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Foreword

Sustainable development is not merely a vision, but a mission and lifestyle that everyone can live out. With the passage of the relevant bill on Municipal Solid Waste Charging by the Legislative Council in August 2021, Hong Kong's waste management has entered a new era. With the public starting to embrace a greener lifestyle, the society is calling for more aggressive moves in waste reduction and resource circulation.

The impact of plastic wastes on the environment cannot be underestimated. Earlier this year the Government has conducted public consultations on the Producer Responsibility Scheme on plastic beverage containers and the Scheme on Regulation of Disposable Plastic Tableware, covering two major types of plastic products disposed of in the landfills. Now, we need to turn to the remaining and a very challenging type – single-use plastics.

Many single-use plastics, such as plastic shopping bags, are provided to consumers at low, or no cost, when they purchase. The COVID-19 pandemic has further increased society's consumption of single-use plastics, for example, packaging used in online shopping, which has become hugely popular. There are now increasing concerns about over-packaging and the plastic waste thus generated. Single-use plastics now appear in every part of our daily lives, as they are easily accessible and convenient to use. However, they also pose a heavy burden to our landfills and the natural environment. In many instances, these products are not strictly necessary, or can be replaced by sustainable alternatives that conserve our natural resources and cause less impact on our environment.

Medical practitioners like myself have taken the Hippocratic Oath — "primum non nocere" or "first, do no harm". However, "do no harm" might not be sufficient for us to tackle the plastic pandemic. In face of any disease, doctors will never give up looking for a cure. The plastic pandemic can only be effectively dealt with if the Government and the whole society join hands to come up with solutions and take swift actions. This public engagement conducted by the Council for Sustainable Development is the finale of a Trilogy on reducing major types of waste plastics. It seeks the public's views on which single-use plastic items to tackle, the approach of managing them and the timeline, with the ultimate goal of mapping out Hong Kong's plan on plastic management. On this, I look forward to hearing from all of you.

Dr the Hon LAM Ching-choi SBS, JP Chairman, Council for Sustainable Development





Chapter 1. What are single-use plastics?



Plastics are light, durable and inexpensive. They are commonly used in our daily lives. However, their massive production and consumption will cause pollution, as they can persist in the environment for hundreds of years, affecting our ecosystems, endangering animal lives and also threatening human health.



Plastics are mainly derived from fossil fuels. The process of extracting and transporting these fuels, and the subsequent refining and manufacturing of plastics, generate greenhouse gases that aggravates climate change. Accommodating more plastics in the landfills would shorten their life span and increase methane emission. To achieve sustainable development, we need to avoid excessive use of plastics.

Why do we have to deal with single-use plastics?

Single-use plastics are particularly harmful to the environment because they are usually made from low-value and hard-to-recycle plastics and are small in size, which make them difficult to be separated, sorted and cleaned for recycling. Also, these products are meant to be used only once or for a limited number of times and are usually disposed of right after use. Thus, the control of single-use plastics has become a key environmental issue globally and many places have put forward plans to tackle it.



Besides, the COVID-19 pandemic has exacerbated the demand for single-use plastic items, for example, personal protective equipment, face masks, gloves, and bottled hand sanitizers. The pandemic has also popularised single-use food packaging, takeaway, delivery services and online shopping, which increase the society's reliance on single-use plastics.



A. Definition and Examples of Single-Use Plastics

Different places have slightly different definitions on single-use plastics. In general, single-use plastic products are designed to be used only once or for a limited number of times before disposal. The definitions of such plastics in other international bodies/places are presented below:

European Union (EU)



Single-use plastic product means a product that is made wholly or partly from plastic and that is not conceived, designed or placed on the market to accomplish, within its life span, multiple trips or rotations by being returned to a producer for refill or reused for the same purpose for which it was conceived.

South Australia

Plastic means a material made from, or comprising, organic polymers, whether plant extracts or of fossil fuel origin;

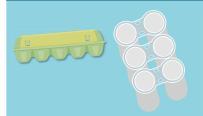
Plastic product means a product comprised, in whole or in part, of plastic;

Single-use, in relation to a product, means a product designed or intended to be used once or for a limited number of times before being disposed of.



Single-use plastic items have already dominated almost every aspect of our lives and can be found in numerous products. Some commonly found single-use plastic products around us are:

Local product packaging



- box for containing fruit / eggs
- non-beverage container
- pre-packaging for vegetables
- multi-pack ring (i.e. those for binding several canned beverage)

Local retail packaging



- foam tray and platter for fresh fruit, meat, fish or poultry
- wrapping for binding several onsale products

Local packaging for logistics and online shopping





- plastic wrap
- bubble wrap
- packing peanuts
- plastic tape
- plastic rope



Shopping Bag



shopping bag (including flat-top bag)

Festival and celebration products



- inflatable cheer stick
- glow stick
- single-use tableware sold at retail outlets (e.g. cutlery, stirrer, straw, plate)
- balloon and balloon sticks
- banner
- gift wrapping
- event / festival decoration

Toiletries distributed by hotels



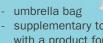
- toothbrush
- toothpaste
- shower cap
- comb
- showering product in small bottle

Health and protective equipment



- syringe
- personal protective equipment (PPE)
- face mask
- other medical items like surgical product, medical disinfection product

Others



- supplementary tool sold together with a product for its usage or consumption, such as plastic straw attached to a paper beverage carton
- other toiletries like plastic stemmed cotton buds
- miscellaneous items such as signage for meetings, conventions and exhibitions

Items that will soon be covered by new measures of the Government



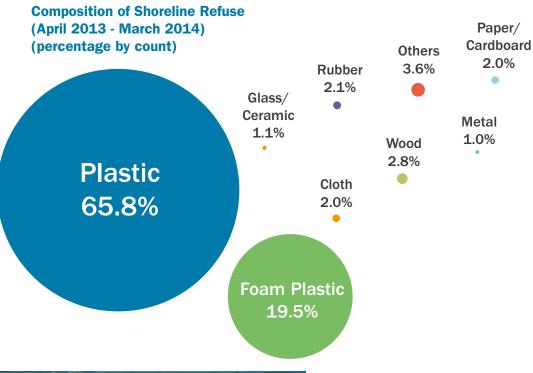
- beverage container
- disposable plastic tableware provided at catering premises
- foam tableware sold to local end-consumers



B. Why do we have to deal with single-use plastics?

Single-use plastics can be environmentally problematic. Plastic wastes whether on land, in ocean, or in a river can persist in the environment for centuries. The unique properties of plastics such as durability, resistance to corrosion and water make plastics nearly impossible to completely degrade in nature.

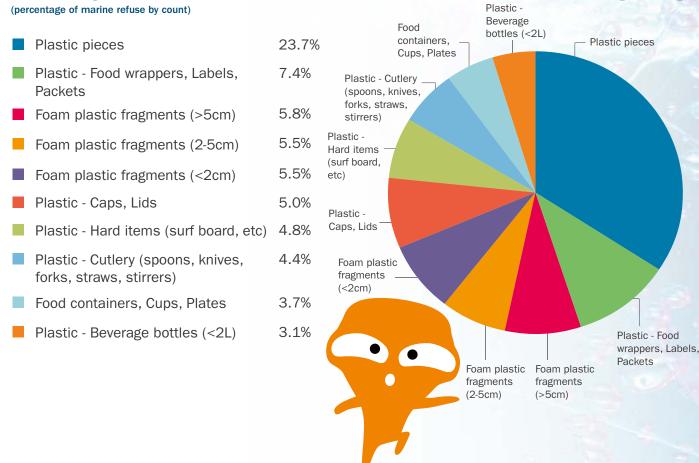
Between 2013 and 2014, over 70% of marine refuse were plastic and foam plastic items. Also, the top ten types of marine refuse in Hong Kong include plastic and foam plastic fragments of different sizes, single-use plastic tableware such as food containers, and beverage bottles¹.



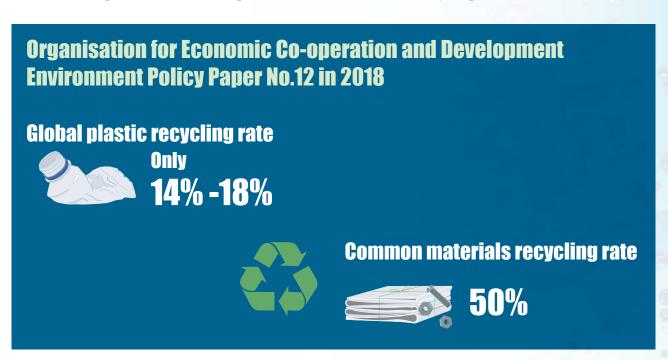


¹ Investigation on the Sources and Fates of Marine Refuse in Hong Kong" (the Study) published in 2015 by the Environmental Protection Department.

Top 10 types of marine refuse found at coastal area in Hong Kong



According to "Monitoring of Solid Waste in Hong Kong - Waste Statistics for 2019"², some products such as metal (including aluminium cans) are well recycled in Hong Kong but it is totally a different situation for plastics. Many plastic waste items, including single-use plastic consumables like food packaging, bottles, straws, and bags, end up in landfills because they cannot be recycled due to contamination, blended materials or additives. Therefore, the recycling industry has to spend huge effort in sorting, which results in high operation cost for plastic recycling.

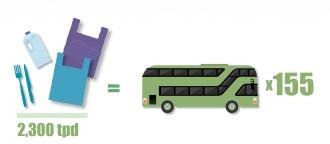




Chapter 2. Where are we now?

It is estimated that around 320 million tonnes of plastics are produced all over the world every year³. A majority of plastic waste is disposed of in the landfill or littered in our environment, including an estimated amount of 100 million tonnes of plastics entering the ocean every year.

In Hong Kong, plastic wastes disposed of at landfills increased by 36% from 2009 to 2019 whilst the population grew by only 7.7% over the same period. According to "Monitoring of Solid Waste in Hong Kong - Waste Statistics 2019"⁴, 11,057 tonnes per day (tpd) of overall municipal solid waste (MSW) were disposed of at landfills in 2019, in which about 21%, i.e. around 2,300 tpd, were plastics, which is equivalent to the weight of around 155 double-decker buses.





Among all plastic wastes, plastic bags (including plastic shopping bags and other bags) constitute 33%, plastic diningwares (including Polyfoam-dining wares) 9%, and plastic beverage containers 5%.

There are currently three strategic landfills in Hong Kong, namely, West New Territories (WENT) Landfill, South East New Territories (SENT) Landfill* and North East New Territories (NENT) Landfill. These three landfills cover a total of over 300 hectares of land. which is equivalent to the size of 15 Victoria Parks; however, existing capacities of our landfills would be exhausted progressively. Bearing in mind that land resources are scarce and extremely valuable in Hong Kong, and that a series of follow-up procedures on the monitoring and maintenance is required as complementary measures, landfilling involves a high social cost. For example, it involves an annual operating cost of \$570 million for handling MSW, including waste plastics, disposed of at landfills, not including the land costs of sites currently designated for landfilling. We need to reduce our reliance on single-use plastics with a view to building a better environment and developing a sustainable lifestyle for our next generation.





^{*} Since 6 January 2016, the SENT Landfill can only receive and dispose of construction waste

³ Factsheet "Plastic Waste Partnership" (2019). Retrieved from Basel Convention, Web site:

 $http://www.basel.int/Implementation/Plasticwaste/Guidance/tabid/8333/Default.aspx.\ Accessed on 3\ November 2020.$

⁴ https://www.wastereduction.gov.hk/sites/default/files/msw2019.pdf



For plastic reduction, the Government has been promoting "plastic-free" culture in Hong Kong. It is now the time to consider the approach for managing other single-use plastics. Past initiatives on the management of single-use plastics by the Government are listed below:



As announced in the "Waste Blueprint for Hong Kong 2035", on top of the above initiatives, the Government will also explore the need to handle other single-use plastics.

The Government has also set up various funding support to the industry to encourage the reduction and recycling of plastics (e.g. Recycling Fund, Green Tech Fund, etc.). Recycling Fund provides funding support to the recycling trade and the Green Tech Fund to research and development as well as application of decarbonisation and green technologies.



Chapter 3. What should we do?

Plastic waste constitutes **21**% **of total MSW** disposal in Hong Kong. We need to reduce our reliance on single-use plastics. To alleviate plastic pollution, action should be taken in line with the Waste Hierarchy below, where waste prevention should be the most preferred option and disposal being the least.



PREVENTION

- Cease the use of non-essential and hard-to-recycle products
- Replace plastics by reusable alternatives





 Despite the material limitation of single-use plastics, to reuse an item as far as possible





RECYCLE and RECOVERY

- Clean recycling, separate recyclables by category and take recyclables to proper recycling points
- Buy/use items that can be easily separated and recycled, and select products with recycled content







Proper Disposal

 Proper disposal to avoid littering in the natural environment e.g. take your litter home at hiking





Objectives of this public engagement

There are many types of single-use plastic products widely in use in our daily lives. We need to control the use of these products as appropriate. However, some products cannot be phased out, at least in the near future, due to human health and well-being issues (e.g. medical syringe, PPE items) in particular when the whole world is combating the COVID-19 pandemic, or there is no reasonable alternative. For this reason, this PE focuses on "non-essential" and "hard-to-recycle" single-use plastics. In considering whether a product is essential, its functional purpose and how the public perceives its importance should be taken into

The Government has just completed Public Consultations on PRS on Plastic Beverage Containers and the Scheme on Regulation of Disposable Plastic Tableware. Also, it is generally accepted by the community that single-use plastic in health and protective equipment is important and essential. Hence, these items will not be the main focus of the present public engagement.



This exercise aims to provide every member of the community with information on the subject of plastics and explore relevant issues with a view to identifying ways to move away from non-essential and hard-to-recycle single-use plastic items, which include:

- 1. Which single-use plastic products to tackle, the approach of managing them and the timeline, e.g.:
 - Views on the management priority;
 - Views on the approach on management,
 e.g. voluntary measures, regulation, etc.



- 2. Explore ways to go green from consumer angle with a view to revolutionising the market, e.g.:
 - Views on degree of public acceptance (e.g. willingness to bear additional cost for reducing the use of single-use plastics, acceptable range of additional cost, etc.);
 - Views on choosing which "greener" products (e.g. re-use potential, green packaging, the brand's "corporate environmental responsibility", etc.)

During the PE process, we will arrange extensive discussion with different sectors as well as the public to understand the suitable approach for moving towards a "plastic-free" society. The views collected will allow the Government to design suitable tools for controlling single-use plastic products.



Chapter 4. Waste prevention – How?

"Use Less, Waste Less"

A. What to control?

To tackle the problem of single-use plastics in a more effective way, we need to analyse the characteristics of different products from the following aspects:

- · Is it causing adverse environmental impact?
- Is it difficult to recycle?
- Are there reasons to control it at a later stage?



In most cases, single-use plastic is not the only choice we have. We can replace single-use plastic products with reusable products serving similar functions or find some acceptable alternatives made of more environmental-friendly materials.



B. How to control?



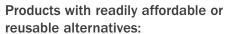
(1) Total ban or restriction

(2) Other measures(regulatory / voluntary)

To ban or restrict the use / the sale of certain single-use plastic products, which may include:

Non-essential products:

- Festivals and celebration products (e.g. decorations, glow stick, inflatable cheer stick, cutlery, stirrer, straw, plate)
- Toiletries distributed by hotels (e.g. toothbrush, toothpaste, showering product in small bottle)
- Certain packaging (e.g. excessive gift wrapping)



- Umbrella bag vs umbrella dryer or reusable umbrella bag
- Plastic stemmed cotton bud vs reusable cotton bud



- · Producer responsibility scheme
- Limit the use of virgin plastic as raw material of certain product



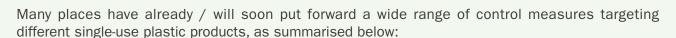
- Voluntary scheme and campaigns (e.g. improvement of product design)
- Enhancement of recycling (e.g. proper source separation and clean recycling)
- Promoting the use of alternatives (e.g. refillable pump bottles, cotton shopping bags)
- Trade charter scheme (e.g. avoid excessive packaging)
- Public education and publicity activities (e.g promulgation of practical guides)











					Approac	h taken by	other plac	es		
			Regulatory						Voluntary	
Places	Product	Ban	Charging / tax	PRS	Improve raw material	Improve product design	Enhance recycling	Promote alternatives	Trade charter scheme	Publicity on "Reduction"
Mainland China	Plastic stemmed cotton buds	✓						✓		✓
Macao	Plastic shopping bag		✓					/		✓
Taiwan	Online shopping- related delivery packaging				[Adopt non-PVC box/ wrapping/ plastic tape]		[Set up packaging take- back points]	✓	✓	V
Canada	Plastic products	[at consultation stage]		[at consultation stage]	[Goal: 50% recycled content for all plastic products]	✓	✓	✓		✓
UK	Plastic packaging		✓	✓	[Tax exemption for packaging with over 30% recycled content]	✓		✓		✓



- Star-grade hotels/ guest houses and other entities alike cannot proactively provide single-use plastic items (which include toothbrush, comb, bath sponge, shaving kit, nail file and shoe brush)* by end of 2022, while all the hotels / guest houses/ homestay lodgings nationwide cannot proactively provide single-use plastic items by the end of 2025.
- Starting from March 2021, the packaging of mail and express mail shall comply with a set of green standards, for instance, to use easy-to-recycle and/or reusable packaging as far as possible, to optimise the design of express packaging and to reduce the use of filling materials.

Mainland China

*The six types of single-use plastic items may vary among different cities in Mainland China.

A specific e-commerce packaging reduction label will be awarded to E-commerce platforms that achieved the requirements listed in the guideline of reducing packaging materials for online shopping, e.g. the weight of packaging material $\leq 10\%$ of the whole package by end of 2019. In addition, incentive will be provided to encourage customers to recycle the package material, so as to increase the utilization rate of reusable package to 10% before the end of 2027⁵.





In the long run, should similar control measures be imposed on local logistic and online shopping packaging in Hong Kong?

Taiwan

- To ban plastic umbrella bag in government buildings that have umbrella dryers or water absorbing carpets by 2020. The regulation will be extended to large enterprises and stores from 2022⁶.
- From 2022, single-use personal care products (e.g. shaving kit, shampoo, conditioner, toothbrush) will be banned at entities of the lodging business with over 50 rooms. The arrangement will be extended to the entire lodging business by 2024.



South Korea



Launched The UK Plastics Pact, a voluntary programme aiming to eliminate problematic plastics, which brings together businesses from across the entire plastics value chain with UK government and NGOs. Pact members will work together to achieve four targets till 2025:

- i) eliminate single-use packaging through redesign, innovation or alternative (reuse) delivery model;
- ii) adopt 100% reusable, recyclable or compostable plastic packaging;
- iii) have 70% plastics packaging effectively recycled or composted; and
- iv) include 30% average recycled content across all plastic packaging⁷.

UK

 $^{^{5}\} https://hwms.epa.gov.tw/dispPageBox/getFile/Get.aspx?FileLocation=PJ-EPATW\%5cFiles\%5c\&FileName=2148$

http://me.go.kr/home/web/board/read.do?pagerOffset=140&maxPageItems=10&maxIndexPages=10&searchKey=title&searchValue=&menuId=286&org Cd=&condition.fromDate=2019-11-01&condition.toDate=2019-12-31&boardId=1096240&boardMasterId=1&boardCategoryId=&decorator

⁷ https://wrap.org.uk/taking-action/plastic-packaging/the-uk-plastics-pact.pdf

What is your view?

We have to decide which single-use plastic products to be controlled, as well as the approach and timeline for management.

Question (1): How concerned are you about each of the following issues with single-use plastics?

- Single-use plastics are littered in the natural environment, which causes pollution and harm to wildlife
- Use of single-use plastics increases carbon footprint and poses climate change
- Single-use plastics are difficult to recycle and take up valuable landfill space
- The society's over-reliance on single-use plastics promotes a wasteful culture

Question (2): What types of product should be put under control? For those that should be controlled, should actions be taken in short-term (within 3 years) or mediumterm (3 - 5 years)? What should be the approach for controlling them?

Local product packaging



- box for containing fruit / eggs
- non-beverage container
- pre-packaging for vegetables
- multi-pack ring (i.e. those for binding several canned beverage)

Shopping Bag



Please see next page on possible enhancement of the Plastic Shopping Bag Charging Scheme currently in place.

Local retail packaging



- foam tray and platter for fresh fruit, meat, fish or poultry
- wrapping for binding several onsale products

Festival and celebration products







- inflatable cheer stick
- glow stick
- single-use tableware sold at retail outlets (e.g. cutlery, stirrer, straw, plate)
- balloon and balloon sticks
- banner
- gift wrapping
- event / festival decoration

Local packaging for logistics and online shopping





- plastic wrap
- bubble wrap
- packing peanuts
- plastic tape
- plastic rope

Toiletries distributed by hotels





- toothbrush
- toothpaste
- shower cap
- comb
- showering product in small bottle

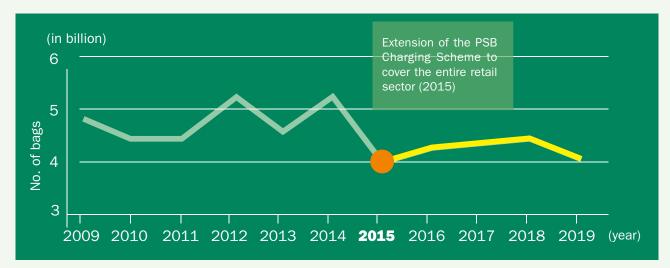
Others •



- umbrella bag
- supplementary tool sold together with a product for its usage or consumption, such as plastic straw attached to a paper beverage carton
- other toiletries like plastic stemmed cotton buds
- miscellaneous items such as signage for meetings, conventions and exhibitions

C. Enhancing existing measure – the Plastic Shopping Bag Charging Scheme

Apart from planning forward on new single-use plastic items, it is equally important to strengthen the existing regulatory measures in place. The Plastic Shopping Bag (PSB) Charging Scheme is the first producer responsibility scheme introduced in Hong Kong, with the first phase implemented from 2009 to 2015, covering some 3,500 registered retail outlets; and the second phase implemented from 2015 onwards covering the entire retail sector. Under the Scheme, save for exemptions, retailers should charge at least 50 cents for each PSB provided to customers. The Scheme has achieved encouraging result. Are there any room for enhancing the Scheme in order to ensure its effectiveness in waste reduction?



Present exemptions















Room for enhancement 1: Tighten the exemptions

Question (3.1): Do you agree that the current exemption for PSB carrying frozen/ chilled foodstuff in airtight packaging can be removed?

Room for enhancement 2: Avoid multiple layer of packaging

Under the current Scheme, PSB carrying foodstuff in "non-airtight packaging" are exempted from PSB charge. However, some items like eggs and packed vegetables are already fully wrapped by packaging.



Question (3.2): Do you agree that foodstuff already fully wrapped by non-airtight packaging should not be provided with free PSB?

Room for enhancement 3: Limit the number of exempted PSBs

At present, there is no limitation on the number of exempted PSBs to be provided.

Question (3.3): Do you agree only ONE PSB should be exempted for carrying foodstuff not fully wrapped by any packaging (e.g. bread sold at bakeries, fruits sold at wet market)?



Room for enhancement 4: Adjust the charging level

The current minimum charge of 50 cents per plastic shopping bag has not been adjusted since the commencement of the first phase of the Scheme introduced in 2009.



Charging level per plastic bag in other locations

Place	Charging level
Hong Kong	Minimum HK\$0.5 (since 2009)
Macao	~HK\$1 (since 2019)
England	~Minimum HK\$1 (since May 2021)
Ireland	~HK\$2 (since 2007)

Question (3.4): What is the minimum charging level that can discourage you from using a PSB (HKD)?

- \$1
- \$1.5
- \$2
- others: ____(please specify)





Chapter 5. Green lifestyle tips

It may be more difficult to phase out certain single-use plastic items due to operational reasons. Moreover, there may not be readily available alternatives for all single-use plastic products. In such cases, when prevention is not feasible, it is important to practise reuse as far as possible, to recycle the single-use plastics item, and to ensure the item is disposed of properly.



A. Reuse

Reuse is to use an item again or in a different way. Reuse helps reduce energy and cost for harvesting new raw materials, and also the quantity of waste disposed of at landfills and generation of greenhouse gases. For example, we can reuse a plastic bottle for refilling personal care and household cleansing products, etc. We may also use alternatives that can be reused to replace single-use plastic products, such as cotton bag / woven bag, thermal mug, reusable umbrella bag, etc. However, simply replacing single-use plastics by other alternatives may not necessarily achieve a "greener result"; it is essential to change our lifestyle as well.



⁸ https://wedocs.unep.org/bitstream/handle/20.500.11822/31932/SUPB.pdf?sequence=1&isAllowed=y

B. Recycle

If we could not reuse a single-use plastic product, the next step is to recycle it. Recycling plastic reduces and may even eliminate the need to extract raw materials, thus reducing the consumption of fossil fuels needed to produce plastics. In order to facilitate and encourage the community to conduct waste reduction and recycling, the Environmental Protection Department (EPD) has established a new community recycling network, known as the GREEN@COMMUNITY, which includes Recycling Stations, Recycling Stores and Recycling Spots covering the whole territory. The new community recycling network also conducts promotions to solicit support from the public to go green and instill a green living culture in the community. It accepts at least eight common types of recyclables, including plastics, glass bottles, regulated electrical equipment, small electrical appliances, fluorescent lamps and tubes, rechargeable batteries, paper and metals. The recyclables collected will be sorted and then delivered to downstream recyclers for subsequent processing.



Members of the public can earn GREEN\$ (greeny coins) when they bring recyclables to any of the 130+ outlets of GREEN@COMMUNITY to redeem gifts, including daily necessities and groceries and products such as bamboo tissue paper.



Recycling Stations

There are 11 Recycling Stations in operation across the territory. Apart from providing services on the collection of recyclables, the Recycling Stations promote resource conservation through education and connect with housing estates and property management companies in the local communities.

Recycling Stores

There are 22 Recycling Stores conveniently located across the territory (ten more will commence operation in late 2021/early 2022) offering members of the public a brand new experience in recycling. Recycling can be done in a clean and tidy way, thereby encouraging members of the public to practise green living.

Recycling Spots

Over 100 Recycling Spots have been set up, particularly at locations near single-block and "three-nil" residential buildings where recycling and waste separation facilities are limited. These Recycling Spots provide regular recycling service at fixed locations on a weekly schedule, with a view to supplementing the coverage of Recycling Stations and Recycling Stores.



For locations of "GREEN @COMMUNITY" facilities, please refer to the website below: https://www.wastereduction.gov.hk/sites/default/files/CRN Locations.pdf

C. Proper disposal

Garbage accumulated on beaches are often flushed into the sea during heavy rain, where marine creatures may be suffocated by mistakenly swallowing plastic waste. We should act now to protect our environment through proper waste disposal!

D. Green shopping habit

The market of single-use plastics is heavily consumer-driven. It is essential to build "green consumer shopping habit" with a view to revolutionising the market. Green consumer shopping habit may include:

- Bring your own bag / bottle/ box
- · Buy products with minimal packaging
- Reuse packaging materials as far as possible, such as plastic bag, plastic box, etc.
- Practice clean recycling





Emergence of green products

With increasing global awareness on environmental protection, there are emerging "green products" in the market, for example, plastic products that claim to contain recycled content, and products with compostable, biodegradable (e.g. polylactic acid (PLA), polyhydroxyalkanoates (PHA), polybutylene succinate (PBS)) or oxo-degradable labels.

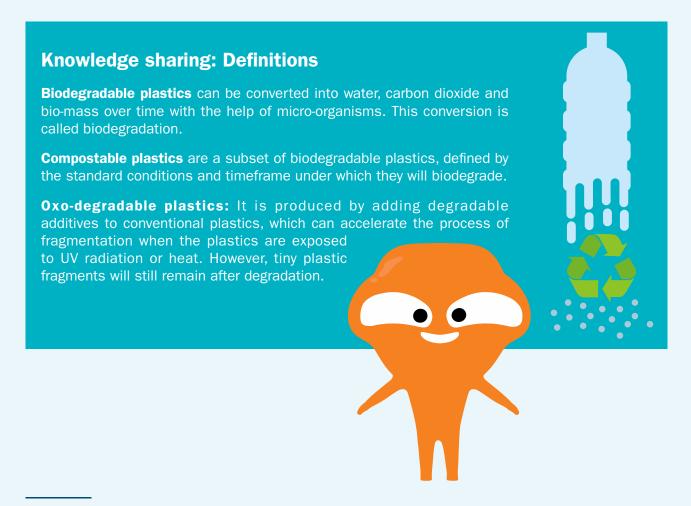


In fact, whether the "degradable" plastics can fully decompose depends of a wide range of factors, which includes the type of additives added in the degradable plastics, the thickness of material, and more importantly whether there are favourable disposal conditions for degradation, etc.

The presence of oxygen, moisture, UV light and high temperature are some of the common examples of favourable conditions that can speed up the time needed for decomposition. However, we may not have these conditions in Hong Kong's landfills or marine environment. In an environment lacking both sunlight and oxygen (e.g. landfills), anaerobic thermal degradation is unlikely to proceed naturally due to the high temperatures required⁹.



From recycling angle, most degradable plastics cannot be recycled alongside traditional plastics, largely due to their differences in chemical composition. If degradable plastics are mixed in a batch of traditional plastic recyclables, it is likely that the quality of the whole batch would be adversely affected.



⁹ https://pubs.acs.org/doi/pdf/10.1021/acssuschemeng.9b06635

International studies have found that oxo-degradable plastic cannot truly biodegrade¹⁰ in the natural environment. It fragments into microplastic flakes under favourable conditions (e.g. UV radiation or heat), which makes it easier to contaminate the natural environment and even the food chain. Different places adopt different approaches in relation to "degradable plastics".

Places	Approach
Mainland China	 Phase out various single-use plastic products by 2020 – 2025 but exclude "degradable" products like plastic bags, straws and packaging Update the definition, classification, labelling and degradation requirements of "degradable plastic"
European Union (EU)	 Required Member States to ban oxo-degradable plastic products by July 2021 Plan to develop a policy framework in 2022 on the use of biodegradable or compostable plastics, based on an assessment of applications where such use can be beneficial to the environment, and the criteria for such applications
Canada	Plan to ban or restrict certain harmful single-use plastics as early as 2021 (e.g. food packaging and service ware made from oxo-degradable plastic)
New Zealand	 Phase out problem plastics and some single-use plastics in three stages, starting by late 2022¹¹, i.e.: Hard-to-recycle food and drink packaging made from PVC and polystyrene and some degradable plastic products (e.g. oxo-degradable) Single-use plastic products, including drink stirrers, cotton buds, produce bags, cutlery, plates, bowls, straws and labels
Australia	Plan to ban products containing oxo-degradable plastic by 1 January 2023
	Oxo-degradable plastic There is a trend to ban oxo-degradable plastic products in other places, as relevant plastic products cannot fully degrade, and may contribute to microplastic pollution. Hong Kong should follow and explore the possibility on this front.

 $^{^{\}rm 10}$ https://www.oneplanetnetwork.org/sites/default/files/unep_ci_2020_can_i_recycle_this.pdf $^{\rm 11}$ https://environment.govt.nz/what-government-is-doing/areas-of-work/waste/plastic-phase-out/

Question (4):

Do you agree that, if more information on the recyclability and percentage of recycled content of a single-use plastic product is provided by the manufacturer, it would be helpful for consumers to make an informed purchase decision?

Question (5):

Do you agree there is a need to develop a platform for sharing information on plastic alternatives among different stakeholders (including businesses, material suppliers and consumers)?



Consumers' calls are often the most effective way to drive market changes. In the battle against plastics, are you willing to "think green" before each purchase?

Question (6): When there are different brands available for the same type of merchandise. Which of the following green considerations would affect your choice?

- Whether the product can be re-used (e.g. reusable metal cutlery vs single-use plastic cutlery for parties, reusable umbrella bags vs disposable umbrella bags)
- Whether "green material" is used (e.g. products and packaging with recycled content)
- The brand's "corporate environmental responsibility" (e.g. the brand offers "take-back" service for the collection and subsequent recycling of their products)
- Whether the product is not over-packaged

Question (7):

One of the reasons that plastics are so commonly used is their comparatively cheap price. Replacing plastics by non-plastic / reusable alternatives may drive up the costs of the products. To reduce the use of single-use plastics, are you willing to pay more? If yes, assuming that a single-use plastic item costs \$10, how much are you willing to pay for the same product made from non-plastic / reusable alternatives?

- less than \$0.5 (i.e. less than 5% of product price)
- \$0.5 1 (i.e. 5 10% of product price)
- \$1.1 1.5 (i.e. 11 15% of product price)
- more than \$1.5 (i.e. more than 15% of product price)

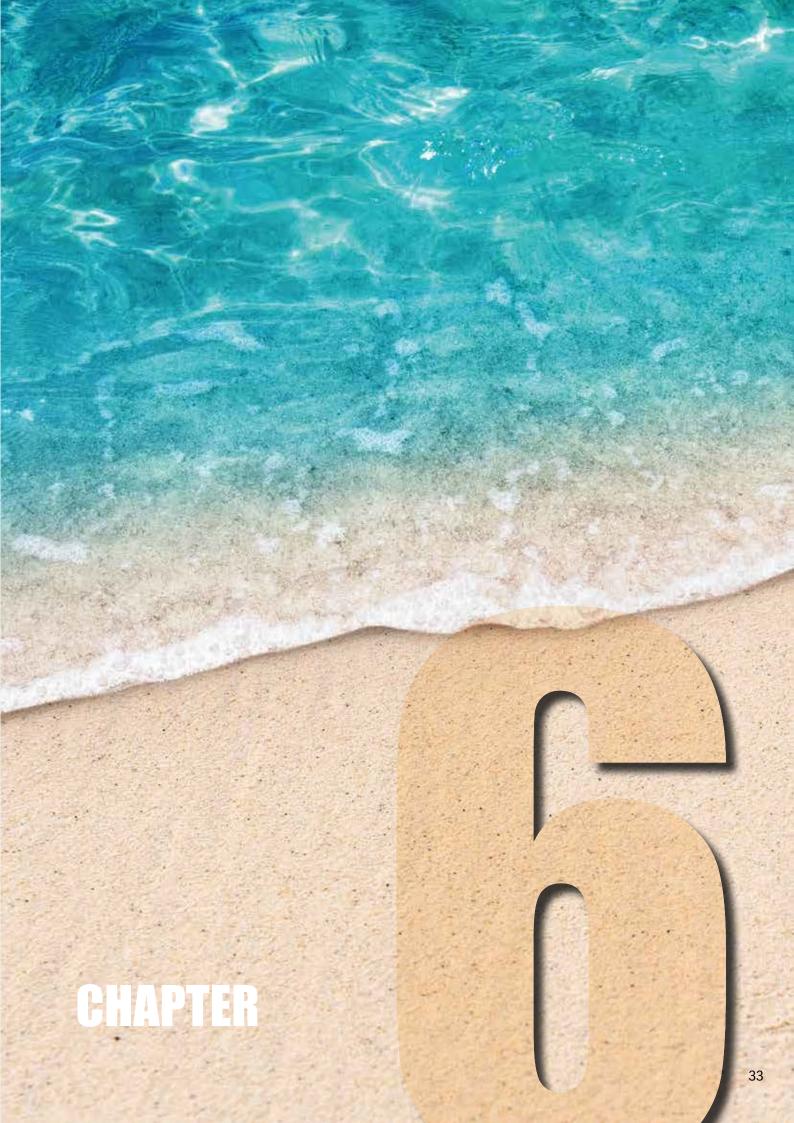
Story box: The "dual use bag" policy of Taipei City - going green in each purchase / waste disposal

Taipei City has implemented "Per Bag Trash Collection Fee Programme" since 2000. To further reduce the use of plastic bags, the "dual use bag" policy was introduced in 2018, mandating that certain retailers (e.g. convenience stores and supermarkets) can only sell small (3L), medium (6L) and large (14L) dual use bags, produced by the authority or manufactured by the retailers pursuant to the specifications stipulated by the authority, to customers that can be used as both shopping bags as well as designated garbage bags¹². The city has successfully reduced the use of about 20 million plastic bags each year since the implementation of dual use bag policy.¹³.

In Hong Kong, the Waste Disposal (Charging for Municipal Solid Waste) (Amendment) Bill 2018 was passed by LegCo in August 2021, and the Government is actively engaged in the preparatory work. The implementation of municipal solid waste (MSW) charging aims to drive behavioral changes to achieve waste reduction. Under the new charging regime, members of the public will be required to use designated garbage bags for waste disposal. To tackle the waste plastic shopping bag problem in the long run, is Taipei City's "dual use bag" policy a useful experience for Hong Kong after the implementation of MSW charging?

¹² https://www.dep.gov.taipei/News_Content.aspx?n=B18D1A1E2787E330&sms=305AECD29BED80F5&s=E4BA2C37F21D7D99

¹³ https://www.dep.gov.taipei/News_Content.aspx?n=CB6D5C560DE4D2DD&sms=72544237BBE4C5F6&s=5D679C57F4A0A232&ccms_cs=1



Summary

This public engagement exercise aims to provide every member of the community with information on the subject of plastics and explore relevant issues with a view to identifying ways to move away from non-essential and hard-to-recycle single-use plastic items.

Plastics are light, durable and inexpensive. They are commonly used in our daily lives. However, they can persist in the environment for hundreds of years which impacts our ecosystems, endangers animal lives and also threatens human health. Single-use plastics are particularly harmful to the environment because they are usually made from low-value and hard-to-recycle plastics, and are small in size, which make them difficult to be separated, sorted and cleaned for recycling. Single-use plastic items have already dominated almost every area of our lives and can be found in numerous products, which includes local product packaging, local retail packaging, local packaging for logistics and online shopping, festival and celebration products, toiletries distributed by hotels, shopping bag, health and protective equipment and other single-use plastic items such as umbrella bag, etc.

In Hong Kong, 11,057 tonnes per day (tpd) of overall municipal solid waste (MSW) were disposed of at landfills in 2019, in which about 21% of MSW, i.e. around 2,300 tpd, were plastics, which is equivalent to the weight of around 155 double decker buses.

To tackle the problem of single-use plastics, we should decide on which product to control as well as how to control. In most cases, single-use plastic is not the only choice we have. We can replace single-use plastic products with reusable products serving similar functions or find some acceptable alternatives made of more environmental-friendly materials. Apart from planning forward on which new types of single-use plastic items to be controlled, it is equally important to strengthen the existing regulatory measures in place such as the Plastic Shopping Bag Charging Scheme. However, it may be more difficult to phase out certain single-use plastic items due to operational reasons, and there may not be readily available alternatives for all single-use plastic products. In such cases, when prevention is not feasible, it is important to practise reuse as far as possible, to recycle the single-use plastics item, and to ensure the item is disposed of properly.

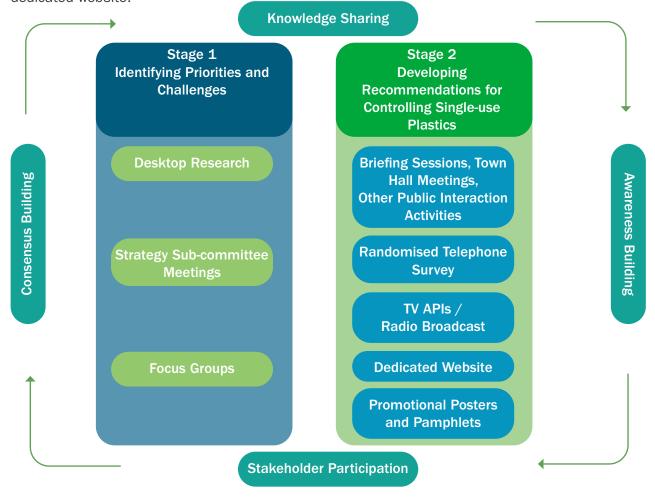


Annex I – The Public Engagement Process

The public engagement (PE) adopts a bottom-up and stakeholder oriented approach based upon a two-stage framework: Stage 1 - Identifying Priorities and Challenges; and Stage 2 - Developing Recommendations for Controlling Single-use Plastics.

In Stage 1, the Council for Sustainable Development (SDC) appointed experts with relevant knowledge as co-opt members of its Strategy Sub-committee (SSC) to provide advice on a more definitive scope of the PE. Towards this end, the SSC organised three Focus Group Meetings (FGMs) in July 2021 to collect views from various stakeholders including retail and wholesale, delivery, logistic and e-commerce sectors; food outlets and pre-packaged food sector; medical and health; chambers of commerce; recycling trade and suppliers for alternative materials; professional organisations; academics; green groups; and non-governmental organisations (NGOs). The stakeholders were invited to give their initial views on the overall direction of the PE, with a view to outlining key issues for public discussion and suggesting ways to encourage public participation.

Based on the views collected from the FGMs and advice of SSC, the SDC has compiled this PE document to further engage the public and stakeholders in Stage 2. In this stage, the SDC, with the support of the Hong Kong Productivity Council, will introduce this PE document to the wider community and organise a number of briefing sessions, town hall meetings and other public interaction activities to gauge the views of the community in formulating Hong Kong's strategy on control of single-use plastics. In addition, a randomised telephone survey will be conducted to understand the general public's views on their basic understanding on the issue and their willingness to contribute in reducing single-use plastics. In order to reach out to the wider public, the public interaction activities will be promoted through the networks and connections of the Supporting Organisations of this PE. At the same time, the SDC will publicise the PE through TV Announcements in the Public Interest (APIs), radio broadcast, promotional posters, pamphlets and dedicated website.



Annex II - List Of Organisations Supporting This Public Engagement Exercise

Business Organisations

Business Environment Council

Dutch Chamber of Commerce in Hong Kong

Federation of Hong Kong Industries

Federation of Hong Kong Kowloon New Territories Hawker Associations

G.R.E.E.N. Hospitality

HK Recycling Chamber of Commerce

Hong Kong Association of Freight Forwarding and Logistics Ltd

Hong Kong China Chamber of Commerce

Hong Kong Convention and Exhibition Centre (Management) Limited

Hong Kong Cyberport

Hong Kong Economic and Trade Association

Hong Kong Exhibition & Convention Industry Association

Hong Kong General Association of Re-cycling Business

Hong Kong General Chamber of Pharmacy Ltd

Hong Kong Hotels Association

Hong Kong Professionals and Senior Executives Association

Hong Kong Recycle and Development Association

Hong Kong Recycled Materials & Re-production Business General Association Ltd.

Hong Kong Retail Management Association

Hong Kong Retail Technology Industry Association

Hong Kong Scrap Plastic Association

Hong Kong Small and Medium Enterprises Association

Hong Kong Waste Association

New Territories General Chamber of Commerce

New Zealand Chamber of Commerce in Hong Kong

Swedish Chamber of Commerce in Hong Kong

The Canadian Chamber of Commerce in Hong Kong

The Chinese General Chamber of Commerce

The Chinese Manufacturers' Association of Hong Kong

The Federation of Environmental And Hygienic Services

The Federation of Hong Kong Hotel Owners

The Hong Kong Chinese Enterprises Association

The Hong Kong Chinese Importers' & Exporters' Association

The Hong Kong Food Council

The Hong Kong Food, Drink & Grocery Association

The Hong Kong General Chamber of Small and Medium Business

The Hong Kong Research Institute of Textiles and Apparel Ltd

The Pharmaceutical Distributors Association of Hong Kong

Concern Groups

121C Society For Recycling

Bottless

Earthero Project

Eco-Education and Resources Centre

EcoDrive HK

Environmental Association Ltd.

Fong Chung Resources Management Co. Limited

Food For Good

Friends of the Earth (HK)

Green Come True

Green Council

Green Opportunity Limited

Green Power

Green Sense

Hong Kong Green Strategy Alliance

Kadoorie Farm & Botanic Garden

Natural Network

One Bite Social

Plastic Free Seas

The Conservancy Association

The Green Earth

The Jane Goodall Institute Hong Kong

World Green Organisation

World Wide Fund for Nature Hong Kong

Annex II - List Of Organisations Supporting This Public Engagement Exercise

Non-governmental Organisations/ School Sponsoring Bodies

Buddhist Compassion Relief Tzu Chi Foundation Hong Kong

Christian Family Service Centre

East Kowloon District Residents Committee Limited

Fair Trade Hong Kong

Hong Chi Association

Hong Kong Outlying Islands Women's Association Limited

New Life Psychiatric Rehabilitation Association

North District Residents Association Limited

Ocean Park Hong Kong

Po Leung Kuk

Pok Oi Hospital

The Hong Kong Jockey Club

The Lok Sin Tong Benevolent Society, Kowloon

Tseung Kwan O Kai Fong Joint Association

Tung Wah Group of Hospitals

Yan Oi Tong

Professional Organisations

Ecotech Professional Association of Hong Kong

Environmental Management Association of Hong Kong

Hong Kong Aided Primary School Heads Association

Hong Kong Environmental Industry Association

Hong Kong Green Building Council -Hong Kong Green Shop Alliance

Hong Kong Institute of Qualified Environmental Professionals Limited

Hong Kong Organic Resource Centre

Hong Kong Subsidised Secondary Schools Council

Hong Kong Waste Management Association

International Facility Management Association Hong Kong Chapter

Subsidised Primary Schools Council

The Chartered Institution of Water and Environmental Management Hong Kong

The Hong Kong Association of Property Management Companies

The Hong Kong Institute of Architects

The Hong Kong Institution of Engineers (Environmental Division)

The Institute of Purchasing & Supply of Hong Kong

The Pharmaceutical Society of Hong Kong

Public Bodies

Airport Authority Hong Kong

Consumer Council

Hong Kong Housing Society

Hong Kong Productivity Council

The Hong Kong Logistics Development Council

<u>Universities, Tertiary Institutions and Education Sector</u>

Chu Hai College of Higher Education

City University of Hong Kong

Hong Kong Baptist University

Hong Kong Metropolitan University

Lingnan University

The Chinese University of Hong Kong

The Education University of Hong Kong

The Hang Seng University of Hong Kong

The Hong Kong Academy for Performing Arts

The Hong Kong University of Science and Technology

Youth Groups

Chinese Young Men's Christian Association of Hong Kong

Ecobus

Hong Kong Young Women's Christian Association

Scout Association of Hong Kong

The Boys' Brigade, Hong Kong

The Hong Kong Federation of Youth Groups

The Hong Kong Girl Guides Association

V'air Hong Kong

Food and Beverage Sector

Association of Restaurant Managers

Chamber of Food & Beverage Industry of Hong Kong

Hong Kong Federation of Restaurants & Related Trades

The Association for Hong Kong Catering Services Management Ltd.

Which of the following capacity are you using to respond to this views collection form?

☐ Professional Bodies / Institutions	☐ Public Organisations	☐ Green Groups
☐ Industry Associations	☐ Companies	☐ Others
Name of Organisations / Companies: _		
☐ Individuals		
Email Address:		

Question (1): How concerned are you about each of the following issues with single-use plastics?

Answer:

Issues	(1	Don't know				
	1	2	3	4	5	KIIOW
Single-use plastics are littered in the natural environment, which causes pollution and harm to wildlife						
Use of single-use plastics increases carbon footprint and poses climate change hazard.						
Single-use plastics are difficult to recycle and take up valuable landfill space.						
The society's over-reliance on single-use plastics promotes a wasteful culture.						

Question (2): What types of product should be put under control? For those that should be controlled, should actions be taken in short-term (within 3 years) or medium-term (3 – 5 years)? What should be the approach for controlling them?

[Remark to readers: for more examples on single-use plastic product, please refer to p.7 of this public engagement document]

Answer:

	Need to control						
Single-use plastic product		medium-term Please √)	(Please _v	No need to control			
	Short-term	Medium-term	Total ban	Regulatory measure	Voluntary measure	CONTROL	
Local product packaging e.g. box for containing fruit / eggs							
Local retail packaging e.g. foam tray and platter for fresh fruit, meat, fish or poultry							
Local packaging for logistics and online shopping, e.g. plastic wrap and bubble wrap							
Festival and celebration products, e.g. inflatable cheer stick, glow stick, cutlery, stirrer, straw and plate							
Toiletries distributed by hotels, e.g. showering product in small bottle							
Others, including - umbrella bag							
- supplementary tool sold together with a product for its usage / consumption, such as plastic straw attached to a paper beverage carton							
- other toiletries like plastic stemmed cotton buds							
- miscellaneous items such as signage for meetings, conventions and exhibitions							
- others (please specify)							

Question (3):	Enhancir	ng existii	ng measure - the	Plastic Shopping	g Bag Ch	arging Scheme		
(3.1):	-	Do you agree that the current exemption for Plastic Shopping Bag (PSB) carrying frozen/ chilled foodstuff in airtight packaging can be removed?						
Answer:								
□Yes				□No				
(3.2):		_	at foodstuff alrea with free PSB?	ady fully wrapped	l by non-	airtight packaging shou	ld	
Answer:								
☐ Yes				□No				
(3.3):	-	_	•			errying foodstuff not fu its sold at wet market)?	-	
Answer:								
☐ Yes, I agree	ee only <u>ONE</u> PSB is nee		□ No, we shou number of exto be provide	xempted PSB	spec	I consider (please cify the number) mpted PSBs should be rided.		
(3.4):	What is (HKD)?	the min	nimum charging I	level that can d	iscourag	e you from using a PS	В	
Answer:								
□ \$1		□ \$1.	5	□ \$2		others: (please specify)		
Question (4):	content of	a singl		duct is provided	by the r	nd percentage of recycle manufacturer, it would b on?		
Answer:								
□Yes				□No				

Question (5):	Do you agree there is a need to develop a platform for sharing information on plastic alternatives among different stakeholders (including businesses, material suppliers and consumers)?								
Answer:									
☐ Yes			□No						
Question (6):		re are different bi owing green consi				andise. Which			
Answer:									
				d it affect your	1				
Consideratio	ns	Strongly affected	Slightly affected	Not very affecte	Not at all affected	Can't say/ don't know			
Whether the be re-used (e metal cutler) plastic cutler reusable um disposable u	e.g. reusably vs single-ury for partie brella bags	e use s, vs							
Whether "green is used (e.g. packaging with content)	products a								
The brand's environmentaresponsibility brand offers service for thand subsequof their products.	al y" (e.g. the "take-back' ne collection uent recyclir	n							
Whether the over-package	-	not							
Question (7): One of the reasons that plastics are so commonly used is their comparatively cheap price. Replacing plastics by non-plastic / reusable alternatives may drive up the costs of the products. To reduce the use of single-use plastics, are you willing to pay more? If yes, assuming that a single-use plastic item costs \$10, how much are you willing to pay for the same product made from non-plastic / reusable alternatives? Answer:									
☐ less than less than product p	5% of	□ \$0.5 – 1 (i.e. – 10% of prod price)	duct - 3	1 – 1.5 (i.e. 1 L5% of product ce)	(i.e. m	han \$1.5 ore than f product			

Share your views with us

We invite different sectors of society and members of the public to give their views on the implementation of the "Control of Single-use Plastics". This can help us formulate an effective and practicable proposal after considering the views from different perspectives.

For the ease of responding to this public engagement (PE) document and facilitating the subsequent analysis, please visit the dedicated website below for filling in and submitting "Online Views Collection Form" direct. You may also fill in the "Views Collection Form" provided at Annex III and send it to the Council for Sustainable Development (SDC) by email, post or fax.

Deadline and Ways of Submission

Please submit your views and comments on or before 29 December 2021 via the following channels:

Website: www.susdev.org.hk

Email: comments@susdev.org.hk
Post: 21/F, High Block, Queensway

Government Offices,

No. 66 Queensway, Hong Kong

Fax No.: 3150 8168

Website



Please scan

Important Disclaimer

Please note that the SDC would wish, either in discussion with others or in any subsequent report, whether privately or publicly, to be able to refer to and attribute views submitted in response to this PE document. Any request to treat all or part of a response in confidence will be respected, but if no such request is made, it will be assumed that the response and the identity for submitting such response is not intended to be confidential.

The names and comments (except personal data) provided by individuals or groups to the SDC in the course of the public engagement will be disclosed, either wholly or partly, to the public (including disclosure on the relevant websites). If you do not wish such information to be disclosed, please advise us at the time of submission.

Personal Information Collection Statement

- 1. The personal data provided by means of this form will only be used for the above public consultation conducted by the SDC and any directly related purpose.
- 2. You have the right of access and correction with respect to personal data as provided by means of this form. For enquiries or making correction concerning the personal data, please email to comments@susdev.org.hk.

Thank you for your views and support! •

