



33/F, Revenue Tower, 5 Gloucester Road, Wan Chai, Hong Kong  
香港灣仔告士打道 5 號稅務大樓 33 樓

**ACE Paper 12/2025**

***For discussion on 6 October 2025***

**2025 Policy Address  
Policy Measures of Environment and Ecology Bureau:  
Environmental Protection**

**PURPOSE**

This paper sets out the major initiatives in relation to the environmental protection and relevant issues in the 2025 Policy Address and Policy Address Supplement, and reports the progress of waste reduction and recycling measures, level of public participation in reducing municipal solid waste (MSW), and whether MSW charging should be implemented at this stage.

**MAJOR INITIATIVES**

**PROMOTE GREEN CO-OPERATION IN THE BELT AND ROAD INITIATIVE**

2. We have been actively supporting the national initiative to promote green co-operation in the Belt and Road (B&R) initiative to jointly address climate change and environmental challenges.

3. The Environmental Protection Department (EPD) will collaborate with the B&R Initiative International Green Development Coalition to jointly set up a B&R Green Development Co-operation Platform in Hong Kong to connect international environmental cooperation networks and facilitate technology exchanges and transfers of solutions among B&R countries. Additionally, the EPD plans to set up a B&R sustainable green development training centre in 2026 in collaboration with Mainland and international academic institutes as well as local professional bodies, providing training courses for personnel of B&R countries in Hong Kong. We will

also deepen collaboration with relevant research institutes of the Chinese Academy of Sciences, leveraging both parties' resources to offer innovative green technology solutions to the B&R countries, giving full play to Hong Kong's bridging role in the area of international green development.

## **SUPPORT SMALL AND MEDIUM ENTERPRISES**

4. To alleviate the business pressure on small and medium enterprises (SMEs), the Government will reduce sewage charges for non-domestic accounts by 50%, subject to a monthly ceiling of \$5,000 per account, and also reduce the trade effluent surcharges by 50% for one year, benefitting approximately 260 000 non-domestic accounts and about 35 000 businesses mainly in the catering industry. To implement the aforementioned concessions as soon as possible, we will amend the Sewage Services (Sewage Charge) Regulation (Cap. 463A) and Sewage Services (Trade Effluent Surcharge) Regulation (Cap. 463B) via negative vetting by the Legislative Council (LegCo). The concessions are expected to take effect in early 2026 at the earliest.

## **PROMOTE THE DEVELOPMENT OF THE NEW ENERGY INDUSTRY**

### Develop a sustainable aviation fuel (SAF) value chain

5. To meet the country's "dual-carbon" targets, Hong Kong is striving to achieve carbon neutrality before 2050, in which the new energy industry will play a crucial role. Sustainable Aviation Fuel (SAF) is an alternative aviation fuel derived from renewable feedstocks such as used cooking oil, which has the potential to reduce lifecycle carbon emissions by more than 80 % as compared with conventional fossil aviation fuel. The use of SAF supports the fulfilment of international responsibilities and obligations in mitigating climate change, and is currently the most common measure to promote low-carbon transition in the aviation sector. Major airports and airlines around the world therefore have gradually raised their SAF consumption targets. Global SAF production remains insufficient, and its cost is approximately two to four times higher than that of conventional aviation fuel.

6. To expedite the application of green technologies and build an influential value chain of new quality productive force, the Government will work with the Mainland authorities to enable a local enterprise, one of the world's major SAF

suppliers, to develop its business in the Guangdong-Hong Kong-Macao Greater Bay Area (GBA). The scope of business includes upstream collection of raw materials and setting up of production plants for large-scale production. The development will help meet the specific target of SAF consumption ratio for flights departing from the Hong Kong International Airport by 2030, and with a view to promoting development of new energy in the aviation sector.

#### Promote hydrogen development

7. The Strategy of Hydrogen Development in Hong Kong announced last year illustrated the macro-level planning by the Government. Under the Strategy, 28 hydrogen energy trial projects are underway or under preparation. These projects cover, among other things, hydrogen buses, hydrogen street washing vehicles and a public hydrogen filling station in the New Territories. We will formulate hydrogen standard certification, establish public hydrogen filling facilities on Hong Kong Island and in Kowloon, press ahead with more trial projects, and develop the GBA Hydrogen Corridor in collaboration with the Guangdong Province.

8. Hydrogen vehicles share the features of electric vehicles (EVs) such as zero emissions and minimal noise pollution, etc. At the same time, they have higher energy capacity and longer driving range. Yet, the relevant technologies are still under trials or at an early stage of development. Through the data collected from trial projects, the Government will evaluate the performance of hydrogen fuel cell (HFC) heavy vehicles in local applications. To encourage the industry to initiate more trial projects, the Government introduced the Funding Scheme to Trial of HFC Heavy Vehicles under the New Energy Transport Fund in December 2024, subsidising the costs associated with trial projects such as the expense on HFC vehicles, hydrogen fuel and refilling facilities. The Government has been actively reaching out to the trade over the past few months to assist them in understanding the details of the Scheme.

### **DEVELOP HONG KONG INTO A DEMONSTRATION BASE FOR GREEN TECHNOLOGY**

#### Promote the commercialisation of green I&T outcomes

9. The Government will continue to support local development of green technology through the Green Tech Fund and the Innovation and Technology Fund,

transforming R&D projects with application potential into commercially valuable technologies or products and facilitating their production locally. With the assistance of the Environment and Ecology Bureau and EPD, two local companies will set up production lines in Hong Kong to upcycle local waste materials into high-value products, namely core materials for electricity-free cooling products and acoustic metamaterial products, promoting development of Hong Kong's green industry.

#### Battery-swapping EVs and automated battery-swapping stations

10. With the rapid development of EVs and charging technologies, the charging time for EVs will be substantially shortened. Notably, battery-swapping EVs and automated battery-swapping stations are being rolled out in the market, allowing the exchange of depleted batteries for fully charged ones in minutes, thereby reducing the refuelling time for EVs. These technologies are suitable for large fleets where unified chassis design and battery system for EVs could be adopted. Therefore, while developing a fast-charging network, the Government will also support the market in developing battery-swapping EVs and automated battery-swapping stations under suitable scenarios.

#### Enhance Charging Networks for EVs

11. The EV growth rate of Hong Kong ranks among the top globally, with the percentage of electric private cars among newly registered private cars increased from about 20% in 2021 to about 70% as of now. Currently, the number of EVs in Hong Kong has exceeded 130 000, which is approximately nine times the number of around 14 000 in 2019. To accommodate the rapid growth of EVs, the Government is vigorously expanding the EV charging infrastructure across Hong Kong, with a target to increase the total number of parking spaces with charging facilities from about 120 000 at present to about 200 000 by mid-2027, representing an increase of over 66%.

12. In this regard, we launched the \$300 million Fast Charger Incentive Scheme in July this year, subsidising the private sector to install fast chargers (with rated output power of 100 kilowatts or above). It is expected all the 3 000 subsidised fast chargers will be put into service progressively from the coming few months until the end of 2028, providing additional support to meet the charging needs of about 160 000 EVs.

13. The Government is progressively converting some existing petrol filling stations (PFSs) and gas filling stations into fast charging stations (FCSs) over the medium to long term to meet the charging need of different types of vehicles (including commercial EVs). In 2024, two PFS sites in Kowloon East and New Territories East respectively were sold for conversion into FCSs, providing a total of about 28 fast chargers by the end of this year at the earliest. Subject to market response, the Government plans to roll out another six PFS sites for FCSs. Furthermore, the Government is adjusting the land lease terms of existing PFSs to provide incentives for promoting the installation of EV charging facilities and in longer term the transformation into green fuel stations. So far, the Government has approved the installation of a total of over 70 chargers at more than 20 PFSs.

14. We have submitted a paper (CB(1)1394/2025(04)) to the LegCo Panel on Environmental Affairs on the progress in further enhancing the EV charging network, and reported the details to its Members at the meeting on 29 September 2025.

#### Promote market acceleration for carbon reduction in existing buildings

15. The amended Buildings Energy Efficiency Ordinance will be fully implemented on 20 September 2026. Through more frequent and comprehensive energy audit of buildings and public disclosure of energy efficiency data requirements, it will not only help promote energy-saving solutions to building owners, but also facilitate energy-saving and carbon reduction in existing buildings. The Government has also initiated study on building energy efficiency labelling, and will continue discussions with the two power companies to support SMEs in energy-saving improvement projects through the Community Energy Saving Funds.

#### New strategy for developing district cooling systems

16. To enhance the popularisation of the technologies of district cooling systems and promote the development of green technologies, the Government will strive to roll out an enhancement scheme within 2026 to encourage and facilitate the commissioning of small-scale district cooling systems or centralised multi-building cooling systems by non-government entities. Related measures include technological support, taxation as well as gross floor area arrangements.

## **ADD VALUE TO ENVIRONMENTAL CONSERVATION**

### Jointly develop the GBA into a Beautiful Bay Area

17. The Government will actively take part in developing the GBA into an international first-class beautiful bay area. Centred around the Victoria Harbour, we will strive to bring Hong Kong's Mirs Bay and Port Shelter onto the list of "Beautiful Bays" according to a schedule. The efforts are in line with the National 14<sup>th</sup> Five-Year Plan which promotes the development of beautiful bays. To this end, the Government will enhance the quality of the marine ecological environment, including improving water quality, strengthening monitoring and cleaning of coastlines, and restoring coral reefs and seagrass beds to meet the national standards for "Beautiful Bays". Moreover, the EPD will improve water quality in key waterfront areas such as Central, Tsim Sha Tsui, Hung Hom and Kwun Tong, with a view to fostering water-friendly culture and enhancing the quality of life for members of the public.

### Implementing the "Four Peaks" project

18. Hong Kong country parks are characterised by their pleasant natural scenery in proximity to urban areas, as well as rich biodiversity and cultural and historical resources, attracting about 12 million visitors every year. To enhance the appeal of country parks, we will implement the "Four Peaks" tourism project put forth earlier by the Working Group on Developing Tourist Hotspots. Related measures to enhance the amenities along the four hiking trails at the Peak, Lantau Peak, Sai Kung Hoi and Tai Mo Shan, include the addition of directional signs and information boards, thematic planting at scenic spots and more recreational facilities. The relevant facilities are expected to be completed gradually next year. We will also connect nearby tourist spots for planning green tourism itineraries and developing tourism products to boost the tourism appeal.

### Aligning with the national biodiversity conservation strategy

19. Based on the Kunming-Montreal Global Biodiversity Framework promoted by our country for adoption, the China National Biodiversity Conservation Strategy and Action Plan (2023-2030) published in 2024, as well as Hong Kong's practical circumstances and conditions, we will update the Hong Kong Biodiversity Strategy and Action Plan, with the aim of completing the update within this year at the earliest, thereby strengthening ecological conservation, and contributing to national and global biodiversity conservation efforts.

### Developing the Sam Po Shue Wetland Conservation Park

20. We will take forward the development of Sam Po Shue Wetland Conservation Park to promote wetland conservation, eco-education and eco-recreation, as well as modernisation of aquaculture, with a view to achieving co-existence and synergy of ecological conservation and fisheries development. Construction of phase 1 of the park is expected to commence in 2026/2027 the earliest, and we will strive for completing it by 2031. The entire park is expected to be fully completed by 2039 or earlier, so as to align with the estimated time for full operation of the San Tin Technopole.

### Continuously promoting countryside cultural and eco-tour activities, and enhancing country park facilities

21. Besides, we will promote countryside revitalisation by launching new in-depth cultural and eco-tour activities in the countryside area in Yan Chau Tong through the Countryside Conservation Funding Scheme. To further protect the ecology and environment, and enhance green tour experience, we will continue to upgrade country park facilities, such as toilets, water filling stations, information boards, etc., and build new amenities at suitable locations such as tree top adventure, open museum of historical relics and new type of camp sites. We will also enhance promotion of hiking etiquette and safety for visitors.

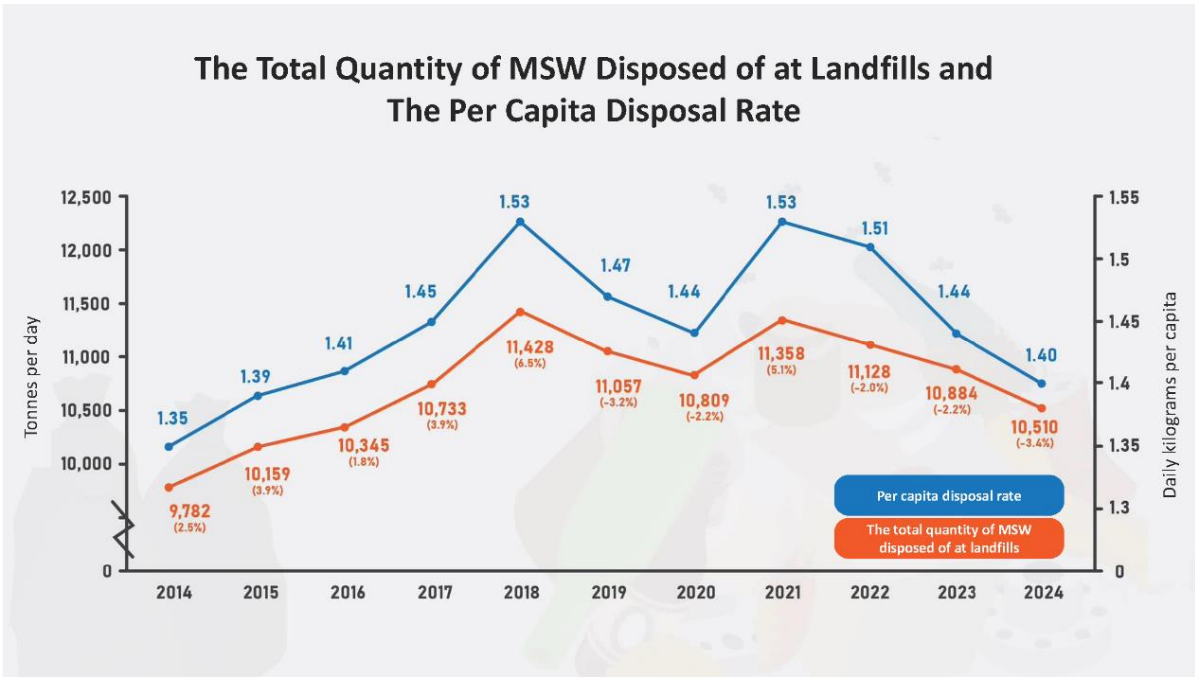
## **MOVING TOWARDS “ZERO LANDFILL”**

22. The Government is committed to promoting waste reduction and recycling and achieving “zero landfill” by 2035, thereby obviating reliance on landfills for disposal of MSW. Last year, we continuously increased recycling facilities and strengthened public education and publicity. In terms of increasing recycling facilities, the EPD has increased the number of public collection points under the GREEN@COMMUNITY(G@C) from around 300 to more than 800 at present; the number of food waste collection points has been increased from approximately 1 200 to more than 1 500. Additionally, to enhance recycling facilities in private residential premises, we launched the Waste Reduction and Recycling Charter in June 2024 through which about 930 private residential premises were successfully encouraged to participate, adding about 3 600 recycling facilities.

23. Over the past year, we also made significant efforts to strengthen public education and publicity. Since May last year, the EPD has organised over 4 600 education and promotional activities and launched the We-recycle@School activity in March 2024, which has been well received by schools, with the participation of approximately 550 primary and secondary schools, involving about 350 000 students. For the trades, the EPD launched the Packaging Reduction Charter at the end of March this year, encouraging businesses to reassess and reduce packaging usage, with over 120 local and multinational companies signing the Charter. The EPD also launched the Non-Plastic Container Trial Programme in mid-August this year, publicly recruiting the trades to test various non-plastic containers and providing feedback on product performance, with a view to reducing the use of plastic in a pragmatic manner.

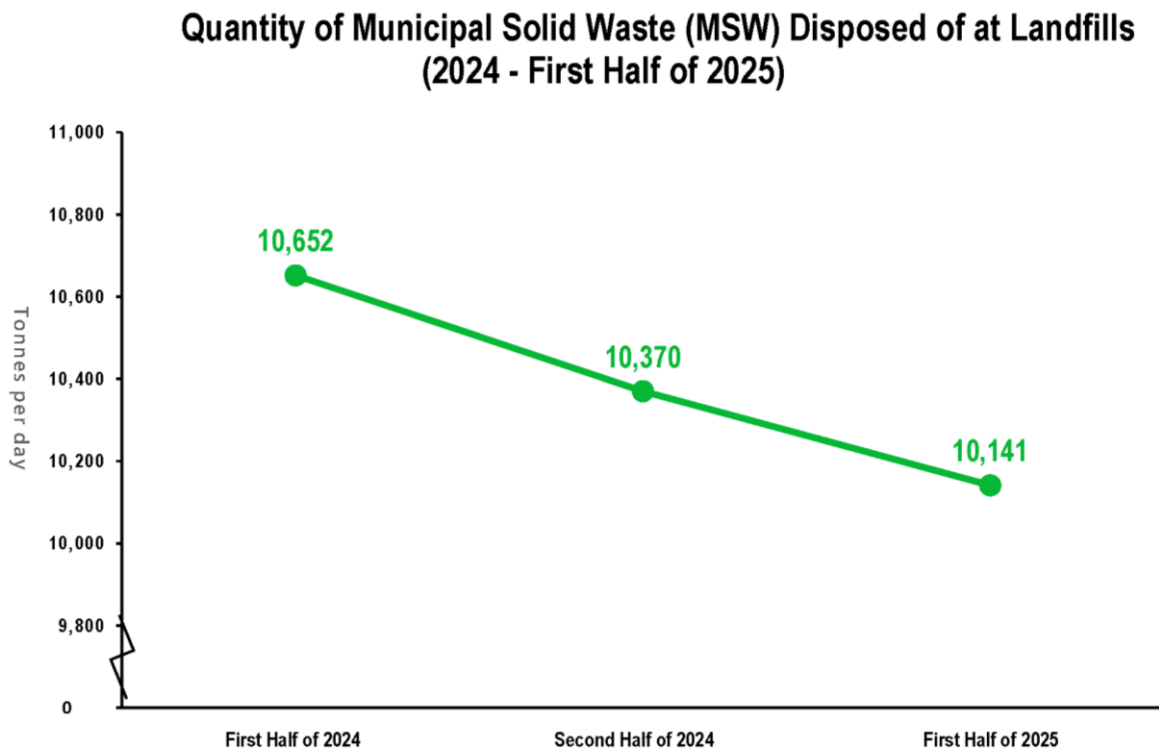
Successfully reversing trend, waste disposal quantity beings to decrease

24. Through these efforts, the current-term Government has successfully reversed the long-term upward trend in waste disposal quantities. The average daily disposal of MSW has continuously declined over the past three years since 2021, from an average of 11 358 tonnes per day in 2021 to 10 510 tonnes per day in 2024, a total reduction of 7.5%. The per capita disposal rate has also dropped from a peak of 1.53 kilograms per person per day in 2021 to 1.40 kilograms per person per day in 2024, a decrease of about 8.5% over three years (see the **chart** below).



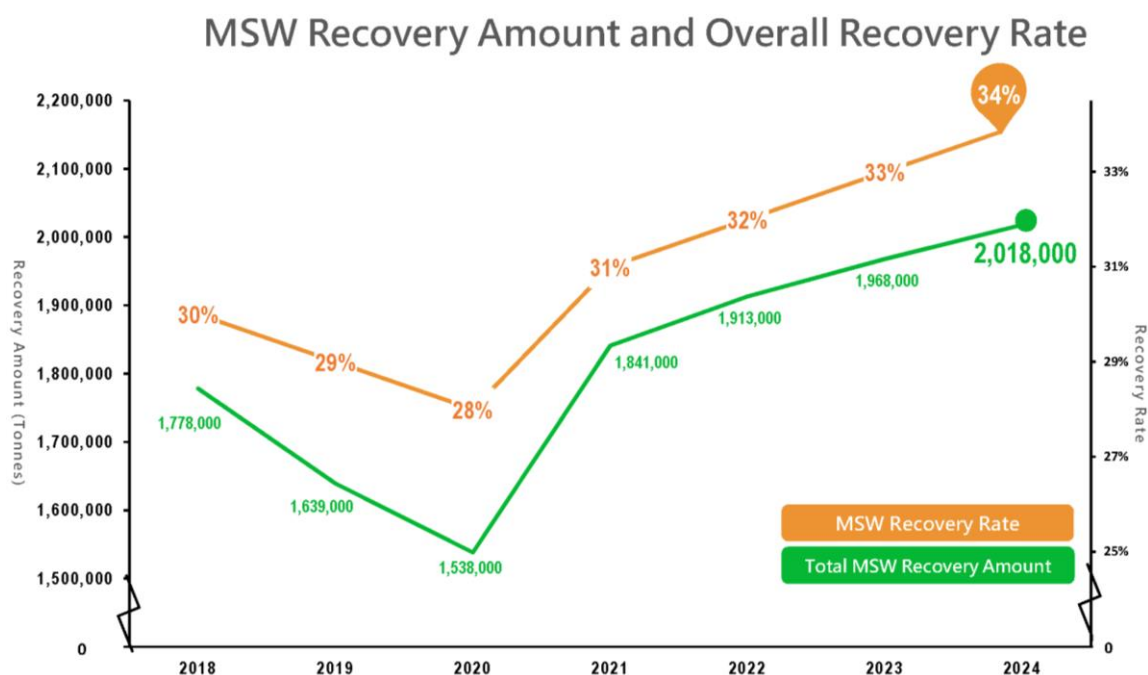


25. After the suspension of MSW charging in May last year, there has been rising public awareness and participation in waste reduction and recycling. The average daily disposal of MSW has continued to drop, from an average of 10 652 tonnes per day in the first half of 2024 to 10 141 tonnes per day in the first half of this year, a reduction of about 5% (see the **chart** below).



The recovery rate has risen significantly

26. The achievements of the current-term Government in promoting waste reduction and recycling are not only reflected in the decrease in the per capita MSW disposal rate, but also the rise in the overall MSW recovery rate. The total recovery amount climbed from the low point of approximately 1.54 million tonnes in 2020 to around 2.02 million tonnes in 2024, marking an increase of about 480 000 tonnes. The recovery rate also rose from 28% to 34% (see the **chart** below).



### Anticipation of foregoing the development of I·PARK3

27. To ensure the achievement of “zero landfill” by 2035, the Government endeavours to develop modern waste-to-energy (WtE) facilities. The soon-to-be-completed I·PARK1 and the planned I·PARK2 together can turn 9 000 tonnes of MSW to power daily. We are identifying a suitable site in the Northern Metropolis for the long-term planning of an advanced WtE facility. Taking into account the growth of waste generated by population, economic growth in the long run, and the amount of waste reduction and recycling, we will regularly review the need for constructing I·PARK3. Over the past three years, the average daily disposal of MSW has dropped by about 1 200 tonnes to the current level of about 10 000 tonnes. If members of the public and various sectors of the society keep the momentum in waste reduction to further reduce the MSW disposal quantity to below 9 000 tonnes per day, there may not be a need to construct I·PARK3 for Hong Kong to achieve “zero landfill” by 2035.

## **SHOULD MSW CHARGING BE IMPLEMENTED**

### Opinions from the public and the trades

28. The Government announced the suspension of the implementation of MSW charging in May 2024. Public and societal support is a prerequisite for the smooth

implementation of MSW charging as a tool for promoting waste reduction and recycling. Regarding whether to implement MSW charging, the results of multiple survey, commissioned by the Government or media organisations, showed that about 70% to 80% of respondents believe that now is not the right time to implement MSW charging. The surveys also indicated that over 90% of respondents are willing to actively participate in waste reduction and recycling; most respondents believe that the Government's priority should be the provision of more convenient recycling facilities and strengthening publicity and education on waste reduction and recycling. These views reflected that, compared to the relatively punitive MSW charging, supportive and incentive-based waste reduction and recycling measures are more acceptable to the public.

29. For the trades, we have received many feedbacks from representatives of property management, food and beverage, and cleaning sectors in recent months, all expressing that while they support promoting waste reduction and recycling, they are currently facing challenges such as labour shortages and operational pressures. They suggest the Government not to hastily implement MSW charging. The food and beverage sector has indicated that the trend of outbound travel by consumers has negatively impacted their business, and there are concerns about more closures of eateries. Additionally, labour unions have reported that workers in the catering industry are facing challenges such as stagnant wages and weak employment prospects. The property management and cleansing sectors have expressed that implementing MSW charging will inevitably raise management/cleansing costs which residents will find difficult to accept given the current economic environment. Frontline cleansing workers are concerned that the implementation of MSW charging would bring extra workload and heavy burden amid the current manpower shortage. The voices of the members of the public and the trades have unequivocally reflected a lack of societal support for the implementation of MSW charging at present.

#### Waste reduction and recycling strategies must be adaptive to the times

30. Against the backdrop of increasingly complex global trade wars and geopolitics, Hong Kong, as an international financial and trade centre, is facing multifaceted challenges. Feedback collected in the past few months clearly indicated that the current economic challenges and pressure brought about by economic transformation explained clearly why the community does not support the implementation of MSW charging at present. Apart from avoiding imposing extra burden on the public and businesses (especially SMEs and grassroots), the Government should take into account the prevailing circumstances and adjust its

waste reduction and recycling strategies accordingly, with a view to maximising the overall societal benefits. The current-term Government, in view of the promising results achieved by its waste reduction and recycling initiatives, will continue to suspend the implementation of MSW charging and promote waste reduction and recycling across the community along the following directions.

#### Future directions and measures for waste management

31. To achieve “zero landfill” in a timely manner and continuously promote waste reduction at source, we will take forward waste reduction and recycling work along the following four directions, in conjunction with the development of the WtE facilities I•PARK1 and the planned I•PARK2 to also reduce carbon emissions.

- (1) Strengthen public publicity and education to change public behaviour and cultivate a green living culture

Continue to promote publicity and education on waste reduction and recycling, supporting community environmental education efforts through the Environment and Conservation Fund to encourage the public to reduce waste at source, practice source separation of waste and clean recycling. We will continue to implement the We-recycle@School activity at schools to raise students’ awareness of waste reduction at source from a young age and encourage them to make good use of the recycling facilities in schools and communities, and thereby, to influence their family members to practise waste separation and recycling together. The Government will also strengthen the collaboration with non-profit organisations to promote the Green Outreach Volunteer Programme to reach out to more community groups such as women, foreign domestic helpers, ethnic minorities and new arrivals, etc., strengthening promotion of green culture of waste reduction and recycling among people of different backgrounds.

- (2) Continue to enhance recycling network

- (a) Continue to enhance the community recycling network G@C to improve services in a cost-effective manner. This includes enhancing service levels of the more than 800 existing public collection points under the G@C to support single-block residential buildings and “three-nil” buildings in lack of space for setting up their own recycling facilities; gradually transforming

the operation of 82 Recycling Stores into self-service smart recycling facilities seeking to expand the recycling network at lower costs; and implementing full digitalisation of gift redemption under the GREEN\$ Electronic Participation Incentive Scheme in April 2026 to offer more convenient and diverse gift options to encourage and promote public participation in waste reduction and recycling; and

- (b) Continue to enhance food waste recycling service, including increasing the number of residential food waste smart recycling bins or food waste collection facilities across the territory to around 1 600 within this year, setting up Public Food Waste Recycling Points at more suitable locations, and strengthening support for private housing estates to participate in food waste recycling while gradually realising “one bin per block” in public rental housing estates. In parallel, the Government will actively explore various on-site food waste treatment technologies and conduct trials in housing estates, rural areas, and government premises to assess the feasibility and cost-effectiveness of different equipment.
- (3) Strengthen collaboration with industries to explore and take forward practical environmental protection measures, while minimising the impact on the business sector (especially SMEs), for example:
- (a) LegCo passed the Promotion of Recycling and Proper Disposal of Products (Miscellaneous Amendments) Bill 2025 in July 2025 to establish a common legislative framework for Producer Responsibility Schemes under a market-led approach. To formulate the subsidiary legislation regarding the producer responsibility schemes on EV batteries, and plastic beverage containers and beverage cartons, we will continue to consult the trades and, based on practical situation, target to consult the LegCo Panel on Environmental Affairs within 2026; and
  - (b) The EPD is encouraging the catering trade to progressively increase the usage of non-plastic containers on a trial basis in the light of the actual situation, while collecting more comprehensive data to support the optimisation of product design and supply

chain, with a view to reducing plastics usage in a pragmatic manner.

- (4) Utilise market forces to develop environmental infrastructure and assist in the transition to a green economy
  - (a) The Tuen Mun EcoPark's modernised paper pulping facility, which will begin trial operation at the end of this year, is expected to process 630 000 tonnes of three types of local paper (cardboard, newspapers, and office paper) annually. Additionally, it will be able to handle 90 000 tonnes of mixed paper, expanding the types of recycled paper to include lower fibre value or mixed materials (such as paper bags, packaging boxes, and wrapping paper); and
  - (b) Promote Hong Kong's first large-scale EV battery recycling facility, which is expected to commence operations in the EcoPark in the first half of 2026. This facility will facilitate the reuse of retired EV batteries, transforming them into regenerated black powder containing precious metals, thereby promoting industrial development.

## **VIEWS SOUGHT**

32. Members are invited to note the content of this paper and provide feedback on the aforementioned initiatives.

**Environment and Ecology Bureau**  
**September 2025**