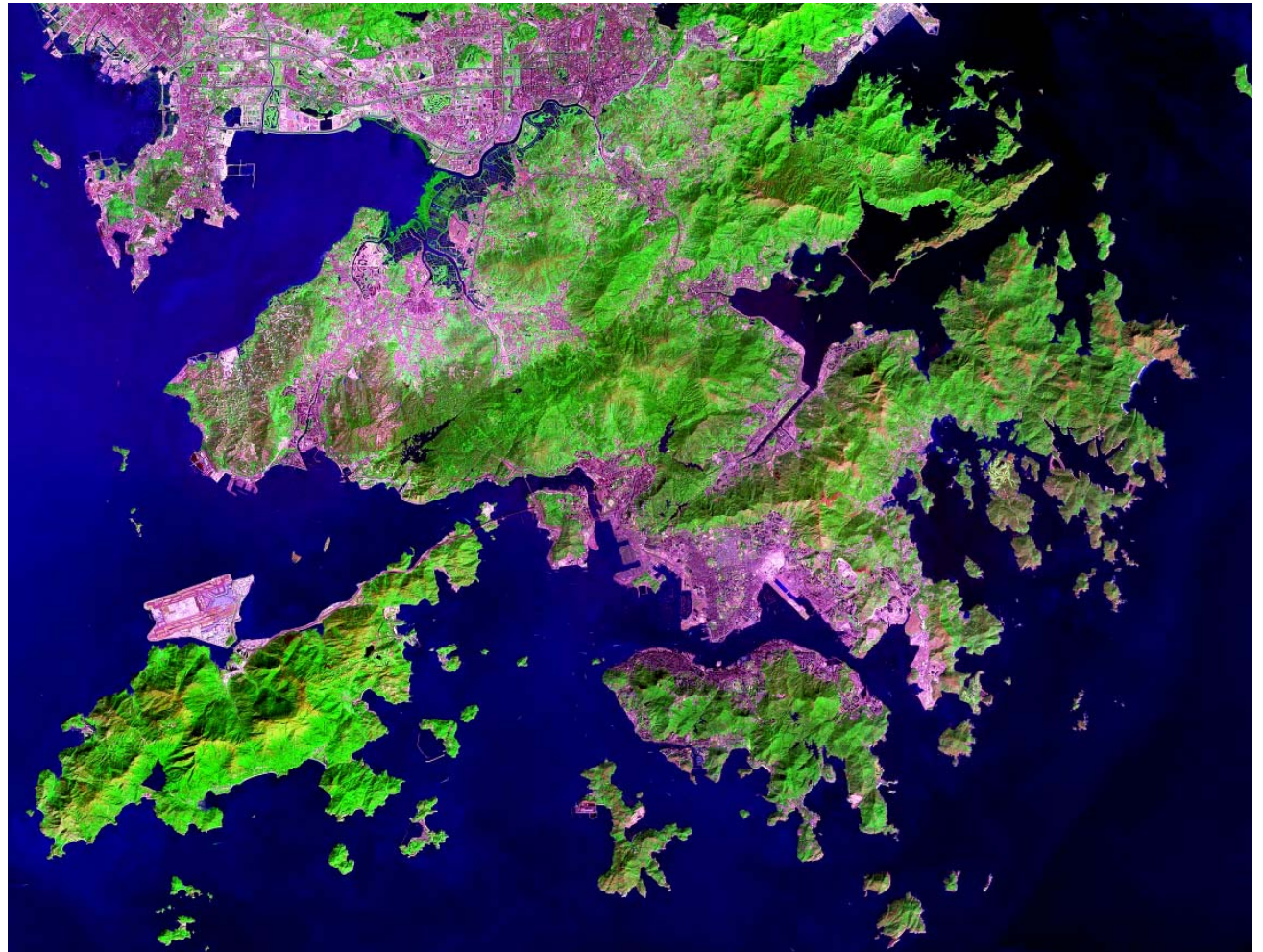


Challenges of Managing NIMBYism in Hong Kong

LAM Kin-che, LEE Wai-ying, FUNG Tung, WOO Lai-yan
Department of Geography and Resource Management
The Chinese University of Hong Kong

Where can I find a waste disposal site with marine access?



Constraints of Siting Disposal Facilities

- Mariculture zone
- Bathing beaches
- Water gathering grounds
- Artificial reef
- Marine parks
- SSSI
- Anchorage facilities
- Tunnels, cables & pipelines
- Outfalls
- Marine traffic
- Water depth
- Proposed reclamation works



Composite Constraints Map

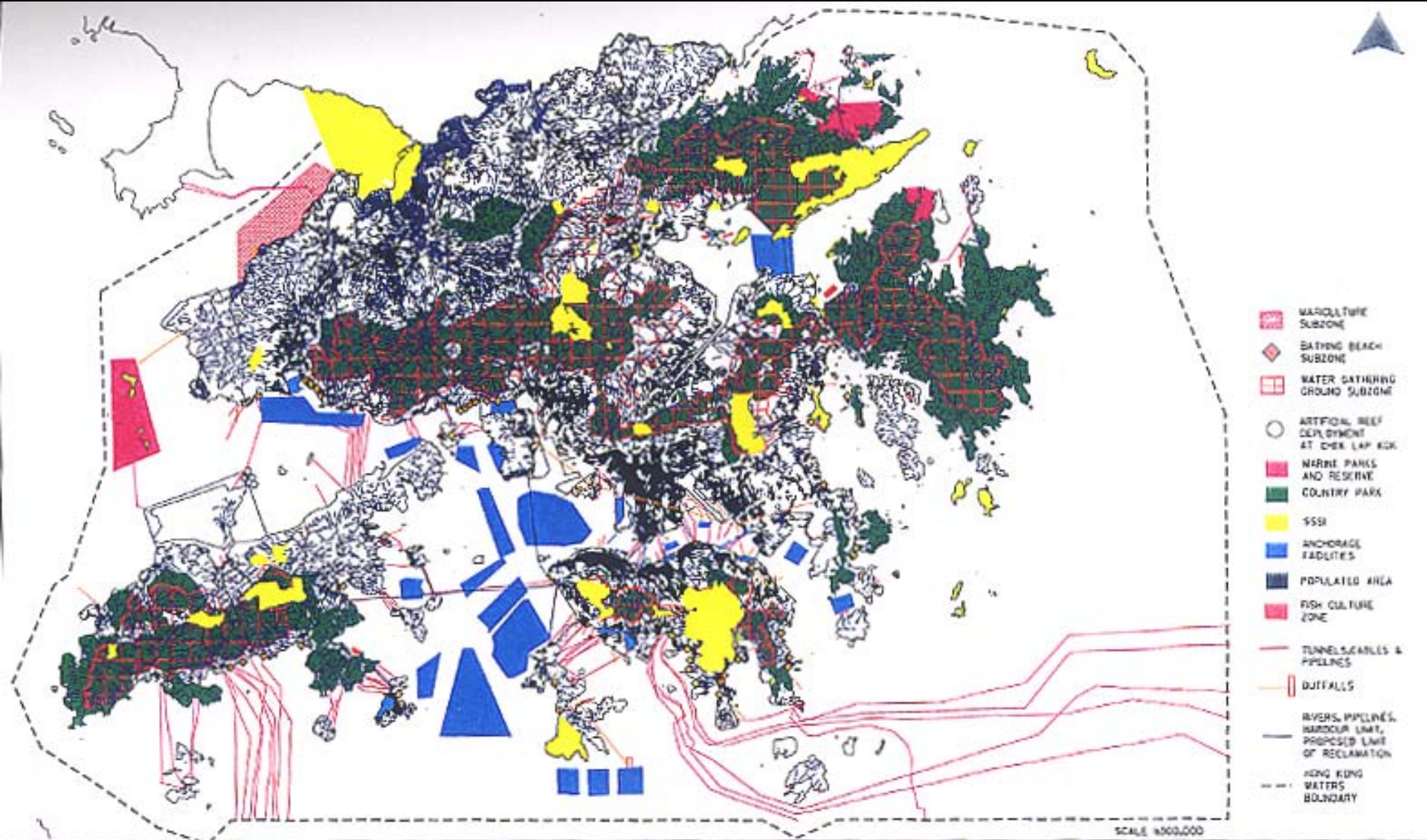


FIGURE 3.3a

Source: ERM

PRELIMINARY CONSTRAINTS USED TO DEFINE THE SITE SEARCH ENVELOPE FOR DEVELOPMENT OF CONTAMINATED MUD DISPOSAL STRATEGY (FOR DISPOSAL OPTIONS)

16TH FLD 0023.1
DATE: 01/99

Environmental
Resources
Management



Incompatible Areas

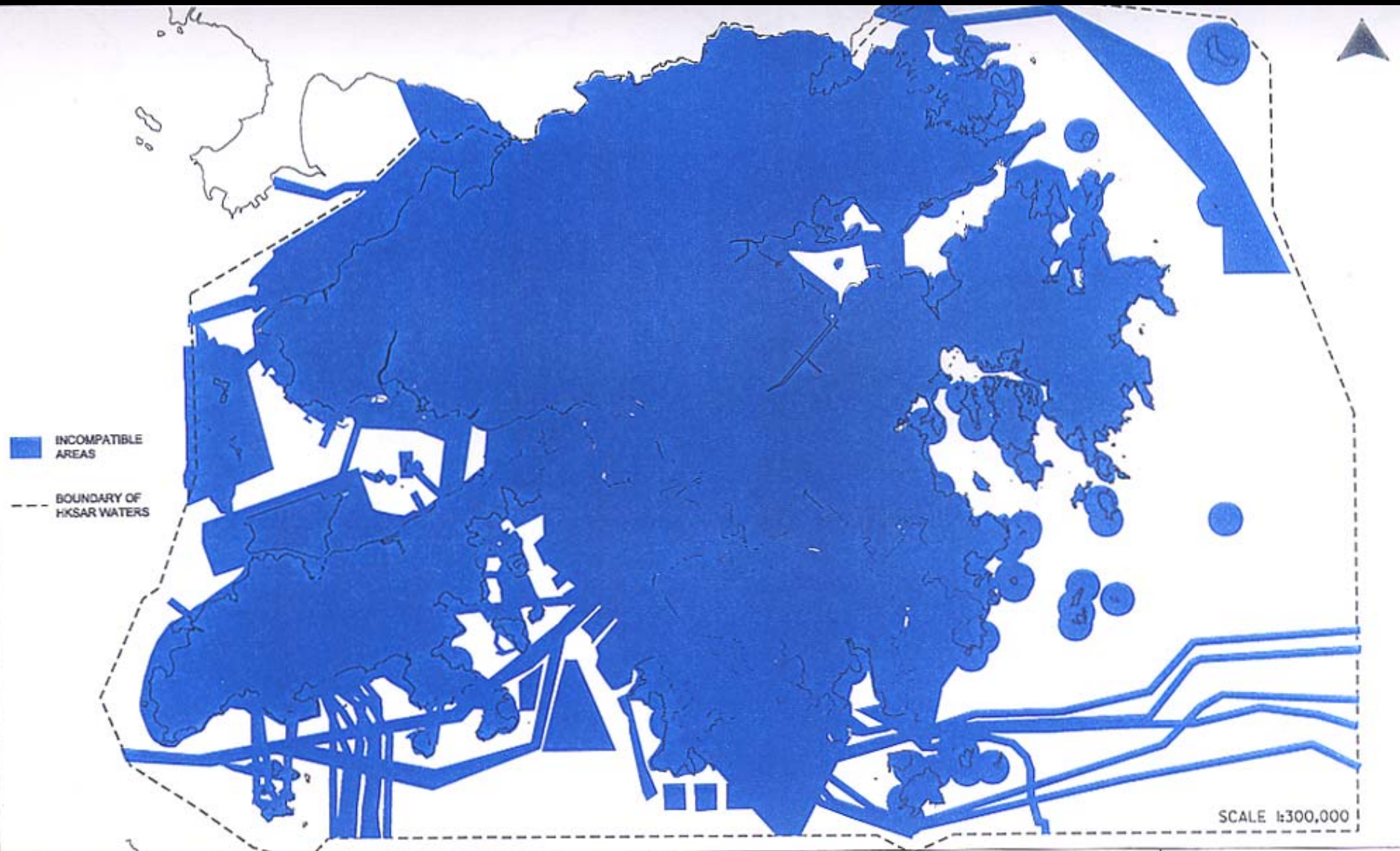


FIGURE 3.5a
Source: ERM

COMPOSITE MAP OF PRELIMINARY SCREENING CRITERIA AND INCOMPATIBLE AREAS

Environmental
Resources
Management





The worst is over yet



Source: Ming Pao



Plans for public mortuary anger Mount Davis residents

Marcial Joanilho

About 100 angry Mount Davis residents yesterday staged a car parade to protest against government plans to build a public mortuary near their homes.

The residents drove from Mount Davis Road to the Chiu Yuen cemetery, past the proposed mortuary site.

Banners denouncing the Government for its lack of consulta-

tion hung from the fleet of 30 vehicles taking part.

Central and Western District councillor Yeung Wai-foon said they objected to the plan because of road safety concerns.

A three-storey complex to house the Victory Public Mortuary was gazetted for public comment last May but residents claimed they had no idea of the move until months later, after the official two-month objection period ended.

But the Government insists it got the approval of the Central and Western District Council before last May.

Yesterday, Mr Yeung denied the Town Planning Board had approved the move. He admitted officials had tabled the plans in a one-line statement among three other construction documents.

The Planning Department said the Town Planning Board had followed proper procedures.

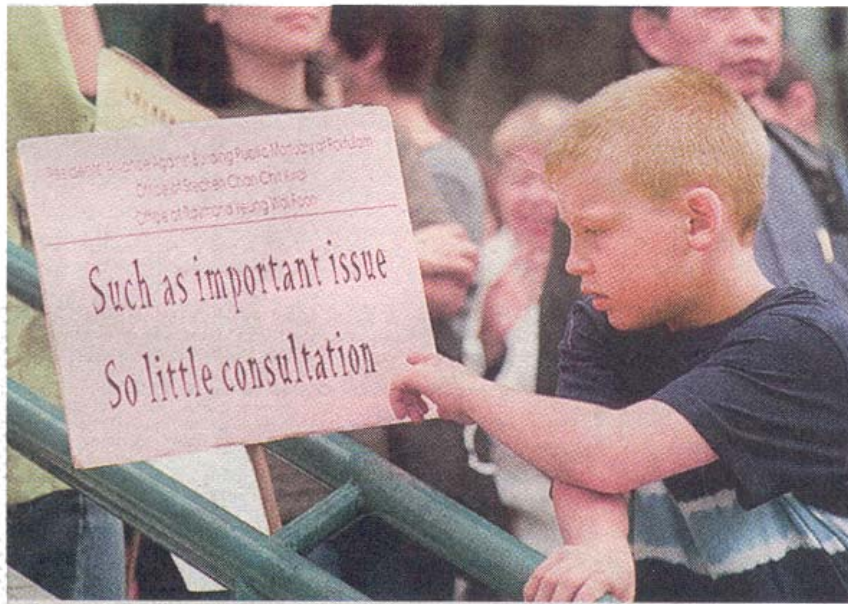
Residents' representative Andrew Chee yesterday said they all objected strongly to the move.

He questioned the Government's plan to relocate the old mortuary from an industrial area of Kennedy Town, to a high-class residential area.

Mr Chee said one of the Government's reasons for the relocation was the residential redevelopment of Kennedy Town. "Is it fair for Mount Davis residents?" he asked.

He said residents were also concerned about road safety in Mount Davis as traffic would increase if the mortuary was built.

The Town Planning Board is scheduled to hear two objections tomorrow which were filed within the two-month consultation period. A further 105 objections submitted to the board after the deadline were not accepted.



A young Mount Davis resident inspects a placard objecting to what protesters say was a lack of consultation over the mortuary plans. Antony Dickson

Source: SCMP



嶺大學生藍色行動 抗議校園旁建住宅

Source: Ming Pao



嶺大學生昨日發起「藍色行動」，從校園遊行至屯門政府合署，沿途高喊「保我校園，還我土地，抗議政府胡亂撥地，窒礙大學發展空間」，要求政府正視嶺大需要。

(蔡家緯攝)



Presentation Outline

- NIMBY in the context of Hong Kong
- Public perception as revealed in two questionnaire surveys
 - Territory-wide
 - Tuen Mun
- Observations
- Implications

[Conference Proceedings, p. 83-93]



Pressure-Cooker Type Development

- Large population (**6.9 million**) with rapid development
- Scarce land resource (**22%** of **1,104 km²** developed)



Demand for Infrastructures

- Power generation facilities, waste disposal sites, correctional services, infectious disease treatment centres etc.



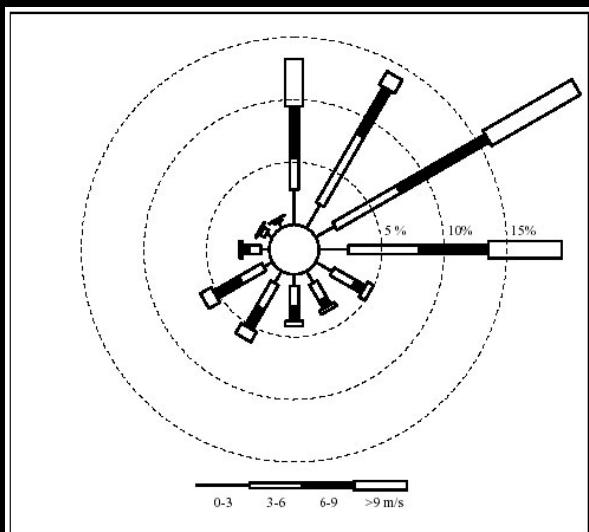
Changing Public Aspirations

- Environmental quality
- Social & procedural justice
- Better governance



Geographical Context

- 18 electoral districts each with a Council
- With different environmental constraints
 - Topographic variations
 - Prevailing easterly wind
 - Restricted water circulation in certain water bodies



Political Context

- Administrative-led government
- Infrastructures can be private or public
- Statutory planning and EIA processes (**rational planning approach**)
- Consultation with statutory and non-statutory boards, advisory bodies and local District Councils (**administration adsorption of politics**)
- Siting of LULU seen by many as “top-down” & “technocratic”
- Limited role of District Councils in infrastructure planning



Structure of the HKSAR Government

Chief Executive

Executive Council

- decides on matters of policy
- **introduces bills to the Legislative Council**
- drafts subordinate legislation

Legislative Council

- **passes laws**
- debates issues of public interest
- receives and debates the Chief Executive's policy addresses
- Budget and public spending

18 District Councils

- undertake improvement projects
- promote recreational, cultural and community activities
- **advise the Government on matters that affect the well-being of residents in their respective districts**



Socio-economic Context

- 11th largest trading economy in the world
- Significant economic growth in recent years
- Increasing environmental awareness
- Widening gap between rich and poor
- All nurture a sense of discontent with government decision-making



Objectives of Questionnaire Surveys

- Elucidate how NIMBYism has arisen in the unique political, social, economic and geographical context of Hong Kong
- Explore how conflicts arising from LULUs might possibly be resolved



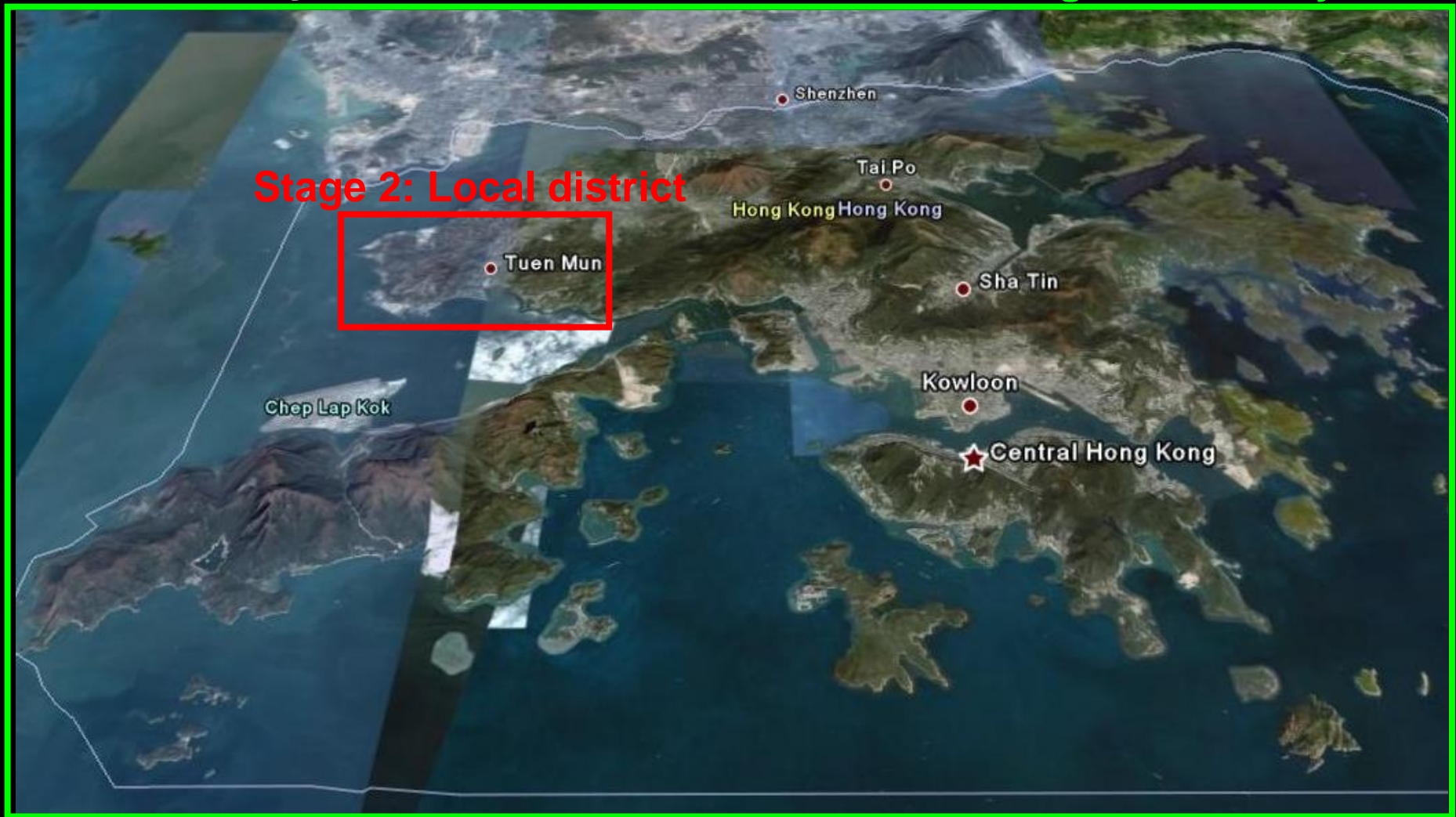
Questionnaire Survey

- **Stage 1:** Territory-wide survey
 - May 2007
 - Telephone survey
 - 1002 interviews completed
- **Stage 2:** Local district (Tuen Mun) survey
 - Oct - Nov 2007
 - Face-to-face interview in Tuen Mun, a district with disproportionate share of LULU
 - 752 residents successfully interviewed



Survey Areas

Stage 1: Territory-wide



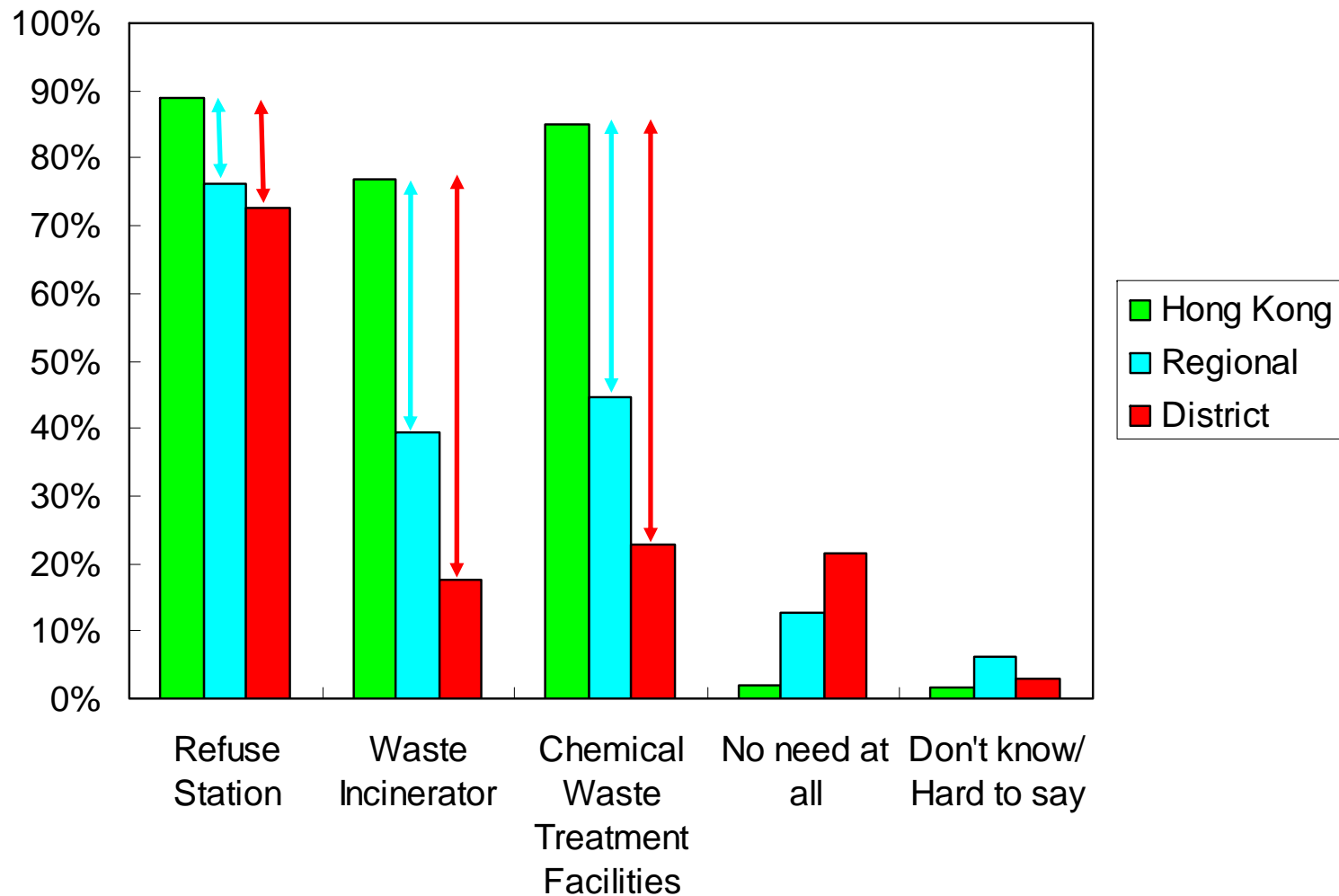
Source: Google Earth



Findings of 1st Territory-wide Survey



Perceived Need for Different Types of LULUs

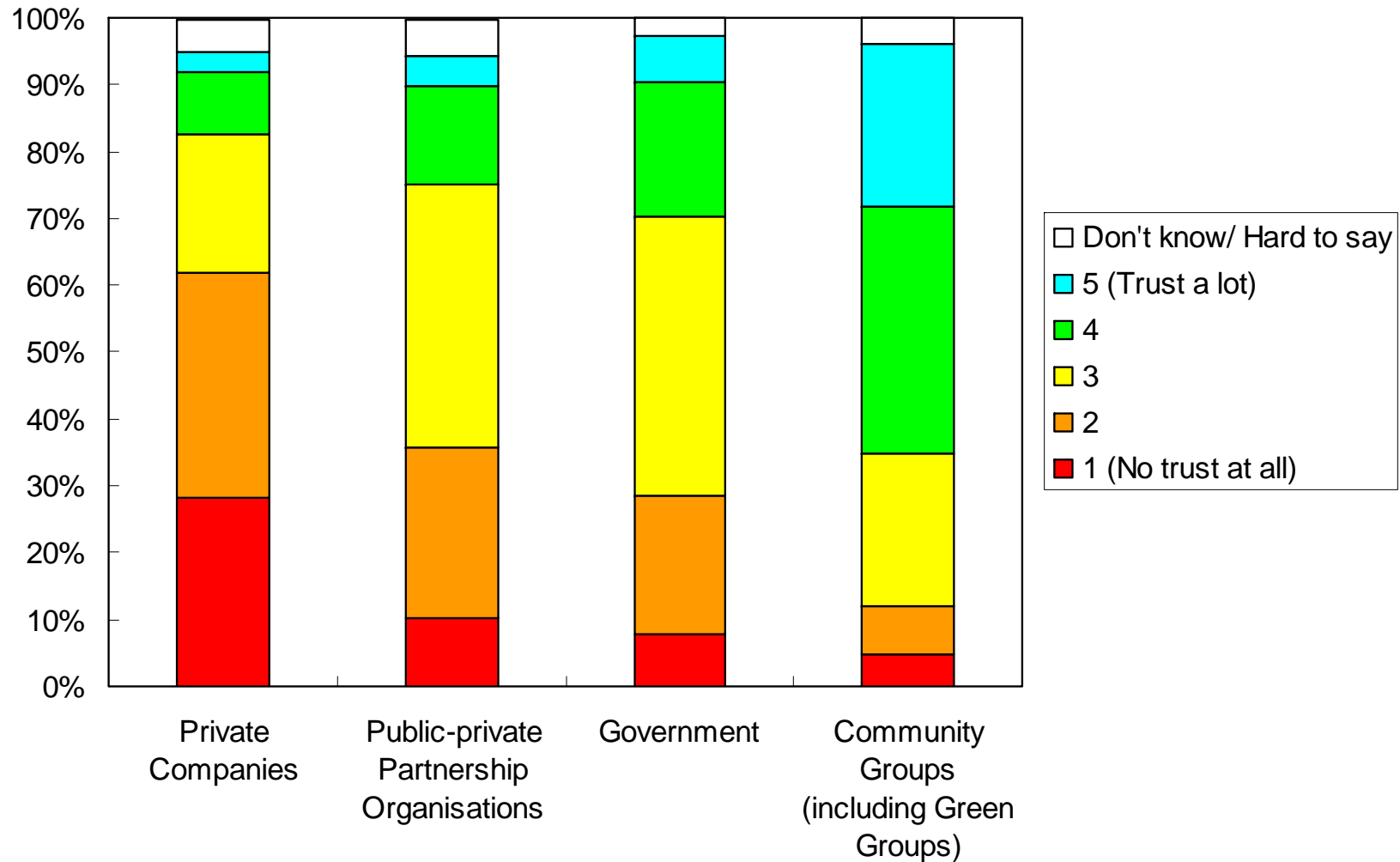


NIMBYism as Observed in Territory-wide Survey

- Significantly more people envisage the need for a particular LULU for the **whole** of HK than for their region or local **district**
- Perceived **need** is greater for facilities that most people use (e.g. refuse transfer station) than those that people do not readily associate with
- Some opine that it is only fair to **site** LULUs according to district's need or to evenly distribute them over space



Degree of Trust as Revealed in the Territory-wide Survey

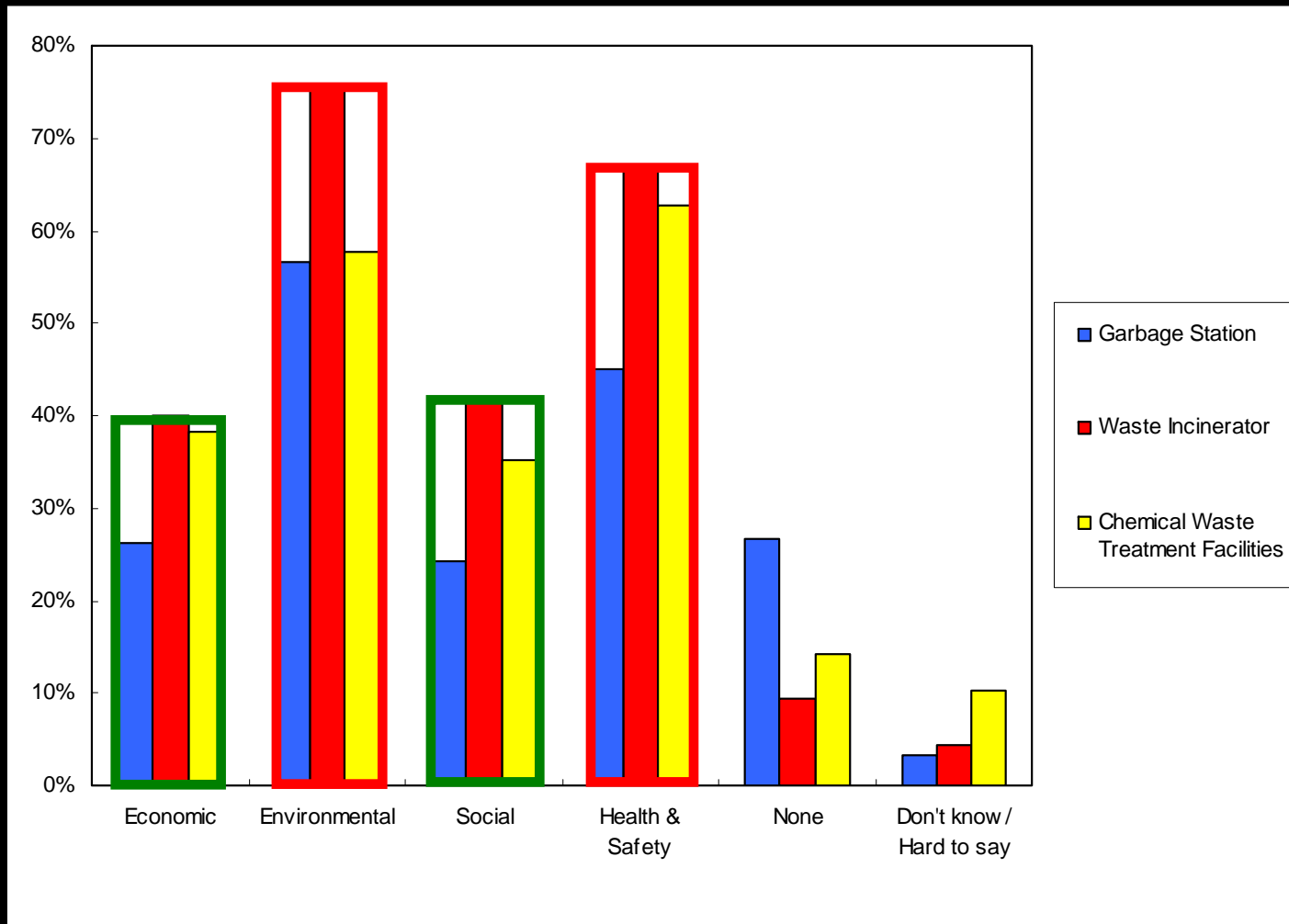


Lack of Trust as Revealed in the Territory-wide Survey

- The public has more trust in civil societies and environmental NGOs than in the government and private sector
- Only 13.3% of the respondents agreed with the statement that the consultation undertaken by the government is adequate



Perceived Risks Associated with Different Types of LULUs in the Territory-wide Survey



Concerns of residents as revealed in Territory-wide Survey

- Public concern in the following descending order:
 - environmental
 - health impacts and associated risks
 - social and economic losses



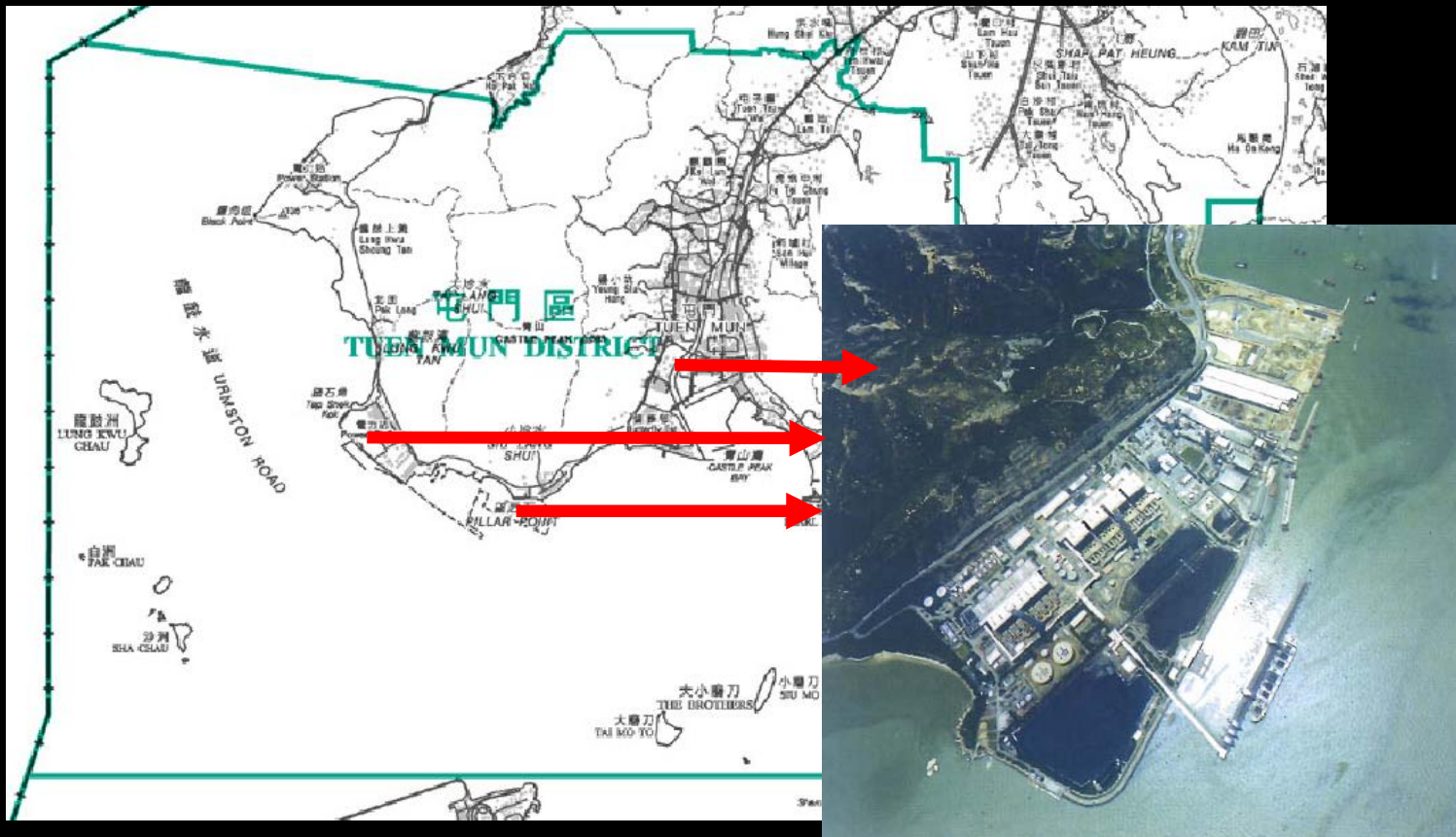
Findings of the Tuen Mun Survey



Local District Survey in Tuen Mun

- Tuen Mun is 1 of the 18 electoral districts

Source: 2000 LegCo Electoral Bnd Index



Characteristics of Tuen Mun

- Disproportionate share of LULUs in HK
 - 2 power stations
 - 1 of the 2 major psychiatric hospitals in HK
 - 1 of the 3 strategic landfills in HK
 - 1 of the 3 major refugee camps in the 1990s
 - Aviation fuel receiving facility, steel plant, river trade terminal and a large waste recycling park



More LULUs on the Drawing Board

- A mega columbarium-cum-crematorium
- A sewage sludge incinerator
- An incinerator?



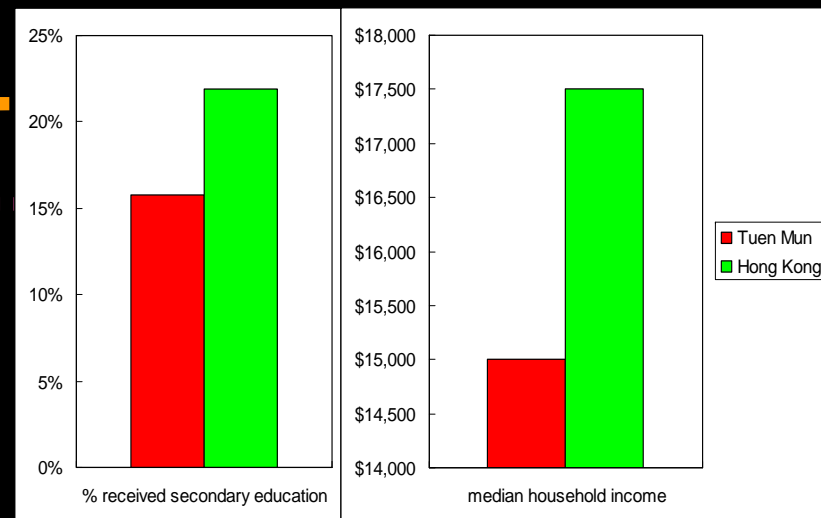
Reasons for Siting LULUs in Tuen Mun

- Located at west extremity of HK, therefore ideal as the downwind location under prevailing easterly wind
- Close to HK's international airport and the Pearl River Estuary, making it a favored site for handling aviation fuel and river cargo traffic



Tuen Mun - A Town with Relatively Lower Socio-economic Profile

- Community facilities and transportation system are not as well furnished as in other new towns
- Relatively lower socio-economic profile
 - lower education attainment
 - lower household income
- Outcome => labeling effect which nurtures grievances, mistrust and sense of injustice



Paradox - Low Awareness of LULUs among Tuen Mun Residents

- 55% of residents not keenly aware of LULUs in their district unless prompted
- 47% of the respondents do not think Tuen Mun has a disproportionate share of LULUs
- Only 14% of the Tuen Mun respondents could correctly name one or more LULUs in their district

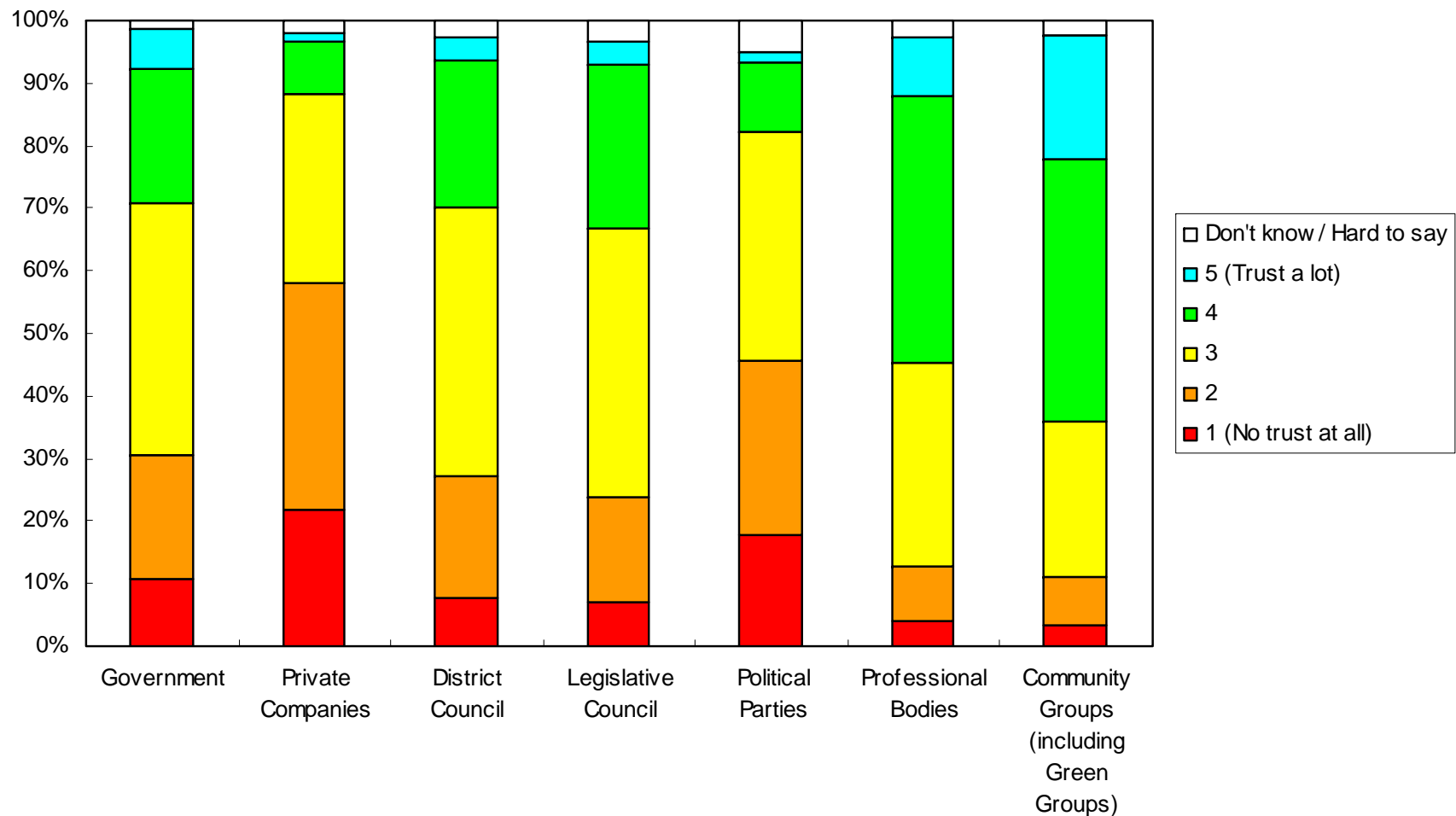


Lack of Knowledge and Trust among Tuen Mun Residents

- Lack of **knowledge** about LULU planning process
 - 86% of respondents did not know how LULUs are planned
- Lack of **trust** in the government
 - 31% do not trust government
 - 79% and 68% of respondents feel that the consultation undertaken was inadequate or ineffective respectively
 - 27% reported that they had no faith in the local District Council in handling LULU related matters



Level of Trust among Tuen Mun Residents



Sources of Information about LULUs

- Dependence on mass media
 - Over 58% of the respondents cited the media as their main source of information
 - Only 2% of respondents reported knowing LULUs through town hall meetings
 - Some respondents named LULUs which had been widely reported in the news but not yet in existence

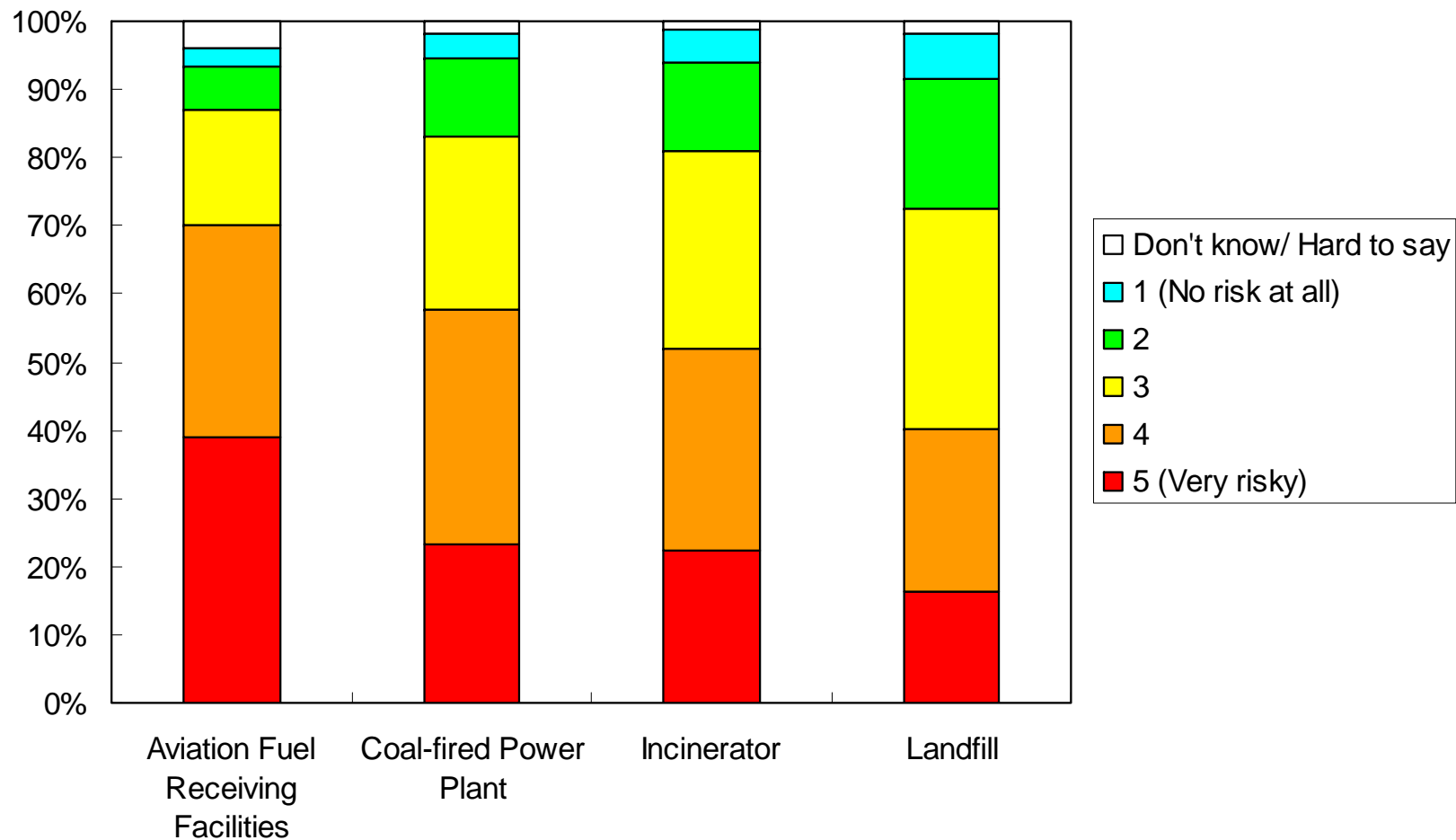


Perceived Risks of Different LULUs

- LULUs unwelcome by Tuen Mun residents
 - Majority oppose to LULUs although they acknowledge the benefits to they society
 - Oppose to all kinds of LULUs
- Perceived risks of different LULUs
 - Greater fear and opposition to hazardous installations with low frequency and high consequence risks



Perceived Risks Associated with Different LULUs



LULUs as Seen by the Proponents

- Such facilities are necessary and in the interest of the society
- The due planning and EIA processes have been followed
- Local residents object to the land use/facility because of
 - Selfishness
 - Ignorant and irrational
 - Hidden motives
 - Unfounded fear or misunderstanding of the technical reports



Summary of Findings

- NIMBYism in HK: compact city, rapid development, rational planning
- Different types of LULUs invoke different levels of fear and should be treated differently
- The public are less resistant to LULUs which create environmental nuisances than those with uncertain and uncontrollable risks
- Considerable mistrust and mis-communication
- Evidence of sensitization by news media
- Paradox – low level of awareness in an area with many LULUs



Policy Implications

- Need to rethink the stakeholder engagement strategy
 - Move from consultation to engagement
 - Emphasis on risk communication
- Rebuilding the image of Tuen Men
 - Possibility of image re-engineering
 - Removing the stigma
- Change in mindset
 - Limitations of rational planning
 - NIMBY is more than a technical problem
 - Shift from technocratic to a socio-political issue



Acknowledgements

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Thank You

