

# Strategic Options for Managing LULU Siting Conflicts

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LULU Workshop II - 21 June 2008

## Today's Program

08:45-09:00	登記
09:00-09:10	歡迎
09:10-09:40	研究報告簡介: 公眾反對不受歡迎設施的糾紛處理 (Managing Conflicts Arising from the Siting of Locally Unwanted Landuses in Hong Kong: Strategic Options)
<b>09:40-11:00</b> <b>(10:50-11:00</b> <b>小組總結)</b>	<b>分組討論及茶點</b> A 組: 規劃、選址及公眾諮詢過程 (Planning, siting and public consultation process) [Rm233] B 組: 補償及社區優化 (Compensation & Community betterment) [Rm422] C 組: 法制調解 (Institutional Mechanisms) [Rm231]
11:00-12:15	小組報告及全體討論
12:15-12:30	總結



## Presentation Outline

1. NIMBYism in Hong Kong
2. Findings of two questionnaire surveys
  - Tuen Mun
  - Tseung Kwan O
3. Strategic options for managing LULU siting conflicts



## Part 1 – NIMBYism in Hong Kong



# The NIMBY Phenomenon

- LULU = Locally Unwanted Land

**超級焚化爐選址**

屯門會曠煤灰湖

石鼓洲

青山發電廠

龍鼓灘發電廠

石鼓洲

綜合廢物管理設施建議選址

**屯門會曠煤灰湖**  
 位置：新界西北，地處新界西堆填區及龍鼓灘發電廠，目前是中電的煤灰堆，面積約2公頃。  
 優點：●位於海邊，具協同效應，可以共用堆填區有基礎設施及碼頭及廢物儲存區等，佔地較少，可節省土地和成本。  
 ●鄰近發電廠，焚化廠產生的電力可接駁電網。  
 ●處於海邊，可透過海路與海運碼頭對焚化設施。  
 ●容易擴充。  
 缺點：●接近民居，須進行詳細評估，以確定累積的空氣質素是否達標。

**石鼓洲**  
 位置：大嶼山芝麻灣半島以南，島上有戒毒康復中心，人口約200人。  
 優點：●防止香港島及離島的廢物轉運，想海邊運送廢物轉運。  
 ●焚化設施建於填海土地上，對島上生態不會有影響。  
 缺點：●填海10公頃，須進行法定程序，建議時間較長，成本較高。  
 ●填海區附近是魚類繁殖場，屢有中華白海豚出現。

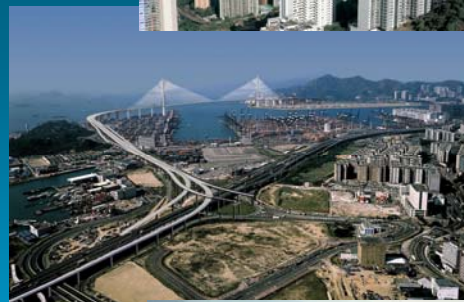
資料來源：環境局

road  
(backyard)



# Spatial Context

- Large population (6.9 million) with rapid development
- Scarce land resource (22% of 1,104 km<sup>2</sup> developed)
- Density => Proximity & landuse conflicts



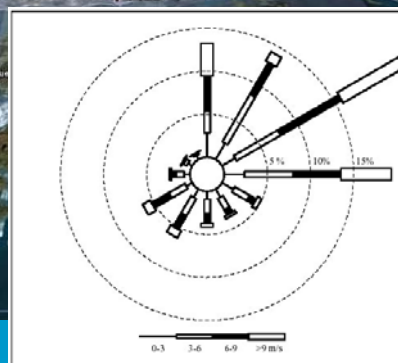
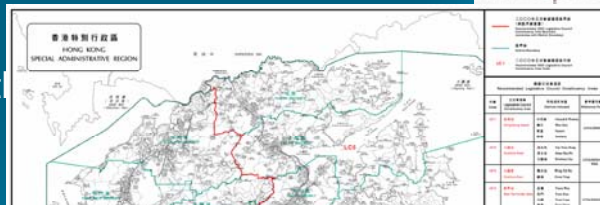
## Changing Public Aspirations

- Environmental quality
- Social & procedural justice
- Better governance



## Geographical Context

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



## Political Context

- Administrative-led government
- Statutory planning and EIA processes
- Public consultation with statutory and non-statutory boards, advisory bodies and local District Councils
- Limited role of District Councils in infrastructure planning



## Socio-economic Context

- 11<sup>th</sup> largest trading economy in the world
- Significant economic growth in recent years
- Increasing environmental awareness
- Widening gap between rich and poor
- All nurture an air of discontent with public 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 may possibly **be resolved**



## Questionnaire Surveys

- **Stage 1: Territory-wide survey**
  - May 2007
  - Telephone survey
  - **1002** interviews completed
- Reported in the 1<sup>st</sup> LULU Workshop in June 2007
  - Further information:  
<http://ceprm.gm.cuhk.edu.hk/LULU/Surveys/Surveys.html>

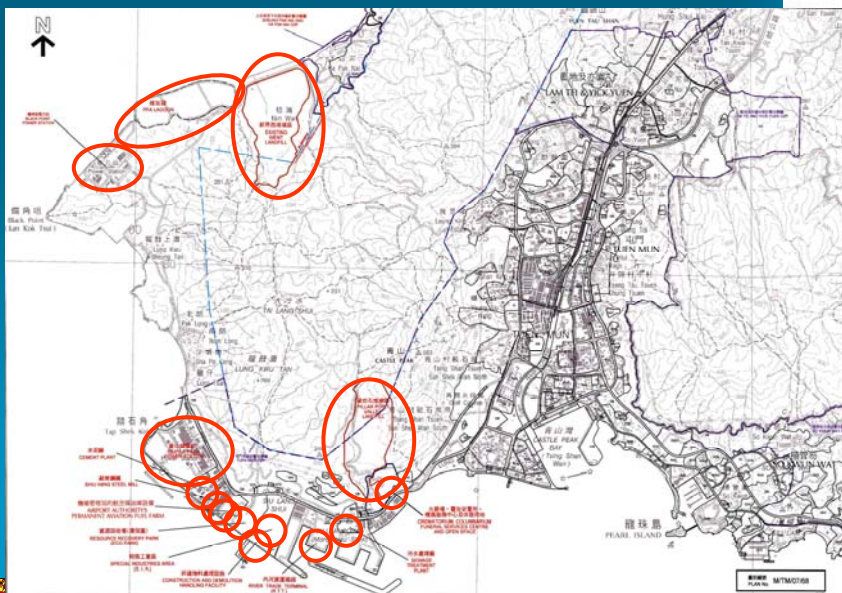


## Questionnaire Survey

- Stage 2: Tuen Mun
  - Oct - Nov 2007
  - Face-to-face interview
  - 752 residents successfully interviewed



## LULUs in Tuen Mun



(Source: Planning Department)



## Questionnaire Survey

- Stage 3: Tseung Kwan O Survey
  - March 2008
  - Face-to-face interview in Tseung Kwan O
  - 822 residents successfully interviewed



## SENT Landfill in TKO and its Extension

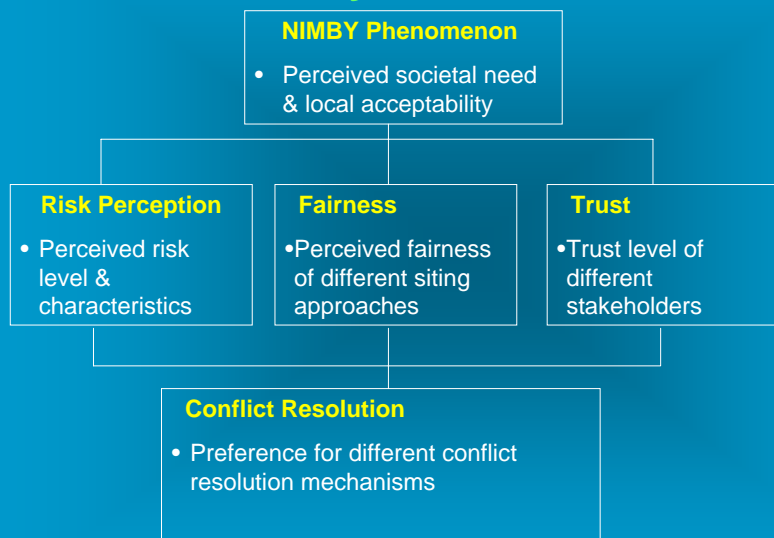




## Part 2 Tuen Mun & Tseung Kwan O Surveys – Key Findings



## Major Issues Investigated in the TM & TKO Surveys

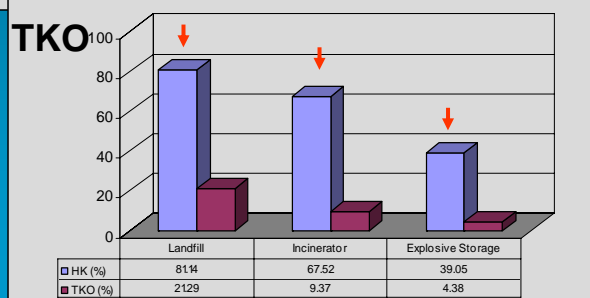


## Public Awareness of LULUs in TM and TKO Districts

	TM		TKO
	Without prompt	With prompt	With prompt
No LULU/ Don't Know	55.1%	28.4%	31.5%
Awareness of LULUs	1. Landfill (22.1%)	1. Landfill (53.6%)	1. Landfill (61.2%)
	2. Power Plant (15.9%)	2. Power Plant (29.4%)	2. Industrial Estate (10.2%)
	3. Columbarium (8.4%)	3. Columbarium (23.2%)	3. Graveyard (8.3%)

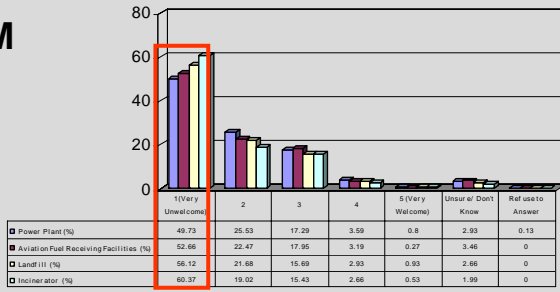


## Perceived Need for LULUs in HK & Neighborhood

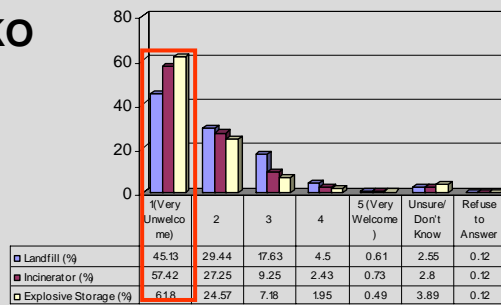


# Are LULUs welcomed?

TM

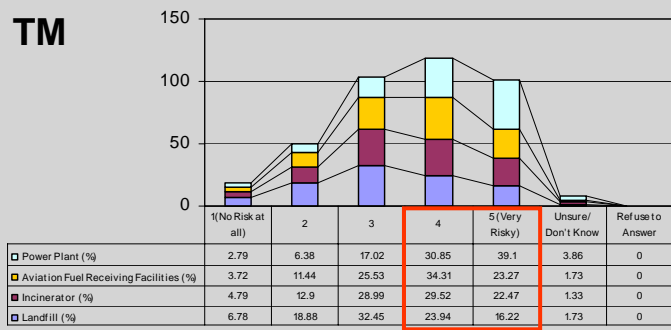


TKO

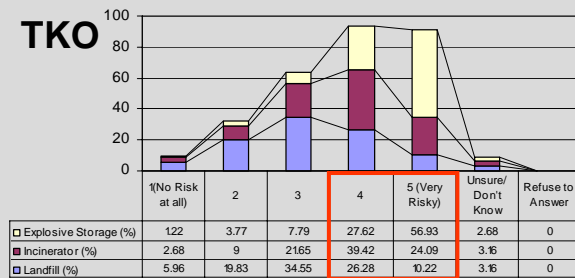


# Perceived Risk Level

TM



TKO



## Factors Affecting Public Risk Perception

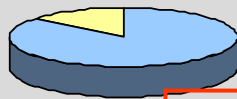
	% "Agree and Strongly Agree"	
	TM	TKO
The facility will bring catastrophic effects if accidents occur	84.85	84.31
Environmental impacts arising from the facility are not easy to reduce	83.11	79.93
The risks associated with the facility would make people fear and dread	71.54	70.32
The technology of the facility may not be reliable	35.50	42.82
Public are not familiar with the impacts and risks of the facility	65.02	66.18
The facility may impose impacts and risks upon future generations	75.93	70.32



## Do you know what the Government has done in siting LULUs?

**TM**

Know, 14%



Don't Know, 86%

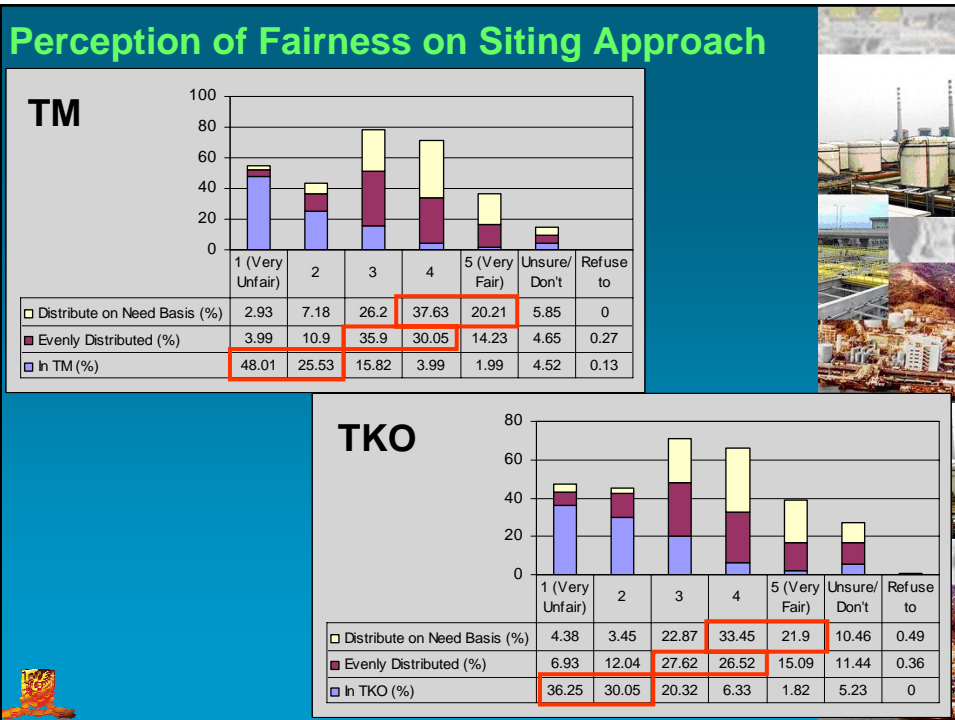
**TKO**

Know 9%



Don't Know 91%

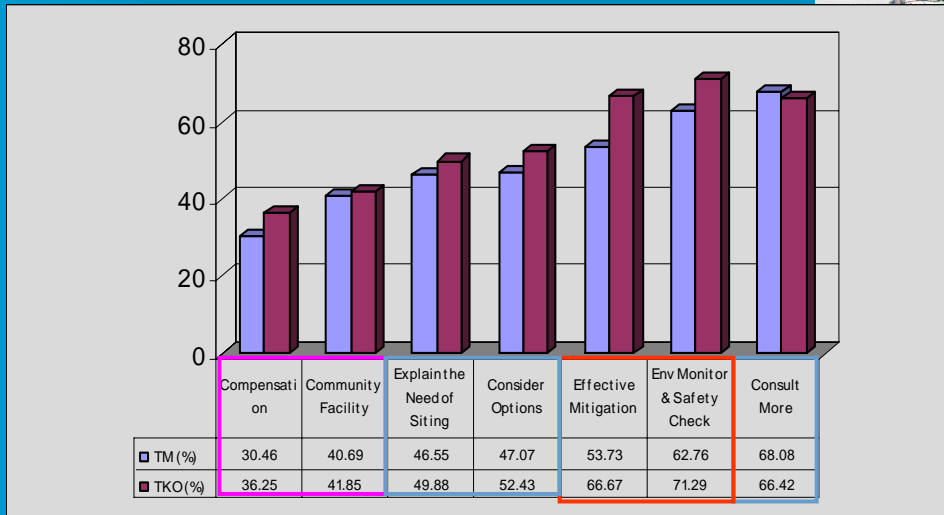




### Level of Trust of Different Stakeholders

		% "Very Trustworthy and Trustworthy"		
		TM	TKO	
Community Groups (including Green Groups)	}	1st	61.71	62.90
Professional Groups			51.87	52.68
LegCo	}	2nd	29.92	28.71
Government			27.80	32.00
District Councils			27.39	29.08
Political Parties	}	3rd	12.64	12.65
Private Companies			9.84	9.73

## Perceived Effectiveness of Conflict Resolution Measures



## Gist of TM & TKO Survey Findings

### Risk

- Public perception of risks is more influenced by dread and unknown factors
- It calls for more dialogue and risk communication

### Fairness

- The siting approach is not seen to be fair in the eyes of the host community

=> Risk communication and fairness



## Gist of TM & TKO Survey Findings

### Trust

- Public do not know the process
- Main source of information: media
- Low level of trust with Government and District Council

### Conflict Resolution Mechanisms

- Effective dialog, consultation & risk communication
- Monitoring and mitigation to reduce risk

=> **Public Engagement/Communication Strategy**

=> **Trust Building**



## Part 3 - Strategic Options in Managing Siting Conflicts



## Objectives of this Workshop:

- **Solutions** to siting impasse in HK?
- Improvements to the planning, siting and public consultation **process**
- Other **conflict resolution mechanisms**:
  1. Compensation
  2. Community betterment
  3. Institutionalised dispute resolution mechanisms



## LULU Planning, Siting and Public Consultation Process

Case 1: **IWMF Planning and Siting**

Case 2: **SENT Landfill Planning and Siting**





## Planning, Siting and Public Consultation – Key Questions

- **Weakness** of current approach
- **Social and equity issues** adequately addressed?
- **Importance of trust** in shaping public acceptance?
- How to **communicate** effectively?
- How can **trust** be built up in HK?



## Objective of Compensation

- Redress inequality
- Share benefits
- Promote dialog rather than conflicts
- Can help reduce:
  - local opposition
  - Enhance overall efficiency of the process



## Types of Compensation

### Direct monetary:

- an offer of money
- maybe viewed as a bribe or blood money

### Non-monetary:

- In-kind awards
- Contingency fund
- Property value guarantee
- Employment
- Reduction/waiver of fees, tariff & taxes



## Compensation Examples

### Case Study: Japan

Nuclear Power Plant in Hamaoka

### Case Study: Taiwan

Solid waste incinerators through negotiated compensation

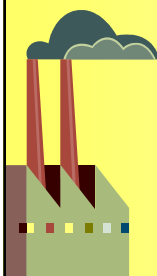


## Compensation – Key Questions

- Is **compensation** **feasible** in Hong Kong?
- **What** to offer? **Whom** to negotiate with? **Who to oversee** the process & implementation?
- How to avoid compensation being seen as **bribe or blood money**?



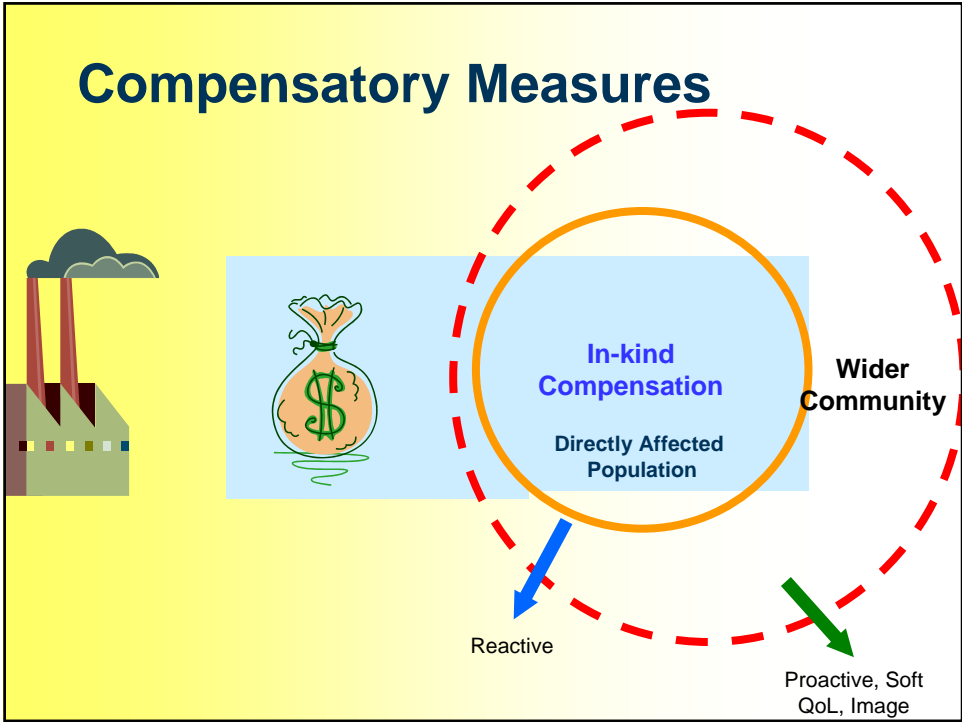
## Compensatory Measures



**In-kind  
Compensation**

**Directly Affected  
Population**

# Compensatory Measures



Administration Building  
 Dormitory  
 Parking Lot  
 Incinerator  
 Weighing Bridge  
 Guardroom  
 Stack Revolving  
 Restaurant  
 Ash Weighing Bridge  
 Car Washer  
 Theme  
 Kindergarten  
 Swimming Pool  
 Sport Park  
 Central Plaza  
 Repair Station  
 To underground  
 Parking Lot  
 Basketball Court  
 Tennis Court  
 Cafe

**Facilities for Community Use**  
**Pei-tou Refuse Incineration Plant**

**Swimming pool**

**Tennis court**

**Kindergarten and off-school centres**

**Fitness centre**

## Community Betterment

- Benefit the **whole** community
- **Not** (only) **to cure** what is “wrong”, but to promote what is beneficial
- Examples:
  - ❖ Infrastructure – roads, bridges, rail
  - ❖ Projects that improve QoL (parks, open space, street lighting)
  - ❖ Communal facilities – town hall, swimming pool, library etc.
  - ❖ Community “label” re-engineering



## Community Betterment - Key Questions

- **Which** measures/facilities are more preferred in HK?
- **Where** - **near** the facility or **dispersed** in the community?
- How does the host community know it is not something the government will provide regardless of the LULU?
- **Constraints**, institutional or resources, in Hong Kong?



## Institutionalised Dispute Resolution Mechanisms

- Public hearing
- Referendum
- Institutionalized Negotiation



### Case Studies:

Public Hearings	<ul style="list-style-type: none"><li>• Expansion of landfill in Dane County, Wisconsin</li></ul>
Referendum	<ul style="list-style-type: none"><li>• Management of Spent Nuclear Fuel (SNF) in Sweden</li><li>• Hazardous Waste Facility Siting Provision in West Virginia</li></ul>
Institutionalized Negotiation	<ul style="list-style-type: none"><li>• Siting municipal solid waste incinerator in Taiwan</li></ul>



## Institutionalised Dispute Resolution – Key Questions

- Which is **more feasible**? Which are non-starters?
- **Key constraints** and hurdles in implementation?
- Does the **outcome** make every body happy?



## Crux of Matter ... Benefit Sharing

- Relative **old concept**
  - Economic rent of resources
  - Distribution of benefits
- Maximize & **distribute benefits** across stakeholders in line with the principle of sustainability





## Evolution in the Mindset ....

- 1950-1970s - **Eminent Domain**: trickle down effect
- 1980-1990s – **Mitigation & Compensation**: Minimization of adverse impacts
- 2000s – **Sustainable Development**: Benefit sharing & Integrating project with community design



## The Approach .....

- Recognize each situation may be **different** – scope, needs, practicality
- Consider a **portfolio approach**
  - draw from a menu of delivery options
  - recognize broad range of stakeholders
- Try to be
  - **Substantive**: avoid window dressing
  - **Sustainable**: long lasting effects



## Group Discussion

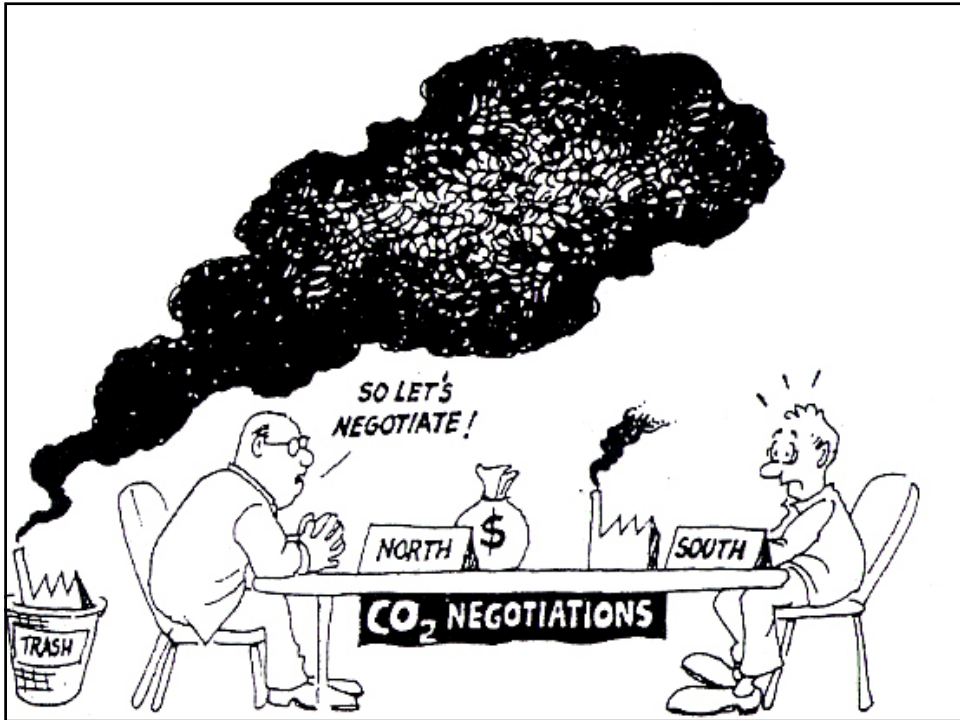
- 0940-1050h - Discussion
- 1050-1100h – Wrapping UP
- Focus
  - Feasibility of various measures
  - Observation on HK situation
  - Any other measures that can help resolve the siting problems
- Please note:
  - Not a discussion of pros & cons of specific projects
  - Considerable overlap between various options
- Appoint someone to report to the meeting
- Meet again in Rm 422 at 1100h

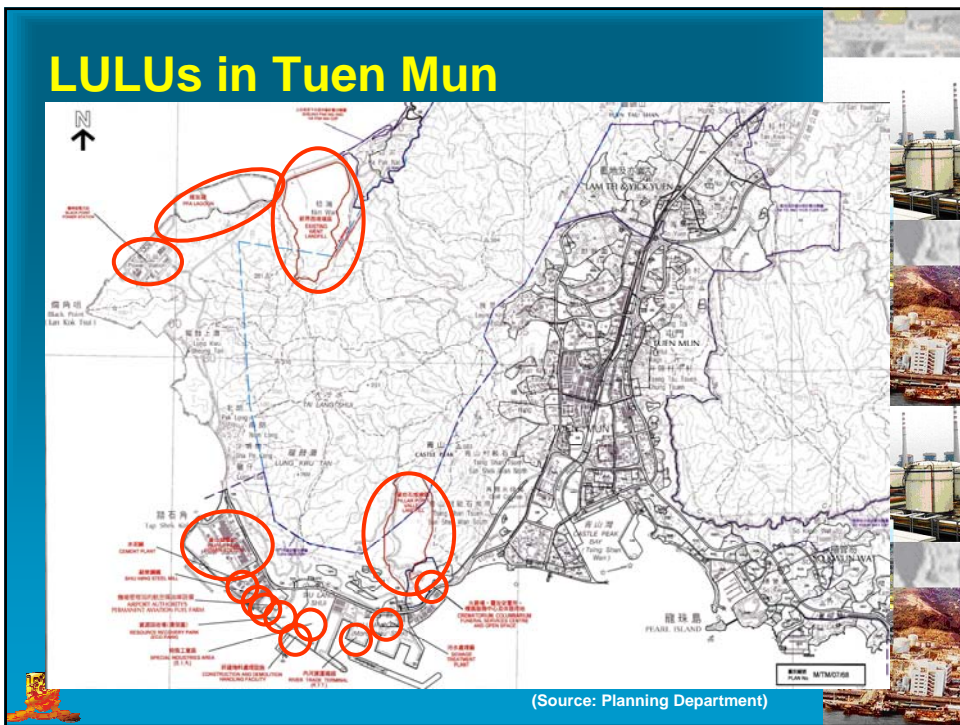
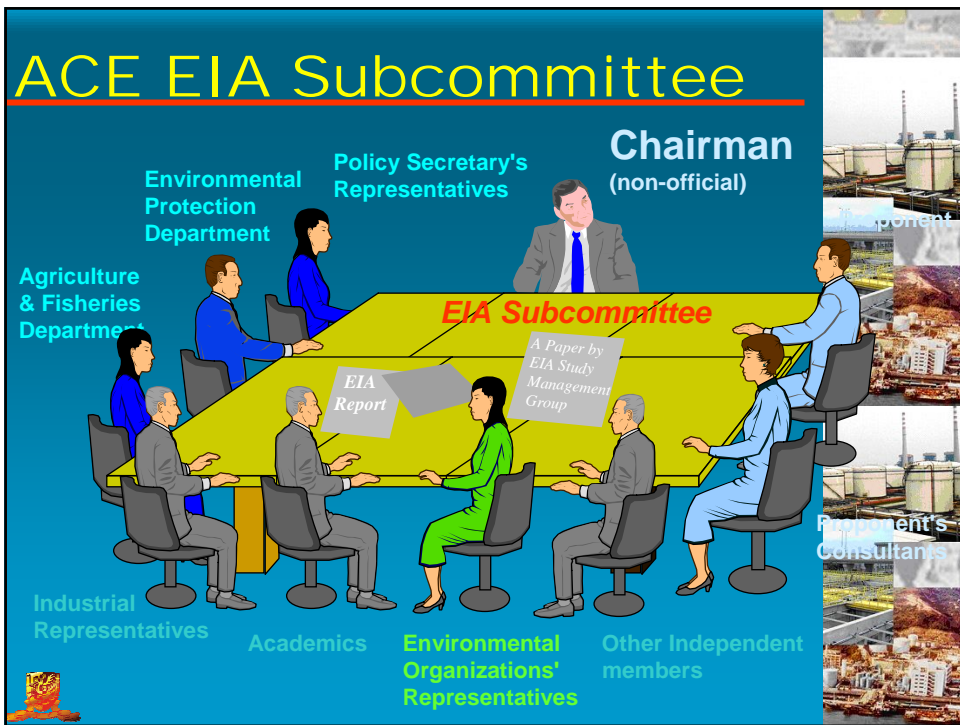


## Acknowledgement

- Support of the Research Grants Council of Hong Kong (Public Policy Research No. 4008-PPR20051)
- All Workshop Participants







## The NIMBY Phenomenon

- **LULU** = Locally Unwanted Land Use
- Social good, but local bad
- => **NIMBY** (Not In My Backyard) phenomenon
- Project delay and cancellation
- Conflicts & social disharmony



## Benefit Sharing Approaches

- Project design
- Supplementary/Indirect Investments
- Financial allocations
- Institutions/Policies



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