

Ref: CB1/PL/EA

Panel on Environmental Affairs

Meeting on 27 October 2008

Information note

The subject of "Possible environmental impacts associated with the proposed extension of the South East New Territories Landfill to the Clear Water Bay Country Park" has not been discussed by the Panel on Environmental Affairs. However, the Secretariat received a submission on the subject in the last legislative term, which was subsequently forwarded to the Administration for response. The submission (**Appendix I**) and the Administration's response (**Appendix II**) are attached for members' reference.

Legislative Council Secretariat
Council Business Division 1
22 October 2008

將軍澳居民日忍薰天惡臭 堆填區入侵郊野公園 焚化爐伺機進攻

議員駕泥頭車示威反對將軍澳堆填區擴建

背景

環保署現擬在將軍澳 137 區一幅大約 15 公頃的土地，並連同清水灣郊野公園邊緣的 3 至 5 公頃土地，用作新界東南堆填區(將軍澳堆填區)的擴展計劃。環保署於 2007 年 5 月 22 日到郊野公園及海岸公園委員會諮詢委員對上述擴建計劃的意見，並獲委員通過佔用清水灣郊野公園土地，據悉環保署於會上透露佔用郊野公園土地，擴闊擴展區，同時可為未來興建垃圾焚化爐提供更多配套空間。

現況

自 2005 年始每到夏季將軍澳南及調景嶺區內居民均受到將軍澳堆填區的惡臭滋擾，雖然新界東南堆填區選址將軍澳，但將軍澳居民絕無必要年年受臭味滋擾，將軍澳居民的生活及健康已受臭味問題嚴重影響。環保署竟然在新界東南堆填區臭味問題正困擾區內居民時，仍罔顧居民利益計劃擴建新界東南堆填區，讓居民對環保署罔顧居民感受一意孤行的態度，深感不滿。

反對擴建堆填區原因：

- 一. 將軍澳第一期堆填區於 80 年代發展，其時將軍澳仍未發展為新市鎮，故垃圾堆填並未對居民構成嚴重影響。惟至今將軍澳區是一個高密度住宅區，人口達 34 萬。另外，鄰近堆填區(86 區)7 萬人口的住宅發展項目(夢幻之城)最快將於 08 年入伙，而且將軍澳的地勢呈窩狀，三面環山，臭面難以消散，堆填區對市民構成環境衛生問題將會更形嚴重；
- 二. 現時每日經將軍澳進出堆填區的垃圾車已多達 3600 架次，龐大的流量亦為將軍澳隧道帶來壓力，而且區內的交通意外亦有不少涉及進出堆填區的垃圾車。政府早於 1990 年便提出要於 2001 年落成連接堆填區的跨灣連接路，惟此路建築期一直押後，至今估計需待 2016 年才能完工。將軍澳區並無完善的交通配套同時應付高速人口增長及大型堆填區的需要；
- 三. 堆填區已為將軍澳帶來不少環境問題：90 年代中堆填區滋生大量蒼蠅滋擾民居，到近年困擾居民多時的臭味問題持續兩年，仍未見解決。堆填區若再擴建，很大可能再出現其他環境問題；
- 四. 相較於另外兩個正運作的新界西(屯門稔灣)及新界東北(打鼓嶺)堆填區，新界東北堆填區每日接收廢物量為 2794 公噸、新界西堆填區為 6356 公噸，而將軍澳堆填區每日接收廢物量則為 8202 公噸。另外，新界東北堆填區每日由早上 7 時運作至晚上 7 時、新界西堆填區每日由早上 8 時運作至晚上 8 時，但將軍澳堆填區則由早上 8 時運作至晚上 11

時及年中無休，致令大部份垃圾均集中於將軍澳堆填區處理。擴建將軍澳堆填區，令使用失衡問題更為嚴重。

建議

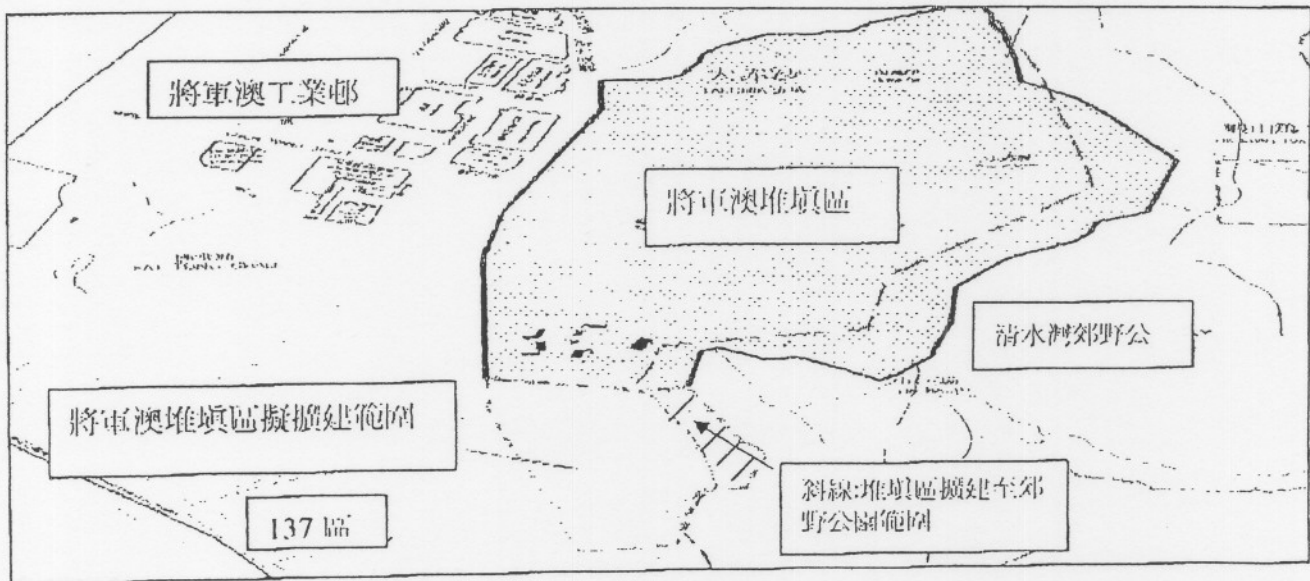
特區政府於 2005 年公布都市固體廢物管理政策大綱，提倡以減廢和分類回收作為處理固體廢物的先行方法。惟現時環保署卻提出擴建堆填區，實與上述政策背道而馳，而且亦對堆填區附近的居民造成影響。吾等認為政府應加強廢物分類回收的政策，甚至強制執行，配合政府計劃在零七年提交都市固體廢物收費的草案，實行雙管齊下。吾等認為處理固體廢物應以減廢及回收為主；而只是作最少限的焚化、最少限的堆填。以台北市為例，該市在 2000 年 7 月隨量徵收垃圾費後，2005 年的回收率高達 34.5%；人均垃圾量也由 1999 年的大約 1 公斤下跌至 2005 年的約 0.5 公斤。由於政策成功，當地甚至有焚化爐無垃圾可燒的問題出現。(資料來源:長春社)

總結

環保署一直未能解決上述新界東南堆填區臭味問題，仍罔顧居民利益計劃擴建新界東南堆填區，甚至考慮於鄰近住宅區的地點興建焚化爐，完全漠視居民健康。環保署於未管理好堆填區運作時，仍計劃擴建將軍澳堆填區之舉根本不會得到市民的支持。吾等堅持反對環保署提出的上述新界東南堆填區擴建計劃，並要求儘快解決堆填區臭味問題!

西貢區議員 彭淑儀女士

新界東南堆填區擴建計劃示意圖



本署檔案
OUR REF : EP 193/03/J/05 (V)
來函檔案
YOUR REF : CB1/PL/EA
電話
TEL NO : 2872 1750
圖文傳真
FAX NO : 2810 1691
電子郵件
E-MAIL :
網址
HOMEPAGE : <http://www.epd.gov.hk/>

**Environmental Protection Department
Headquarters**

46/F Revenue Tower
5 Gloucester Road
Wanchai, Hong Kong



環境保護署總部

香港
灣仔告士打道五號
稅務大樓四十六樓

15 June 2007

Clerk to Panel
Panel on Environmental Affairs
Legislative Council
Legislative Council Building
8 Jackson Road
Central

(Attn: Miss Becky YU)

Dear Miss YU,

Panel on Environmental Affairs

Proposed South-East New Territories Landfill Landfill Extension

I refer to your letter to the Secretary for the Environment, Transport and Works dated 1 June 2007 enclosing the submission forwarded by Hon Emily LAU regarding the alleged extension of the Southeast New Territories Landfill, which was referred to this Department for replying. Please find attached our reply to the submission.

If you need further information or details, please contact the undersigned (Tel: 2872 1750).

(Lawrence M C LAU)
for Director of Environmental Protection

c.c. Mr Benny Wong, AD(EC)/EPD
Dr Ellen Chan, AD(EI)/EPD
Mr Peter Chan, DO(SK)/SKDO

Proposed Extension of the South East New Territories Landfill

In its letter to the Secretary for the Environment, Transport and Works on 1 June 2007, the Secretariat of Legislative Council Panel on Environmental Affairs (the Panel) has attached the submission and proposal from Hon Emily LAU on the proposed extension of the South East New Territories (SENT) Landfill (the Extension), which was then referred to our Department. Below is our reply to relevant sections of the said submission:

Background

In our submission to the Country and Marine Parks Board (CMPB), the proposed option was “to temporarily occupy” a narrow strip of land of about 5 hectares on the boundary of the Clear Water Bay Country Park (CWBCP) adjacent to SENT Landfill for extension purpose, which was later agreed in principle by the CMPB on 22 May 2007. After the completion of the Extension, the occupied area will be fully restored and returned to CMPB and the Agriculture, Fisheries and Conservation Department to become part of the country park again.

Present Situation

SENT Landfill is one of the three strategic landfills in Hong Kong. It came into operation in 1994 for treating the solid waste generated by residents every day. The standards of environmental management in SENT Landfill, including odour emission, are comparable to those of the most advanced countries in the world, and have been incorporated into the operation contract of the SENT Landfill. Apart from the quality management of the contractor, EPD staff would also closely monitor the performance of the contractor to ensure compliance with the stringent standards of environmental management specified in the contract, and that the operation of the landfill meets the statutory requirements under pollution control ordinances. With the vast growth of population in Tseung Kwan O in recent years, the complaints on odour have increased correspondingly. However, since the malodour intermittently detected by residents was easily dispersed and lasted for only a short time, the investigation was very difficult.

In response to residents’ concern on odour, a number of additional measures have been taken in the SENT Landfill in the past two years to further enhance management and control of the process of waste treatment to reduce the chance of

emission during landfilling. EPD would continue to review every operational procedure carried out by the contractor of SENT Landfill for possible improvement and to reduce objectionable odour emission. Regular inspections would also be conducted to check other potential emission sources in Tseung Kwan O.

Reasons for opposing landfill extension

(1) Sources of odour affecting residents of Tseung Kwan O south may include the SENT Landfill, local mobile sources (including refuse collection vehicles) and other unknown sources causing an odour nuisance for a short time. To further enhance the odour management performance of the SENT Landfill, additional enhanced measures have been put in place including limiting the delivery time of odorous waste to the landfill, installation of deodorizing equipment, reducing the size of the active tipping area, prompt covering up of waste deposited, provision of thicker cover to the waste, etc.

The design and operation of the SENT Landfill comply with the most stringent international environment standards. To ensure its compliance with our environmental legislations and contractual requirements and to reduce its impact on the environment and residents nearby, the contractor of the landfill has adopted advanced waste treatment technologies and sound management system for its operation. Moreover, pest control measures have been made in accordance with the guidelines issued by the Food and Environmental Hygiene Department under which regular inspection and pest control is conducted within the landfill. Weekly inspection is also conducted by an independent consultant engineer stationed in the landfill. In fact, fly infestation has never been found in the SENT Landfill since the commissioning of its operation in 1994. To enable local residents to have a better understanding of the operation of the landfill and its odour control measures, a number of site visits were arranged in the past two years for the members of the Sai Kung District Council and representatives of residents in Tseung Kwan O. During the visits, staff of EPD explained in detail the operation, environmental management, the landfill development plan, etc to the SKDC Members, district and estate representatives as well as the media

The feasibility study and environmental impact assessment (EIA) for the proposed SENT Landfill Extension are now being conducted. The EIA covers the potential environmental impacts of the proposal including its odour nuisance, appropriate mitigation measures and their effectiveness. Throughout the EIA, close liaison with key stakeholders has been maintained in the Continuous Public Involvement process. Upon the completion of the EIA, a report will be made available for public inspection, and

public consultation will be conducted in parallel. We would like to reiterate that no adverse impact on environmental hygiene and public health will arise from the operation of a well-designed landfill with sound management.

(2) To manage our ever increasing waste arising, it is necessary to formulate a well-planned and sustainable strategy. Disposing of wastes which are non-recyclable or need further treatment at landfills is one of the key elements in our overall waste management strategy. Waste reduction measures implemented by EPD over the past few years have started to take effect. In the past three years, the number of refuse collection vehicles using the SENT Landfill has decreased, from 1 700 vehicle loads per day in 2004 to 1 400 vehicle loads per day at present. (Please note that the figure is not 3 600 vehicle loads per day as stated in the Hon Emily LAU's submission.) It is expected that the number of refuse collection vehicles using the SENT landfill after its extension will not increase.

(3) Please refer to the reply in paragraph (1).

(4) The existing landfills in West New Territories (WENT) Landfill, North East New Territories (NENT) Landfill and South East New Territories (SENT) Landfill serve to cater for the disposal need of individual regions as well as the overall demand for landfill capacity in the territory. The SENT Landfill, which lies in close proximity to the urban area, has the highest utilization rate among the three landfills; in particular intake of the commercial and industrial waste as well as the construction waste collected by private refuse collectors. Domestic waste generated and collected in the urban areas and the New Territories are mostly delivered to the NENT Landfill or WENT Landfill for treatment and disposal via refuse transfer stations of the respective areas. Wastes will have to be diverted to these two landfills if the SENT Landfill is closed. Refuse collection vehicles collecting commercial and industrial waste and construction waste within the catchment of the SENT Landfill will have to run an extra journey stretching hundred thousand miles every single day for delivering waste to the other two remote landfills via the urban areas. Consequently, more sensitive receivers along the route will be subject to such environmental impact due to increase in traffic volume, vehicle emission and noise level.

Recommendations and Conclusion

The Government published a policy document "A Policy Framework for the Management of Municipal Solid Waste (2005-2014)" (Policy Framework) in December

2005 which clearly sets out the strategy to tackle our municipal solid waste (MSW) problem during this ten year period in a comprehensive and holistic manner. It continues to adopt the three-tiered waste management hierarchy with specific targets for each of the three approaches as follows:-

Target 1 – Waste Avoidance and Minimisation: to reduce the amount of MSW generated in Hong Kong by 1% per annum up to the year 2014, based on the 2003 levels;

Target 2 – Reuse, Recovery and Recycling: to increase the recovery rate of MSW to 45% by 2009 and 50% by 2014; and

Target 3 – Bulk Reduction and Disposal of Unavoidable Waste: to reduce the total MSW disposed of in landfills to less than 25% by 2014.

The Policy Framework sets out the proposed way forward on MSW Management for the next decade. The emphasis is on community participation and the “polluter pays” principle together with the provision of adequate waste treatment and disposal facilities for a sustainable waste management strategy. The following major initiatives are proposed:

- (a) expedite the roll-out of the territory-wide source separation of domestic waste programme to increase domestic waste recovery;
- (b) introduce mandatory Producer Responsibility Schemes (PRSs) through new legislation;
- (c) examine ways of introducing MSW charging;
- (d) continue to encourage waste recycling through provision of short term tenancies of suitable sites for local waste recycling businesses;
- (e) develop the EcoPark exclusively for the environmental industry;
- (f) all Government departments to adopt a green procurement policy as far as practicable;
- (g) continue to encourage the development of recycling technology projects through the Environmental and Conservation Fund (ECF), the Innovation and Technology Fund and funds for small and medium enterprises;
- (h) introduce landfill disposal bans to complement the PRSs;
- (i) develop Integrated Waste Management Facilities (IWMF) using thermal treatment as a core technology to effectively reduce the volume of waste requiring landfill disposal; and

- (j) extend the 3 existing strategic landfills to serve as final repositories for our non-recyclable or residual waste after treatment.

We have already reported the progress of implementing the Policy Framework to the Advisory Council on the Environment and the LegCo Panel on Environmental Affairs in February 2007. The progress of implementing some major initiatives is as follows. When we compare the waste statistics for 2006 with those of the previous year, the amount of MSW disposed of at our landfills dropped by 1% against an economic growth of 6.8% in 2006. Equally encouraging is the increase in the recovery rate of domestic waste from 16% in 2005 to 20% in 2006. At the same time, the overall recovery of MSW has also increased from 43% in 2005 (2.59 million tonnes) to 45% in 2006 (2.84 million tonnes), three years ahead of the target listed above.

There are however areas of concern. Even though the amount of MSW landfilled was reduced by 1% in 2006, there is still a long way to go in achieving the Policy Framework's target of reducing the total amount of MSW landfilled to less than 25%. In addition, despite our efforts in waste reduction and recovery, the amount of MSW generated remains on an increasing trend. The increase in the amount of waste generated is likely to be the result of robust growth in commercial, industrial and tourism-related activities in 2006 which has led to an increase of about 4% in commercial and industrial waste. Therefore, despite the good results achieved for source separation and waste recycling, it is still important to press ahead in full speed the other policy initiatives in the Policy Framework such as PRSs, MSW charging, IWMF and landfill extensions.

We hope that the above information has fully addressed the concerns raised by Hon Emily Lau.

Environmental Protection Department
14 June 2007