

# 預防禽流感： 減低人類感染風險的 長遠方針

## Prevention of Avian Influenza: Long Term Direction to Minimise the Risk of Human Infection



香港特別行政區政府  
衛生福利及食物局

Health, Welfare and Food Bureau  
The Government of the Hong Kong  
Special Administrative Region

**自**一九九七年起，本港曾經爆發四次家禽感染高致病性H5N1禽流感事件。在一九九七年本港發生的人類感染H5N1禽流感事件中，有18人發病，其中6人死亡。過往政府因應禽流感事故共動用2.46億元向活家禽業人士發放補償和特惠金，同時豁免總額達2,700萬元的租金，另耗支4,500萬元採取行動控制禽流感疫情。此外，在二零零二至零三財政年度，用於預防和監察計劃的每年經常開支約為3,900萬元。

近日在亞洲區內爆發的禽流感事故是前所未見的，越南和泰國出現的人類感染H5N1病毒個案，更令人非常關注禽流感病毒跨越物種傳染人類。禽流感很可能已成為區內禽鳥的風土病，若我們不採取進一步的防範措施，難保香港在日後不會再受到禽流感衝擊。

目前香港採取的預防和監控禽流感措施並非萬全之策，而出售活家禽的零售點是最大的風險來源。雖然我們已經為所有雞隻接種預防H5禽流感的疫苗，但這疫苗並不能預防所有禽流感病毒品種，更不能杜絕病毒變種的可能性。禽流感感染人類的風險依然存在。



政府以市民健康為大前提，有責任盡力防止市民感染禽流感。我們的長遠目標，是保持本港零感染和傳播的狀況。為達致這個長遠目標，我們會推行政策，將「人雞分隔」。我們的任務，是藉着各種方法減少市民接觸活家禽的機會。去年「沙士」(嚴重急性呼吸系統綜合症)疫症的深刻教訓是：香港在社會或經濟方面都難以承受疫症的打擊，我們絕對不能掉以輕心。

為減低禽流感對人類所構成的潛在威脅，我們會採取多項改善措施，包括：

- 增加每月休市日數目；
- 加強打擊違反活家禽零售檔租約/牌照所載衛生條件的執法行動；
- 零售點內所有存放活家禽的禽籠，都必須與顧客保持起碼的距離(例如一米)，或使用透明膠板把活家禽和顧客分開；
- 計劃為本地雞隻和內地雞隻分別設立批發市場；
- 進一步加強本地雞場的生物安全水平，務求達致最高標準。未能符合新標準的雞場，其牌照不會獲得續期；



- 檢討運送活家禽的運輸系統；以及
- 通過自願性收購安排減少街市檔位的數目，並改善其設計，以達致將顧客和活家禽分隔。

此外，食環署轄下濕貨街市以外的活家禽檔檔主必須與其業主協商，更改其檔位配置，以符合新規格。未能符合新規定的攤檔，不可繼續營業。

雖然這些改善措施是必需和可取的，但要達致「人雞分隔」的政策目標，這些改善措施並不足夠。因此，我們現已制訂以下兩大策略性方案：

**方案 A** 所有活家禽須集中屠宰，並在屠房經過冰鮮加工，零售點只准售賣冰鮮家禽（“冰鮮鏈”方案）。根據粗略估計，興建一間每天可處理十萬隻活家禽的中央屠房，資本開支約為二億元。與方案 B 比較，這方案能較有效地減少普羅市民與活家禽之間的密切接觸。

**方案 B** 所有活家禽須分區屠宰和處理。這方案給予消費者購買冰鮮雞或鮮宰雞的選擇。消費者可以在屠宰中心的零售點購買鮮宰雞或要求把鮮宰雞送到其住所/酒樓，但鮮宰雞須以設有空調設備的車輛運送（“鮮宰雞”方案）。鮮宰雞不能長時間保持品質不變，必須在屠宰當日售出。鮮宰雞在分區屠宰中心擺放售賣時須放在冰鮮櫃內。若無需安裝冰鮮設施，興建一所處理鮮宰雞的分區屠宰中心的資本開支較 2 億元為少。不過，由於所設屠宰中心將不只一所，有關資本開支總額最終可能會較高。

長期而言，我們有意將現有家禽農場從人口密集地區遷往較偏遠地區，這有助進一步達致「人雞分隔」和加強疾病控制。此外，我們將會再檢討運送活家禽往零售點的運輸系統，務求找出方法盡量減少人類接觸活家禽的機會。

政府提出「人雞分隔」的政策方針會涉及業界利益，政府會向直接受影響的業界人士提供若干經濟援助。因應社會的整體取向，我們會決定推行方案 A 或方案 B。無論採取那一個方案，我們都會制訂一個財政援助計劃。至於該計劃的詳情，須待諮詢期過後，並經審議所收到的意見和決定未來路向後，方可落實。

我們希望市民能夠就上述的策略性方案提供意見。我們在審議收到的意見後，才會決定實踐「人雞分隔」政策方針的策略性方案，再繼而擬訂執行細節和運作要求。請花數分鐘時間填妥夾附的問卷，並於二零零四年七月二日或之前按下列方式交回：

**郵遞：** 香港中環花園道 3 號  
花旗銀行大廈 10 樓  
衛生福利及食物局

**傳真：** 2136 3282

**電郵：** [avian\\_flu@hwfb.gov.hk](mailto:avian_flu@hwfb.gov.hk)



Public health has always been a primary concern of the Government, which is committed to protecting people from infection by avian influenza. Our long-term vision is to sustain the goal of zero infection and transmission in Hong Kong. To achieve this long-term vision, it is our policy to separate humans from live poultry. Our mission is to minimise the contact between the public and live poultry through various means. The bitter lesson we learnt from last year's SARS (Severe Acute Respiratory Syndrome) outbreak is that Hong Kong cannot afford the social and economic costs of an epidemic. We must not be complacent.

To reduce the potential threat of avian influenza to humans, we will put into place various improvement measures which include –

- increasing the number of rest days per month;
- strengthening enforcement actions against breaches of hygiene-related tenancy/licensing conditions;
- requiring a minimum distance (say, one metre) to be kept between live poultry cages and customers at retail outlets or segregation of live poultry from customers by means of acrylic panels;
- planning to separate the wholesale markets for local and Mainland chickens;
- further strengthening the biosecurity of local poultry farms to the highest standard and refusing to renew the licences of those who fail to meet the new standards;
- reviewing the transportation system for the conveyance of live poultry; and
- reducing the number of live poultry stalls in retail markets through a voluntary buy-out package and redesign the stall layout to provide for segregation between customers and live poultry.



As for the live poultry stalls outside the wet markets managed by the Food and Environmental Hygiene Department, the stallholders would be required to liaise with their landlords to change the configuration of their stalls to meet the new requirements. Those who fail to meet the requirements will not be allowed to continue their business.

These improvement measures, while necessary and desirable, are insufficient in achieving our policy objective of separating humans from live poultry. We have therefore identified two major strategic approaches. They are –

**Approach A** All live poultry will be slaughtered and undergo chilling process in a slaughterhouse. Retail outlets would only be allowed to sell chilled poultry (“cold chain approach”). A rough estimate of the capital expenditure required for building a central slaughterhouse with a processing capacity of 100 000 live poultry per day is about \$200 million. The close contact between the general public and live poultry will be reduced to a greater extent under this Approach than in Approach B.

**Approach B** All live poultry will be slaughtered and dressed at regional slaughtering hubs. Consumers would have a choice of purchasing either chilled chickens or freshly slaughtered chickens. Consumers can purchase freshly slaughtered chickens from the retail outlets located at the slaughtering hubs or have them delivered to their homes/restaurants by vehicles with refrigeration facilities (“freshly slaughtered chicken approach”). Freshly slaughtered chickens cannot stay wholesome for a long period and must be sold on the day of slaughter. They are required to be kept in chillers while being displayed for sale at the slaughtering hubs. The capital cost of building a slaughtering hub for freshly slaughtered chickens will be less than \$200 million if no chilling facilities are to be provided. However, given that there will be several, not one, slaughterhouses, the total capital cost will likely end up higher.

In the long term, we intend to remove existing poultry farms from populated areas and locate them in more remote areas to further segregate live poultry from human and facilitate disease management. We will also review the transportation system for delivering live poultry to retail outlets with a view to minimising the contact between humans and live poultry.

The policy of separating humans from live poultry would impinge on the trade interests. Some form of financial assistance would have to be given to the live poultry traders affected. This would entail the formulation of a financial package in due course for the purpose of either adopting Approach A or Approach B, depending on the overall preference of the community. Details of the financial package could only be available after we have taken into account the views received during the consultation period and decided on the way forward on the matter.

**We invite you to let us have your views and comments on the above-mentioned strategic proposals. We will take full account of the views received before finalising the strategic approach to achieve our policy of separating humans from live poultry. We will then proceed to develop the implementation details and operational requirements of the strategic approach. Please take a few minutes to complete the attached questionnaire and return it to us on or before 2 July 2004 by any of the following means :-**

**Mail** Health, Welfare and Food Bureau,  
10/F, Citibank Tower,  
3 Garden Road, Central,  
Hong Kong.

**Facsimile** 2136 3282

**E-mail** [avian\\_flu@hwfb.gov.hk](mailto:avian_flu@hwfb.gov.hk)

**問1** 在以下兩個方案中，你會選擇那一個方案？

**Q1** Which of the two proposals do you prefer?

方案A (“冰鮮鏈”方案)

Approach A (“Cold chain” approach)

方案B (“鮮宰雞”方案)

Approach B (“Freshly slaughtered chicken” approach)

**問2** 其他意見

**Q2** Other comments

## 個人資料 Personal Particulars (可選擇是否填寫 *Optional*)

姓名

Name : \_\_\_\_\_

代表機構 (如有的話)

Organisation represented

(if applicable) : \_\_\_\_\_

聯絡地址

Address : \_\_\_\_\_

聯絡電話

Telephone number : \_\_\_\_\_

提出意見的人士請注意，政府可能按其認為適當的方式發表所接獲的全部或部分意見，並披露提出意見人士的身分，除非提供意見的人士要求其意見的任何部分及/或其身分保密，則作別論。

Any person submitting views and comments should beware that the Government may publish all or part of the views and comments received and disclose the identity of the source, unless he/she requests any part of the views and comments and/or his/her identity be treated in confidence.

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