

For information on
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Legislative Council Panel on Manpower

Hong Kong's Occupational Safety Performance in the First Half of 2010

Purpose

This paper briefs Members on Hong Kong's occupational safety performance in the first half of 2010.

Background

2. The Labour Department ("LD") attaches great importance to promoting safety and health at work. Through enforcement work and prosecuting offenders, we seek to deter breaches of relevant legislation. We also, in close partnership with trade associations, workers' unions, related organisations and government departments, etc. promote safety and health at work through initiatives such as publicity campaigns and targeted programmes. The objective is to raise employers' and employees' safety and health awareness.

3. In the first half of 2010, the number and the rate¹ of occupational injuries increased slightly as compared to those in the same period in 2009.

Recent Statistics

Occupational Injuries²

4. In the first half of 2010, the number of occupational injuries at all workplaces was 19 984, a rise of 8.9% when compared with 18 355 in the same

¹ The Census and Statistics Department has, since 2009, enhanced the Quarterly Survey of Employment and Vacancies (SEV), replacing the Hong Kong Standard Industrial Classification (HSIC) Version 1.1 with HSIC Version 2.0 in compiling the statistics on the number of establishments, persons engaged and vacancies. The compilation of the injury/accident rate per 1 000 employees/workers from 2009 onwards is, therefore, based on the employment size published in the **Quarterly Report of Employment and Vacancies Statistics** under HSIC Version 2.0.

² Occupational injuries (including industrial accidents) are injury cases arising from work accidents, resulting in death or incapacity for work of over three days, and reported under the Employees' Compensation Ordinance.

period in 2009. The injury rate per 1 000 employees also increased from 14.0 to 14.9, up by 6.0% (**Table 1**). However, compared with 20 494 in the first half of 2008, there was a fall by 2.5%, with a corresponding drop by 4.0% in the injury rate per 1 000 employees.

Table 1 Occupational Injuries in All Workplaces

	2007 1st half	2008 1st half	2009 1st half	2010 1st half (compared with 2009 1st half)
Fatal	80	100	80	83 (+3.8%)
Non-fatal	21 256	20 394	18 275	19 901 (+8.9%)
Total	21 336	20 494	18 355	19 984 (+8.9%)
Injury Rate /1 000 employees	16.5	15.5	14.0	14.9 (+6.0%)

5. In the first half of 2010, most of the industry sections recorded an increase in occupational injuries. This was largely because of the sustained recovery of the local economy which resulted in greater economic activities. Nevertheless, most of the injuries were of a minor nature and were mainly due to “slip, trip or fall on the same level” and “incorrect manual lifting or carrying”. A detailed breakdown of the occupational injuries in all workplaces in the first half of 2010 by major economic activities is at **Annex 1**.

Industrial Accidents³

6. The number of industrial accidents for all sectors in the first half of 2010 was 6 566, representing a rise of 3.2% over 6 360 in the same period of 2009. The accident rate per 1 000 workers also increased slightly by 1.1%, from 23.2 to 23.4 (**Table 2**).

³ Industrial accidents refer to injuries and deaths arising from industrial activities in industrial undertakings as defined under the Factories and Industrial Undertakings Ordinance.

Table 2 Industrial Accidents in All Sectors

	2007 1st half	2008 1st half	2009 1st half	2010 1st half (compared with 2009 1st half)
Fatal	13	14	3	9 (+200.0%)
Non-fatal	7 661	7 306	6 357	6 557 (+3.1%)
Total	7 674	7 320	6 360	6 566 (+3.2%)
Accident Rate /1 000 workers	28.0	26.6	23.2	23.4 (+1.1%)

7. Of the 9 industrial fatalities in the first half of 2010, 5 occurred at construction sites, and the remaining 4 happened in other industrial undertakings. The types of accident of these cases were “fall of person from height” (3 cases), “striking against or struck by moving object” (2 cases), “trapped in or between objects” (1 case), “contact with electricity or electric discharge” (1 case), “contact with moving machinery or object being machined” (1 case) and “drowning” (1 case).

Accidents in the Construction Industry

8. The construction industry still recorded the highest number of fatalities and accident rate among all industries. In the first half of 2010, there were 5 fatal accidents in the construction sector, compared with 3 in the same period of 2009. The number of industrial accidents in the sector increased to 1 280, up by 2.6% compared with 1 248 in the corresponding period of 2009. The accident rate per 1 000 workers decreased from 49.5 to 46.8, down by 5.4% (**Table 3**).

Table 3 Industrial Accidents in the Construction Industry

	2007 1st half	2008 1st half	2009 1st half	2010 1st half (compared with 2009 1st half)
Fatal	9	11	3	5 (+66.7%)
Non-fatal	1 418	1 365	1 245	1 275 (+2.4%)
Total	1 427	1 376	1 248	1 280 (+2.6%)
Accident Rate /1 000 workers	56.3	55.0	49.5	46.8 (-5.4%)

9. The increase in Repair, Maintenance, Alteration and Addition (“RMAA”) works accidents is a concern. There were 600 such accidents in the period, an increase of 2.4%, compared with 586 in the same period of 2009.

10. The 5 cases of construction fatalities in the first half of 2010 were due to “fall of person from height” (3 cases), “contact with electricity or electric discharge” (1 case) and “contact with moving machinery or object being machined” (1 case). A detailed breakdown of the accidents in the construction industry by type of accident is at **Annex 2**.

Accidents in the Food and Beverage Services⁴

11. The food and beverage services topped other industries in terms of the number of industrial accidents. In the first half of 2010, the number of accidents increased to 3 586, up by 1.1% when compared with 3 546 in the corresponding period of 2009. The accident rate per 1 000 workers decreased from 34.3 to 33.3, down by 3.1% (**Table 4**). A detailed breakdown of accidents in the food and beverage services by type of accident is at **Annex 3**.

⁴ Owing to the change of HSIC from Version 1.1 to Version 2.0, the title and coverage of individual industries in HSIC Version 2.0 are therefore changed. The catering industry in HSIC Version 1.1 has become the food and beverage services in HSIC Version 2.0.

Table 4 Industrial Accidents in the Food and Beverage Services

	2007 1st half	2008 1st half	2009 1st half	2010 1st half (compared with 2009 1st half)
Fatal	0	0	0	0 (-)
Non-fatal	4 256	3 977	3 546	3 586 (+1.1%)
Total	4 256	3 977	3 546	3 586 (+1.1%)
Accident Rate /1 000 workers	42.3	38.5	34.3	33.3 (-3.1%)

Counter Measures

12. In the first half of 2010, apart from continuing our normal work, LD also implemented a series of measures to promote the occupational safety and health awareness of employers and employees targeting specific high-risk work activities and sectors. These included enforcement campaigns to ensure compliance with relevant safety legislation, and promoting, in collaboration with relevant stakeholders, safety and health messages. Major initiatives are described in paragraphs 13 to 22 below.

(A) RMAA Works Safety

13. Industrial accidents related to RMAA works have seen a rising trend in recent years. With the introduction of the Mandatory Building Inspection Scheme, the Mandatory Window Inspection Scheme, special operation to remove abandoned signboards by the Government, and various sponsorship schemes for the maintenance of dilapidated buildings, the number of RMAA works is set to increase in the near future, bringing new challenges to RMAA works safety.

Promotion and Publicity

14. LD launched a series of promotion and publicity campaigns targeting work-at-height and RMAA works to arouse the safety awareness of all parties involved, including launching two-year publicity campaigns at the end of 2008 and 2010 respectively. Apart from reminding workers to be concerned about their safety at work, the campaigns also appealed to workers' concern for the well-being of their families. Major promotional and publicity activities included –

- (a) disseminating occupational safety and health (“OSH”) messages to people in the industry and the general public through such channels as the mass media, LD’s website, public transport vehicles, public places, and direct mailing, etc.;
- (b) encouraging, since 2008/2009, more small RMAA works contractors to join LD’s “Construction Industry Safety Award Scheme” by introducing a new competition on the category of “Minor Renovation and Maintenance Works”;
- (c) partnering with the Housing Department (“HD”), the Hong Kong Housing Society (“HKHS”) and various universities in organising safety seminars for contractors of their RMAA works to raise their OSH awareness and performance, in view of the large volume of RMAA works of these organisations; and
- (d) further collaborating with the Occupational Safety and Health Council (“OSHC”) in the launch of a large-scale publicity programme in 2010 with new initiatives targeting contractors and workers engaged in RMAA works. The objective is to bring relevant safety messages to these contractors and workers direct.

15. Most RMAA works are small-scale and scattered in nature, undertaken by small contractors within a relatively short span of time. In addition, small RMAA contractors are generally less conversant with the occupational safety and health legislation. Some of the RMAA workers may also be owners or proprietors of small contractors with inadequate awareness of safety precautionary measures, and may not possess the knowledge for avoiding serious accidents. The anticipated growth in RMAA works, therefore, will bring challenges in enforcement and promotion of work safety, and calls for more focus. Since RMAA works are frequently carried out at the home of members of the public or old buildings under renovation, they affect the public closely. Therefore, we partner with district councils, district offices, and local organisations (e.g. safety communities) to promote RMAA works safety at the community level. Apart from helping to promote the spirit of “work safety is everyone’s responsibility”, this can bring safety messages direct to interested parties in the community, promoting proper arrangement and management of risks through understanding their OSH duties when engaging RMAA works.

Enforcement

16. Taking into account the growing concern in recent years about RMAA works safety, LD launched two territory-wide safety campaigns targeting RMAA works in March and September 2010. In addition, we also launched a

scaffolding safety campaign between late January and early February 2010. During these three special enforcement campaigns, we inspected 2 588 workplaces and issued 611 warnings. As a result, we also initiated a total of 118 prosecutions and issued 124 suspension notices/improvement notices to secure compliance with the provisions of relevant legislation and remove imminent risks of death or serious bodily injury.

17. LD has established with the Hong Kong Association of Property Management Companies, HD, HKHS and Urban Renewal Authority referral systems to enable the collection of intelligence on RMAA works, and facilitate prompt and targeted enforcement actions on such high-risk work activities.

(B) Electrical Safety

18. There were a number of fatal/serious accidents involving electrical works in the first half of 2010, and this had become a cause for concern. As a result, we included electrical safety as one of the targets in the special RMAA safety and construction safety campaigns launched in March, April and September 2010. During the campaigns, we issued enforcement notices and initiated prosecutions against contractors for violations of relevant safety provisions. Publications related to the safe use of electricity were disseminated to contractors and workers to help them understand relevant statutory requirements.

19. We also published in July 2010 a casebook of occupational fatalities on electrical works and have since organised a number of electrical safety seminars for related parties of the trade. We also broadcast a new two-minute documentary on electrical works safety on mobile media in August 2010.

(C) Funding Support for SMEs to Purchase Safety Equipment

20. Small and medium sized enterprises (“SMEs”) are a major pillar of our economy and are the engines of economic development. To encourage SMEs in Hong Kong to actively improve their OSH situation and in turn their productivity and competitiveness, LD and OSHC have in the past few years launched a number of sponsorship schemes to provide financial support to SMEs to purchase safety equipment and pay for the services required. Through the provision of subsidies up to a certain limit, these schemes aim to foster safety awareness and change work habits, and ultimately reduce the number of work accidents. The schemes cover the following areas -

- (a) gas-testing equipment in confined space operations;
- (b) fall-arresting equipment for renovation and maintenance work;

- (c) cut-resistant gloves and slip-resistant shoes in the catering industry; and
- (d) reversing video device for heavy vehicles on construction sites.

(D) Other Enforcement

21. In the first half of 2010, in addition to regular inspections of workplaces, LD launched six enforcement campaigns (including those described in paragraph 16 above), focusing on construction safety, RMAA works safety, scaffolding safety, catering safety, cargo and container handling safety. During these campaigns, we took rigorous enforcement actions and issued improvement notices/suspension notices, where circumstances warranted, to secure compliance with the law and remove imminent risks of death or serious bodily injury.

22. In the first half of 2010, combined enforcement actions, including regular inspections and enforcement campaigns outlined in paragraph 21 above, resulted in a total of 64 044 inspections, 967 prosecutions and 769 suspension notices/improvement notices, as compared with 59 475 inspections, 1 034 prosecutions and 750 suspension notices/improvement notices in the same period in 2009.

Way Forward

23. We will continue to proactively promote the safety and health of our workforce through the three-pronged approach of enforcement, promotion and publicity, and work in close partnership with relevant stakeholders, including the OSHC, CIC, trade associations, labour unions, professional bodies as well as district councils and other government bureaux/departments. We will –

- (a) in light of the commencement of a number of major infrastructure projects, the upsurge of RMAA works with the progressive ageing of buildings and various initiatives by the Government to accelerate minor works for creation of jobs –
 - (i) continue to focus our enforcement efforts on work-at-height safety, with emphasis on scaffolding works, lift works, use of ladders, electrical safety and working platforms;
 - (ii) step up cooperation with the Development Bureau and relevant departments to ensure proper attention to safety issues from the design stage to every subsequent stage of project implementation and delivery; and

- (iii) step up publicity and promotional efforts targeting RMAA works, work-at-height, electrical safety and scaffolding safety;
- (b) continue to collaborate with CIC to develop practical guidelines to enhance site safety of working in lift shaft: LD would take enforcement actions as necessary to ensure that requirements as spelt out in the guidelines are adopted by the industry;
- (c) continue to target the highly hazardous work-at-height processes in our publicity and promotion work to foster a strong safety culture among employers and employees, including organising publicity campaigns; and
- (d) continue to work in collaboration with OSHC to promote the sponsorship schemes to provide SME contractors with financial assistance to improve their safety performance in relation to work-at-height.

Views Sought

24. Members are invited to note the contents of this paper. Suggestions on how LD may better ensure safety at work are welcome.

Labour and Welfare Bureau
Labour Department
January 2011

**Occupational Injuries in All Workplaces
in 1st Half of 2010
- analysed by Industry Section**

二零一零年上半年所有工作地點之職業傷亡個案 - 按行業主類分析

Industry Section 行業主類	1st Half of 2009 二零零九年上半年	1st Half of 2010 二零一零年上半年	Change 增減	Percentage Change 增減率
Agriculture, forestry and fishing 農業、林業及漁業	9	9	---	---
Mining and quarrying 採礦及採石業	0	0	---	n.a.
Manufacturing 製造業	1 278 (1)	1 328 (4)	50	3.9%
Electricity, gas and waste management 電力、燃氣及廢棄物管理	86	110 (4)	24	27.9%
Construction 建造業	1 284 (12)	1 314 (11)	30	2.3%
Import/export, wholesale and retail trades 進出口貿易、批發及零售業	2 032 (6)	2 204 (8)	172	8.5%
Transportation, storage, postal and courier services 運輸、倉庫、郵政及速遞服務	2 038 (16)	2 536 (12)	498	24.4%
Accommodation and food services 住宿及膳食服務	4 295 (5)	4 576 (10)	281	6.5%
Information and communications 資訊及通訊	188	181 (3)	-7	-3.7%
Financing and insurance 金融及保險	83	103	20	24.1%
Real estate 地產	888 (10)	974 (7)	86	9.7%
Professional and business services 專業及商用服務	2 056 (12)	2 142 (15)	86	4.2%
Public administration, and social and personal services 公共行政以及社會及個人服務	3 928 (10)	4 317 (4)	389	9.9%
Other industries 其他行業	190 (8)	190 (5)	---	---
TOTAL 總數	18 355 (80)	19 984 (83)	1 629	8.9%
Employment size 受僱人數	2 615 275	2 687 368	72 093	2.8%
Annualised injury rate per 1 000 employees 每1 000名僱員計的 年值化傷亡率	14.0	14.9	0.8	6.0%

Notes:

- Occupational injuries (including industrial accidents) are injury cases arising from work accidents, resulting in death or incapacity for work of over three days, and reported under the Employees' Compensation Ordinance.
- Figures in brackets denote the number of fatalities.
- The above injury figures are recorded as at 30 September 2010.
- The above statistics are compiled based on the Hong Kong Standard Industrial Classification Version 2.0.
- Employment size are based on the *Quarterly Report of Employment and Vacancies* Statistics published by the Census and Statistics Department.
- "n.a." means not applicable.

註釋:

- 職業傷亡個案是指根據《僱員補償條例》呈報由工作意外引致死亡或失去工作能力三天以上的受傷個案（包括工業意外個案）。
- 括號內的數字顯示死亡人數。
- 上列傷亡數字為截至2010年9月30日所記錄的數字。
- 以上的統計數字是按《香港標準行業分類2.0版》編製。
- 受僱人數是根據政府統計處發表的《**就業及空缺按季統計報告**》而編製。
- "n.a." 是指不適用。

**Industrial Accidents in Construction Industry
in 1st Half of 2010
- analysed by Type of Accident**

二零一零年上半年建造業之工業意外個案 - 按意外類別分析

Type of Accident 意外類別	1st Half of 2009 二零零九年上半年	1st Half of 2010 二零一零年上半年	Change 增減
Trapped in or between objects 受困於物件之內或物件之間	43	35	-8
Injured whilst lifting or carrying 提舉或搬運物件時受傷	293	248	-45
Slip, trip or fall on same level 滑倒、絆倒或在同一高度跌倒	238	243	5
Fall of person from height 人體從高處墮下	160 (3)	178 (3)	18
Striking against fixed or stationary object 與固定或不動的物件碰撞	99	129	30
Striking against or struck by moving object 被移動物件或與移動物件碰撞	180	208	28
Stepping on object 踏在物件上	12	12	---
Exposure to or contact with harmful substance 暴露於有害物質中或接觸有害物質	6	3	-3
Contact with electricity or electric discharge 觸電或接觸放出的電流	2	4 (1)	2
Trapped by collapsing or overturning object 受困於倒塌或翻側的物件	0	1	1
Struck by falling object 遭墮下的物件撞擊	34	33	-1
Struck by moving vehicle 遭移動中的車輛撞倒	7	6	-1
Contact with moving machinery or object being machined 觸及開動中的機器或觸及以機器製造中的物件	104	99 (1)	-5
Drowning 遇溺	0	0	---
Exposure to fire 火警燒傷	1	2	1
Exposure to explosion 爆炸受傷	0	4	4
Injured by hand tool 被手工具所傷	54	50	-4
Injured by fall of ground 泥土傾瀉受傷	0	0	---
Asphyxiation 窒息	0	0	---
Contact with hot surface or substance 觸及灼熱表面或物質	9	15	6
Injured by animal 被動物所傷	0	0	---
Injured in workplace violence 於工作場所暴力事件中受傷	0	0	---
Others 其他類別	6	10	4
TOTAL 總數	1 248 (3)	1 280 (5)	32

Notes:

- Industrial accidents refer to injuries and deaths arising from industrial activities in industrial undertakings as defined under the Factories and Industrial Undertakings Ordinance.
- Figures in brackets denote the number of fatalities.
- The above accident figures are recorded as at 30 September 2010.

註釋:

- 工業意外是指在《工廠及工業經營條例》所界定的工業經營內發生的受傷或死亡意外，而這些意外是因工業活動而引致的。
- 括號內的數字顯示死亡人數。
- 上列意外數字為截至2010年9月30日所記錄的數字。

**Industrial Accidents in Food and Beverage Services
in 1st Half of 2010
- analysed by Type of Accident**

二零一零年上半年餐飲服務業之工業意外個案 - 按意外類別分析

Type of Accident 意外類別	1st Half of 2009 二零零九年上半年	1st Half of 2010 二零一零年上半年	Change 增減
Trapped in or between objects 受困於物件之內或物件之間	44	45	1
Injured whilst lifting or carrying 提舉或搬運物件時受傷	596	586	-10
Slip, trip or fall on same level 滑倒、絆倒或在同一高度跌倒	572	655	83
Fall of person from height 人體從高處墮下	26	19	-7
Striking against fixed or stationary object 與固定或不動的物件碰撞	277	302	25
Striking against or struck by moving object 被移動物件或與移動物件碰撞	147	166	19
Stepping on object 踏在物件上	2	7	5
Exposure to or contact with harmful substance 暴露於有害物質中或接觸有害物質	20	33	13
Contact with electricity or electric discharge 觸電或接觸放出的電流	3	1	-2
Trapped by collapsing or overturning object 受困於倒塌或翻側的物件	0	0	---
Struck by falling object 遭墮下的物件撞擊	13	12	-1
Struck by moving vehicle 遭移動中的車輛撞倒	15	9	-6
Contact with moving machinery or object being machined 觸及開動中的機器或觸及以機器製造中的物件	42	45	3
Drowning 遇溺	0	0	---
Exposure to fire 火警燒傷	5	9	4
Exposure to explosion 爆炸受傷	1	0	-1
Injured by hand tool 被手工具所傷	957	875	-82
Injured by fall of ground 泥土傾瀉受傷	0	0	---
Asphyxiation 窒息	0	0	---
Contact with hot surface or substance 觸及灼熱表面或物質	786	789	3
Injured by animal 被動物所傷	27	16	-11
Injured in workplace violence 於工作場所暴力事件中受傷	0	0	---
Others 其他類別	13	17	4
TOTAL 總數	3 546	3 586	40

Notes:

1. Industrial accidents refer to injuries and deaths arising from industrial activities in industrial undertakings as defined under the Factories and Industrial Undertakings Ordinance.
2. Figures in brackets denote the number of fatalities.
3. The above accident figures are recorded as at 30 September 2010.

註釋:

1. 工業意外是指在《工廠及工業經營條例》所界定的工業經營內發生的受傷或死亡意外，而這些意外是因工業活動而引致的。
2. 括號內的數字顯示死亡人數。
3. 上列意外數字為截至2010年9月30日所記錄的數字。