H.B. NO. ¹³²⁶ H.D. 1 S.D. 1

A BILL FOR AN ACT

RELATING TO THE ENVIRONMENT.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:

1 SECTION 1. The legislature finds that Hawaii does not have 2 a sustainable solid waste management system. Most waste created in the State is landfilled or incinerated, which represents a 3 4 linear waste stream, is costly, and creates pollution that is harmful to the health of the environment and to the residents of 5 6 the State. Landfills discharge leachate, a contaminated and 7 often highly toxic fluid, which has the potential for leakage 8 that can harm groundwater, surrounding communities, and the nearshore and marine resources downslope. On Oahu, the landfill 9 10 produces around nine thousand eight hundred gallons of leachate 11 per day, where the potential for leakage of leachate threatens 12 Oahu's drinking water supply. Waste that is incinerated can be 13 used to produce energy, but this process still produces air 14 pollutants, greenhouse gases, and toxic ash, as more than four 15 hundred tons of toxic ash from H-Power are buried in the 16 landfill every day.

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1 A linear waste management system is characterized by a 2 take-make-dispose model, where virgin resources are extracted 3 and goods are produced and then discarded, leading to waste 4 production and the depletion of resources. In a linear waste 5 economy, taxpayers and their local government bear the costs associated with waste management. In contrast, a circular waste 6 7 economy is designed to keep resources in use for as long as possible, reducing waste and promoting sustainability. A 8 9 circular waste economy prioritizes waste reduction and creates a 10 closed-loop system where producers are accountable for the cost of disposal of their products, creating market-based incentives 11 12 for waste reduction and product redesign that reduces waste at 13 the source and facilitates reuse, composting, and recycling.

A zero-waste initiative in Hawaii would elevate these circular waste economy principles and put them at the center of the State's waste management strategies. It would redirect state agencies tasked with overseeing solid waste management to prioritize source reduction, reuse, refill, organic waste diversion, and the improvement of recycling services for waste that cannot be avoided or reused.

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1 The adoption of a zero-waste initiative would lead the 2 shift away from the linear waste system and toward a circular 3 waste economy that is more sustainable, will create green jobs, and will reduce costs for waste management that are currently 4 5 borne by taxpayers. It would also address environmental and 6 public health concerns posed by Hawaii's overflowing landfills. 7 Extended producer responsibility is an essential component of a circular waste economy, as it places shared responsibility 8 9 for a product's lifecycle, including end-of-life management, 10 onto the producers of the product. This encourages more 11 sustainable product design that leads to less waste and more 12 reusable and fully recyclable products.

13 Extended producer responsibility programs can exist for 14 almost any product type. There are existing programs in other 15 jurisdictions that cover a range of products including carpets, 16 large appliances, e-waste, packaging waste, prescription drugs, 17 batteries, paint, pesticides, tires, photovoltaic panels, used 18 motor oil, and mattresses. Under these programs, producers are 19 responsible for ensuring that services are available to reclaim 20 and recycle products when they reach the end of their useful 21 life. Countless tons of waste and virgin resources are avoided

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when these programs are implemented. Additionally, extended
 producer responsibility programs for packaging waste exist in
 Europe and Canada and in recent years have been adopted in
 California, Colorado, Maine, and Oregon, and proposed in many
 other state legislatures.

6 The goal of this Act is to lay the foundation for the 7 creation of a sustainable future for Hawaii and its residents by 8 reducing waste, minimizing resource inputs, and promoting a 9 closed-loop system through reuse and recycling that will benefit 10 the environment and the economy.

11 The purpose of this Act is to protect the environment and 12 reduce costs to taxpayers by establishing a Hawaii zero waste 13 initiative and a process for developing a packaging reduction, reuse, and recycling program, with participation and funding 14 15 from large producers of consumer packaged goods. The program 16 shall be developed through a multi-step process, which includes the department of health, counties, an advisory council, and 17 18 producers.

19 Specifically, this Act:

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1	(1)	Establishes the Hawaii zero waste initiative within
2		the department of health with the goal of zero waste
3		deposited in landfills or incinerated;
4	(2)	Allows producers to establish a nonprofit producer
5		responsibility organization to provide recommendations
6		to the department of health on how to prioritize
7		reducing and reusing packaging, which packaging will
8		be designated for recycling, and necessary
9		infrastructure for producers to achieve packaging
10		reduction and reuse goals;
11	(3)	Establishes the packaging waste advisory council
12		composed of relevant stakeholders to advise the
13		department of health on the statewide needs assessment
14		and proposal and draft legislation for the
15		implementation of a packaging reduction, reuse, and
16		recycling program;
17	(4)	Requires the department of health, in collaboration
18		with each county, the advisory council, and nonprofit
19		producer responsibility organization, to conduct a
20		statewide needs assessment;

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1 Requires the department of health, in collaboration (5) 2 with the advisory council and nonprofit producer 3 responsibility organization, to develop a proposal for the implementation of a producer-funded packaging 4 reduction, reuse, and recycling program to achieve the 5 6 goal of seventy per cent reduction in packaging waste 7 deposited in landfills or incinerated in the State by 8 2035; Requires the department of health to submit draft 9 (6) 10 legislation to implement the producer-funded packaging 11 reduction, reuse, and recycling program, based on the needs assessment and input from the advisory council 12 and nonprofit producer responsibility organization, to 13 14 the legislature by December 31, 2026; and 15 (7) Appropriates funds for the packaging waste advisory 16 council. 17 SECTION 2. As used in this Act: "Advisory council" means the packaging waste advisory 18 19 council established pursuant to section 342G-C. 20 "Baseline amount" means the weight and number of items of 21 packaging waste each county determines was sent to its

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1 landfills, a power plant that burns municipal solid waste as a 2 fuel, or both, during calendar year 2024. 3 "Brand" means a name, symbol, word, or mark that identifies 4 a product, rather than its components, and attributes the 5 product to the owner of the brand. 6 "Consumer packaged goods" means a product that is sold 7 quickly, such as prepared food and beverages in food service, 8 packaged foods, non-deposit beverages, household cleaning 9 products, toiletries, personal care products, cosmetics, over-10 the-counter drugs, pet supplies, and other products, as determined by the department upon considering the 11 12 recommendations of the advisory council. 13 "Covered producer" means a packaging producer selling a 14 large amount of consumer packaged goods in the State, as 15 determined by the department upon considering the 16 recommendations of the advisory council. "Covered producer" does 17 not include: 18 Producers of low or medium amounts as defined by rule (1) 19 by the department; or 20 (2) Any other producer as determined by the department 21 pursuant to this Act.





1	"Department" means the department of health.			
2	"Pac	kaging" means any separable and distinct material		
3	component	used for the containment, protection, handling,		
4	delivery,	or presentation of goods by the producer for the user		
5	or consum	er, ranging from raw materials to processed goods.		
6	"Packagin	g" includes but is not limited to the following:		
7	(1)	Sales packaging or primary packaging intended to		
8		provide to the user or consumer the individual serving		
9		or unit of the product and most closely containing the		
10		product, food, or beverage;		
11	(2)	Grouped packaging or secondary packaging intended to		
12		bundle, sell in bulk, brand, or display the product;		
13	(3)	Transport packaging or tertiary packaging intended to		
14		protect the product during transport to consumer		
15		markets or directly to consumers; and		
16	(4)	Packaging components and ancillary elements integrated		
17		into packaging, including ancillary elements directly		
18		hung onto or attached to a product and that perform a		
19		packaging function.		

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"Packaging reduction" means the reduction of the weight and
 number of items of packaging used to provide products for
 consumption.

Packaging waste" means the part of solid waste that
consists of packaging and packaging material, including plastic
food containers; liquid containers made of plastic, glass,
aluminum, or steel; flexible plastic containers; plastic film;
cardboard; paperboard; and paper.

9 "Person" means any individual, partnership, firm, 10 association, public or private corporation, limited liability 11 company, nonprofit organization, public benefit corporation, 12 public authority, federal agency, the State or any of its 13 political subdivisions, trust, estate, or any other legal 14 entity.

15 "Producer", with respect to packaging material, means a 16 person, except for the State or any of its political 17 subdivisions, that:

18 (1) Has legal ownership of the brand of a product sold,
19 offered for sale, or distributed for sale in or into
20 the State contained, protected, delivered, presented,
21 or distributed in or using packaging material; or



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1 Is the sole entity that imports into the State for (2) 2 sale, offer for sale, or distribution for sale in or 3 into the State a product contained, protected, delivered, presented, or distributed in or using 4 5 packaging material that is branded by a person that meets the requirements of paragraph (1) and has no 6 7 physical presence in the United States. "Producer" includes a low-volume producer and a franchisor of a 8 franchise located in the State. "Producer" does not include the 9 10 franchisee operating a franchise located in the State or a 11 nonprofit organization exempt from taxation under section 501(c)(3) of the Internal Revenue Code of 1986, as amended. 12 "Producer responsibility organization" means a nonprofit 13 14 501(c)(3) entity: 15 (1) That producers may form to help assist individual producers with complying with the requirements of this 16 17 part; and Whose role may be determined through the process 18 (2) 19 described in this Act. 20 "Recycle" or "recycling" means the process of collecting, 21 sorting, cleansing, treating, and reconstituting materials that

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1 would otherwise ultimately be disposed of onto land or into water or the atmosphere, and returning the materials to, or 2 3 maintaining the materials within, the economic mainstream in the form of recovered material for new, reused, or reconstituted 4 5 products, including compost, that meet the quality standards 6 necessary to be used in the marketplace. To be considered 7 recycled, covered material shall be sent to a responsible end 8 market. "Recycle" or "recycling" does not include:

9 Energy recovery or energy generation by any means, (1) 10 including but not limited to fuel production, except for anaerobic digestion of source separated organic 11 12 materials; advanced recycling; chemical recycling; 13 combustion; gasification; incineration; pyrolysis; 14 solvolysis; thermal desorption, waste-to-energy; waster-to-fuel; or any other chemical or molecular 15 16 conversion process; or

17 (2) Landfill disposal of discarded material or discarded
18 product component materials, including the use of
19 materials as landfill cover.

20 "Returnable" means a type of packaging that can be21 conveniently returned by consumers after use as part of a system





1 that provides for the collection and refill of the package by a 2 business.

3 "Reusable" means a type of packaging that is returnable and is sufficiently durable for multiple rotations of its original 4 5 or similar purpose or function in a system of reuse.

"Reusable packaging" means packaging that is: 6

- 7 Non-toxic, meaning that it does not contain harmful (1) 8 chemical, physical, biological, or radiological 9
 - substance that will pose a threat to human health or
- 10 the environment;
- Safe for washing and sanitizing according to 11 (2)

12 applicable state food safety laws; and

13 (3) Part of a system that achieves multiple cycles of use, 14 equitable access, and reduce waste.

15 "Reuse and refill" means the return into the marketplace of 16 a covered material that:

17 (1) Has already been used in the same manner as originally 18 intended without a change in the covered material's 19 purpose; and

20 (2) Was intended to be used for its original purpose at 21 least five times.

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1	"Zero	waste" means the conservation of all resources by
2	means of re	esponsible production, consumption, reuse, and
3	recovery o	f products, packaging, and materials without burning
4	and with no	o discharges to land, water, or air that threaten the
5	environmen	t or human health.
6	SECTIO	ON 3. (a) There is established within the department
7	a Hawaii z	ero waste initiative with the goal of sending zero
8	waste to t	he landfill or to incineration.
9	(b) 1	Under the Hawaii zero waste initiative, the department
10	shall:	
11	(1)	Facilitate a transition from a linear waste economy to
12	ä	a circular waste economy;
13	(2)	Establish policies and programs that reduce waste and
14		consumption and maximize reuse, refill, composting,
15	i	and recycling;
16	(3)	Seek to reduce the amount of toxic and hazardous waste
17		that is imported into the State and poses a risk to
18	i	air quality, water quality, and groundwater resources
19	i	and otherwise creates dangerous pollution when used or
20	(disposed of;

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1 Where feasible, seek market-based solutions that (4) internalize the external costs to producers that have 2 3 been borne by taxpayers in the past, beginning with considering programs for products that have successful 4 5 extended producer responsibility programs in other 6 jurisdictions, including but not limited to carpets, 7 large appliances, electronic waste, packaging waste, prescription drugs, batteries, paint, pesticides, 8 9 tires, photovoltaic panels, used motor oil, and 10 mattresses; 11 Seek to learn from policies implemented in other (5) 12 jurisdictions, while also considering the State's unique needs and the needs of each county; 13 14 (6) Work with other state agencies, counties, and the 15 private sector to implement the Hawaii zero waste 16 initiative; Conduct public outreach and education statewide about 17 (7) 18 the Hawaii zero waste initiative; and Provide an annual report to the legislature on the 19 (8) 20 progress and implementation of the Hawaii zero waste 21 initiative.





SECTION 4. (a) On or before January 1, 2025, the 1 department shall establish a packaging waste advisory council, 2 which shall advise the department on the needs assessment and 3 packaging reduction, reuse, and recycling plan required by this 4 5 Act. 6 (b) The advisory council shall: 7 Incorporate lessons learned and discussions from other (1) 8 states and the federal government that are pursuing or 9 have passed parallel efforts to implement producer 10 responsibility legislation in advising the department 11 in how to structure the State's program by analyzing 12 the following scenarios: 13 Producer responsibility in Hawaii independent or (A) 14 other state and federal packaging initiatives; 15 and 16 (B) Producer responsibility for packaging in Hawaii 17 in conjunction or synchronicity with other state 18 and federal initiatives; as called for by the 19 plastic source reduction working group report created pursuant to Act 254, Session Laws of 20 21 Hawaii 2019;

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1	(2)	Provide recommendations to the department on how to
2		provide incentives to producers to prevent waste at
3		the source, promote product redesign for environmental
4		protection, and support public recycling and materials
5		management goals, as called for by the plastics source
6		reduction working group report created pursuant to Act
7		254, Session Laws of Hawaii 2019;
8	(3)	Consult with a nonprofit producer responsibility
9		organization, if one exists;
10	(4)	Provide recommendations to the department on how best
11		to achieve a seventy per cent reduction by 2035 in
12		packaging waste sent to landfills or incinerated;
13	(5)	Advise the department in the development of a
14		producer-funded packaging reduction, reuse, and
15		recycling program that addresses the following:
16		(A) The size of producers to be included as covered
17		producers engaged in the packaging waste
18		reduction, reuse, and recycling program;
19		(B) The methodology utilized to determine the amount
20		of fees collected from producers;

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1		(C)	The metrics to be used to determine the amount of
2			packaging generated by each producer and for
3			subsequent reporting; provided that weight alone
4			shall not be considered a sufficient metric since
5			transitioning to single-use plastic to meet the
6			requirements of reduction is not considered
7			acceptable;
8		(D)	The covered products to include in the packaging
9			reduction, reuse, and recycling program;
10		(E)	The packaging material requirements that
11			producers shall follow and the timeline for
12			meeting such requirements; and
13		(F)	The roles and responsibilities of the department
14			and nonprofit producer responsibility
15			organization, if one exists, in the
16			administration of the packaging reduction, reuse,
17			and recycling program; and
18	(6)	Perf	orm any relevant analysis and make appropriate
19		reco	mmendations for the legislature, department,
20		coun	ties, and other stakeholders in developing
21		crit	eria for reuse and refill programs.

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1	The	advisory council's recommendations shall include how to
2	fund and	support each county to develop and integrate new
3	programmi	ng, or expand existing programming, to achieve the
4	goals of	the packaging reduction, reuse, and recycling program.
5	(c)	The advisory council shall consist of the following
6	members:	
7	(1)	The director of health or the director's designee, who
8		shall serve as the chair of the advisory council;
9	(2)	The chairs of the standing committees in the senate
10		and the house of representatives with primary subject
11		matter jurisdiction over the environment or the
12		chairs' designees;
13	(3)	A representative from the city and county of Honolulu
14		department of environmental services with experience
15		in sustainable waste management;
16	(4)	A representative from the county of Maui department of
17		environmental management with experience in
18		sustainable waste management;
19	(5)	A representative from the county of Kauai department
20		of public works with experience in sustainable waste
21		management;



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1	(6)	A representative from the county of Hawaii department
2		of environmental management with experience in
3		sustainable waste management;
4	(7)	One representative of a community organization in each
5		of the four counties that has focused on packaging
6		waste reduction, selected by the chair;
7	(8)	One expert in governmental activities regarding
8		programs to achieve packaging waste reduction
9		nationally and internationally, selected by the chair;
10	(9)	Two representatives of large producers of packaging
11		waste from consumer packaging goods sold or
12		distributed in the State, selected by the chair;
13	(10)	One representative of a packaging manufacturer of
14		consumer packaging goods sold or distributed in the
15		State, selected by the chair;
16	(11)	One representative from a Hawaii small business that
17		manufactures products in the State, selected by the
18		chair;
19	(12)	Two national experts in reusable packaging who are not
20		affiliated with any packaging producers in Hawaii,
21		selected by the chair; and

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(13) Two representatives from recycling and waste hauling
 businesses working in Hawaii, selected by the chair.
 If a nonprofit producer responsibility organization is formed,
 the chair shall select a person to be a representative of the
 producer responsibility organization, who shall serve as a
 nonvoting member.

7 (d) The members of the advisory council shall serve for
8 two-year terms and may be reappointed by the chair. The members
9 shall serve without compensation but shall be reimbursed by the
10 department for expenses, including travel expenses, necessary
11 for the performance of their duties.

(e) The chair shall determine how often the advisory council shall meet. The council meetings shall be open to the public and shall be subject to chapter 92, Hawaii Revised Statutes. The department shall provide administrative support to the advisory council. The department may hire a facilitator to administer the advisory council.

18 SECTION 5. (a) Producers may collaborate to form a 19 nonprofit producer responsibility organization to express the 20 producers' viewpoints to the advisory council and department and 21 determine funding and management for their joint efforts. If a





1 nonprofit producer responsibility organization is formed, the 2 organization may provide recommendations to the department on 3 how to prioritize reducing and reusing packaging where feasible, 4 which packaging will be designated for recycling, and the 5 infrastructure that will be needed in the State to enable its 6 member-producers to achieve packaging reduction and reuse goals. 7 (b) If created, the nonprofit producer responsibility 8 organization shall, among other tasks and functions, assist the 9 department with reporting requirements and managing the program 10 by: 11 Registering all participating producers; (1) 12 Collecting and compiling data from participating (2) 13 producers to assist the department with the 14 administration of the requirements of this Act; and 15 Offer technical support to participating producers to (3) 16 assist participating producers with compliance with 17 this Act. 18 SECTION 6. (a) The department, in collaboration with each 19 county, the advisory council, and the nonprofit producer 20 responsibility organization, if it exists, shall conduct a 21 statewide needs assessment, which shall detail the processing

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1	capabilit	ies, collection systems, infrastructure, and other
2	resources	needed to reduce packaging waste from each respective
3	county's	baseline amount by seventy per cent by 2035,
4	recognizi	ng that each county faces different challenges;
5	provided	that for a county with a population greater than five
6	hundred t	housand:
7	(1)	The needs assessment shall detail the resources needed
8		to reduce the county's packaging waste that the county
9		sends to a landfill or to a power plant that burns
10		municipal solid waste as a fuel; and
11	(2)	The county shall categorize its resource needs by
12		method of packaging waste disposal.
13	(b)	The needs assessment shall address the following:
14	(1)	The types of materials being used for packaging by
15		product type;
16	(2)	Viable reusable and alternative packaging solutions
17		for locally made and imported products;
18	(3)	Opportunities for the creation of packaging reuse and
19		refill programs in the State and the cost to develop
20		those programs;

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1	(4)	Opportunities for the improvement of packaging
2		recycling, including the development of local end
3		markets for recycled packaging materials and the costs
4		of developing those programs;
5	(5)	Current barriers affecting the creation and
6		implementation of packaging reuse, refill, and
7		recycling programs;
8	(6)	The current recycling rate for each type of packaging
9		material;
10	(7)	The programs and infrastructure, including the
11		development of local processing and separation
12		facilities, that are needed in the State to recycle
13		packaging waste and the costs of developing and
14		running those programs;
15	(8)	The needs within each county to improve packaging
16		materials collection and sorting systems for reuse and
17		recycling;
18	(9)	The state and county staffing needs to support the
19		packaging reduction, reuse, and recycling program;
20	(10)	The net cost of end-of-life management of discarded
21		packaging in the State, including the cost associated



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1		with the collection, transportation, sortation,
2		recycling, landfilling, or incineration of discarded
3		packaging;
4	(11)	Current barriers to the marketability of recyclable
5		materials generated in the State;
6	(12)	Current barriers affecting recycling access and
7		availability in the State;
8	(13)	The processing capacity, market conditions, and
9		opportunities in the State and regionally for
10		recyclable materials; and
11	(14)	Consumer education needs in the State with respect to
12		packaging waste reduction, recycling, reducing
13		contamination in recycling, and reuse and refill
14		systems for packaging.
15	(c)	The department shall prepare the needs assessment
16	after con	sidering any recommendations made by the counties, the
17	nonprofit	producer responsibility organization, if it exists,
18	and the a	dvisory council.
19	(d)	The department shall use the needs assessment to

20 develop proposed legislation to implement a producer-funded

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1 packaging reduction, reuse, and recycling program; provided that 2 priority shall be given to packaging reuse and refill programs. 3 The department may contract with a third party for (e) assistance in preparing the needs assessment. The department 4 5 may charge covered producers or a producer responsibility 6 organization, if it exists, for reimbursement of the 7 department's costs for the needs assessment. SECTION 7. (a) The department shall, after collaboration 8 9 with the advisory council and nonprofit producer responsibility 10 organization, if one exists, develop a proposal to implement a 11 packaging reduction, reuse, and recycling program to achieve the 12 goal of a seventy per cent reduction of the amount of packaging 13 waste deposited in landfills or incinerated in the State by The department's program proposal shall specify: 14 2035. 15 (1) How to determine covered producers and covered 16 products; provided that the department shall consider 17 typical exemptions from other extended producer responsibility programs, such as producers that: 18 Make less than a \$5,000,000 in annual gross 19 (A) 20 revenue; or

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1	(B) Use less than a certain amount of covered
2	packaging material to sell, distribute, and
3	market their products annually;
4	(2) How fees shall be set and deposited into the packaging
5	waste special fund;
6	(3) How reduction shall be measured; and
7	(4) Reporting requirements for the producers;
8	provided that reduction shall not be measured solely by reducing
9	the weight of packaging as it is against the goals of the State
10	to increase the use of single-use plastics. The program
11	proposal shall be informed by the results of the needs
12	assessment and shall take into account all input provided by the
13	advisory council, the public, and the nonprofit producer
14	responsibility organization, if it exists.
15	(b) By July 1, 2026, the department shall issue a draft
16	program proposal designed to achieve a seventy per cent
17	reduction of packaging waste deposited in landfills or
18	incinerated in the State by 2035 for review and comment by the
19	advisory council. Within sixty calendar days after receiving
20	the draft program proposal, the advisory council shall provide
21	recommendations based on majority vote.

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1 Any advisory council member who does not endorse the 2 recommendations of the council may submit a separate written 3 recommendation to the department reflecting a minority opinion. The department shall consider the recommendations of the 4 5 advisory council and the nonprofit producer responsibility organization, if it exists, in developing the final draft 6 7 legislation. By December 31, 2026, the department shall propose legislation to implement the producer-funded packaging 8 9 reduction, reuse, and recycling program.

SECTION 8. There is appropriated out of the general revenues of the State of Hawaii the sum of \$ or so much thereof as may be necessary for fiscal year 2023-2024 and the same sum or so much thereof as may be necessary for fiscal year 2024-2025 to fund and manage the packaging waste advisory council established by this Act, including any facilitator.

16 The sums appropriated shall be expended by the department17 of health for the purposes of this Act.

18

SECTION 9. This Act shall take effect on June 30, 3000.





Report Title:

Packaging Reduction, Reuse, and Recycling Plan and Program; DOH; Producer; Appropriation

Description:

Establishes the Hawaii Zero Waste Initiative to, among other things, manage the State's transition to a zero solid waste economy. Establishes the Packaging Waste Advisory Council. Allows the establishment of a nonprofit producer responsibility organization. Requires the Department of Health to develop an assessment of statewide needs to determine the resources required to reduce packaging waste by seventy per cent from the baseline amount by 2035 and develop a program proposal and draft legislation to establish a producer-funded Packaging Reduction, Reuse, and Recycling Program. Appropriates funds. Effective 6/30/3000. (SD1)

The summary description of legislation appearing on this page is for informational purposes only and is not legislation or evidence of legislative intent.

