

For information on
11 July 2012

Legislative Council Panel on Manpower
Occupational Safety Performance in Hong Kong in 2011

Purpose

This paper briefs Members on Hong Kong's occupational safety performance in 2011.

Background

2. In the past decade, the number of occupational injuries¹ decreased from 47 023 in 2002 to 40 578 in 2011, representing a drop of 13.7%. The number of industrial accidents² also decreased from 22 453 in 2002 to 13 658 in 2011, down by 39.2%.

Recent Statistics

3. The number of industrial accidents for all sectors in 2011 was 13 658, representing a drop of 2.5% over 14 015 in 2010. The accident rate per 1 000 workers also decreased by 5.5%, from 24.9 to 23.6 (**Table 1**). Most of the accidents, except those of the construction industry and manufacturing industry, were of minor nature and mainly due to “slip, trip or fall on the same level” and “incorrect manual lifting or carrying”.

¹ Occupational injuries refer to injury cases in workplaces reported under the Employees' Compensation Ordinance, resulting in death or incapacity for work of over three days.

² Industrial accidents refer to injuries and deaths arising from industrial activities in industrial undertakings as defined under the Factories and Industrial Undertakings Ordinance.

Table 1 – Industrial Accidents in All Sectors

	2008	2009	2010	2011 (compared with 2010)
Fatal	24	21	18	29 (+61.1%)
Non-fatal	14 908	13 579	13 997	13 629 (-2.6%)
Total	14 932	13 600	14 015	13 658 (-2.5%)
Accident Rate /1 000 workers	27.2	24.6	24.9	23.6 (-5.5%)

4. Of the 29 industrial fatalities in 2011, 23 occurred at construction sites, four in the manufacturing industry and the remaining two in other industrial undertakings such as waste recycling workshops and container handling yards. These accidents could be classified by types into “fall of person from height” (eleven cases), “striking against or struck by moving object” (eight cases), “struck by falling object” (three cases), “contact with electricity or electric discharge” (two cases), “trapped by collapsing or overturning object” (two cases), “trapped in or between objects” (one case), “drowning” (one case) and “exposure to explosion” (one case). A detailed breakdown of the industrial accidents in all workplaces in 2011 by industry section is at **Annex 1**.

Industrial Accidents in the Construction Industry

5. The construction industry recorded the highest number of fatalities and accident rate among all industries. In 2011, the number of fatal accidents in the construction sector increased to 23, up by 155.6%, when compared with nine in 2010. The number of industrial accidents in the sector increased to 3 112, up by 7.9%, when compared with 2 884 in 2010. However, the accident rate per 1 000 workers decreased from 52.1 to 49.7, down by 4.7% (**Table 2**).

Table 2 – Industrial Accidents in the Construction Industry

	2008	2009	2010	2011 (compared with 2010)
Fatal	20	19	9	23 (+155.6%)
Non-fatal	3 013	2 736	2 875	3 089 (+7.4%)
Total	3 033	2 755	2 884	3 112 (+7.9%)
Accident Rate /1 000 workers	61.4	54.6	52.1	49.7 (-4.7%)

6. Accidents in Repair, Maintenance, Alteration and Addition (RMAA) works continued to be a matter of concern. There were 1 390 such accidents (including eight fatalities) in 2011, representing a decrease of 2.3% when compared with 1 422 in 2010. Of the eight fatalities, six were related to “fall of person from height”.

7. The 23 cases of construction fatalities in 2011 were due to “fall of person from height” (10 cases), “striking against or struck by moving object” (3 cases), “struck by falling object”(3 cases), “contact with electricity or electric discharge” (2 cases), “trapped by collapsing or overturning object” (2 cases), “trapped in or between objects” (1 case), “drowning” (1 case) and “exposure to explosion” (1 case). A detailed breakdown by type of the accidents in the construction industry is at **Annex 2**.

Industrial Accidents in the Food and Beverage Services Sector³

8. The food and beverage services sector topped all industries in the number of industrial accidents. In 2011, the number of accidents decreased to 7 158, down by 5.1% when compared with 7 541 in 2010. The accident rate per 1 000 workers decreased from 34.7 to 30.9, down by 10.9% (**Table 3**). A detailed breakdown of the accidents in the food and beverage services by type of accident is at **Annex 3**.

³ Owing to the change of HSIC from Version 1.1 to Version 2.0, there were changes to the title and coverage of individual industries. The catering industry in HSIC Version 1.1 becomes the food and beverage services in HSIC Version 2.0.

Table 3 – Industrial Accidents in the Food and Beverage Services Sector

	2008	2009	2010	2011 (compared with 2010)
Fatal	0	0	0	0 (-)
Non-fatal	8 049	7 470	7 541	7 158 (-5.1%)
Total	8 049	7 470	7 541	7 158 (-5.1%)
Accident Rate /1 000 workers	38.7	35.7	34.7	30.9 (-10.9%)

Counter Measures

9. LD is committed to ensuring that risks to people at work are reduced to the minimum through enforcement, publicity and promotion, as well as education and training so as to protect the safety and health of people at work and to promote and foster a culture of safety and health at work in industries and all levels of society.

10. We conduct workplace inspections to induce compliance with the occupational safety and health (OSH) legislation and deter unsafe work practices. Upon discovery of imminent risks of death or bodily injury, we will issue improvement notices/suspension notices or take prosecution actions without warning in advance.

11. In 2011, in addition to normal surprise inspections, LD launched a series of special enforcement operations targeting new work sites, RMAA works sites, work-at-height, electrical work, waste recycling industry, cleansing industry, catering industry, cargo and container handling industry, fire and chemical safety. As a result, LD initiated 1 909 prosecutions, issued 351 suspension notices and 1 356 improvement notices, when compared with 1 897 prosecutions initiated, 110 suspension notices and 1 363 improvement notices issued in 2010.

Industries Requiring Attention

12. In the coming year, we will continue to step up our inspection, training and promotion work having due regard to the risks of individual industries.

(I) Construction Industry

13. As construction activities generally involve higher risks, the industry has recorded the highest number of fatalities and accident rate among all industries. There are currently two major challenges to the occupational safety performance of the industry. First, the commencement of a number of mega infrastructural projects over the past few years and in the coming years has put great pressure on the resources and manpower in the industry. Secondly, accidents in RMAA works have already been on the rise in recent years and RMAA works are expected to grow further with the ageing of our buildings.

14. To forestall the rise of accidents in these work activities, we will intensify our systematic preventive and enforcement measures as follows:

- (a) In the light of the commencement of mega infrastructural projects, LD has established a special team to step up inspection and enforcement action, urging contractors to implement safety management systems on construction sites and integrate OSH elements into their method statements through participating in their project preparatory meetings and site safety committee meetings; and
- (b) In respect of RMAA works, LD will continue to step up area patrols and inspections outside office hours to deter contractors from adopting unsafe work practices, with a view to improving the safety performance of RMAA works. In addition, we have established a referral mechanism with the Housing Department, Hong Kong Housing Society, Hong Kong Association of Property Management Companies, Urban Renewal Authority and Buildings Department to facilitate focused inspections and enforcement actions.

15. Apart from stepping up inspection and enforcement actions, LD held a Construction Safety Forum in March 2012 to consider, in conjunction with industry stakeholders, how to enhance construction safety by strengthening site management and supervision, enhancing safety awareness and responsibilities of workers, improving the safety management system, etc. We have been following up the various improvement measures with relevant bodies and organizations. The progress made so far is set out as follows:

(a) *Supporting small and medium sized enterprises (SME) of RMAA works to enhance work safety*

The Occupational Safety and Health Council (“OSHC”), in collaboration with LD, launched on 1 June 2012 the “OSH Star Enterprise – Pilot Scheme on RMAA Safety Accreditation” to encourage the industry to take practicable safety measures and improve working environment through subsidising the cost of safety assessment, safety training and safety equipment. Enterprises accredited under the pilot scheme could enjoy up to 50% premium discounts if they are currently procuring insurance under the Employees’ Compensation Insurance Residual Scheme. OSHC has publicised the pilot scheme through media, with a view to having more SMEs of RMAA works accredited early.

(b) *Caring of new construction workers*

The Hong Kong Construction Association and the Hong Kong General Building Contractors Association are mobilizing their members to participate in a programme for taking greater care of new workers. Under the programme, two types of workers are identified with the label of “P” (i.e. Probationer) for workers who newly join the industry and “N” (i.e. Newcomer) for workers who are new to a construction site respectively. Contractors would assign mentor to take care of workers who newly join the industry. Each mentor will take care of no more than four workers for a period of not less than three months. Contractors would also provide basic induction safety training to these workers and make arrangement to get them familiar with the working environment of the site. If the workers new to a site have already possessed experience in construction work, they would only be required to carry the “N” labels for two weeks. Contractors would also make arrangement to get them familiar with the working environment of the site.

(c) *Enhancement of the “Green Card” course*

We are revising the content of the Mandatory Basic Safety Training (Construction Work) course (commonly known as the “Green Card” course). We will first initiate changes to the revalidation course by introducing case studies and analysis of serious accidents commonly found at construction sites. Course trainers will be required to use clear and easy to understand pictures and adopt interactive teaching method in order to raise the trainees’ vigilance against high-risk work processes. The revised course will be introduced in the fourth quarter of this year.

(d) *Safety training for site management personnel*

The Construction Industry Council (CIC) is formulating a safety training programme for site management personnel and resident site staff. The programme will cover safety legislation, safety management skills, risk assessment, crisis management, safety inspection, accident investigation and prevention, safety planning, and construction and design management. The programme is expected to be introduced in the fourth quarter of this year.

(e) *Code of Conduct for safety practitioners and enhancement of the continuing professional development programme*

The Hong Kong Federation of Occupational Safety and Health Associations is consulting various societies of registered safety officers on the formulation of a Code of Conduct for safety practitioners. Upon completion of drafting of the Code, the Federation will consult relevant trade associations and professional bodies. Besides, the Federation is gathering the registered safety officers' views on ways to enhance the continuing professional development programme. LD will consider revising the relevant guidance notes with a view to enhancing the competence and professionalism of registered safety officers. The drafting of the Code is expected to be accomplished by the end of this year or early 2013.

(f) *Guidelines on clients' participation in site safety*

CIC is studying different kinds of site safety incentives, including setting aside a certain sum in construction contracts to pay for safety measures that exceed statutory requirements; setting up award schemes for contractors and site workers with good safety performance; and requiring contract bidders to employ site management personnel with recognised safety training. CIC will prepare guidelines on different models of site safety incentive programmes to encourage clients of private sites to adopt suitable measures commensurate with their business nature and safety monitoring framework for enhancing work safety. The drafting of the guidelines is expected to be accomplished by the end of this year or early 2013.

16. LD will launch a series of publicity and promotional activities targeting the construction industry in collaboration with the related industry organizations, including the territory-wide Construction Industry Safety Award Scheme, seminars co-organised with the industry, publicity campaigns through the mass media to disseminate the safety messages as well as visiting workers at construction sites to deliver case analyses in construction sector, in order to enhance the safety awareness of workers and the community, and to cultivate a safety culture among them.

(II) Food and Beverages Services Sector

17. With a view to improving the safety performance of the sector, LD has organised a large-scale territory-wide “Catering Industry Safety Award Scheme” in collaboration with key stakeholders in the industry since 1999. The Award Scheme features a safety seminar, a safety quiz competition and an open competition. It aims to enhance the safety awareness of those engaged in the industry and the public, and awards Food and Beverage Services establishments, supervisors and workers with good performance in occupational safety and health. LD produces DVDs showing the safe practices of the award winning establishments for free distribution. LD and OSHC have launched a sponsorship scheme to provide financial support to catering small and medium enterprises (SMEs) to purchase cut resistant gloves and slip resistant shoes, with a view to changing the working habits and attitudes of those engaged in the industry gradually. Furthermore, under the “Customer Services Teams Project” in 2011, visits were made to about 6 800 Food and Beverage Services establishments for promoting occupational safety and health through a questionnaire survey and distributing related publications to these establishments.

18. In addition, we organise health talks for employers and employees of the Food and Beverages Services sector regularly to enhance their awareness of occupational health. In 2011, LD collaborated with OSHC, employers’ associations and workers’ unions of the Food and Beverages Services sector to promote the prevention of work-related lower limb disorders through a series of promotional activities, including organizing health talks, distributing posters and relevant publications and publicity items, showing promotional videos on mobile advertising media, and paying promotional visits to restaurants in busy areas by occupational safety and health ambassadors. LD also published guidelines to enhance the awareness of the Food and Beverages Services sector on health problems arising from prolonged standing and preventive measures. In collaboration with the Hong Kong Podiatrists Association and Physical Fitness Association of Hong Kong, we have designed a set of tailor-made

stretching exercises, and organized seminars and exercise workshops to teach the participants on techniques of relieving lower limb fatigue. In addition, we will continue to closely monitor the OSH performance of the food and beverage services sector, and step up workplace inspections and special enforcement operations, to ensure compliance with relevant safety and health legislative requirements.

(III) Container Handling Industry

19. Of the six industrial fatalities that occurred at workplaces other than construction sites in 2011, one occurred in the container handling industry, and three accidents in the manufacturing industry related to heavy vehicles tyre demounting and inflation work also occurred in container handling yards. Subsequent to the accidents, we have formulated relevant safety guidelines and launched a series of educational and promotional activities, such as organizing large-scale safety seminars, distributing leaflets, posters, stickers and banners to the trade, so as to enhance their safety awareness of heavy vehicles tyre demounting and inflation work. In addition, we have stepped up inspections to container handling workplaces and special enforcement operations targeting the industry to secure compliance with the safety regulations and adoption of relevant safe work practices.

(IV) Installation and Maintenance Works of Lift Shafts

20. LD attaches great importance to the safety of working in lift shafts. Through participation in the work of the task force under CIC, we assist the industry in drawing up guidelines to ensure the safety of lift installation and maintenance works. The task force has compiled in stages two volumes of *Guidelines on Safety of Lift Shaft Works* including “*During Construction Stage and Before Handing Over to Lift Installation Contractor*” and “*During Lift Installation Stage until Issue of Occupation Permit and Handing Over to Developer*”. LD will continue to participate in the next stage of work of the task force and take enforcement actions where necessary to ensure the adherence to the requirements stipulated in the guidelines for protecting workers’ safety.

(V) Cleansing Industry

21. In view of the accidents related to work-at-height and the use of chemicals in the cleansing industry in the first half of 2011, we have stepped up inspections to cleansing workplaces and launched special enforcement operations to secure compliance with relevant legislation and adoption of appropriate safety measures by employers to ensure the safety and health of

cleansing workers. Moreover, we organised a large-scale OSH seminar in collaboration with trade associations, cleansing contractors, workers' unions and property management companies in July 2011. During the seminar, talks on OSH legislation and experience sharing by industry practitioners were delivered to enhance the safety awareness of employers, the management and employees. We will continue to organize OSH talks covering topics on the safe use of chemicals for employers and employees of the cleansing industry.

Way Forward

22. LD will continue to work in close partnership with related organizations, such as OSHC, CIC, trade associations, workers' unions, professional bodies, district councils and other government bureaux/departments. We will actively promote OSH through enforcement, promotion and publicity.

Advice Sought

23. Members are invited to note the contents of this paper and give views on the aforesaid measures.

Labour and Welfare Bureau
Labour Department
July 2012

**Industrial Accidents in All Workplaces
in 2011
- analysed by Industry Section**

二零一一年所有工作地點之工業意外個案 - 按行業主類分析

Industry Section 行業主類	2010 二零一零年	2011 二零一一年	Change 增減	Percentage Change 增減率
Agriculture, forestry and fishing 農業、林業及漁業	0	0	---	n.a.
Mining and quarrying 採礦及採石業	0	1	1	n.a.
Manufacturing 製造業	2 009 (1)	2 001 (4)	-8	-0.4%
Electricity, gas and waste management 電力、燃氣及廢棄物管理	101 (4)	110 (1)	9	8.9%
Construction 建造業	2 884 (9)	3 112 (23)	228	7.9%
Import/export, wholesale and retail trades 進出口貿易、批發及零售業	0	0	---	n.a.
Transportation, storage, postal and courier services 運輸、倉庫、郵政及速遞服務	1 248 (4)	1 039 (1)	-209	-16.7%
Accommodation and food services 住宿及膳食服務	7 541	7 158	-383	-5.1%
Information and communications 資訊及通訊	20	25	5	25.0%
Financing and insurance 金融及保險	0	0	---	n.a.
Real estate 地產	0	0	---	n.a.
Professional and business services 專業及商用服務	0	0	---	n.a.
Public administration, and social and personal services 公共行政以及社會及個人服務	212	212	---	---
Other industries 其他行業	0	0	---	n.a.
TOTAL 總數	14 015 (18)	13 658 (29)	-357	-2.5%

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 injury figures are recorded as at 30 March 2012.
- The above statistics are compiled based on the Hong Kong Standard Industrial Classification Version 2.0.
- "n.a." means not applicable.

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。
- 上列傷亡數字為截至2012年3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。
- "n.a." 是指不適用。

**Industrial Accidents in Construction Industry
in 2011
- analysed by Type of Accident**

二零一一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		2010 二零一零年	2011 二零一一年	Change 增減
Trapped in or between objects	受困於物件之內或物件之間	85	106 (1)	21
Injured whilst lifting or carrying	提舉或搬運物件時受傷	546	605	59
Slip, trip or fall on same level	滑倒、絆倒或在同一高度跌倒	573	634	61
Fall of person from height	人體從高處墮下	406 (6)	390 (10)	-16
Striking against fixed or stationary object	與固定或不動的物件碰撞	302	279	-23
Striking against or struck by moving object	被移動物件或與移動物件碰撞	442	522 (3)	80
Stepping on object	踏在物件上	27	29	2
Exposure to or contact with harmful substance	暴露於有害物質中或接觸有害物質	7	20	13
Contact with electricity or electric discharge	觸電或接觸放出的電流	7 (1)	6 (2)	-1
Trapped by collapsing or overturning object	受困於倒塌或翻側的物件	1	8 (2)	7
Struck by falling object	遭墮下的物件撞擊	75	73 (3)	-2
Struck by moving vehicle	遭移動中的車輛撞倒	7	13	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	245 (2)	216	-29
Drowning	遇溺	0	1 (1)	1
Exposure to fire	火警燒傷	5	11	6
Exposure to explosion	爆炸受傷	3	9 (1)	6
Injured by hand tool	被手工具所傷	102	116	14
Injured by fall of ground	泥土傾瀉受傷	0	1	1
Asphyxiation	窒息	0	0	---
Contact with hot surface or substance	觸及灼熱表面或物質	20	20	---
Injured by animal	被動物所傷	0	2	2
Injured in workplace violence	於工作場所暴力事件中受傷	0	0	---
Others	其他類別	31	51	20
TOTAL	總數	2 884 (9)	3 112 (23)	228

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 March 2012.

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2012年3月30日所記錄的數字。

**Industrial Accidents in Food and Beverage Services
in 2011
- analysed by Type of Accident**

二零一一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	2010 二零一零年	2011 二零一一年	Change 增減
Trapped in or between objects 受困於物件之內或物件之間	96	91	-5
Injured whilst lifting or carrying 提舉或搬運物件時受傷	1 205	1 180	-25
Slip, trip or fall on same level 滑倒、絆倒或在同一高度跌倒	1 219	1 182	-37
Fall of person from height 人體從高處墮下	44	34	-10
Striking against fixed or stationary object 與固定或不動的物件碰撞	735	713	-22
Striking against or struck by moving object 被移動物件或與移動物件碰撞	341	334	-7
Stepping on object 踏在物件上	8	6	-2
Exposure to or contact with harmful substance 暴露於有害物質中或接觸有害物質	70	65	-5
Contact with electricity or electric discharge 觸電或接觸放出的電流	3	3	---
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	20	25	5
Struck by moving vehicle 遭移動中的車輛撞倒	23	32	9
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	94	82	-12
Drowning 遇溺	0	0	---
Exposure to fire 火警燒傷	14	21	7
Exposure to explosion 爆炸受傷	0	0	---
Injured by hand tool 被手工具所傷	1 862	1 663	-199
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	1 729	1 652	-77
Injured by animal 被動物所傷	34	14	-20
Injured in workplace violence 於工作場所暴力事件中受傷	0	4	4
Others 其他類別	44	57	13
TOTAL 總數	7 541	7 158	-383

Notes:

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2. 括號內的數字顯示死亡人數。
3. 上列意外數字為截至2012年3月30日所記錄的數字。