) and designated labels (DLs); communication with various stakeholders (such as property management companies, frontline

cleansing workers, waste collectors, etc.) to formulate relevant guidelines and provide support to them; as well as launching extensive public education and publicity campaigns on waste reduction and recycling, so as to enable the Government, various stakeholders and the public to prepare for the implementation of MSW charging in the second half of 2023 at the earliest.

*Establishment of the Manufacturing, Inventory and Distribution System of DBs and DLs*

4. In order to ensure a stable and sufficient supply of DBs and DLs in the market for the public to purchase at ease, we are establishing a comprehensive “Manufacturing, Inventory and Distribution System”, which includes DBs manufacturing contracts, DLs manufacturing contracts and logistics coordination service contract (logistics contract). With regards to the DBs manufacturing contracts, we conducted an open tender exercise for the five contracts in June 2022. A total of 26 tenders were received by the closing date. However, the tender prices of all conforming tenders that can fully comply with the technical requirements are much higher than expected<sup>1</sup>. In order to utilise public financial resources prudently, we have decided to cancel this tender exercise and re-examine the specifications of DBs and the terms of tender documents, with a view to reducing costs for the production of DBs.

5. We plan to adopt the following measures so as to confine the tender price to the original estimate, while not impairing the quality of DBs:

- (i) **Allowing the production process be conducted outside the territory of Hong Kong.** Owing to the lack of large scale plastic bags manufacturing plants in Hong Kong, this arrangement can fully utilise the existing production lines in the market (including those in the Mainland China), thereby saving the capital costs in setting up the manufacturing plants locally and reducing operational expenses;
- (ii) **Changing the thickness and material requirements of DBs for reducing the amount of material consumption and cost.** According to the DBs quality test data, the use of high-density polyethylene (HDPE) in lieu of low-density polyethylene (LDPE) in

---

<sup>1</sup> According to our understanding from the tenderers, the plastic material cost accounts for more than one half of the tender price. When marking the tender price, the tenderers had made reference to the trend of plastic price in the past two years (the plastic price had increased by over twofold since 2020, hovered at high level until 2022, and then receded mildly) so as to secure their profit. Their pricing had also taken into account other factors, such as the risks of further increase in plastic price, inflation and other uncertainties in the five-year contract period, as a result, the tender prices were higher than expected.

the production of 3 liters to 75 liters DBs of reduced thickness yields the same loading capacity<sup>2</sup>. Besides, the price of HDPE is similar to or even lower than that of LDPE in recent years. In addition, since the source and quality of recycled plastic materials are unstable and the prices are relatively volatile, reducing the proportion of recycled plastic materials from the original 50% to not less than 20% can provide the contractors with greater flexibility in controlling the production costs. We estimate that the overall amount of plastic material consumption can be reduced by about 25%, and the total plastic material cost can be reduced by about 30%. To encourage contractors to adopt a higher proportion of recycled plastic materials in DBs production, a criterion related to the use of recycled materials will be added in the marking scheme for tender assessment. Under this arrangement, even if all tenderers score the same in other assessment criteria, those who propose to adopt a higher proportion of recycled plastic materials and locally recycled plastic materials will attain a higher score in the technical assessment, which will increase the chances of winning the tender. We will keep track of the market supply and price trend of recycled plastic materials closely, and progressively increase the proportion of recycled plastic materials required in subsequent contracts at suitable juncture;

- (iii) **Shortening the contract period** (from the original 5 years to 3 years) to reduce the contractors' risks associated with long-term operation (such as price fluctuations for raw materials, inflation and other uncertain factors etc.); and
- (iv) **Increasing the price ratio in tender assessment** to promote competition.

6. Since the production process of DBs can be conducted outside the territory of Hong Kong, other than strengthening the monitoring of DBs production and transportation processes, we will also adopt the following stringent measures to combat and prevent counterfeit products from entering the market:

- (i) Setting up freight tracking system for the cross-border transportation of DBs to obtain real-time shipment information;
- (ii) Changing the combination of anti-counterfeit features regularly to increase the production cost of counterfeit products; and

---

<sup>2</sup> Since the high-density physical property of HDPE would reduce the ductility of plastic bags, the material is not suitable for large-sized DBs (i.e. 100 - 660 litres) which have higher loading requirements. Therefore, we will continue to use LDPE for production of large-sized DBs.

- (iii) Only permit authorised retailers to sell DBs and DLs, and explicitly publicise the “authentic goods” sales channels to the public. We will also work with relevant law enforcement departments to closely monitor the sales of DBs and DLs through different means, and take enforcement actions against infringement under the Trade Descriptions Ordinance or the Copyright Ordinance.

7. We have consulted the manufacturers who have expressed interests in bidding the tender on the practicability of the above measures and received positive responses. We will revise the tender terms based on the proposals above and we expect that these measures can effectively confine the tender price to the original estimate. We are also making corresponding revisions to the DLs manufacturing contract and the logistics contract, in accordance with the amendments made for the DBs manufacturing contract. We expect to invite tenders in the first quarter of this year and award all contracts in the second quarter, with a view to commencing the production of DBs and DLs in the third quarter, in preparation for the implementation the MSW charging in the fourth quarter the earliest.

#### *Retail Network for DBs and DLs*

8. For the sales of DBs and DLs, we will establish a retail network comprising of few thousands of retail outlets covering supermarkets, convenience stores, pharmacies, houseware stores and online platforms etc. To further expand the retail network, we are exploring with property management companies (PMCs) the feasibility of selling DBs and DLs at their private housing estates<sup>3</sup>. In addition, we will also explore with relevant government departments, Hong Kong Housing Authority (HA) and Hong Kong Housing Society (HS) the installation of vending machines (VMs) at appropriate premises for the sales of DBs and DLs.

9. Upon passage of the Amendment Bill, we have conducted more than 40 physical or online briefings for major retail chains, on-line retailers, the Hong Kong General Chamber of Pharmacy Limited and its members. As of now, we have received Express of Interest returns from 33 retail chains and seven on-line retailers comprising around 3 200 outlets and 18 on-line platforms, expressing their interest in providing relevant retail sales services at their retail stores and on-line platforms, and assisting in the promotion of the MSW charging. In addition, five distributors who are currently

---

<sup>3</sup> Under section 20U(2) of the Waste Disposal (Charging for Municipal Solid Waste) (Amendment) Ordinance 2021, PMCs, which in the course of businesses, provide or arrange for provision of the waste collection services, are permitted to sell to their residents (i.e. users of the services) the DBs/DLs at the prices prescribed by the legislation.

distributing garbage bags and cleaning products have also indicated that they could assist in the nomination of and providing support to more than 1 000 small stores, including small-to-medium sized pharmacies, for the provision of sales services of DBs and DLs.

10. We have followed up with the interested retail chains, on-line retailers, pharmacies and wholesalers to finalise the operational arrangements with them individually. The retail sector expressed that they would need to obtain a certain level of retail commission for their sales service so as to cover their operational expenses such as rental cost, inventory management, logistics distribution system and manpower etc. We have yet to reach a full consensus with the retailers on the retail commission rates, but will further negotiate with them to narrow the gap. We target to finalise the cooperation details in the first quarter of this year, and commence the application and vetting processes starting from the second quarter. We will then sign the Authorization Agreements with individual retailers, and conduct the system connection and testing of the “Smart Inventory Management System”, which will enable retailers to start testing out the whole operational process which involves placement of orders, distribution and sale of DBs and DLs in the third quarter this year, such that the products can be put on market for sale in the fourth quarter.

11. To further promote waste reduction and reuse of resources, we have invited the retail sector to actively consider the sales of DBs in lieu of the plastic shopping bags (PSBs) currently sold, so as to achieve the effect of “one bag for dual-use”. Among the 33 major retail chains which responded to us, 32 retail chains have showed support to the proposal. Considering that some members of the public may not choose to purchase DBs for achieving “one bag for dual-use” to carry their goods, since DBs will be sold at a relatively higher price, the retailers wish to sell both PSBs and DBs for the public to choose. We will further discuss with retailers on the suitable size(s) of DBs for serving “one bag for dual-use” and the specific sales operation. Apart from retail chains, we will also promote the idea of “one bag for dual-use” to the small-to-medium sized stores and to garner their support.

12. For the proposal of engaging PMCs to provide sales and distribution services of DBs for the residents in private housing estates, according to our preliminary understanding from some PMCs, they have concerns<sup>4</sup> on the respective implementation details and administrative arrangements. They consider the distribution of the same quantity and size of DBs for each

---

<sup>4</sup> In view of the manpower and administrative costs that will be incurred by the PMCs for managing the order, sales and storage of DBs, and PMCs may need to breakdown the charges of DBs on the management fee bills, Owner’s Corporations/ Owner’s Organisations may not agree to the proposal.

household per month by the PMCs would weaken the residents' incentive to practice waste reduction and recycling, and may go against the "polluter-pays" principle. However, they consider a small quantity of DBs can be stored at their estates for residents to purchase for meeting any unexpected demands. They also suggested the Environmental Protection Department (EPD) to install VMs or cooperate with existing VM suppliers serving the estates to provide the sales of DBs and DLs. We will continue to liaise with the PMCs to expand the retail network at private housing estates for their convenience sake.

13. In addition, we are also exploring with various government departments, including the Food and Environmental Hygiene Department, Leisure and Cultural Services Department, Transport Department and Agriculture, Fisheries and Conservation Department; as well as HA and HS on the installation of VMs at appropriate government premises/ public rental housing (PRH) estates for expanding the retail network. The government departments and organisations concerned have expressed support to the proposal. For each proposed location, we will further discuss with relevant parties on the procurement details, including WiFi connection, electricity supply, land use and installations arrangements etc.

#### *Smart Inventory Management (SIM) System*

14. In order to achieve more effective management of the manufacturing, inventory, distribution and sales of DBs and DLs, EPD awarded a contract to the information technology contractor in September 2022 to develop the SIM System and relevant mobile application. The SIM System will help monitor the inventory of the DBs and DLs and the delivery progress to retail outlets. Retailers can also place orders, monitor inventory levels and observe their monthly sales status conveniently through the SIM System. In addition, the SIM System-related mobile application will be equipped with a search function to facilitate the public to instantly locate nearby retail outlets of DBs and DLs and the corresponding stock status. Moreover, members of the public may make use of the mobile application, coupled with the global positioning system of their mobile phones, to take pictures in connection with suspected MSW charging non-compliant cases and immediately upload such cases to this platform, which will facilitate follow-up actions by law enforcement departments. We are now conducting system analysis and design, with a view to conducting the SIM System connection and testing processes with manufacturers of DBs and DLs, logistics service provider and authorised retailers starting from the third quarter this year.

## *Enhancing Stakeholder Engagement*

15. To facilitate different stakeholders to better understand the arrangements of MSW charging, EPD has continued to organise operational briefings and specialised trainings for stakeholders from various sectors. As of December 2022, we have conducted more than 120 physical or online meetings and briefings, reaching out to about 4 600 stakeholders from various trade sectors to introduce to them the latest development of MSW charging and listen to their concerns.

16. We are also continuously preparing Best Practice Guides (BPGs) jointly with working groups comprising stakeholders from property management, environmental hygiene, recycling and security trades. In December 2022, the BPG for “Residential Premises with Property Management Organisations” was uploaded to the EPD’s thematic website on MSW charging for reference by the trade and members of the public (<https://www.mswcharging.gov.hk>). Meanwhile, we are preparing BPGs for other sectors progressively. In particular, the first draft of the BPGs for the private waste collector trade, PRH, catering trade, and villages/ rural areas have been completed. We are now seeking comments from relevant stakeholders with a view to refining the BPGs and we target to publish these guidelines as early as possible. At the same time, we are arranging briefings and specialised trainings for frontline staff of the property management, environmental hygiene and other relevant trades so as to assist them to better understand the relevant legal requirements and BPGs, and we will provide recommendations for them to suitably adjust their frontline operational arrangements. The training programmes are expected to roll out progressively from the second quarter of 2023. Relevant details will be uploaded to the EPD’s thematic website on MSW charging for the trade to submit application. We will also collaborate with the Property Management Services Authority to organise continuous professional development courses related to MSW charging, so as to enhance the relevant knowledge of the holders of the Property Management Practitioner Licence.

## *Trial Projects and Community Involvement Projects related to MSW charging*

17. To encourage waste reduction and recycling, and enable the community to prepare for the implementation of MSW charging, EPD has partnered with some 20 relevant government departments and organisations to launch trial projects on MSW charging in different sectors (including PRH estates, rural villages, shopping malls, catering trade and government premises) since 2018, for participants to get first-hand experience of the quantity-based charging arrangements. In addition, since 2015, EPD has

launched the “Waste Separation Projects to Pave the Path for MSW Charging” (Community Involvement Projects, CIPs) funded by the Environment and Conservation Fund. The project allows non-profit making organisations and bodies to try-out MSW charging in different types of premises (including three-nil building<sup>5</sup>, commercial and industrial (C&I) premises, single-block buildings, public institutions, residential estates with PMCs, rural and other low-density residential buildings).

18. EPD will provide dummy DBs (dummy bags) of different capacities for participants of trial projects and CIPs to try-out, and calculate a mock charge based on the capacities and quantities of dummy bags requested by participants to allow them to get first-hand experience of “Dump Less, Save More” in real settings. Various publicity and public education activities are also organised to enrich participants’ understanding of the objectives of MSW charging and its implementation arrangements, and to promote valuing resources and reducing waste by encouraging them to practise proper waste separation, waste reduction at source and clean recycling.

19. So far, the trial projects and CIPs have covered about 2 200 premises, including some 900 which are underway or to be commenced in 2023. Given the trial project and CIPs have extensively covered 18 districts in Hong Kong and different types of premises<sup>6</sup> and also effectively achieved their objectives<sup>7</sup>, we would cease the distribution of dummy DBs as well as wrap up all trial projects and CIPs before the fourth quarter of 2023, in order to avoid unnecessary confusion to the public for using authentic DBs and dummy DBs upon the implementation of MSW charging.

20. We will continue to assist proactively all sectors of the community to get prepared for the implementation of MSW charging. The focus of our work will be shifted to promote the BPGs to the stakeholders of different sectors and provide training to relevant frontline staff, in order to facilitate their better understanding on the legislative requirements and guidelines.

---

<sup>5</sup> They refer to buildings without Owners’ Committees or residents’ organisation of any kind, and without PMCs.

<sup>6</sup> Including three-nil buildings, C&I premises (restaurants, offices, shopping malls, industrial buildings, shops), single-block buildings, public institutions (post-secondary schools, secondary/ primary schools, government premises, social service units), PMCs (PRH estates, subsidised housing, private buildings), rural and other low-density residential buildings.

<sup>7</sup> The questionnaire survey of the trial project and CIPs indicated that around 88% of the respondents acknowledged that the trial project could make them to have more understanding and concern about MSW charging and the “polluter-pays” principle.



## *Public Education and Publicity*

21. To prepare the public for the implementation of MSW charging, we will carry out extensive public education and publicity activities through the Environmental Campaign Committee in order to deepen the knowledge of the general public on MSW charging; advocate behavioral change to reduce waste generation at source; and remind citizens to comply with legislative requirements. Under the theme of “Recycle More, Dump Less, Save More”, the campaign will be carried out by phases starting from the second quarter of this year for a period of about 10 months.

22. Before the implementation of MSW charging, we will focus on promoting the “Lifestyle of Contentment” and culture of “Recycle More, Dump Less, Save More”, in order to build up a foundation for cultivating the habit of waste reduction and recycling. Upon the implementation of MSW charging, the key publicity activities will be promoting proper waste separation and disposal habits, as well as related information on MSW charging, for example, the retail network of DBs and DLs, ways to comply with the legislation etc. During the post-launch stage, we will continue to promote successful cases on effective implementation of MSW charging, and encourage citizens to continue practicing waste reduction and recycling and complying with the legislative requirements. We will organise a variety of public education and publicity activities, including TV and radio broadcasting of government Announcements in the Public Interest; displaying advertisements at the vehicles and public transport stations; producing TV and radio programs and social media clips; collaborating with influencers or celebrities for promotion; producing promotional materials for different target groups such as foreign domestic helpers, the elderly, students and residents of three-nil buildings; and displaying various promotional posters and leaflets etc., with a view to effectively disseminating information on MSW charging to all communities across the whole territory via multiple channels. To complement with the publicity activities, the Green Outreach in EPD will provide outreaching support to the community on waste reduction and recycling initiatives, and remind the public to observe the relevant regulations. Through launching promotion activities and providing on-site demonstrations, the Green Outreach will coach the public and frontline property management and cleaning workers on the legal compliance requirements on MSW charging.

## **PROGRESS OF CONTINUOUS WASTE REDUCTION AND RECYCLING EFFORTS**

### Producer Responsibility Schemes (PRS)

#### *PRS on Waste Electrical and Electronic Equipment (WPRS)*

23. Since the full implementation of WPRS in 2018, more than 100 000 tonnes of regulated electrical equipment (REE, namely air-conditioners, refrigerators, washing machines, televisions, computers, printers, scanners and monitors) have been processed at the Waste Electrical and Electronic Equipment Treatment and Recycling Facility (WEEE•PARK). Taking into account factors including the actual implementation of WPRS, REE's sales figures and recycling/ landfill disposal situation, and the development of relevant recycling market and technology, the EPD proposes to expand the coverage of the existing REE items (i.e. raising the cap of regulated refrigerators and washing machines, and adding stand-alone clothes dryer and dehumidifier) and to enhance the WPRS process. We plan to submit the relevant legislative proposals to the LegCo in the first quarter of this year. Subject to the passage of the relevant legislative amendments, we expect the enhanced WPRS to be implemented in 2024.

#### *PRS on Glass Beverage Containers (GPRS)*

24. Since the passage of the Promotion of Recycling and Proper Disposal (Product Container) (Amendment) Ordinance 2016, the EPD has been making arrangement to implement the GPRS progressively, including the appointment of glass management contractors to provide regional collection and treatment services for waste glass containers across the territory and the drafting of the relevant subsidiary legislation to provide for the operational details of the GPRS. The relevant subsidiary legislation was passed by the LegCo on 3 November 2022. The EPD will implement the GPRS fully on 1 May 2023. Besides, as at the end of 2022, about 4 400 glass container collection points have been set up in Hong Kong and more than 84 000 tonnes of waste glass containers have been collected for proper treatment.

### Management of Waste Plastics

#### *PRS on Plastic Beverage Containers and Beverage Cartons*

25. The Government conducted a public consultation from February to May 2021 on the introduction of a PRS on Plastic Beverage Containers (PPRS). The community responded positively to the proposal in general.

Having considered the views received, the experience in other places and the development of the local recycling market, the Government will adopt a “market-based model” for implementation of the PPRS, and will include beverage cartons in the scheme, which in turn will help enhance the efficiency and cost-effectiveness of the recycling arrangement. We will finalise the regulatory framework and the operational details of the scheme as soon as possible and start drafting the relevant legislative proposals with a view to introducing the relevant bill into the LegCo for scrutiny in 2023.

26. Furthermore, to pave the way for the implementation of the PPRS, the EPD launched the first stage of the pilot scheme in the first quarter of 2021 to assess the application of reverse vending machines (RVMs) for recovering plastic beverage containers in Hong Kong. We set up a total of 60 RVMs in public places, government facilities or shopping centres with suitable foot traffic, with the provision of an instant rebate (\$0.1 per plastic beverage container) via e-payment platforms. Positive responses from the public have been received since the rollout of the pilot scheme. Stage 2 of the pilot scheme was launched in the second quarter of 2022, with the number of RVMs increased to 120. By the end of 2022, over 41 million plastic beverage containers had been recovered under the pilot scheme.

#### *Plastic Shopping Bag (PSB) Charging Scheme*

27. The enhanced PSB Charging Scheme was implemented on 31 December 2022. The enhanced Scheme increased the minimum charging level for each PSB from 50 cents to \$1, and tightened relevant exemptions. To facilitate the understanding of the enhanced Scheme by the retail trade and citizens, the EPD has launched a series of publicity, including briefings for the trade, a brand new set of TV and radio announcements in the public interest, poster, promotional leaflet, advertisements on public transport, online advertisements, etc. The thematic website of the PSB Charging Scheme and the Practical Guideline for reference by the trade and the citizens have been updated.

28. The enhanced PSB Charging Scheme has been running smoothly in general since its implementation. The EPD will closely monitor the implementation of the enhancement measures to assess their effectiveness.

#### Central Collection Services for Food waste, Waste Plastics and Waste Paper

##### *Food Waste Collection*

29. The EPD extended the scale of the Pilot Scheme on Food Waste Collection (Pilot Scheme) in 2021 by rolling out four two-year service

contracts in phases, covering relatively clustered premises in different districts in Hong Kong, which generate larger quantities of food waste with less impurities, including public premises (such as shopping centres of PRHs, cooked food centres and public markets, catering facilities of social service organisations, canteens in tertiary institutions and hospitals) and commercial and industrial premises (such as food factories, hotels, large shopping malls, airline caterers). The Pilot Scheme aims to increase the food waste collection quantity progressively to 250 tonnes per day, which is the maximum daily capacity of all the food waste treatment facilities currently operating in Hong Kong. The first contract which covers Hong Kong Island & Islands District and the second contract which covers Kowloon (including Tsuen Wan, Kwai Tsing and Tseung Kwan O) commenced service in September 2021 and February 2022 respectively. The remaining two contracts serving the New Territories East and New Territories West are expected to commence service in March 2023. The quantity of food waste collected through different channels in Hong Kong is increasing progressively with an average daily collection quantity exceeds 150 tonnes.

30. To promote the culture of “Food Wise, Waste Less”, the Environmental Campaign Committee and the EPD launched the “Reduce and Recycle 2.0” Campaign with the theme of “Food Minimalism” in October 2022. Promotion activities were conducted through different channels and a “Clean Your Plate” social media challenge was organised to encourage members of the public to change their lifestyle habits towards avoiding and reducing food waste at source.

#### *Collection of Waste Plastics and Waste Paper*

31. On waste plastics recycling, the EPD has extended the pilot scheme on waste plastics collection and recycling to cover nine districts progressively since late March 2022, to collect all types of non-commercial and non-industrial plastics for proper handling and recycling. The service covers about half of the population in Hong Kong and the total collection amount is expected to reach 5 000 tonnes per year. The overall collection quantity reached around 490 tonnes in November 2022 for nine districts, which is in line with the expected target. As for the implementation of the waste paper collection and recycling services, the recovery quantity of waste paper increased in 2021 and remained generally stable in 2022, with a monthly average of about 49 000 tonnes collected at present. In addition, the modern pulping facility in EcoPark is expected to commence operation in 2025 and, by then, there will be more diversified recycling outlets for local waste paper.

### Community Recycling Network (CRN)

32. To complement the implementation of MSW charging, the EPD continues to expand the CRN, namely GREEN@COMMUNITY, over the territory so as to strengthen recycling facilities at community level and provide proper outlets for recyclables of low commercial value. The GREEN@COMMUNITY currently consists of facilities at three levels: (i) 11 Recycling Stations occupying larger areas to instill green living education and provide recycling support at district level; (ii) 32 Recycling Stores mostly located near clusters of single-block buildings (including three-nil buildings) to provide recycling support for residential buildings that are lack of necessary capability to set up recycling facilities; and (iii) over 120 Recycling Spots operating weekly in the form of kerb-side collection booths at fixed locations to enhance the coverage of community recycling services. The GREEN@COMMUNITY receives at least eight common types of recyclables, including plastics, paper, metals, glass containers, small electrical appliances, regulated electrical equipment, fluorescent lamps and tubes, and rechargeable batteries, etc. which will be delivered to downstream recyclers for proper processing.

33. Upon the commencement of service of 10 new Recycling Stores in early 2022, the service coverage of the GREEN@COMMUNITY for single-block buildings (including three-nil buildings) has been increased to 80%. In the first three quarters of 2022, the GREEN@COMMUNITY attracted about 3.8 million visitors to participate in clean recycling, collected around 14 500 tonnes of recyclables, and organised about 1 600 environmental education activities. The quantity of recyclables collected by Recycling Stores had been increased by more than four times of that collected by the last generation Community Recycling Centres.

34. The construction of a new Recycling Station, namely GREEN@WONG TAI SIN, commenced in September 2022 and is expected to be completed in the second quarter of 2024. In addition, a potential site at Ap Lei Chau for development of a new Recycling Station, namely GREEN@SOUTHERN, has been identified under the “Invigorating Island South” initiative. Relevant planning study is underway.

### Green Outreach

35. To strengthen on-site recycling support, EPD has set up a Green Outreach to reach out to the community with outreaching services provided in all the 18 districts of Hong Kong. Through on-site guidance and hands-on demonstrations, the Green Outreach educates the public on the importance of

waste reduction at source on a long-term and regular basis, facilitates members of the public to practice source separation of waste and clean recycling, and disseminate the latest information on waste management to the community. The Green Outreach also identifies proper outlets for recyclables, formulates collaboration plans on community recycling support for individual districts and coordinates the implementation of the one-stop reliable recycling service GREEN COLLECT. By November 2022, the Green Outreach has conducted about 131 000 visits and established connections with over 4 000 property management offices and residents' organisations, and organised over 2 700 publicity and promotion activities which attracted about 211 000 participants.

36. The Green Outreach actively assisted the EPD to organise a large-scale promotion campaign GREEN@COMMUNITY Recycling Month from 26 November to 31 December 2022 as one of the events organised under the 25th Anniversary of the Establishment of the Hong Kong Special Administrative Region. The campaign encouraged community-wide participation in waste reduction at source and resources separation and recycling, and fostered green living culture in the community through providing six times GREEN\$ points under the GREEN\$ Electronic Participation Incentive Scheme (ePIS), organizing 11 RECYCLING FEST at Recycling Stations, conducting about RECYCLING DAY at around 60 housing estates, as well as a series of online and offline promotion activities. Among these activities, the RECYCLING FEST and RECYCLING DAY have attracted about 35 000 participants and collected over 32 tonnes of recyclables.

## **NEW WASTE REDUCTION AND RECYCLING INITIATIVES**

### **Stepping up the Regulation of Disposable Plastic Tableware and Other Plastic Products**

37. As stated in the Chief Executive's 2022 Policy Address, a bill for the regulation of disposable plastic tableware and other plastic products will be introduced into the LegCo in early 2023. We are preparing the relevant bill and are planning to introduce the bill into the LegCo in March 2023 for scrutiny. To expedite the move towards "plastic-free", and at the same time allow time for the society to get prepared, we propose to implement the first phase of the regulation six months after the passage of the bill by the LegCo (i.e. Q4 2023 at the earliest). The LegCo Panel on Environmental Affairs discussed the proposals at its meeting on 24 October 2022, and members expressed their support.

## Regulating the Proper Collection and Handling of Recyclables in Residential Buildings

38. To ensure that sufficient recycling facilities are set up in residential buildings and the recyclables collected are properly handled so as to strengthen the public's confidence towards the recycling system, it is proposed in the Chief Executive's 2022 Policy Address that the Government will explore requiring by legislation the property management companies and owners' organisations of major housing estates and single-block buildings with relatively large number of flats to separately collect common types of recyclable and pass them to downstream recyclers for proper processing, with effect from 2024 or earlier. We are now considering the legislative framework and operational details that are in line with the actual situation of Hong Kong (including the types of residential buildings to be covered by the law and the respective household thresholds, as well as the types of recyclables, etc.), and consulting stakeholders. We will report to the LegCo Panel on Environmental Affairs on the progress in due course.

## Expansion of CRN in PRH Estates

39. Over 2 million people are residing in PRHs. To strengthen the community recycling support to PRH residents and complement the forthcoming implementation of MSW charging, the EPD plans to develop "Mini-Recycling Stores" networks in PRHs to facilitate the PRHs and nearby residents to participate in clean recycling and enhance the cost effectiveness of the recycling networks. The service of each network will cover several PRHs, in which smart recycling bins will be installed to facilitate the residents to practice recycling and earn GREEN\$. Initially, a pilot trial of this new operation mode will be launched in Kwai Tsing District which has a large number of PRHs that are close to single-block buildings, MTR Stations or public transport interchanges. The EPD considers extending the scheme to around 50 PRHs within two years and has identified initially 10 target PRHs. The EPD is working closely with the Housing Department to take forward the relevant scheme.

## One-stop Reliable Recycling Service GREEN COLLECT

40. Tying-in the progressive expansion of the coverage of the Plastic Recycling Pilot Scheme from three districts to nine districts<sup>8</sup> since March 2022, the EPD has further enhanced recycling support to those housing estates

---

<sup>8</sup> The nine districts covered by Plastic Recycling Pilot Scheme are Eastern District, Kwun Tong, Sha Tin, Central and Western District, Sham Shui Po, Tsuen Wan, Sai Kung, Tai Po and Tuen Mun.

which have participated in the Programme on Source Separation of Domestic Waste in the districts by rolling out a new one-stop reliable recycling service called “GREEN COLLECT” in mid July 2022. Under GREEN COLLECT, the GREEN@COMMUNITY’s operators and EPD’s other recycling service contractors would collect recyclables with low market value, including plastics, glass bottles, rechargeable batteries, fluorescent lamps and tubes, small electrical appliances and regulated electrical equipment, from the participating estates to ensure the recyclables collected would be properly treated and recycled. This initiative could help boost the public’s confidence in practising clean recycling. At present, over 90% major<sup>9</sup> private housing estates and all PRH estates in the nine districts have been using the GREEN COLLECT service. Together with other participating estates, more than 3.1 million people accounting for 70% of the total population in the districts have been served by the GREEN COLLECT service. The EPD will review the effectiveness of the service and the experience gained for considering the further expansion of the service to other districts in future.

#### Stepping up Food Waste Collection at PRH Estates

41. The EPD, in collaboration with the Housing Department and the Hong Kong Housing Society, launched an 18-month food waste collection trial scheme in PRH estates in October 2022. The trial scheme uses smart recycling bins equipped with overflow prevention and odour abatement devices to collect food waste, so as to maintain environmental hygiene. GREEN\$ points are provided to encourage the participation of residents in food waste recycling. The first phase of the trial scheme covers 34 blocks of five PRH estates. The scheme will be extended to 100 blocks of PRH estates, covering about 150 000 residents, in 2023-24. As of December 2022, a total of about 120 tonnes of food waste has been collected under the scheme.

### **ADVICE SOUGHT**

42. Members are invited to take note of the progress of the preparatory work for the implementation of MSW charging and various waste reduction and recycling initiatives and offer views.

**Environment and Ecology Bureau**  
**Environmental Protection Department**  
**January 2023**

---

<sup>9</sup> Refers to Housing estates not less than 1000 residential units.