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**Meeting of Panel on Food Safety and Environmental Hygiene  
on 28 October 2003**

**Background Paper prepared by Legislative Council Secretariat**

**Nuisance caused by the Tsuen Wan Slaughterhouse**

**Purpose**

This paper summarises the discussions by the Legislative Council (LegCo) committees on issues relating to Tsuen Wan Slaughterhouse (TWSH).

**Background**

2. Following the relocation of abattoirs in Kennedy Town, Yuen Long and Cheung Sha Wan to Sheung Shui Slaughterhouse (SSSH), TWSH is the only licensed slaughterhouse located in densely populated urban area. A residential development, Riviera Gardens, is located 150 metres away from TWSH. The odour and noise nuisance generated by TWSH has been a subject of complaint for a long time. The issue has been included in the agenda of almost every meeting between LegCo Members and TWDC over the past few years.

3. At the meeting between LegCo Members and Tsuen Wan District Council (TWDC) on 23 May 2002, members of TWDC expressed concern about the nuisance caused by TWSH. Members attending the meeting agreed to refer the matter to the Panel on Food Safety and Environmental Hygiene for follow-up.

**Views and concerns expressed by Tsuen Wan District Council**

4. At the meeting with LegCo Members on 23 May 2002, members of TWDC considered that the Administration should apply the same set of licensing requirements for both TWSH and SSSH so as to alleviate the

environmental nuisance caused by TWSH. They had also suggested that the Administration should explore the feasibility of centralising slaughtering operation of livestock at SSSH.

5. At the meeting, Members were informed that TWDC had conducted a consultancy study on TWSH and the final report was published in May 2002. The salient points of the report are highlighted below -

- (a) compared with the modern facilities in SSSH, such as the fully air-conditioned slaughterhall, fully mechanised slaughtering lines and mechanised carcass unloading facilities, the existing facilities in TWSH are outdated and insufficient to reduce and counter the environmental pollution its operation has generated;
- (b) the proposed options of strengthening inspection of TWSH, providing more mitigation measures, introducing an enclosed and nuisance containing system and installing shielding and screening structures, will only provide short-term solutions to the environmental problems caused by TWSH; and
- (c) the Government should consider relocating TWSH as it is the most comprehensive and long-term solution to solve the problem.

A copy of the consultancy report entitled "Study on impacts, environmental improvement and disposition for Tsuen Wan Slaughterhouse" is kept by the LegCo Library. A summary of the report which was circulated to Panel members vide LC Paper No. CB(2) 709/02-03 dated 18 December 2002 is attached (Chinese version only).

## **Discussions by Legislative Council committees**

### Public Works Subcommittee / Finance Committee

6. In 1995, the Administration sought the endorsement of the Public Works Subcommittee (PWSC) to commission a consultancy on the detailed design of SSSH. The consultancy aimed to rationalise the location of slaughterhouse facilities in the territory by replacing the Kennedy Town and Cheung Sha Wan abattoirs and the slaughterhouse at Yuen Long by a new slaughterhouse to be built in Sheung Shui. The proposed project did not affect TWSH. The Administration explained that it was not worthwhile to expand the SSSH project to the extent that it would allow for relocation of TWSH, as there would be serious practical and timing difficulties in doing so. Furthermore, TWSH was owned and operated by a private company, it would take considerable time to negotiate a settlement even if the operator was willing to relocate.

7. The Administration submitted the proposal for the construction of the proposed SSSH project to PWSC in January 1996. Members rejected the application and suggested, among other things, that a concrete environmental improvement plan should be drawn up for TWSH consistent with the standards recommended for SSSH.

8. The proposal of SSSH project was reconsidered and endorsed by PWSC in July 1996. Responding to concerns raised by Members on improvements to TWSH at previous discussions on the proposed SSSH project, the Administration advised that a number of improvement measures in compliance with prevailing environmental standards, such as diverting pig-delivery lorries away from Riviera Gardens, and closing windows during slaughtering hours, had been implemented. When considering the proposal, some Members had indicated that while they were in support of the construction of SSSH, they were gravely dissatisfied with the Government's lack of an overall plan to re-provision old slaughter-houses currently situated in densely populated area. They considered that the Government should re-provision TWSH as in the case of Kennedy Town Abattoir. Some Members also urged the Administration to seriously consider improving the environmental nuisance caused by TWSH. The Administration considered that this matter should be pursued separately. Funding for the SSSH project was approved by the Finance Committee in July 1996.

#### Public Accounts Committee

9. The Director of Audit pointed out, in his Report No. 36 "Provision of Slaughtering Facilities for Supplying Fresh Meat" published in March 2001, that changes in the eating habits of the population had led to a continuing decline in consumption of fresh meat and increase in consumption of frozen and chilled meat. The feasibility of centralising slaughtering operation of livestock at SSSH was also raised in the Report.

10. The Administration responded that there was a need to retain TWSH as a second slaughterhouse in order to safeguard against unforeseen situation. The Food and Environmental Hygiene Department, nevertheless, undertook to carry out a new forecasting exercise on the slaughtering throughput of livestock in the territory for the coming years in early 2002, having regard to the demand for fresh meat and the eating habits of the population.

11. The Public Accounts Committee (PAC) recommended that the Director of Food and Environmental Hygiene should, based on the outcome of the forecasting exercise, carry out a detailed study to ascertain the feasibility of centralising the slaughtering operation of livestock at SSSH.

12. PAC also stated that it wished to be kept informed of the outcome of -
- (a) the forecasting exercise on the slaughtering throughput of livestock in the territory; and
  - (b) the feasibility study on the centralisation of the slaughtering operation of livestock at SSSH.
13. The PAC was informed in 2002 that FEHD intended to engage a contractor to forecast the slaughtering throughput of livestock in the territory up to the year 2010, having regard to the demand for fresh meat and the eating habits of the population. Based on the results of the forecasting exercise, the FEHD would carry out a detailed study to ascertain the feasibility of centralising the slaughtering operation of livestock at SSSH.

### **Relevant papers**

14. A list of relevant papers and documents is in the Appendix for members' easy reference. The papers and documents marked with asterisk(\*) are available on the Research and Library Services Information System and the Council's website at <http://www.legco.gov.hk/english/index.htm>.

Council Business Division 2  
Legislative Council Secretariat  
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## 荃灣屠房之環境影響，環境改善及實體處置問題研究

### —摘要—

#### 引言

荃灣屠房是繼堅尼地城、元朗及長沙灣的屠房相繼遷往先進的新上水屠房後，唯一現存於市區的屠房。在過去一段時間，荃灣屠房的運作為附近居民的日常生活帶來多方面的影響，其中以噪音及氣味的污染特別嚴重，同時亦對該區的發展造成一定程度的限制。根據本研究所做的問卷調查發現，荃灣屠房被附近的居民視為一厭惡性設施，尤以其所造成的噪音及氣味污染的問題特別嚴重，令附近居民受到長期的困擾及影響；所以荃灣屠房的存廢一直以來的受到區內居民、團體以及議員們的關注。

#### 背景

荃灣屠房現時提供本港大約 32% 的鮮肉消耗量，每日屠宰的豬隻約為 2100 隻。跟據本港的城市規劃指引，屠房與其他對污染敏感的用途，如住宅等，最少應保持 200-300 米的緩衝距離，否則會被視為與規劃標準不符。可是荃灣屠房現時並不能達到這個基本要求，因為海濱花園和荃灣屠房的最短距離，只有 110 米，所以荃灣屠房的運作經常對附近居民產生難以忍受的環境影響。各種問題當中又以氣味及噪音問題為最，針對這兩方面的投訴可謂多不勝數。其次，屠房運作所產生的其他廢物及運送牲口時所帶來的衛生問題，也為人所詬病。

## **研究目的**

就著以上荃灣屠房所引起的一連串問題及爭議，荃灣區議會關注荃灣屠房滋擾問題工作小組委托規模城市規劃設計事務所有限公司及茂盛環境顧問有限公司展開了對荃灣屠房的研究。此次研究目的主要是探討荃灣屠房的運作會否為附近環境帶來影響，並對受其影響的層面作出進一步的了解；希望透過本研究找出一些可行的方法，供政府和各界參考及討論。

## **研究內容**

本研究針對各項荃灣屠房運作過程中對附近居民造成的影響所引起的爭論，展開了一次有系統的概略研究，當中包括一系列的資料探討及市民諮詢，計有：

項目一：研究目標、研究方式及工作安排

項目二：香港屠房設施的資料研究

項目三：本地及外地對屠房運作的衛生標準的探討

項目四：荃灣屠房概略性環境評估

項目五：向海濱花園居民進行有關荃灣屠房運作問題的意見調查及分析

項目六：為解決荃灣屠房對附近居民造成的影響而提出的多項改善方案

項目七：對項目六提及的各方案作概略可行性評估

項目八：評論及總結

資料方面的探討：

- 一．本地對屠房營運監管的要求及各政府部門對屠房的發牌、環境衛生及規劃等範疇上的標準及指引
- 二．本港在屠宰量上的需求及上水屠房產量的探討
- 三．本地屠房營運例子——上水屠房的經驗

四· 外地屠房營運上的例子及經驗，以及在管理屠房之營運方面，外地政府及有關機構在制度上的相應要求及標準

五· 有關荃灣屠房的地契條款

六· 各有關的政府部門對荃灣屠房的意見

民意方面的探討：

從以上的研究內容可見，本研究其中一個主要目的是要直接聽取居民對荃灣屠房運作過程中對附近地區所造成影響的意見。所以，我們在區議會的協助下，在最接近屠房，並曾引起最多投訴的荃灣海濱花園進行了問卷調查，同時將所收集得的資料進行了分析。

由問卷調查的分析結果可以清楚知道，大部分接受調查的海濱花園居民對荃灣屠房的運作給予負面的評價。他們認為，屠房的運作為居民帶來多方面的環境影響，其中以屠房經常傳出的氣味及噪音對他們的日常生活影響較嚴重。而且他們認為，環境影響會構成其他範疇的問題，例如衛生，健康，物業價值等，均可能受到負面的影響。

環境評估：

此外，我們亦嘗試對荃灣屠房運作過程中所產生的各項環境影響作出科學化的環境評估，透過分析各項污染數據，盡量爭取一個客觀的角度了解荃灣屠房所引發的環境問題的程度。評估項目包括：

一· 空氣質素與氣味模擬

二· 噪音

三· 交通

四· 環境衛生

## **研究結果**

綜合以上三方面的研究結果顯示，荃灣屠房的運作表現並不理想，屠房的存在，會對附近居民的生活、衛生及健康範疇上的帶來不同程度的影響。

研究結果顯示：

- 一．從資料性的分析可以看見，就營運標準而言，荃灣屠房仍與現代先進的屠房的運作標準存在距離。而且因荃灣屠房建築物已經落成了一段頗長的時間，能否在現有結構增添現代化的衛生設施實屬疑問。
- 二．荃灣屠房的選址亦違反了一般屠房選址的基本條件。舉例說，荃灣屠房坐落於不適當的位置，以致氣味會隨夏天的風勢帶到位於其北面的海濱花園，令污染問題加劇。
- 三．民意調查的結果顯示，居民對荃灣屠房的運作有頗大的負面意見，而當中有很大比例的意見反映日常生活受到荃灣屠房的滋擾。被居民投訴最多的範疇為氣味及噪音。
- 四．從環境科學評估上亦發現，荃灣屠房在運作上產生了氣味及噪音等範疇的污染，其中尤以氣味的污染程度比標準超出甚遠，所產生滋擾的程度與居民意見吻合。

## **結論**

本研究結果顯示荃灣屠房對海濱花園附近的社區來說是一不兼容的設施。由荃灣屠房的運作所產生多項環境問題，包括氣味、空氣、噪音等方面，均嚴重地破壞附近的環境及影響居民的日常生活。具體來說，其影響可以歸納為以下數點。



從研究結果發現：

- 一．現有的荃灣屠房的位置並不適合作為屠房的選址，故長遠來說應該將有關設施搬離現址，以避免進一步對附近的居民造成生活及健康上的影響。
- 二．概括性的研究結果發現，像屠房一類的敏感土地用途，應利用規劃配合，盡量遠離民居，以免對市民造成不必要的滋擾。另外，牲口的運輸路線亦應納入屠房選址的考慮範圍，因為牲口的運輸會對沿運輸路線生活的市民產生影響。所以屠房的位置亦應盡量接近牲口來源點。
- 三．在設計屠房及預留土地上，應提供足夠的彈性，以便將來當社會對有關設施的衛生要求有所提升及轉變時，有充裕的空間相應限隨。
- 四．搬遷荃灣屠房的措施如能落實，除了能即時改善現有居民的生活質素外，長遠也可以促進該區的發展潛力。

建議策劃改善措施：

因應現時的环境狀況，本研究建議策劃一些短期及長期的措施，改善有關的問題。本研究提議作出多項環境緩解措施以針對研究中發現的各項由於屠房營運所引發的環境問題。這些建議的措施可分為即時性、短期、中期及長期的。

即時性的措施建議如下：

- 加緊巡查荃灣屠房的日常運作
- 包括將巡查屠房運作的次數加密，藉以加強監督並及時控制屠房的運作情況。
- 加緊執行對屠房運作有關的條例，任何違規情況及違反批地條款的情況出現的時候必須進行檢控行動，有需要時要中止有關的牌照。

以上的即時性措施可以確保附近的居民不會受到進一步的環境污染影響，但並不能完全解決居民受到的污染問題。

### 短期措施：

短期措施主要是提供更多及更嚴謹的環境緩解措施以減少屠房運作對附近居民所造成的環境影響，現有的一般措施並不適用於荃灣屠房的情況，因為現有的設施已見落後，而且屠房與居民的距離也太短，有關的污染對居民所造成的影響程度相對地比正常情況嚴重。

以下的緩解措施特別針對屠房臭味對附近居民帶來的滋擾：

- 化學清潔劑
- 氣味中和劑
- 加設水喉並不時清洗屠房各部份
- 提供設施清洗出入的貨車
- 將所有會產生氣味的廢物密封在貨櫃內才運出屠房
- 提供直接的途徑將糞便等棄置於廢物溶器以減少臭味的散溢

另一方法去減低屠房運作所產生的環境問題是改善設施及改建屠房，例如將屠房改建成全空氣調節，加設污水處理設施等，使之成為一個封密式的環境，氣味、污水等都在屠房之內先行處理至可接受的程度才排出戶外，使其對附近居民的影響大大減低。實際的設計可以參考本港各區的垃圾轉運站。

### 中期措施：

本研究建議的中期措施是在屠房與民居之間的土地上興建耐污染性的建築物，成為兩者中的一屏障，將污物及臭味阻隔。耐污染性的建築物包括政府檔案處或全中央冷氣式寫字樓大廈等建築物。

然而除加強巡查及執法外，其他措施也會牽涉很多有待解決的技術問題，例如未知現有的屠房是否有足夠的空間以安裝新設施及作出改建之用，另外屏障式建築也未必可以徹底將污染隔離，所以其成效也為未知之數，令這些建議難以成為徹底解決問題的方法。所以本研究建議以下的長遠措施，並相信可以徹底改善現在所有由屠房所產生的問題。

**長期措施：**

長遠而言，要徹底地將污染及環境影響問題解決，便必須將污染的源頭移除。所以，將荃灣屠房搬離該社區為長遠必須採納及唯一的方案。本研究的結論認為，唯有採取以上建議的長期措施，方能將荃灣屠房對海濱花園附近的社區造成滋擾的問題徹底解決。而且，將荃灣屠房搬離該社區，有利該區的長遠發展。本研究提出的重建方式包括：骨灰安置所、政府檔案儲存或全中央冷氣或辦公大樓、社區及康樂用途、物流設施及宗教用途。

## Appendix

### Relevant Papers/Documents

<u>Meeting</u>	<u>Meeting Date</u>	<u>Papers/Motion Passed/Council question</u>
Meeting between Legislative Council Members and Tsuen Wan District Council	4 December 1997 6 May 1999 14 December 2000 5 July 2001 23 May 2002 23 January 2003	Final report of Study on impacts, environment and disposition for Tsuen Wan Slaughterhouse (summary of the report was circulated to the Panel vide LC Paper No. CB(2) 709/02-03)  Minutes of the meetings (restricted to Members attending the meetings)
Public Works Subcommittee	18 July 1995	Administration's paper - PWSC(95-96)45 41FS*  Minutes of meeting (LC Paper No. PWSC 86/94-95)*
	24 January 1996	Administration's paper - PWSC(95-96)82 41FS*  Minutes of meeting (LC Paper No. PWSC 31/95-96)*
	1 July 1996	Administration's paper - PWSC(96-97)32 41FS*  Minutes of meeting (LC Paper No. PWSC 77/95-96)*
Finance Committee	19 July 1996	Administration's paper - FCR(96-97)47*  Minutes of meeting (LC Paper No. FC 12/96-97)*

Legislative Council	16 October 1996	Question on "Environmental nuisances of Tsuen Wan Abattoir" raised by Hon SIN Chung-kai*
	29 January 1997	Question on "Tsuen Wan Slaughterhouse" raised by Hon Howard YOUNG*
	25 April 2001	Report No. 36 of the Director of Audit on the Results of Value for Money Audits*
	4 July 2001	Report of the Public Accounts Committee on Report No. 36 of the Director of Audit on the Results of Value for Money Audits*