

The logo for 'horizon futures' is located in the top left corner. It features a stylized yellow and white circular graphic above the text 'horizon' and 'futures' stacked vertically. The background of the entire page is a photograph of the Tiananmen Gate in Beijing, with a decorative overlay of white circles of various sizes.

horizon  
futures

# CHINA 2024

Packaging Legislative Analysis

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## 2. Extended Producer Responsibility (EPR)

### 2.1 EPR Scheme Description

An EPR implementation plan is in place in China, although the system is not yet fully operational for packaging. China's Circular Economy Promotion Law was initially passed in 2009, establishing the framework for a producer responsibility system. The Law also aims to create a culture of reduce, reuse and recycling during the production, circulation and consumption of packaging.

The Circular economy Promotion Law is imposed across all of China. However, local authorities may choose to develop and implement it at varying stages. Successful introduction of any recycling obligations may therefore be different across the provinces. Key points from this piece of legislation pertaining to EPR are outlined below:

- Producers of packaging/products on a specified list are responsible for the recycling of said packaging/products when they are disposed of.
- If the product/packaging is still usable, the producer is responsible for its reuse.
- Producers can entrust the responsibility for reuse/recycling/disposal to distributors, recyclers or other third parties.
- Consumers shall return used packaging/products to producers/entrusted parties.
- A catalogue of encouraged, restricted and eliminated techniques, equipment, materials and products will be released on a regular basis. It is prohibited to produce, import or sell any equipment, material or product listed in the eliminated category. Doing so can result in financial penalties.
- Design preference should be given to products/packaging where materials are recyclable, degradable or harmless to reduce resource consumption and waste generation.

In 2017, the State Council in China published a Notice on the implementation plan for an EPR system. The plan provides instructions for implementation by provinces, autonomous regions and municipalities directly under the Central Government, ministries and commissions of the State Council, and their respective agencies. The EPR plan initially focuses on a list of specific industries, including storage, batteries and packaging (such as paper-based composite beverage cups). While paper-based composites are the initial focus from a packaging perspective, a list of packaging types for compulsory recycling and management methods is currently under discussion to establish recycling targets per material<sup>1</sup>.

The implementation plan defines EPR into four areas: adopting eco-design, using renewable materials, standardizing recycling and strengthening information disclosure. It proposed actions and targets to be completed by 2020 and 2025, as outlined below.

#### **By end of 2020:**

- **Formation of initial EPR policy**
- **Significant progress to be made in product eco-design.**
- **Standardized recovery and recycling rates of key types of waste products to reach an average of 40%**

<sup>1</sup> [http://www.gov.cn/zhengce/zhengceku/2017-01/03/content\\_5156043.htm](http://www.gov.cn/zhengce/zhengceku/2017-01/03/content_5156043.htm)

**By end of 2023:**

- **Relevant laws and regulations of EPR to be completed.**
- **Product eco-design to be widely implemented.**
- **Use of recycled materials for key products to reach 20%**
- **Standardized recovery and recycling rates of key types of waste products will reach an average of 50%.**

**Based on the publicly available information, focus to date has primarily been on waste electrical and electronic products (WEEE) and waste batteries and is now only beginning to expand in scope to cover packaging.**

**The State Council Notice provides an EPR implementation plan timeline with the timings indicating when tasks are expected to be completed by, shown in the table below:**

Key Task	Responsible Unit	Time Schedule
<b>Develop a list of products and packaging for compulsory recycling and management methods to determine national recycling targets for specific varieties</b>	<b>Led by the National Development and Reform Commission. Also involves the Ministry of Industry and Information Technology, the Ministry of Environmental Protection, the Ministry of Housing and Urban-Rural Development, the Ministry of Commerce and the Generation Administration of Quality, Supervision, Inspection and quarantine</b>	<b>Completed in 2018</b>
<b>Launch a pilot program for recycling beverage paper-based composite packaging</b>	<b>Relevant industry alliance organisations to implement, with support from the relevant departments of State Council to strengthen guidance</b>	<b>Launched in 2017</b>
<b>Pilot ecological design in some enterprises</b>	<b>The Ministry of Industry and Information Technology and the National Development Reform Commission</b>	<b>Continue to advance</b>
<b>Establish a credit information collection</b>	<b>Led by the National Development and Reform Commission. Also involves the Ministry of</b>	<b>Completed in 2019</b>



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system that extends producer responsibility; formulate management measures for EPR and formulate corresponding policy guidelines	Industry and Information Technology, the Ministry of Environmental Protection, the Ministry of Commerce and the People's Bank of China	
Improve the standard measurement system and establish a certification evaluation system	The National Development and Reform Commission and the Ministry of Finance	Continue to advance
Study the support for the areas where the EPR pilot is implemented and producer companies	The National Development and Reform Commission and the Ministry of Finance	Continue to advance
Increase scientific and technological support	Led by the Ministry of Science and Technology. Also involves the National Development and Reform Commission, the Ministry of Industry and Information Technology and the Ministry of Environmental Protection	Continue to advance
Accelerate the establishment of a system for the promotion and use of recycled products and raw materials	The National Development and Reform Commission, the Ministry of Industry and Information Technology, the Ministry of Environmental Protection, the Ministry of Finance and the General Administration of Quality Supervision, Inspection and Quarantine	Completed in 2018
Implement green procurement target management	Led by the Ministry of Finance. Also involves relevant departments of State Council.	Completed in 2019
Strengthen publicity and guidance	Led by the National Development and reform Commission, with all departments of State Council participating	Continue to advance



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<b>Strengthen work planning and classification guidance</b>	<b>Led by the National Development and Reform Commission, with all departments of State Council participating</b>	<b>Continue to advance</b>
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Progress updates have not been published regarding the implementation actions leading up to 2020 and achievement of 2020 goals is unclear. However, in April 2020, the Solid Waste Environmental Pollution Prevention and Control Law was amended, setting out requirements for future EPR programmes<sup>2</sup>. Article 68 of the amended legislation outlines that a catalogue is to be developed which would identify products and packaging that would be subject to mandatory recycling. Manufacturers, retailers and importers will be required to recycle the products and packaging included in the catalogue. This suggests that packaging EPR is still under development and may have missed the expected completion dates from the implementation plan, as the second key task – to develop a list of products and packaging for compulsory recycling and management methods to determine national recycling targets for specific varieties – was due to be completed in 2018.

In May 2018 as part of the EPR planning phase, the relevant industry associations organised and carried out a paper-composite beverage packaging recycling pilot project. The pilot project involved an alliance of packaging manufacturers, retailers and recyclers. The aim of the pilot was to support the continuous promotion and implementation of EPR in terms of standards, mechanisms, technology and public awareness, as well as promoting the integration of the upstream and downstream supply chains.

As a result of the pilot project, the National Development and Reform Commission, together with the Ministry of Housing and Urban-Rural Development, the Ministry of Commerce, and the State Administration for Market Supervision and Administration, produced the Implementation Plan for the EPR System for Beverage Paper-Based Composite Packaging products. This Plan was published in December 2020, setting out the following goals to be achieved by 2025<sup>4</sup>:

- Paper-composite beverage packaging to include more eco-design
- The recycling rate of wastepaper-composite beverage packaging to strive to reach 20%

<sup>2</sup> <https://www.idsupra.com/legalnews/china-promulgates-amendment-to-its-63183/>

<sup>3</sup> [s://www.ndrc.gov.cn/xxgk/jd/jd/202012/t20201216\\_1252926.html](s://www.ndrc.gov.cn/xxgk/jd/jd/202012/t20201216_1252926.html)

<sup>4</sup> <sup>37</sup> <https://zfxgk.ndrc.gov.cn/web/itemInfo.jsp?id=17537>

**The plan divides EPR into four main areas that apply to companies producing/handling paper-composite beverage packaging, as detailed below:**

Area	Description
<b>Eco-design</b>	<b>Producers of paper-composite beverage packaging should follow the management requirements for the development of eco-design, and design for separation and easy recycling</b>
<b>Strengthen Information Disclosure</b>	<b>Producers of paper-composite beverage packaging should strengthen their information disclosure responsibilities in accordance with relevant regulations and adopt appropriate methods to include information, such as packaging material composition and how to separate packaging.</b>
<b>Regulate Recycling</b>	<b>Producers of paper-composite beverage packaging can standardize the recycling of waste packaging individually, collectively or through commissioned recycling, and can dispose of it directly or through a professional waste management company. Implementing standardized recycling in a consortium is encouraged. Producers of paper-composite beverage packaging are to be supported to form recycling alliances between beverage filling companies, retailers and recyclers. Producers are also encouraged to provide technical and financial support to weak links in the recycling chain based on the recycling volume and utilization level, in order to achieve the recycling target.</b>
<b>Release an EPR Performance Report</b>	<b>Producers of paper-composite beverage packaging with an annual sales volume of more than 1 billion packs are encouraged to publish reports on their EPR performance each year, and to disclose eco-design and information disclosure activities.</b>

# Appendix





## Introducing aura

### About Us

At the heart of our business is a sheer fascination with packaging and the impact it has on our world. Packaging's relationship with the environment is complex and we work with true ethical partners to educate, unite like-minded thinkers and share knowledge.

A global business, the reference point for packaging sustainability, utilising knowledge and data to provide the justification required to drive positive change.

### Services

Our expertise falls into three categories designed to deliver a strategic programme focused on the sustainability goals of our clients. These services are supported by a multi-disciplinary team made up of packaging, sustainability, technology and retail experts committed to making a measurable difference every day.

#### Consulting – Pioneering Packaging Strategy

We are packaging sustainability pioneers committed to true partnerships, focused on the delivery of mutual goals.

Our breadth of packaging sustainability knowledge across substrates, design, technical packaging, legislation, and recyclability allows us to evolve strategies to make a measurable difference both now and in the future.

Our Consultants build road maps for global change, our Technical Engineers develop specifications to refine the impact of your packaging and our Supplier Success Managers are on hand to assist with client education, communications and engagement.

As a result, we will deliver a robust strategy compliant with your sustainability goals aligned to current and future legislation.





### Technology – Managing Sustainability Everyday

We provide live data and control to deliver the accurate information you require to make real time decisions that impact your business and our planet.

**e-halo** is an unrivalled packaging sustainability platform combining state-of-the-art technology with consulting services, designed to manage the changing landscape of global packaging legislation, compliance, and sustainability commitments.

**e-halo** provides packaging component data at a granular level, making sustainable packaging part of everyday decision making.

**e-halo** manages compliance to evolving legislation and recyclability requirements with a comprehensive reporting suite allowing for real-time measurement against your business and sustainability targets.



### Insights – Data Driven Decisions

We utilise knowledge and data to provide the justification required to drive positive change.

**Data Management** – We interact with digital information every day. We gather, check, manage and translate data into valuable insights that our clients can use to measure and motivate positive change.

**Horizon Futures** – We offer horizon scanning services for global packaging legislation across 54 countries and for this we are unique. We interpret legislation rather than just quoting a legal directive, to help you understand the current and future packaging landscape. We then consider how emerging trends might potentially affect current policy and practice, enabling our clients to take a longer-term strategic approach to packaging sustainability.

## Our Management Team

- We are packaging sustainability pioneers committed to true partnership, which means to us a relationship focused on the delivery of the mutual goals of our business and that of our clients.
- Visionary
- Pioneering strategies which educate, unite and influence change
- Responsible
- Real-time data drives the changes needed to positively impact our planet
- Honest
- Decisions are informed, and our communications are authentic
- Collaborative
- Ethical Partnerships unify our mutual goals to create a vision fit for the future



**Greg Lawson**  
Managing Director



**Gillian Garside-Wight**  
Consulting Director



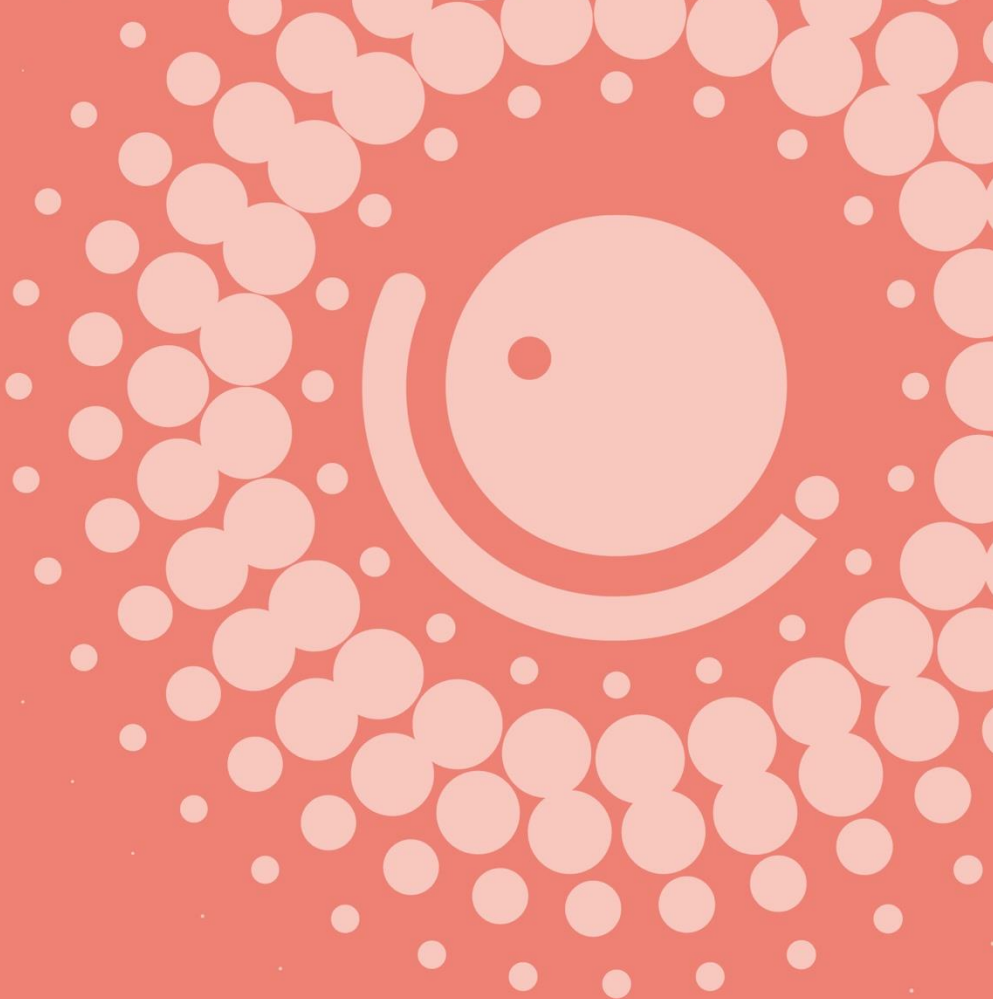
**Harriet Young**  
Marketing Director



**Sarah Kroon**  
Operations Director



**Trevor Yong**  
Business Development Director



Thank you from Team Aura