

For information on  
19 November 2013

**Legislative Council Panel on Manpower**  
**Hong Kong's Occupational Safety Performance**  
**in the First Half of 2013**

**Purpose**

This paper briefs Members on Hong Kong's occupational safety performance in the first half of 2013.

**Background**

2. In the past decade, the number of occupational injuries<sup>1</sup> decreased from 42 022 in 2003 to 39 907 in 2012, representing a drop of 5.0%. The number of industrial accidents<sup>2</sup> also decreased from 17 249 a decade ago to 12 547 in 2012, down by 27.3%.

**Recent Statistics**

3. The number of industrial accidents for all sectors in the first half of 2013 was 5 669, representing a drop of 7.7% over 6 145 in the same period of 2012. The accident rate per 1 000 workers also decreased by 9.9%, from 20.9 to 18.8 (**Table 1**). Most of the accidents, except those of the construction industry, were of a minor nature and mainly due to "slip, trip or fall on the same level" and "incorrect manual lifting or carrying".

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<sup>1</sup> 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.

<sup>2</sup> 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**

	2009	2010	2011	2012	2012 1 <sup>st</sup> half	2013 1 <sup>st</sup> half
Fatal	21	18	29	29	7	5 (-28.6%)
Non-fatal	13 579	13 997	13 629	12 518	6 138	5 664 (-7.7%)
Total	13 600	14 015	13 658	12 547	6 145	5 669 (-7.7%)
Accident Rate/1 000 workers	24.6	24.9	23.6	21.3	20.9	18.8 (-9.9%)

Figures in brackets denote % change of the 1<sup>st</sup> half of 2013 when compared with the same period of 2012.

4. Among the 5 industrial fatalities in the first half of 2013, 3 occurred at construction sites. A breakdown of the industrial accidents in all workplaces in the first half of 2013 by industry section is at Annex 1.

#### Industrial Accidents in the Construction Industry

5. There were 1 439 accidents in the construction industry in the first half of 2013, down by 2.1% when compared with 1 470 in the same period of 2012. The accident rate per 1 000 workers was 35.9, down by 13.1% over 41.3 a year earlier (**Table 2**). However, the construction industry still recorded the highest number of fatalities and accident rate among all industries. A breakdown by types of accidents in the construction industry is at Annex 2. As at end October 2013, there were 14 fatal accidents in the construction sector, compared with 19 in the same period of 2012.

**Table 2 – Industrial Accidents in the Construction Industry**

	2009	2010	2011	2012	2012 1 <sup>st</sup> half	2013 1 <sup>st</sup> half
Fatal	19	9	23	24	7	3 (-57.1%)
Non-fatal	2 736	2 875	3 089	3 136	1 463	1 436 (-1.8%)
Total	2 755	2 884	3 112	3 160	1 470	1 439 (-2.1%)
Accident Rate /1 000 workers	54.6	52.1	49.7	44.3	41.3	35.9 (-13.1%)

Figures in brackets denote % change of the 1<sup>st</sup> half of 2013 when compared with the same period of 2012.

6. Accidents in Repair, Maintenance, Alteration and Addition (RMAA) works continued to be a matter of concern. There were 504 such accidents in the first half of 2013, representing a decrease of 7.7% when compared with 546 in the first half of 2012. However, the number of fatal accidents rose from 2 to 3 over the same period of 2012, among which 2 were related to “fall of person from height”.

#### Industrial Accidents in the Food and Beverage Service Sector

7. The number of industrial accidents in the food and beverage services sector topped all industries. In the first half of 2013, the number of accidents decreased to 2 844, down by 7.1% when compared with 3 063 in the same period of 2012. The accident rate per 1 000 workers decreased from 26.2 to 23.9, down by 8.5% (**Table 3**). A breakdown of the accidents in the food and beverage services by types of accidents is at **Annex 3**.

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

	2009	2010	2011	2012	2012 1 <sup>st</sup> half	2013 1 <sup>st</sup> half
Fatal	0	0	0	1	0	0
Non-fatal	7 470	7 541	7 158	6 215	3 063	2 844 (-7.1%)
Total	7 470	7 541	7 158	6 216	3 063	2 844 (-7.1%)
Accident Rate/1 000 workers	35.7	34.7	30.9	26.4	26.2	23.9 (-8.5%)

Figures in brackets denote % change of the 1<sup>st</sup> half of 2013 when compared with the same period of 2012.

### **Counter Measures**

8. Labour Department (LD) conducts 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 serious bodily injury, we will issue suspension notices (SNs) forthwith. In case of breaches of OSH legislation, we will take prosecution actions and issue improvement notices (INs). In the first three quarters of 2013, in addition to regular surprise inspections, LD launched a series of special enforcement operations targeting new works sites, RMAA works sites, work-at-height, waste treatment work, catering establishments and cargo and container handling industry. As a result, LD initiated 2 196 prosecutions and issued 1 653 SNs/INs in the first three quarters of 2013.

### **Enhance OSH Measures in Industries of Concern**

9. We will continue to step up inspection, training and publicity in

the light of the risks involved in individual industries this year.

### (I) Construction Industry

10. With the commencement of a number of mega works projects in recent years and in anticipation of the continued growth in the construction industry in the coming years, the construction workforce has been on the rise. The number of construction site workers increased by around 60 % from 51 000 in 2009 to over 80 000 in the first half of 2013, including a number of newcomers. In addition, the ageing of buildings and the mandatory requirements for inspection of old buildings resulted in growth in RMAA works. These developments pose challenges to the work safety in the construction industry.

11. In the first three quarters of 2013, LD conducted 3 special enforcement operations on construction work safety with a total of 439 SNs/INs issued and 441 prosecutions to be initiated. LD will also step up area patrols as well as inspection and enforcement action during office and non-office hours.

### Work Safety of Mega Works Projects

12. One major work aspect of LD this year is to strengthen the monitoring of work safety of mega works projects. We have urged contractors to enhance safety management in respect of work-at-height, tunneling works and operation of heavy plant and machinery, etc., and to implement effective improvement measures to enhance site safety. LD will from time to time launch special enforcement operations on mega works projects to ensure compliance with safety legislation, especially the effective implementation of safety management systems in respect of those high risk processes such as tunneling works and operation of heavy plant and machinery.

13. To tackle systemic safety issues in a more effective way, LD will continue to urge contractors and site management staff, through involvement at the design, tendering and preparatory stages and participation in different stages of project implementation, to timely incorporate safety consideration in work method statements and designs.

Through participation in project preparatory meetings and site safety management committees, LD will urge contractors to implement effective safety management systems on construction sites. We will also closely monitor the implementation of the safety management systems at the works sites of the contractors.

14. LD has strengthened the coordination with the Development Bureau (DEVB), relevant works departments and other public works project clients. In addition to incorporating safety considerations in work method statements and designs at the preparatory stage and participation of project implementation, DEVB/ works departments will also enhance site safety measures of mega works projects, with a view to ensuring more effective control of the risks of work hazards by contractors. DEVB has progressively implemented various new safety enhancement measures for mega works projects, including strengthening the participation of professional resident site staff in monitoring work safety. Besides, relevant works departments will collaborate with LD by providing information on unconventional or potentially high-risk construction methods so that contractors could be timely urged at the works preparatory stage to formulate systematic safety measures for prevention of accidents. DEVB also plans to step up site safety audits for mega works projects.

15. As a number of newcomers (including ethnic minorities), who are more prone to accidents, are engaged in mega works projects, LD has reminded contractors of the need to strengthen their supervision through more detailed instructions. Furthermore, LD will launch targeted promotional and educational activities, such as distributing simple and easy-to-understand promotional leaflets and organising site visits and talks in collaboration with workers' unions and trade associations, with a view to enhancing their safety awareness including the OSH of tunneling work. LD will also step up site inspection and take rigorous enforcement action to ensure duty holders' compliance with the requirements of relevant legislation and codes of practice.

#### Work-at-height Safety

16. As more than half of the fatal construction accidents in recent

years were related to fall of person from height, LD will put more efforts in combating work-at-height hazards this year. Advisory letters were issued to construction contractors and sub-contractors to urge them to comply with relevant safety legislation when undertaking construction works, particularly to take effective precautionary measures to prevent accidents related to work-at-height. LD will take immediate enforcement action without prior warning against breaches of the safety legislation. Regarding work-at-height safety, LD issued over 705 SNs/INs in the first three quarters of 2013, with a total of 740 prosecutions to be initiated.

17. A number of fall-from-height fatal construction accidents involved workers falling from places of work of just 2 to 3 metres high. In order to raise the alertness of the industry to work-at-height hazards and awareness of the potential risks associated with working at a few meters above ground, LD in collaboration with the Occupational Safety and Health Council (OSHC) organised a Work-at-Height Safety Forum in April this year to explore means to enhance work-at-height safety in conjunction with industry stakeholders. OSHC received applications for subsidies to purchase mobile working platforms under the “Mobile Platform Sponsorship Scheme for Small and Medium Enterprises (SMEs)” during the forum. As at mid-October, a total of 840 applications were received and among them, 641 applications have been approved.

18. In order to further arouse the awareness of the industry on work-at-height hazards, LD has analysed work-at-height fatal accidents in recent years and compiled a new casebook giving simple illustrations on the circumstances of the accidents and their main causes and suggesting relevant safety precautionary measures. We have also produced posters on common unsafe conditions related to working at height to raise workers’ awareness of work-at-height safety. Besides, we will collaborate with the property management sector to produce safety advice on working at external walls and work-at-height and disseminate the safety messages to owners of the properties under their management.

19. LD and OSHC jointly launched a RMAA safety accreditation scheme in June 2012. The scheme enhances OSH standard of the

industry through auditing safety management system, training and subsidising SMEs to purchase fall arresting devices and related equipment. With the support of the Employees' Compensation Insurance Residual Scheme Bureau which undertakes to offer insurance premium discount to accredited contractors, SMEs are provided with financial incentives to continuously improve their occupational safety performance. Up to the end of October 2013, a total of 68 SMEs submitted their applications. Thirteen of them have successfully passed the safety audit and were accredited as Star Enterprise.

### Electrical Works Safety

20. In light of the 7 fatal accidents involving electrocution in the construction industry last year, LD distributed publications on electrical works safety to stakeholders through the Electrical and Mechanical Services Department, electrical and mechanical trade associations and workers' unions last October and issued safety alerts to around 90 000 registered electrical workers and contractors. Through concerted efforts of the industry stakeholders and the Administration, we managed to curb the trend of electrocution accidents in the fourth quarter of last year. We have been closely monitoring the safety performance of electrical works this year.

21. In addition, LD, in collaboration with industry stakeholders and OSHC, has organised a series of electrical works safety promotional activities since the end of last year. These included a launching ceremony of electrical works safety promotional activities, producing a new casebook of fatal accidents related to electrical works and safety posters, distributing large banners on electrical works safety to industry stakeholders and organising relevant safety seminars. By the end of September this year, LD distributed over 400 large banners to various large construction sites and posted the casebook of fatal accidents to more than 10 000 registered electrical contractors to sustain the safety alertness of the industry.

### Strengthen Publicity and Promotion

22. LD will continue to launch the Construction Industry Safety



Award Scheme in collaboration with OSHC and the industry this year. The scheme will include a safety quiz competition, roving exhibitions, promotional visits, TV/radio broadcasts, radio programmes, a fun day and an award presentation ceremony. The safe working practice of the gold winning sites will be recorded in DVD for dissemination to construction sites and broadcast in mobile media.

## (II) Food and Beverages Service Sector

23. 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 featured a safety seminar, a roving exhibition, 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 award Food and Beverage Services establishments, catering groups, supervisors and workers with good OSH performance.

24. In order to improve the work safety of practitioners in the catering industry and facilitate the industry in raising the standard of tidiness and cleanliness at the workplace, OSHC launched the “Outstanding OSH Restaurant — Pilot Scheme on Catering Safety Accreditation” in June this year. Employees of the enterprises participating in the Scheme would be provided with relevant safety training to enhance their OSH awareness. These enterprises may also participate in the “Accreditation Scheme for Catering Establishments with 5S Good Housekeeping” in order to enhance the safety and cleanliness level of the workplace. Accredited restaurants would be awarded the “Outstanding OSH Catering Restaurant Certificate” and sponsorship of up to \$5,000 by OSHC for purchasing slip resistant shoes and cut resistant gloves in compliance with the safety standards.

25. LD also organises health talks for employers and employees of the industry regularly to enhance their awareness of occupational health. In 2012, we organised 417 occupational health talks for employees of the catering industry. In the first three quarters of 2013, 293 health talks were organised. LD is producing a new series of TV/radio broadcasts on work safety for Food and Beverages Services which will be launched

shortly.

### (III) Manufacturing Industry

26. The number of accidents in the manufacturing industry in the first half of 2013 was 850, representing a drop of 12.6% over 972 in the same period of 2012. Most of the accidents were related to “injury whilst lifting or carrying”, “slip, trip or fall on same level”, “striking against or struck by moving object”, “striking against fixed or stationary object”, etc. Up to the end October this year, there was 1 industrial fatality in the manufacturing sector.

27. LD is highly concerned about the accident that occurred in October in which a steam boiler exploded at a bean product manufacturing factory, resulting in the death of one worker and injuries to 4 workers. An SN was issued to the proprietor to stop the work process concerned. The proprietor is required to introduce the necessary improvement measures to eliminate the associated work risks to the satisfaction of LD before the operation is allowed to resume. LD is conducting an investigation to ascertain the cause of the accident and evaluate the liabilities of the duty holders concerned. In addition, LD immediately launched a special blitz operation targeting bean products manufacturing factories, with a view to securing compliance with the relevant legislation and ensuring the OSH of the workers. In this special operation, LD inspected 58 factories and issued 1 SN and 10 Prohibition Orders, with 9 prosecutions to be initiated.

### (IV) Container Handling Industry

28. LD officers regularly conducted surprise inspections to container terminals, inspecting various operations at the terminals including the operation of heavy machinery and equipment, cargo handling and other operations, in order to ensure compliance with OSH legislation. Upon discovery of breaches of law, we will take out enforcement actions including initiating prosecutions and issuing INs. We are highly concerned about the OSH of the workers of container terminals and their working environment, including meal break and toilet break arrangements as well as work arrangements during typhoons or under

adverse weather conditions. Upon LD's intervention, we notice that improvements in these areas have been made. LD will continue to monitor the implementation of these improvement measures.

29. Over the past 3 years, LD conducted about 2 500 inspections targeting the container handling industry with 13 INs/SNs issued and 63 prosecutions initiated. An advisory letter was issued in May this year to container handling operators to urge them for compliance with relevant safety legislation relating to the work arrangements under adverse weather conditions, risk assessment on work in hot environment and prevention of heat stroke, safety management of heavy machinery and vehicles, work-at-height safety, etc., with a view to enhancing the safety and health awareness of the industry. In the first nine months of 2013, LD conducted 1 171 inspections targeting the container handling industry, including a special enforcement operation against the cargo and container handling industry in May. As at end-September 2013, a total of 61 INs were issued with 25 prosecutions to be initiated.

### **Way Forward**

30. LD will continue to work in close partnership with related organisations, such as OSHC, the Construction Industry Council, trade associations, workers' unions, professional bodies, District Councils and other government bureaux/departments, to foster OSH through enforcement, promotion and publicity.

### **Advice Sought**

31. Members are invited to give views on the aforesaid measures.

Labour and Welfare Bureau  
Labour Department  
November 2013

**Industrial Accident in All Workplaces  
in 1st Half of 2013  
- analysed by Industry Section**

**二零一三年上半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	1st Half of 2012 二零一二年上半年	1st Half of 2013 二零一三年上半年	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	0	---	n.a.
Manufacturing 製造業	972	850	-122	-12.6%
Electricity, gas and waste management 電力、燃氣及廢棄物管理	42	41	-1	-2.4%
Construction 建造業	1 470 (7)	1 439 (3)	-31	-2.1%
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、郵政及遞送服務	488	408 (2)	-80	-16.4%
Accommodation and food services 住宿及膳食服務	3 063	2 844	-219	-7.1%
Information and communications 資訊及通訊	16	4	-12	-75.0%
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	94	83	-11	-11.7%
Other industries 其他行業	0	0	---	n.a.
TOTAL 總數	6 145 (7)	5 669 (5)	-476	-7.7%

## 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 September 2013.
- "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2013年9月30日所記錄的數字。
- "n.a." 是指不適用。

**Industrial Accidents in Construction Industry  
in 1st Half of 2013  
- analysed by Type of Accident**

**二零一三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 2012 二零一二年上半年	1st Half of 2013 二零一三年上半年	Change 增減
Trapped in or between objects 受困於物件之內或物件之間	58	52	-6
Injured whilst lifting or carrying 提舉或搬運物件時受傷	235	208	-27
Slip, trip or fall on same level 滑倒、絆倒或在同一高度跌倒	375	366	-9
Fall of person from height 人體從高處墮下	186 (3)	201 (2)	15
Striking against fixed or stationary object 與固定或不動的物件碰撞	123	131	8
Striking against or struck by moving object 被移動物件或與移動物件碰撞	247 (1)	268	21
Stepping on object 踏在物件上	10	4	-6
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	4 (2)	5	1
Trapped by collapsing or overturning object 受困於倒塌或翻側的物件	2	2	---
Struck by falling object 遭墮下的物件撞擊	33	23	-10
Struck by moving vehicle 遭移動中的車輛撞倒	3	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	96	93	-3
Drowning 遇溺	0	0	---
Exposure to fire 火警燒傷	3	3	---
Exposure to explosion 爆炸受傷	1	4	3
Injured by hand tool 被手工具所傷	47	40	-7
Injured by fall of ground 泥土傾瀉受傷	1 (1)	0	-1
Asphyxiation 窒息	0	0	---
Contact with hot surface or substance 觸及灼熱表面或物質	16	5	-11
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	24	22 (1)	-2
<b>TOTAL</b> 總數	<b>1 470 (7)</b>	<b>1 439 (3)</b>	<b>-31</b>

## Notes:

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- Figures in brackets denote the number of fatalities.
- The above accident figures are recorded as at 30 September 2013.

## 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2013年9月30日所記錄的數字。

**Industrial Accidents in Food and Beverage Services  
in 1st Half of 2013  
- analysed by Type of Accident**

**二零一三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 2012 二零一二年上半年	1st Half of 2013 二零一三年上半年	Change 增減
Trapped in or between objects 受困於物件之內或物件之間	37	31	-6
Injured whilst lifting or carrying 提舉或搬運物件時受傷	462	413	-49
Slip, trip or fall on same level 滑倒、絆倒或在同一高度跌倒	587	521	-66
Fall of person from height 人體從高處墮下	24	21	-3
Striking against fixed or stationary object 與固定或不動的物件碰撞	360	351	-9
Striking against or struck by moving object 被移動物件或與移動物件碰撞	147	160	13
Stepping on object 踏在物件上	0	0	---
Exposure to or contact with harmful substance 暴露於有害物質中或接觸有害物質	27	27	---
Contact with electricity or electric discharge 觸電或接觸放出的電流	1	0	-1
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	10	11	1
Struck by moving vehicle 遭移動中的車輛撞倒	8	7	-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	25	32	7
Drowning 遇溺	0	0	---
Exposure to fire 火警燒傷	2	4	2
Exposure to explosion 爆炸受傷	0	1	1
Injured by hand tool 被手工具所傷	676	610	-66
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	658	622	-36
Injured by animal 被動物所傷	7	6	-1
Injured in workplace violence 於工作場所暴力事件中受傷	2	0	-2
Others 其他類別	30	27	-3
<b>TOTAL</b> 總數	<b>3 063</b>	<b>2 844</b>	<b>-219</b>

## Notes:

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## 註釋:

- 工業意外是指《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。
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