

Office of the Associate Minister for the Environment

Chair

Cabinet Economic Development Committee

Mandatory phase out of the sale and distribution of single-use plastic shopping bags

Proposal

1. This paper seeks policy decisions to phase out the sale and distribution of single-use plastic shopping bags in New Zealand through regulations under s 23(1)(b) of the Waste Minimisation Act 2008 (the Act).

Executive summary

2. In July 2018, Cabinet agreed to consult on a proposal to phase out single-use plastic shopping bags, agreed in principle to a phase out of single-use plastic shopping bags subject to the outcome of consultation, and invited me to report back to the Cabinet Environment, Energy and Climate Committee (CBC-18-MIN-0076 refers).
3. Inappropriately disposed of single-use plastic shopping bags can become a hazard to marine wildlife for decades and introduce harmful microplastics into the food chain. Phasing them out is a step towards more sustainable use of resources by designing waste out of the system.
4. Consultation was conducted from 10 August to 14 September 2018. A clear majority (92 per cent) of consultation responses agreed with the proposed mandatory phase out of single-use plastic shopping bags.
5. I have considered advice from Ministry officials about the public consultation.
6. Consistent with the statutory requirement under the Act, I have also considered advice from the Waste Advisory Board. The Waste Advisory Board agrees with the proposal to phase out single-use plastic shopping bags.
7. Specific proposals considered during consultation and by the Waste Advisory Board include the entities covered by the regulations, bag thickness, possible exemptions, and commencement date.
8. On the basis of consultation and the advice received from the Waste Advisory Board, and with the agreement of the Minister for the Environment, I recommend promulgation of regulations for mandatory phasing out of the sale and distribution of single-use plastic shopping bags. I propose to define the scope of the regulations to cover both physical and online sales.

Background

Objectives and options considered

9. Phasing out single-use plastic shopping bags is an early, visible action that will:
 - reduce environmental harm from plastic waste, particularly marine debris
 - positively contribute to the shift away from a linear economic system that creates plastic waste, moving toward a circular economy where waste is designed out
 - signal to business and consumers the importance of reducing waste where practical, accessible and sustainable alternatives are available.
10. In July 2018 Cabinet considered a public consultation document that proposed a phase out of single-use plastic shopping bags and contained an assessment of six phase out options including the status quo. Cabinet agreed in principle to a mandatory phase out of single-use plastic shopping bags subject to the outcome of consultation (CBC-18-MIN-0076 refers).
11. The consultation document proposed to prohibit the sale and distribution of new single-use plastic shopping bags (including those made of degradable plastic). Specific comment was sought in a number of areas, including the entities covered by the regulations, bag thickness, possible exemptions, and phase out period (ie, commencement date).
12. In June 2018 the Regulatory Quality Team at The Treasury New Zealand determined that regulatory decisions sought in the July Cabinet paper were exempt from the requirement to provide an Impact Assessment as relevant issues had been addressed in the consultation document. The Regulatory Impact Statement attached as Appendix 2 addresses implementation options for a mandatory phase out with information from submissions.

Summary of submissions

13. A total of 9,356 consultation responses were received, 6,131 submissions and 3,225 participants in a web-based survey. By far the largest proportion of consultation responses (98 per cent) were from individuals. Detail of submitters by type and percentages of views relating to the regulatory proposal is summarised in Appendix 1.
14. Submissions were received from 97 entities identifying as business/industry including retailers representing two thirds of the retail market and a number of plastic bag manufacturers and importers.¹
15. Representative bodies making submissions included Retail NZ, Packaging Council, Packaging Forum, and Local Government New Zealand. A number of NGOs and local groups made submissions also.²

Majority support for a mandatory phase out

16. At 92 per cent, the substantial majority of consultation responses agreed with the proposal for mandatory phase out of single-use plastic shopping bags. High level majority support was evident in all types of submitters, 96 per cent of all individual

1 Submissions from retailers included Countdown, Foodstuffs, Kmart, Palmers Garden Centres, Toyworld Tauranga and Retail NZ. Submissions from plastic bag manufacturers and imported included Flexoplas Packaging Ltd, Convex NZ Ltd, EP Tech Ltd, ComPlast Ltd, Ecobagsnz and two companies which asked to remain anonymous.

2 For example Zero Waste Network, Envirohub Bay of Plenty, Christchurch Citizens Collective and Plastic Free Kaitiāia 2020.

submissions, 85 per cent of NGO submissions, 80 per cent of local government submission and 64 per cent of industry/business submissions (Appendix 2).

Entities proposed to be covered by the regulations

17. The majority of submissions (5,799 or 95 per cent) supported the proposal that all retailers be covered by a mandatory phase out of single-use plastic shopping bags. Main reasons given by submitters were:

- creation of a level playing field
- avoiding confusion for consumers
- bags from any origin could contribute to litter and harm marine life.

18. The Waste Advisory Board also supported all retailers being covered by the proposed phase out. If any retailers were to be considered for exemption from a phase out the Waste Advisory Board recommends further investigation on suitable thresholds and input from Retail NZ. Retail NZ supports all retailers being covered, with sufficient phase out time to allow smaller retailers to exhaust existing bag stocks.

Bag thickness

19. The consultation document proposed a mandatory phase out of single-use plastic shopping bags under a certain thickness, and listed 50 microns and 70 microns as possible cut-off options.

20. The majority of submitters want all single-use plastic bags mandatorily phased out, regardless of microns. For those submitters that specified a micron thickness the clear preference was below 70 microns (including 'boutique bags'), across all submitter types. This thickness would include the heavier 'boutique bags' offered by specialty shops as well as the 'emergency bags' (typically around 55 to 65 microns) currently offered by some supermarkets.

21. Taking the full range of submissions into account, and the potential for unintended consequences such as an increase in consumers using thicker plastic bags as single-use bags³, the regulations are recommended to cover plastic shopping bags below 70 microns in thickness.

Possible exemptions

Lightweight synthetic fabric multi-use bags

22. It is proposed that lightweight (under 70 micron) synthetic fabric multi-use shopping bags are exempt from the mandatory phase out. These bags are often designed to fold into a tiny parcel for ease of putting in a purse or pocket. The Waste Advisory Board recommended an exemption for these bags, as they are durable and are designed to be used multiple times over many years.

Degradable and compostable bags

23. The majority of submitters and the Waste Advisory Board supported the proposed inclusion of degradable bags in the mandatory phase out, defined as biodegradable, compostable and oxo-degradable plastic. A minority of submissions, primarily from importers, distributors or users of degradable bags, advocated that compostable bags should be excluded from the mandatory phase out, particularly those certified to break down in home composting systems.

³ Thicker plastic bags cause more environmental harm because they are more resource-intensive to produce, and contain more plastic to contribute to marine microplastics.

24. These bags are designed to be single-use and may be no better than other types of plastic bag when considering energy and pollution impacts of production and likely disposal circumstances.
25. Bags with or without handles provided for the purpose of lining food waste bins or collecting pet waste would not be covered by the proposed regulations.

Barrier bags

26. Regulation of light-weight barrier bags⁴ is not proposed. Submitters and the Ministry for Business, Innovation and Employment (MBIE) noted barrier bags may be important for maintaining food hygiene, and to enable retailers to meet their obligations under the Weights and Measures Act 1987 and associated regulations.

Commencement date

27. The majority of submissions which addressed this question (4,287 or 70 per cent) proposed a commencement date two months (rather than the proposed six months) from gazettal of regulations. The necessary minimum to fulfil our World Trade Organisation (WTO) commitments is six months. Various business submitters proposed a phase in period of at least 12 months to enable existing stock and import orders to be fully run through.
28. Retail NZ advised that although major supermarkets and retailers already moving to phase out single-use plastic shopping bags will not need more than a six month phase in period, some of their smaller members may buy two years or more supply of bags to get a low price. They have recommended a 12 month or longer timeframe to allow small to medium enterprises to work through their supplies and reduce the risk of perverse outcomes, such as dumping of surplus bags.
29. To reflect the strong majority of views calling for the phase out to occur as soon as possible, a six month implementation period is proposed between the regulations being gazetted and coming into force. Many retailers are already taking steps to phase out single-use plastic shopping bags, and alternative options are available to both consumers and retailers to assist this transition.

Coverage of physical and online sales

30. The consultation document discussed phase out of single-use plastic shopping bags 'for the purpose of carrying sold goods'. The wide scope is intended to cover both physical and online sales. The aim is to support a consistent approach, regardless of whether a purchase is made in-store or online. Supermarkets that offer online shopping are already taking steps to offer alternative means of delivery (eg, use of boxes).

Regulation under the Waste Minimisation Act 2008 – statutory requirements

31. The Waste Minimisation Act 2008 empowers the Minister for the Environment to recommend an Order in Council to control or prohibit the manufacture or sale of products that contain specified materials (section 23(1)(b)). In so doing, the Minister must consider the advice of the Waste Advisory Board and must be satisfied that:
 - a reasonably practicable alternative to the specified materials is available
 - there has been adequate consultation

⁴ Barrier bags are thin plastic bags without handles that are used for unpackaged perishable food such as fruit, vegetables, meat and fish.

- the benefits expected from implementing the regulations exceed the costs
- the regulations are consistent with New Zealand's international obligations
- the regulations are consistent with the purpose of the Act and the relevant part of the Act.

Practicable alternatives

32. The 'specified material' proposed for prohibition is plastic, including degradable plastic, below 70 microns in thickness (when contained in a new single-use shopping bag with handles).

33. A wide range of practicable alternatives to the specified material is available, as recognised by the large majority of submitters. Alternatives include various multi-use bags made from a wide range of materials including for example woven and non-woven plastic (thicker than 70 microns), cotton and jute; boxes provided by retailers; flax woven kete, backpacks and wheeled shopping bags.

Advice of the Waste Advisory Board

34. The Waste Advisory Board's advice (received 14 September 2018) was supportive of the proposed approach. The Board's advice has been considered in formulation of my recommendations.

Adequate consultation

35. I am confident there has been adequate consultation on these proposals. Formal public consultation in August and September 2018 drew 9,356 submissions. The Ministry consulted in a way that allowed the public to provide either detailed comments or just an indication of whether they supported the proposals or not. The Ministry also sought out importers and manufacturers of plastic bags to gain a closer understanding of potential impacts on them.

Costs and benefits

36. I am satisfied the benefits of the proposed regulations outweigh the costs. The costs and benefits have not been quantified (which would be difficult to do accurately), but can be described.

37. The primary beneficiary of this policy will be the environment, both locally and regionally, as the proposed approach will mean fewer plastic shopping bags entering the environment and contributing to adverse effects.

38. Less litter and a cleaner marine environment are also public benefits. Local government submissions noted they would benefit from improved waste management (e.g. reduced contamination of other recyclables).

39. Around \$15 million of single-use plastic shopping bags are imported annually. Consumers may benefit as the cost of these free single-use plastic shopping bags are currently incorporated into the cost of goods they buy.

40. Some costs could potentially fall on consumers, retailers, and manufacturers or importers of single-use shopping bags (including both plastic and degradable bags). How each of these groups will be affected by the proposals depends on the extent to which they have already started to change their practices in order to respond to growing public demand for a move away from single-use plastic shopping bags.

41. For example, both major supermarket chains (Foodstuffs and Countdown) have already taken steps to phase out single-use plastic shopping bags in their stores.

The cost to these operators is therefore likely to be low, although they may nonetheless be subject to additional costs that depend on specific decisions about the coverage of the phase out (in particular, the thickness of bags to be phased out).

42. Additional information on costs and benefits is contained in the Regulatory Impact Statement (Appendix 2). Overall, the benefits to the environment from the proposed regulations outweigh the potential costs.

Impacts on business

43. The group most likely to incur direct costs is manufacturers and importers of single-use plastic shopping bags, in particular those companies that have developed alternatives to single-use plastic shopping bags such as compostable bags. In some cases, these products make up a significant percentage of the company's overall business. As outlined above, it is proposed to include such degradable bags in the phase out. Other applications of compostable packaging will not be subject to the phase out (e.g. bin liners, food packaging, and other commercial applications).
44. Retailers and/or importers and manufacturers will bear the costs of any unused plastic shopping bags that they hold by the end of the phase out date. The proposed implementation period is intended to allow sufficient time for changes to most commercial contracts, although some contracts with a long lead-in time may still be affected. Retailers will also bear the costs of any changes to store layout e.g. checkout configuration, staff training, consumer information, as well as potential shopping delays during the adjustment period.
45. It is possible that smaller retailers will be unable to dispose of all of their existing stocks of plastic shopping bags by the end of the mandatory phase out period. This risk will be mitigated by a strong education and information campaign to ensure that all retailers are aware of pending regulations. The affected retailers will not be prevented from selling or distributing surplus stock for purposes other than carrying away sold goods (e.g. bin liners or clean recycling feedstock). It is also proposed to work with local recyclers to run a collection service so that unused single-use plastic shopping bags can be recycled into new products (rather than being disposed of to landfill).
46. The Waste Advisory Board noted that smaller retailers may struggle to transition to other alternatives, and support should be provided where necessary.

Impacts on households

47. Some costs will also fall on households and consumers, who will now be required to pay for reusable shopping bags (as an upfront cost if they do not currently own reusable bags, or they do not have reusable bags with them), rather than receiving lightweight single-use plastic shopping bags free of charge.
48. Some consumers will need time to adjust and form the new habit of taking reusable bags on each shopping trips. In many cases however, free alternatives are also available to consumers (for example, using other means of carrying their goods such as boxes, or community-based alternatives such as Boomerang Bags, which provide reusable bags as a common good to be shared).

49. Consumers on lower incomes may not feel able to afford the up-front cost of longer-life bags. One way to reduce this impact is to provide multi-use bags with food parcels. Partnerships between the food bank and budgeting service network, other community groups and industry are emerging and the Ministry is putting interested parties in touch with each other to ensure this option can be in place before a mandatory phase out is given effect.

New Zealand's international obligations

50. Relevant obligations include the Trans-Tasman Mutual Recognition Arrangement and the World Trade Organisation framework.

Trans-Tasman Mutual Recognition Arrangement

51. Ministry of Business Innovation and Employment (MBIE) and the Ministry of Foreign Affairs and Trade (MFAT) have advised that, under the Trans-Tasman Mutual Recognition Arrangement (TTMRA), which is codified in New Zealand legislation under the Trans-Tasman Mutual Recognition Act 1997, any goods produced in or imported into Australia that may be lawfully sold in Australia may also be sold in New Zealand (and vice versa). Therefore, a single-use plastic shopping bag that is legally able to be sold in Australia is able to be legally sold in New Zealand.

52. All Australian States and Territories with the exception of Victoria and New South Wales have regulations in effect to prohibit certain types of plastic shopping bags.⁵ These rules apply to bags less than 35 microns in thickness. Despite this, these jurisdictions have not sought TTMRA exemption for their prohibitions.

53. MBIE considers that New Zealand's policy to phase out single-use plastic bags is a move towards closer regulatory alignment with most Australian states. Although the TTMRA Act will allow plastic bags that are able to be sold in Australia to be sold in New Zealand, they consider there is a low likelihood of this occurring in practice. If problems were to arise once the phase out is in place (for example, people were using TTMRA provisions to continue to supply single-use plastic bags), further options, such as a temporary or permanent TTMRA exemption or full regulatory alignment with Australia, could be considered at that stage. MFAT is comfortable with this approach, provided that New Zealand remains compliant with the requirements of the TTMRA.

World Trade Organisation (WTO) framework

54. MFAT has advised that, given their understanding that most single-use plastic bags are imported, phase out (leading to prohibition) of the distribution and sale of those bags in New Zealand could potentially be seen as a *de facto* quantitative restriction on imports, which would be inconsistent with Article XI of the General Agreement on Tariffs and Trade (GATT) 1994. However, MFAT considers that, given the risk that ingestion of single-use plastic shopping bags causes to marine life, a phase out would be covered by the exceptions included in the GATT 1994, which ensure New Zealand is able to adopt measures relating to the conservation of natural resources and measures that are necessary to protect human, animal or plant life or health.

⁵ Regulations apply in Queensland, Western Australia, South Australia, Tasmania, Northern Territory and Australian Capital Territory. Regulations in Victoria are scheduled for later in 2019.

55. As the proposed phase out is not discriminatory, and not a disguised restriction on trade, MFAT considers that the policy options under consideration would be consistent with New Zealand's international obligations under the GATT 1994
56. In line with WTO requirements, the Ministry for the Environment has notified the proposed phase out to the Committee on Technical Barriers to Trade (TBT). WTO Members have had 60 days to assess the impact of the measure on their exports and comment on any aspects of the proposal that relate to the TBT Agreement. No comments were received from other WTO Members on the proposed phase out. Assuming Cabinet agrees to the recommendations, the Ministry will also notify the final decision to WTO Members to inform them of the phase out period. Under the TBT Agreement, New Zealand is required to allow at least a six-month period before entry into force following notification to other WTO Members of the final measure. The proposed phase out period would be consistent with this requirement, which will allow trading partners to adjust their practices accordingly.

Fit with the purpose of the Waste Minimisation Act 2008

57. I consider the proposed regulations are consistent with both Part 2 and the overall purpose of the Act. The regulations are likely to encourage waste minimisation and a decrease in waste disposal, by providing strong incentives for consumers and retailers to switch from single-use to multi-use options for transporting sold goods.

Implementation, monitoring and enforcement

58. The Ministry will work with retailers and importers to assist implementation of the phase out. This will include takeaway businesses and will ensure they understand different options to package food so that leakage isn't an issue for their customers. For example, the Ministry can help facilitate collection of any surplus new stock as clean feedstock for New Zealand-based recycling operations. The new regulations would not preclude surplus stock being sold or distributed for purposes other than carrying away sold goods (eg, rubbish bin liners, feedstock for recycling).
59. Industry and local government submissions called for the Government to play a role in providing guidance to consumers and retailers about alternatives including standards, life cycle impacts and appropriate applications for certified compostable or biodegradable bags. The Ministry will include this information in guidance given to stakeholders during the mandatory phase out period.
60. If the regulation proceeds, any person knowingly contravening the regulation will be liable, on conviction in court, for a fine not exceeding \$100,000 (Waste Minimisation Act 2008 section 65(1)(d)). In order to investigate offences, the Act empowers enforcement officers to seize goods and inspect properties in certain circumstances. However, we anticipate that ongoing enforcement activities will primarily consist of responding to enquiries or complaints from the public.
61. Enforcement officers appointed under section 76 of the Waste Minimisation Act 2008 would be responsible for monitoring and enforcement of the regulations. This activity is proposed to be resourced through the Ministry's baseline funding; a budget proposal is currently underway that covers this and other activities. The Ministry proposes 1.9 full time equivalent staff (FTEs) in the FY2019/20 and 0.5 FTEs in the out years up to FY2022/23.

62. The Ministry of Justice noted sufficient enforcement resources are necessary for regulations to achieve a deterrent effect, which is strongly linked to certainty of response over potential for penalty.

Consultation

63. Agencies consulted were the Department of the Prime Minister and Cabinet, Treasury, Ministry of Business, Innovation and Employment, Department of Conservation, Ministry of Foreign Affairs and Trade, Ministry of Health, Ministry for Primary Industries, Environmental Protection Authority, Department of Internal Affairs, Ministry of Justice and Te Puni Kōkiri. This paper reflects the comments received.

64. The Labour Party, New Zealand First and Green Party have been consulted.

65. The Minister for the Environment has agreed to this paper.

Risks and mitigations

66. There are three broad types of risk: transitional costs to business and consumers, unintended consequences for environmental impact and potential difficulty in enforcement.

67. Potential net costs to businesses relate primarily to adjustments to adapt to changing market demand, as discussed in more detail in earlier sections. These risks will be mitigated by early notice of changes and an appropriate time frame for phase out.

68. Potential net costs to consumers relate to costs to purchase new multi-use bags, inconvenience when consumers forget to bring re-usable bags with them when shopping, and loss of a 'free' option for short-term second uses (eg, bin liners). Net costs are not considered to be large, as higher costs for multi-use bags are offset by their functional lifetime and consumers already pay some \$15 million a year for 'free' bags through the cost of their purchases. These risks will be mitigated by early information on alternatives and cooperation with retailers offering incentives and groups providing free reusable alternatives.

69. Unintended consequences for environmental impact may result if alternative shopping bags chosen by retailers and consumers have higher net life cycle impacts particularly if multi-use bags are not used to the end of their functional design lifetime. These risks will be mitigated by providing practical life cycle impact information to stakeholders for a wide range of options and cooperation with retailers offering incentives for repeat use of bags.

70. The sheer number of shopping transactions and retail outlets means there is a high likelihood for potential non-compliance. Penalties cannot be levied without a conviction in court which requires a high test for evidence in context with limited resources for enforcement. This risk will be mitigated by early information on the nature of the regulations, relying on concerned citizens to report suspected breaches and ensuring resources for response and enforcement as required.

Financial implications

71. There are no immediate financial implications for the Government. A budget bid has been prepared which allows for additional enforcement capacity from FY2019/20 forward for monitoring and enforcing regulations under the Act.

72. Funding will also be required for education and publicity during an implementation period. In the short term the Ministry will undertake this work within its existing budget, drawing on its existing relationships with retailers, industry bodies, and NGOs.

Human rights

73. The proposal in this paper and the attached Regulatory Impact Statement are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Legislative implications

74. Should Cabinet approve a recommendation to prohibit the sale and distribution of single-use plastic shopping bags, regulations would be developed under section 23(1)(b) of the Act.

Regulatory impact assessment

75. The Regulatory Quality Team (RQT) at the Treasury has reviewed the Regulatory Impact Assessment 'Phasing out single-use plastic shopping bags' produced by the Ministry for the Environment and dated 23 October 2018. The review team considers that it meets the Quality Assurance criteria.

76. The problem definition is clear and the options are well set out, drawing on overseas and local experience. There is some uncertainty around consumer behaviour in response to medium-weight bags and this would need to be carefully monitored by the Ministry for the Environment.

Gender implications

77. There are no particular gender implications associated with this paper.

Disability perspective

78. There are no particular implications for people with disabilities associated with this paper.

Publicity

79. Should Cabinet agree to the proposal, this Cabinet paper will be released on the Ministry for the Environment's website, together with a media statement, the Regulatory Impact Statement and Summary of Submissions. As noted above, the Ministry for the Environment will also communicate the policy decisions to affected business stakeholders.

Recommendations

It is recommended that the Committee:

1. **note** that the use of single-use plastic shopping bags in New Zealand contributes to harm to our natural environment;
2. **note** that public consultation showed strong support for phasing out single-use plastic shopping bags;
3. **agree** to prohibit, under section 23(1)(b) of the Waste Minimisation Act 2008, the sale (which includes free distribution) of single-use plastic shopping bags, when sold (or distributed) for the purpose of distributing or enabling the distribution of goods;
4. **agree** the definition of 'single-use plastic shopping bag' covers bags that:

- 4.1. are made of plastic, including those made of degradable plastic (including oxo-degradable, bio-degradable and compostable materials);
 - 4.2. are new (ie, unused);
 - 4.3. have handles; and
 - 4.4. are under 70 microns in thickness;
5. **agree** to exempt lightweight (under 70 microns in thickness) long-life synthetic fabric multi-use shopping bags from the prohibition;
 6. **agree** that the prohibition will apply to any persons selling (or distributing) single-use plastic shopping bags;
 7. **agree** that the proposed regulations will enter into force at least six months after Gazettal of the regulations to meet World Trade Organisation requirements;
 8. **agree** that the period for entering into force after Gazettal be six months
 9. **invite** the Associate Minister for the Environment to issue instructions to the Parliamentary Counsel Office to draft the proposed regulations;
 10. **authorise** the Associate Minister (or Minister) for the Environment to approve minor policy changes during drafting of the regulations;
 11. **invite** the Associate Minister for the Environment to lodge a Cabinet Paper and a draft of the regulations to phase out single-use plastic shopping bags for consideration by Cabinet Legislation Committee in December 2018; and
 12. **agree** this paper along with the Regulatory Impact Statement and the Summary of Submissions may be proactively released on the Ministry for the Environment website.

Authorised for lodgement

Hon Eugenie Sage

Associate Minister for the Environment

Appendix 1: Summary of submitter types and response to the regulatory proposal

			Do you agree with the proposed mandatory phase out of the sale or distribution of single-use plastic shopping bags in New Zealand, including those made of degradable (eg, oxo-degradable, biodegradable and compostable) plastic?							
			Response to proposal by type							
Submitter Type	Count	Per cent	Agree		Disagree		Not sure		No answer	
<i>Submissions</i>			Count	Per cent	Count	Per cent	Count	Per cent	Count	Per cent
Individual	5,972 ⁶	64%	5,725	96%	161	3%	26	-	60	1%
Business/ Industry	97	1%	62	64%	23	24%	3	3%	9	9%
NGOs	26	< 1%	22	85%	2	8%	0	-	2	8%
Local Government	15	< 1%	12	80%	0	-	0	-	3	20%
Iwi	1	< 1%	1	100%	0	-	0	-	0	-
Other	20	< 1%	20	100%	0	-	0	-	0	-
<i>Websurvey</i>	3,225	34%	2,790	87%	318	10%	117	4%	0	-
Total	9,356	100%	8,632	92%	504	5%	146	2%	74	1%

⁶ The majority of individual submissions (4,162 or 68 per cent) used a form submission provided by Greenpeace New Zealand (used verbatim or with some modification). All of these submissions agreed with the proposed mandatory phase out of single-use plastic shopping bags.

Appendix 2: Regulatory Impact Statement