

# Analysis on the Generation Mechanism and Governance Path of Environmentally Friendly Nimby Conflict

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## Abstract

**With the development of the times, citizens' requirements for urban infrastructure are increasing, and a large number of public infrastructure facilities must be built to meet people's living needs. The frequency of nimby conflict is increasing, and the main reason for nimby conflict is the continuous development of China's market economy and the general enhancement of people's awareness of safeguarding rights. In order to reduce or even avoid nimby conflict, corresponding measures should be worked out aiming at the root causes of nimby conflict, such as insufficient information disclosure, imperfect decision-making mechanism and lack of trust in many aspects.**

## Keywords

**nimby conflict, environmental pollution, nimby effect, nimby facilities.**

## 1. Introduction

With the development of economy and the progress of society, people's demands for the quality of public facilities have increased dramatically. In order to meet the growing public service needs of contemporary residents, it is necessary to build a large number of infrastructure related to the welfare and interests of the public, such as garbage collection centers, sewage (waste) treatment plants, nuclear power plants and chemical plants. However, the construction of these infrastructure related to public welfare and interests is generally borne by the residents near the infrastructure with negative externalities, which has been protested or even jointly opposed by the surrounding residents.

In recent years, there have been differences between the government and the masses in Haiyan County, Jiaxing, Zhejiang Province, because of the location of the waste incineration power plant. As a result, a large number of local residents gathered at the gate of Haiyan County and several transportation hubs to protest, which seriously damaged social order. In 2008, there was a conflict against the maglev connecting line project in Shanghai. The project was started in 2006. When it was started, it was opposed by the surrounding people and put on hold. In 2007, it was restarted. When the demolition announcement was posted to residential areas along the line, it was strongly opposed, and residents gathered to express their needs many times. Such things include the protest at Panyu Waste Incineration Plant in Guangdong Province. In February 2009, the Guangzhou Municipal Government decided to build a new waste incineration power station in Panyu District, which started to cause riots as soon as the notice was issued. Surrounding residents are afraid of affecting their own health and so on, and hundreds of owners signed their own signatures to protest spontaneously. After a series of expert reviews, mass symposiums and so on, it was still strongly resisted by the surrounding people, until 2012, when the Guangzhou Municipal Government held a press conference to announce that the Panyu Waste Power Station project had entered a suspension period. These are all protests caused by mass gathering caused by nimby conflict. Nowadays, it is of great significance to

study the formation mechanism of nimby conflict, which is an unavoidable problem for the government in the process of urban development and modernization. The effective solution of nimby conflict can greatly promote the process of China's modernization, and carry out further innovation and sublimation in the new era.

Nimby refers to the local residents' fear of building projects such as funeral homes, sewage (waste) treatment plants, chemical plants, waste incineration plants, etc., which may have a great negative impact on their physical and mental health and the surrounding environment, resulting in strong resistance psychology and taking strong and extremely emotional physical resistance.

This paper mainly refers to the environmental pollution type nimby conflict, which mainly refers to the people's potential pollution of nimby facilities, such as air, noise, water source, radiation and so on, which leads to people's opinions and even conflicts. There are two types of typical nimby facilities with environmental pollution. One is nuclear power plant, sewage treatment plant, garbage recovery center, etc. Although these public facilities can bring convenience to everyone, people are worried that these institutions may have adverse effects on the environment and may be harmful to people's health. The other is large-scale industrial pollution facilities, such as paraxylene production facilities and polycarbonate production facilities. The construction of such facilities can greatly promote the local economic development, but the public thinks that these raw materials will cause harm to human body during the production process, so the construction of these projects often leads to the resolute opposition of local residents.

## **2. Present Situation of Environmental Protection Nimby Facilities Construction in China**

Taking garbage disposal as an example, with the development of urbanization, people begin to pursue more and more refined life quality, and the domestic garbage in cities is also increasing. From 2007 to 2018, the annual removal amount of urban domestic garbage in China increased from 15.145 million tons to 228.018 million tons, and the total amount of urban domestic garbage also increased at a rate of about 8% year by year, while the harmless treatment rate of domestic garbage increased from 62% to 99%[1].

In terms of garbage disposal methods, the sanitary landfill method, which has been used for a long time in China, has a great demand for land resources, and the odor and sewage produced by garbage accumulation pollute the surrounding environment, which makes it very difficult to build garbage landfills. Incineration is another important way to treat garbage besides sanitary landfill, but incineration of garbage will not only cause environmental pollution again, but also waste resources such as manpower and material resources. Therefore, garbage can also be treated by burning garbage to generate electricity. With the current rapid development, incineration power generation has become an important way to deal with the problem of garbage siege in China. From 2007 to 2019, the number of domestic waste incineration power plants in China increased from 66 to 441, and there are still a large number of projects under construction. Under the increasingly severe situation of "garbage besieged city", waste incineration power generation, as the best way of "reducing, harmless and recycling" domestic garbage disposal, has aroused great attention and concern from the state. According to the "13th Five-Year Plan for the Construction of National Urban Domestic Waste Harmless Treatment Facilities", during the 13th Five-Year Plan period, the total investment in the construction of national urban domestic waste harmless treatment facilities is about 251.84 billion yuan, and by 2020, the incineration capacity of urban domestic waste will account for more than 50% of the total harmless treatment capacity [2].

However, a large amount of harmful substances will be produced in the process of waste incineration, and the conditions for building a waste incineration power plant are harsh. Moreover, the waste treatment process is not completely transparent after the completion of the waste incineration power plant, which leads the public to think that waste combustion power generation is extremely harmful to themselves, so they are very opposed to the construction of the waste incineration power plant. Nimby facilities like waste incineration power plants have two obvious characteristics: First, the construction of nimby facilities is beneficial to most people, but only a few residents living near the facilities bear these living costs, which leads to protests from the surrounding people, so people generally oppose the construction of nimby facilities near their own homes. Second, there will be negative external effects, including air pollution, water pollution, noise pollution, etc., which will cause damage to the public economy or health [3].

By building some infrastructure, it can help the city to further develop, reduce some urbanization problems, generate certain social benefits and meet the needs of society. However, the site selection of nimby facilities will also produce nimby conflict, which will bring some challenges to maintaining social order.

### 3. The Reason of Nimby Conflict

The emergence of nimby conflict, which is increasing year by year, seems to be accidental but is inevitable, which is the objective result of China's economic development and transformation. With the continuous development of market economy and the accelerating process of comprehensively governing the country according to law, people's awareness of environmental protection and rights protection is also rapidly improving. With the improvement of awareness of environmental protection and rights protection, people's demands on the government are getting higher and higher [4].

(1) The decision-making mechanism needs to be improved

The construction of nimby facilities involves many stakeholders, and each stakeholder needs to participate in decision-making. However, at present, the participation of stakeholders is not comprehensive enough, which is mainly manifested in two aspects: First, the decision-making power is mainly in the municipal government level, and the participation of lower-level governments is limited. When the public expresses their opinions and suggestions, they usually start with the grass-roots government. If the public can't get the ideal result when they report their demands to the lower-level government or department, they will be dissatisfied with the government. Second, the decision-making is mainly made by the government, and other social subjects, such as social organizations, the public and market subjects, do not participate enough, which leads to the lack of rationality and scientificity in decision-making.

Urban deployment planning plays a guiding and controlling role in the construction of nimby facilities, which can maintain social equity, coordinate urban resources, guide the development of urban and rural construction and safeguard public interests. However, the existing urban planning still has certain risks in this respect. Reasonable location planning and promotion of the participation of surrounding residents are the main ways to reduce the risk of nimby conflict and resolve this type of event.

As the environment in a few areas can no longer meet the conditions for building nimby facilities, it is impossible to make a reasonable site selection plan. In this case, the government and planners will consider the site selection in accordance with the existing laws, regulations and technical aspects, ignoring the infringement of the nimby facilities on the legitimate rights and interests of the surrounding residents, emphasizing only the rationality and legality of building nimby facilities, ignoring the feelings of the surrounding residents, thus accumulating

dissatisfaction among the surrounding residents and laying a time bomb for the outbreak of nimby conflict in the future.

(2) The information is not open enough and the trust of contradictory parties is lacking

Most of the disputes in nimby conflict are due to the lack of sufficient openness and transparency of the environmental information around the nimby facilities, or the problem of the channel and method of public information, which makes the surrounding residents unable to grasp the impact of the nimby facilities on their own health and surrounding environment. The disclosure of information is not sufficient, so that the surrounding residents have doubts about the construction safety of the nimby facilities, and the surrounding residents' doubts and anxiety about the dangers of the facilities are greatly increased. Over time, the surrounding people's dissatisfaction with the nimby facilities led to nimby conflict. The opaque decision-making process of the government and contractors and the control of the amount of public information lead to the information asymmetry between the public and the government and contractors, and the public is unclear about the construction and subsequent development of the nimby facilities. In addition, the public's long-term lack of trust in the government also thinks that the government is misleading or even deceiving the masses, which also urges the public to question the safety of the nimby facilities, which leads to the outbreak of conflicts and even large-scale gathering to resist the construction of the facilities.

(3) The public participation is not deep enough and the communication is not comprehensive

At present, China's communication with the masses is mainly based on one-way information transmission methods such as advice and notification, and only when the notification effect is not good enough to trigger a large-scale nimby conflict will it choose to discuss with the surrounding masses, hearing and other means to understand the public's demands. In the construction of nimby facilities in China, the degree of public participation is extremely low, and even some local governments have not considered the existence of the surrounding people at all. Most of them know the existence of the project only when the project is about to start or has already started. As a result, the public's concerns about the safety of the project and their panic about their uncertain hazards broke out, causing disputes and even conflicts, which finally led to the suspension or relocation of the construction of nimby facilities. Even in places that attach importance to communication with the public and hope that the public can participate, due to various reasons, the degree of public participation in such things is quite different. At present, our country still follows the model of "selection-promulgation-defense" for the site selection of nimby facilities. After the government decides where to choose the site, it will release it to the public, and then give the public the opportunity to put forward their views and suggestions. The main task of the government is to defend the decision-making and persuade the public to accept the site selection in the overall interests.

Nimby conflict is mainly influenced by the health of the surrounding people, whether it affects the economic interests of the surrounding people, the surrounding environment where the surrounding people live and other uncertain things that will happen. In addition, nimby facilities ignored the public's feelings in planning, approval and construction, the public did not have smooth channels for participation, and the government failed to protect the rights of surrounding people after project approval, which often led to nimby conflict.

(4) Environmental pollution and safety risks

Another major reason that nimby facilities caused local residents to resist or even develop into nimby conflict is that the nimby facilities still pollute and harm the surrounding environment or residents to a certain extent, and may even have uncontrollable risks, posing potential threats to the lives and property of the surrounding residents. In recent years, the major accidents reported at home and abroad have made the public stay away from the nimby project. Although the dangerous problems will be taken into account when building nimby facilities,

this cannot eliminate the public's fear of the Nimby project, which leads to the emergence of nimby conflict.

#### 4. Governance Path of Environment-friendly Nimby Conflict

To study the emergence and development history of "avoiding nimby conflict" is the need of today's social development, the need of protecting the public's own interests and legitimate rights and interests, and the inevitable choice of maintaining social stability and ensuring normal social order. The research on nimby conflict governance meets the needs of economic and social science development. It is an inevitable requirement of our country to resolve social contradictions and ensure long-term stability in the transitional period.

##### (1) Government perspective

###### ① Clarify the role and positioning of the government

With the progress of the economic development era and accelerating the pace of urbanization, people's maintenance of their own rights has been greatly enhanced, and the behavior of safeguarding their own living environment and surrounding facilities has become increasingly fierce. The government should take the lead in changing the way to change its attitude towards Nimby conflict, consider the impact of nimby project construction on the surrounding people from the public interest, and solve the people's dissatisfaction with nimby facilities construction from the perspective of the masses. The suspension of the construction of Shanghai Maglev Project and the closure of Wujiang Waste Incineration Plant in Jiangsu Province, to varying degrees, explain the change of thinking and behavior mode of the government in dealing with the contradictions caused by neighboring facilities, and also establish a new coping mode and thinking mode for protecting urban public safety. The government should also change its position and play the role of the third party and arbitrator in the construction of nimby facilities. In construction planning, it is necessary to give full consideration to the public's demands, so as to transform the government from the stakeholders in conflict with the public into the image of an arbitrator with a neutral position, dissolve the crisis of public trust in the government and improve the image of the government in the public mind, so that the government can become a leader in coordinating and respecting public opinion. Therefore, the government can treat the possible risks of nimby facilities fairly from the public's point of view, and take the initiative to resolve the causes of disputes caused by nimby conflict. In the construction of nimby facilities project, the government should not only think about the benefits generated by the project itself, but also help the masses to solve their doubts from the perspective of the masses, broaden the channels for the masses to participate, and give the masses the opportunity to express their own demands and strive for their own interests.

###### ② Improving decision making model

In the construction of nimby facilities, which touches the vital interests of the people, it is necessary to change the thinking, gradually Optimizing decisions the process, improve the decision-making technology, make the decision-making fully transparent and let the people participate in it. In addition, third-party organizations or experts in this field can be involved to demonstrate the rationality and scientificity of nimby facilities construction from the perspective of fairness and justice. This will help to improve the scientific and authoritative decision-making of nimby facilities and make the public more convinced. It is also necessary to change the top-down decision-making mode of first making decisions and then announcing the final reply into a decision-making mode of full communication between the government and the public, so as to fully understand what people think and mean and solve public concerns. On the basis of fully considering the public opinion, it is decided to build nimby facilities, which can

reduce or even resolve risks for decision-making and create a good environment for solving nimby conflict.

The government should involve the broad masses of the people, broaden the channels of political participation, adopt the Optimizing decisions method, take into account the advantages and disadvantages of building nimby facilities stakeholders as much as possible, and then conduct risk assessment to build trust between the masses and the government to reach a consensus. The public can participate in the decision-making process, and the planning and how to build the nimby facilities can be worked out through consultation. In the decision-making process, the social and environmental impacts and technical requirements of the surrounding construction of nimby facilities must also be considered, and the original scheme with the lowest cost should be gradually changed to the scheme with the least impact, and the most suitable scheme with the least resistance and little cost consumption should be selected from all schemes. In a word, the optimization of decision-making process and the change of decision-making mode are conducive to better expression of public opinion, reaching consensus between the government and the public, and reducing the risk of conflict in the construction and use of NIMBY facilities.

### ③ Strengthening the construction of government credit project

A very important factor in the mass protests in recent years is that the public has doubts about the government's construction of Nimby project. Although the government is building some projects that nimby facilities think are beneficial to the public from the perspective of public interests, the surrounding residents often misinterpret the original intention of the government and have doubts or even resistance to the government due to the lack of full openness and transparency and normal communication with the surrounding residents in the early stage. But this kind of psychology can't be blamed only on the public's distrust and lack of support for the government. For a long time, the public's disapproval of the government's behavior and the lack of the government's credibility are also a major reason for the public's distrust of the government. If the government wants to reduce the occurrence of nimby conflict, it should consider the solution to the problem of nimby conflict with the problem of how the government can build a credible project. Improving the credibility and authority of the government effectively can help resolve the contradiction of nimby conflict.

### ④ Strictly grasp the standard measures

The people's right to participate in Safeguard by law not only standardizes the government's environmental administrative behavior, but also avoids the specialization of administrative power under legislative and judicial supervision, improves the efficiency of people's participation and implements the spirit of democratic participation. However, the perfection of the legal system does not necessarily reduce the occurrence of nimby conflict. How to implement the corresponding laws and regulations on the ground will test the executive ability of the administrative and judicial organs. Otherwise, the masses will still think that taking measures outside the system is the most effective way for the masses to stop the construction of nimby facilities.

### (2) In terms of channels

The public's doubts about nimby facilities are mainly whether the government can achieve the published pollution control technology and whether the government can truly supervise nimby facilities. In order to dispel the public's doubts about these problems, it is necessary to broaden the channels of public participation, so that the public can see the government's negative externality control over nimby facilities and the consistent regulatory requirements of the government, so that the public can participate in the supervision of nimby facilities anytime and anywhere. The public's participation in nimby facilities can be roughly divided into two stages: the initial stage is to participate in project planning; Supervision of project operation



after completion. When planning the project, it is necessary to formulate standards for the location of corresponding facilities and involve multiple stakeholders during site selection, so as to minimize losses. Expand the participation of residents when the project is completed and put into use, so that the public can monitor whether the nimby facilities meet the initial standards after they are put into use. When constructing nimby facilities, some local governments believed that this was a technical problem. It only required technicians to consider whether the impact of the surrounding environment on the economy was optimal, and often ignored the feelings of surrounding residents. Establish reasonable methods and systems to ensure the rational participation of the public. When a reasonable and legal participation system is hindered, and when the opinions of the masses cannot be expressed and accumulated to a certain extent, irrational and unconventional participation will occur, and when it is more serious, it may appear in the form of conflict. In the decision-making process of government building nimby facilities, it is necessary to broaden the channels of public participation, improve the corresponding public opinion collection mechanism, improve the corresponding hearing procedures, etc., to ensure that the public has legal and institutionalized channels of participation.

One of the important reasons for the evolution of nimby effect into nimby conflict is the communication problem between the government and the public. It is often the distrust between the government and the public that causes the occurrence of nimby conflict [6]. First, the government did not communicate well with the public when planning nimby facilities, and many projects were not known to the public until they landed. Without the public's psychological preparation, the government began to build some nimby facilities near its home that might have an impact on itself. Second, the public distrusts the government, and the public can't believe the technical factors such as the feasibility report of the government in building nimby facilities, pollution control phenomenon and so on. Even if the government guarantees it again and again, it will be difficult for the masses to fully trust the government. If the masses don't trust the government, it will naturally be difficult for them to trust the third party and experts invited by the government, thinking that experts will only speak for the government and refuse to approve the evaluation report of the third party. If we want to re-establish the public's trust in the government, it still lies in the communication and participation between the government and the public, so that the government can hear the voice of the public. In the communication between the government and the public, the government should change its understanding of the public, realize the importance of communication in resolving nimby conflict, and actively communicate with the public. Secondly, the government should pay attention to the interaction with local residents in the process of communication. At the same time, it should be recognized that the majority consent of local residents does not mean complete consent, and the negative externality of nimby facilities only affects the interests of a small number of people around the facility, which is precisely the attitude of this small group of people that determines whether nimby facilities can be built and play its due role.

### (3) Construction of smart sanitation big data platform

The platform integrates a large amount of environmental protection data, so that the masses can not only make suggestions for government decision-making, but also complain, feedback and supervise the operation of environmental protection facilities, thus realizing public participation and information disclosure. Government can also effectively supervise and prevent nimby conflict in environmental protection. In addition, the government can also purchase a third party through purchase, conduct comprehensive and comprehensive testing on the operation of the environmental protection neighborhood refuge facilities, and organize relevant government departments to evaluate and evaluate the monitoring effect of the third party. Thereby ensuring that the treatment indexes meet the emission standards and reducing the hazards in the operation of environmental protection facilities.

#### (4) Establishing green ecology and compensation mechanism

In accordance with the development concept of "green water and green mountains are golden mountains and silver mountains", taking environmental protection facilities as the center, combining with the construction of ecological civilization, the green ecological compensation mechanism is constructed, and the existing natural resources around are used to establish a new ecological circle. To some extent, the construction of environmental protection projects is a public welfare construction in exchange for the interests of residents around the project. Because the potential negative externalities of environmental protection projects are borne by the residents around the project, but the benefits are shared by a large area of residents, the environmental benefits and costs are unequal. Perfecting the compensation mechanism means balancing environmental benefits and costs, reducing the cost of residents near neighboring facilities through economic compensation, thus reducing residents' resistance.

In the construction of public facilities, a set of funds specially designed to avoid nimby conflict risk can be established, and various compensation methods including monetary and non-monetary compensation can be adopted to balance the interests among subjects. Monetary compensation can make tax reduction, medical insurance, old-age insurance, etc. for a small sector of residents or pay monetary compensation directly. Non-monetary compensation can provide employment opportunities for the affected residents in that small sector, help implement housing replacement or improve the community environment and improve the surrounding infrastructure and other technological products. In the process of actually compensating for the interests of a small number of people, if the cash compensation cannot meet the requirements expected by the public, we can consider adopting various compensation methods to compensate this small number of people, so as to avoid nimby conflict, which will lead to more events of mass destruction of public order.

#### (5) From the aspect of the masses themselves

Most people do not have a clear understanding of the environment and often take irrational actions, which increases the difficulty of government implementation. Therefore, the government should strengthen the publicity and guidance of environmental law and inform the people of their due rights and obligations. If the public can understand the relevant provisions of the environmental law, the public can not only exercise their rights according to law, but also supervise the government administration according to law, so as to avoid the abuse of power by the administrative organs and protect the public rights and interests. The risk awareness of the masses is subjective, which is closely related to the local conditions and customs. It is necessary to respect the customs and habits of local residents, protect the people's right to know and supervise, etc. It is necessary to find the root of nimby conflict and solve this conflict fundamentally. It is also necessary to strengthen the publicity of people's awareness of nimby facilities, enhance the transparency of all information about nimby facilities, let people really know the public welfare of nimby facilities, raise public awareness of nimby facilities, and reduce the contradiction of nimby conflict. In addition to legal publicity and popularization of scientific knowledge of nimby facilities, a series of related methods are needed to improve the cultural identity of the masses and enhance the public's sense of identity with the government and society. From the perspective of communitarianism, the common living space of the masses, their cognition of history and culture, active policies and high social cohesion are expected to solve a series of problems of nimby conflict, and reduce personal pursuit of self-interest and waste of public resources. Through the participation of the masses, a different governance model can be formed, from the past when the government and public departments ignored the participation of the masses to the benign communication between the government and the masses, and through unremitting communication, the possibility of the masses participating in the construction of local nimby facilities can be created. In the process of mutual



communication, the error of information transmission can be reduced and the ability of mutual understanding can be improved, so that unnecessary nimby conflict disappears completely.

## 5. Conclusion

Nimby effect can play a positive role in today's developing society. It can help the government or technical experts to make mistakes in decision-making, safeguard the legitimate rights and interests of the masses in society, reduce mistakes in the process of accelerating urbanization in China, and bring certain convenience to residents' lives.

However, the stronger the awareness of nimby effect, the stronger the people's awareness of safeguarding rights, and the corresponding compensation for various aspects will be improved [5]. Improper handling of some related problems during the construction of facilities may not only affect the progress of the project and waste public resources, but also lead to strong nimby conflict of social instability. In this paper, the analysis of the formation mechanism and governance path of environmental nimby conflict can help solve a series of problems arising from nimby effect and reduce the government's risk of nimby conflict.

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