For information on 17 June 2011

# Legislative Council Panel on Manpower

# Hong Kong's Occupational Safety Performance in 2010

#### Purpose

This paper briefs Members on Hong Kong's occupational safety performance in 2010.

## Background

2. The Labour Department ("LD") attaches great importance to promoting safety and health at work. Through rigorous law enforcement, we seek to deter contravention of safety legislation. Working in close partnership with trade associations, workers' unions, government departments and other interested parties, we launch publicity campaigns and promotional activities with a view to raising employers' and employees' safety and health awareness.

3. In 2010, the number and rate of occupational injuries<sup>1</sup> increased slightly as compared with 2009. This was likely due to the recovery of the local economy which resulted in more economic activities after the economic downturn amidst the global financial tsunami in 2009. Notwithstanding that, both the construction industry as well as the food and beverage services sector recorded a slight decrease in accident rate per 1 000 workers.

<sup>&</sup>lt;sup>1</sup> 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.

#### **Recent Statistics**

## Occupational Injuries<sup>2</sup>

4. In 2010, the total number of occupational injuries in all workplaces was 41 907, representing a rise of 5.9% when compared with 39 579 in 2009. The injury rate per 1 000 employees also increased from 15.0 to 15.5, up by 3.3% (**Table 1**). However, compared with 2008, the number of occupational injuries was almost the same whilst the injury rate per 1 000 employees had decreased by 2.0%.

	2007	2008	2009	2010 (compared with 2009)
Fatal	172	181	165	183 (+10.9%)
Non-fatal	43 807	41 719	39 414	41 724 (+5.9%)
Total	43 979	41 900	39 579	41 907 (+5.9%)
Injury Rate /1 000 employees	16.9	15.8	15.0	15.5 (+3.3%)

#### Table 1 Occupational Injuries in All Workplaces

5. In 2010, most of the industry sectors recorded an increase in occupational injuries. Nevertheless, most of the injuries were of a minor nature and 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 2010 by industry sector is at **Annex 1**.

<sup>&</sup>lt;sup>2</sup> 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 (Cap. 282).

# Industrial Accidents<sup>3</sup>

6. The number of industrial accidents for all sectors in 2010 was 14 015, representing a rise of 3.1% over 13 600 in 2009. The accident rate per 1 000 workers also increased slightly by 1.3%, from 24.6 to 24.9 (**Table 2**).

	2007	2008	2009	2010 (compared with 2009)
Fatal	25	24	21	18 (-14.3%)
Non-fatal	16 092	14 908	13 579	13 997 (+3.1%)
Total	16 117	14 932	13 600	14 015 (+3.1%)
Accident Rate /1 000 workers	29.3	27.2	24.6	24.9 (+1.3%)

# Table 2Industrial Accidents in All Sectors

7. Of the 18 industrial fatalities in 2010, nine occurred at construction sites, one in the manufacturing industry and the remaining eight in other industrial undertakings such as recycling establishments and container handling yards. By type of accident, these could be classified into "fall of person from height" (six cases), "striking against or struck by moving object" (three cases), "trapped in or between objects" (three cases), "contact with moving machinery or object being machined" (two cases), "contact with electricity or electric discharge" (one case), "trapped by collapsing or overturning object" (one case), "struck by moving vehicle" (one case) and "drowning" (one case).

# Industrial Accidents in the Construction Industry

8. The construction industry still recorded the highest number of fatalities and accident rate among all industries. In 2010, the number of fatal accidents in the construction sector decreased to nine, down by 52.6%, as

<sup>&</sup>lt;sup>3</sup> Industrial accidents refer to injuries and deaths arising from industrial activities in industrial undertakings as defined under the Factories and Industrial Undertakings Ordinance (Cap. 59).

compared with 19 in 2009. The number of industrial accidents in the sector increased to 2 884, up by 4.7%, as compared with 2 755 in 2009. However, the accident rate per 1 000 workers decreased from 54.6 to 52.1, down by 4.5% (**Table 3**).

	2007	2008	2009	2010 (compared with 2009)
Fatal	19	20	19	9 (-52.6%)
Non-fatal	3 023	3 013	2 736	2 875 (+5.1%)
Total	3 042	3 033	2 755	2 884 (+4.7%)
Accident Rate /1 000 workers	60.6	61.4	54.6	52.1 (-4.5%)

Table 3	Industrial Accidents in the Construction Industry
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9. Accidents in Repair, Maintenance, Alteration and Addition ("RMAA") works continued to be a matter of concern. There were 1 422 such accidents (including six fatalities) in 2010, representing an increase of 3.1% when compared with 1 379 in 2009. Of the six fatalities, three were related to lift maintenance works.

10. The nine cases of construction fatalities in 2010 were due to "fall of person from height" (six cases), "contact with moving machinery or object being machined" (two cases) and "contact with electricity or electric discharge" (one case). A detailed breakdown of the accidents in the construction industry by type of accident is at **Annex 2**.

# Industrial Accidents in the Food and Beverage Services Sector<sup>4</sup>

11. The food and beverage services sector still topped other industries in the number of industrial accidents. In 2010, the number of accidents increased to 7 541, up by 1.0% when compared with 7 470 in 2009. The accident rate

<sup>&</sup>lt;sup>4</sup> 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.

per 1 000 workers decreased from 35.7 to 34.7, down by 2.6% (**Table 4**). A detailed breakdown of the accidents in the food and beverage services by type of accident is at **Annex 3**.

	2007	2008	2009	2010 compared with 2009)
Fatal	0	0	0	0 (-)
Non-fatal	8 876	8 049	7 470	7 541 (+1.0%)
Total	8 876	8 049	7 470	7 541 (+1.0%)
Accident Rate /1 000 workers	43.5	38.7	35.7	34.7 (-2.6%)

Table 4	Industrial Accidents in the Food and Beverage Services Sector
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### **Counter Measures**

12. In 2010, LD continued to implement a series of measures to promote occupational safety and health ("OSH") in the territory. These included enforcement campaigns targeting specific high-risk activities and sectors to ensure compliance with safety legislation, as well as various publicity campaigns, often launched in collaboration with other interested parties, to promote key safety and health messages particularly within the construction industry, and food and beverage services sector. Salient measures are set out in paragraphs 13 to 23 below.

### Enforcement

13. Enforcement is the key to ensuring the efficacy of the regulatory regime in protecting workers' safety and health. Occupational Safety Officers of LD take enforcement actions in a rigorous manner, and conduct surprise workplace inspections to induce compliance with the safety legislation and deter unsafe practices. These include regular inspections to individual workplaces, special enforcement campaigns targeting specific high-risk activities and sectors, as well as investigations into complaints or accidents. Improvement notices / suspension notices will be issued or immediate prosecution actions will be taken

whenever necessary to secure compliance with the law by duty holders and remove imminent risks of death or serious bodily injury.

14. In 2010, in addition to regular surprise inspections, LD launched 13 special enforcement campaigns focusing on construction safety, RMAA works safety, scaffolding safety, food and beverage services safety, cargo and container handling safety, summer job safety, fire and chemical safety and safe use of fork-lift trucks in the waste recycling industry.

15. In 2010, combined enforcement actions (including regular inspections and special enforcement campaigns mentioned in paragraphs 13 and 14 above) resulted in a total of 124 010 inspections, 1 897 prosecutions and 1 473 suspension notices / improvement notices, as compared with 119 029 inspections, 1 887 prosecutions and 1 377 suspension notices / improvement notices in 2009.

### Issues Requiring Attentions

16. Among the fatal / serious accidents in 2010, two types of accidents were of particular concern –

- (a) accidents arising from lift repair and maintenance – as mentioned above, there were three such fatalities during the year. To tackle the issue, we had, on the enforcement front, launched a joint operation with the Electrical and Mechanical Services Department ("EMSD") in December 2010 to inspect lift maintenance workplaces and remind contractors of relevant work safety legislation and safety measures that they should take. On the promotional side, having organised a safety seminar on lift maintenance with the Lift and Escalator Contractors Association ("LECA") in April 2010, we joined hands with EMSD and LECA in January 2011 and launched another safety seminar to enhance the safety awareness of those in the trade. The Construction Industry Council ("CIC") has also established a task comprising members from the industry and relevant force. government bureaux and departments. The task force is working on a set of guidelines for reference by the industry.
- (b) accidents involving fork-lift trucks in waste recycling workplaces three such cases occurred in 2010. In response, we intensified our enforcement actions targeting workplaces in the trade, including launching a special enforcement campaign in August 2010. During the campaign, a total of 641 such workplaces were inspected with 245 warnings issued, 5 prosecutions initiated and 4 improvement notices issued. We will launch a similar special enforcement campaign this

year to ensure compliance with the safety legislation.

17. Apart from taking forward investigation work in a serious manner to identify the root cause of a number of fatal accidents in the past few months, we have, without prejudice to the investigative work which is still in progress, taken proactive steps immediately to collaborate with relevant parties in the two industries to raise the safety awareness of those concerned. Initiatives taken include -

- in respect of tyre work safety in the container handling industry, we (a) have formed a working group consisting of representatives from the Hong Kong Container Depot and Repair Association, container handling equipment manufacturers, container terminal operators, tyre repairing contractors, relevant trade associations and labour unions. The working group has agreed to promote to industry players a set of key safety hints for tyre demounting and inflating work. LD has, based on these, produced a set of promotional materials, including a poster, a pictorial leaflet and a sticker for distribution to the industry. In addition, we organised, in collaboration with these parties, a safety seminar on 7 June 2011 for practitioners in the industry to raise their To press for compliance with relevant safety safety awareness. legislation, LD will launch a special enforcement campaign in June 2011 to step up inspections to container handling workplaces.
- (b) in respect of work-at-height safety and chemical safety in the cleansing industry, we have planned to organise promotional activities such as safety talks / seminars in collaboration with trade associations, cleansing contractors, labour unions and property management companies. We have also arranged to brief staff of government departments, who are responsible for managing outsourcing contracts in the departments. We will also step up inspections to cleansing workplaces and launch a special enforcement campaign this year to regulate work-at-height safety and chemical safety in the industry.

18. The construction industry is a high risk sector, accounting for a large proportion of the serious industrial accidents. There are currently two major challenges to the occupational safety performance of the industry. First, the commencement in sequence of major infrastructure projects in the past few years as well as in the coming few years will result in an upsurge in such works, bringing pressure on the resources and manpower in the industry. Second, RMAA works are expected to grow phenomenally with the implementation of mandatory building and window inspection schemes and government subsidies for owners of dilapidated buildings to carry out building repair and maintenance works.

19. In response to these challenges, we will intensify our systematic preventive and enforcement measures to forestall an increase in these activities –

- (a) in respect of the major infrastructure projects, LD will step up enforcement and inspection efforts targeting such works. We will also more proactively strengthen co-operation with relevant government departments (including the Development Bureau and the works departments) / project clients (e.g. MTR Corporation Limited), project consultants and contractors so that measures can be taken to enhance the safety systems of different aspects of these projects, including project management, project implementation, and training of workers, etc., in order to prevent accidents. LD will also offer advice to relevant works departments / project clients at the planning stage of these major projects to ensure due consideration of OSH requirements from the design stage to every subsequent stage of project implementation and delivery;
- (b) regarding RMAA works, LD will step up inspections in various districts across the territory. Follow-up actions will also be taken in respect of cases referred by the Housing Department, Buildings Department, Hong Kong Housing Society, Urban Renewal Authority and property management companies to LD under a referral mechanism established for this purpose.

We have provided additional resources to support work in tackling the safety of major infrastructure projects and RMAA works.

### Promotion and Publicity

20. LD launches a wide range of publicity and promotional activities targeting the construction industry every year in collaboration with the related industry organisations. These include the territory-wide Construction Industry Safety Award Scheme (CISAS), seminars co-organised with the industry, publicity campaigns through the mass media and mobile media as well as site visits aiming to reach workers on ground. The aim of these activities is to enhance the safety awareness of those in the industry and the community, and to cultivate a positive safety culture among them.

21. In light of the expected growth in new works with the commencement of major infrastructure projects, we will continue to step up publicity and promotion focusing on the OSH issues of the major infrastructure projects. In July 2010, LD collaborated with a number of organisations, such as the Occupational Safety and Health Council ("OSHC"), Development Bureau, CIC, Hong Kong Construction Association, Construction Workers Registration Authority and Hong Kong Construction Industry Employees General Union, to organise a seminar on OSH Issues for the infrastructure projects, covering various topics such as the contractor's safety management of construction projects, and safety management of railway and tunnel projects by contractors, as well as safety management of infrastructure projects in Japan. The aim was to enable experience sharing and promote the awareness of safety management issues of infrastructure projects among those in the industry. Under the CISAS, the two sub-categories of "Civil Engineering Sites" and "Civil Engineering Sites (Sub-contractors)" are specially designed to enhance the safety awareness of contractors engaged in infrastructure projects, and encourage them to adopt safe work practices.

22. LD also organised a series of intensive promotional and publicity campaigns targeting work-at-height and RMAA works safety. In late 2010, we launched a new two-year promotional campaign in collaboration with OSHC. Through more innovative publicity and promotional activities, the campaign seeks to bring more fully and directly to contractors and workers engaged in RMAA works important safety messages on safety of RMAA works, work-at-height safety, scaffolding safety, and the use of independent lifeline, etc.

# Funding Support for SMEs to Purchase Safety Equipment

23. Small and medium-sized enterprises ("SMEs") are not only a pillar of Hong Kong's economy, but also an important driving force of economic development. However, SMEs are generally less disposed to take adequate To encourage SMEs in all industries to adopt practical OSH measures. measures to improve their OSH performance, LD and OSHC jointly launched various schemes over the past years to provide financial support to SMEs for purchasing safety equipment. Through the provision of subsidies up to a certain limit, these schemes aim to encourage SMEs to purchase proper safety equipment, and in turn bring a progressive change to the work habits and attitude of those in SMEs. Examples of these schemes include sponsorship to acquire fall-arresting equipment for RMAA works, cut-resistant gloves and slip-resistant shoes for the catering industry, and reversing video devices for heavy vehicles at construction sites.

### Way Forward

24. Apart from making rigorous efforts in enforcing the OSH legislation, LD will continue to proactively seek to enhance the work safety awareness of employers and employees working in close partnership with related organisations, such as OSHC, CIC, trade associations, workers' unions, professional bodies, district councils and other government bureaux / departments. Highlights of our work in the coming year will include –

- (a) in respect of the major infrastructure projects
  - to continue publicity and promotion targeting such projects to enhance the safety awareness and knowledge of those engaged in these projects;
  - to strengthen cooperation with the Development Bureau / government departments and other relevant organisations to ensure proper attention to OSH issues from the design stage to every subsequent stage of project implementation and delivery;
  - to step up inspections and special enforcement campaigns focusing on high-risk activities in the major infrastructure projects, such as work-at-height and lifting operations;
- (b) in respect of RMAA works
  - to continue to step up enforcement actions targeting RMAA works involving high-risk work processes, including work-at-height safety, scaffolding works and electrical safety;
  - to enhance liaison and cooperation with the Housing Department, Buildings Department and related organisations to better deter unsafe RMAA work practices; and
  - to step up publicity and promotional efforts targeting RMAA works involving high-risk work processes to enhance safety awareness of contractors and workers in the sector;
- (c) having regard to concern about the safety of lift maintenance and alteration works, to continue to collaborate with CIC to develop practical guidelines to enhance site safety of working in lift shafts and the safety of lift maintenance works, and work in close partnership with EMSD to step up enforcement actions as necessary to ensure compliance with relevant legislation and requirements as spelt out in the guidelines;

(d) in respect of work-at-height safety and chemical safety in the cleansing industry and tyre work safety in the container handling industry, to step up promotion and enforcement targeting these areas as described at paragraph 17 above.

## **Advice Sought**

25. Members are invited to note the content of this paper.

Labour and Welfare Bureau Labour Department June 2011

#### Occupational Injuries in All Workplaces in 2010 - analysed by Industry Section

#### 二零一零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		2009 二零零九年		2010 二零一零年		Change 增減	Percentage Change 增減率
Agriculture, forestry and fishing	農業、林業及漁業	17	(1)	21		4	23.5%
Mining and quarrying	採礦及採石業	1		0		-1	-100.0%
Manufacturing	製造業	2 792	(6)	2 838	(14)	46	1.6%
Electricity, gas and waste management	電力、燃氣及廢棄物管理	231		226	(5)	-5	-2.2%
Construction	建造業	2 827	(41)	2 965	(26)	138	4.9%
Import/export, wholesale and retail trades	進出口貿易、批發及零售業	4 415	(14)	4 661	(18)	246	5.6%
Transportation, storage, postal and courier services	運輸、倉庫、郵政及速遞服務	4 540	(29)	5 227	(30)	687	15.1%
Accommodation and food services	住宿及膳食服務	9 153	(8)	9 580	(14)	427	4.7%
Information and communications	資訊及通訊	405	(1)	364	(5)	-41	-10.1%
Financing and insurance	金融及保險	207	(2)	239	(1)	32	15.5%
Real estate	地產	1 889	(15)	2 073	(13)	184	9.7%
Professional and business services	專業及商用服務	4 346	(18)	4 564	(31)	218	5.0%
Public administration, and social and personal services	公共行政以及社會及個人服務	8 381	(20)	8 791	(18)	410	4.9%
Other industries	其他行業	375	(10)	358	(8)	-17	-4.5%
TOTAL	總數	39 579	(165)	41 907	(183)	2 328	5.9%

Notes:

1. 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.

2. Figures in brackets denote the number of fatalities.

3. The above injury figures are recorded as at 31 March 2011.

4. The above statistics are compiled based on the Hong Kong Standard Industrial Classification Version 2.0.

5. Of the 183 occupational fatalities in 2010, 32 cases happened outside Hong Kong including traffic accidents, diseases of natural cause, workplace violence cases, etc. On the other hand, of the 183 occupational fatalities, 114 cases were caused by diseases of natural cause of which 16 cases happened outside Hong Kong.

#### 註釋:

1. 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)。

2. 括號內的數字顯示死亡人數。

3. 上列傷亡數字為截至2011年3月31日所記錄的數字。

4. 以上的統計數字是按《香港標準行業分類2.0版》編製。

5. 在2010年的183宗職業傷亡致命個案,有32宗在香港境外發生,其中包括交通意外、死於自然、工作場所暴力事件等。

另一方面,在183宗職業傷亡致命個案中有114宗屬於死於自然,而其中16宗是在香港境外發生。

#### Industrial Accidents in Construction Industry in 2010 - analysed by Type of Accident

#### 二零一零年建造業之工業意外個案 - 按意外類別分析

	f Accident 仆類別	200 二零零		201 二零一		Change 增減
Trapped in or between objects	受困於物件之內或物件之間	93		85		-8
Injured whilst lifting or carrying	提舉或搬運物件時受傷	576		546		-30
Slip, trip or fall on same level	滑倒、絆倒或在同一高度跌倒	513		573		60
Fall of person from height	人體從高處墮下	397	(15)	406	(6)	9
Striking against fixed or stationary object	與固定或不動的物件碰撞	219		302		83
Striking against or struck by moving object	被移動物件或與移動物件碰撞	424	(2)	442		18
Stepping on object	踏在物件上	19		27		8
Exposure to or contact with harmful substance	暴露於有害物質中或接觸有害物質	8		7		-1
Contact with electricity or electric discharge	觸電或接觸放出的電流	5		7	(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	87	(1)	75		-12
Struck by moving vehicle	遭移動中的車輛撞倒	17		7		-10
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	199		245	(2)	46
Drowning	遇溺	1	(1)	0		-1
Exposure to fire	火警燒傷	8		5		-3
Exposure to explosion	爆炸受傷	4		3		-1
Injured by hand tool	被手工具所傷	137		102		-35
Injured by fall of ground	泥土傾瀉受傷	1		0		-1
Asphyxiation	窒息	0		0		
Contact with hot surface or substance	觸及灼熱表面或物質	21		20		-1
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	26		31		5
TOTAL	總數	2 755	(19)	2 884	(9)	129

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 31 March 2011.

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2011年3月31日所記錄的數字。

#### Industrial Accidents in Food and Beverage Services in 2010 - analysed by Type of Accident

#### 二零一零年餐飲服務業之工業意外個案 - 按意外類別分析

	f Accident 仆類別	2009 二零零九年	2010 二零一零年	Change 增減
Trapped in or between objects	受困於物件之內或物件之間	102	96	-6
Injured whilst lifting or carrying	提舉或搬運物件時受傷	1 251	1 205	-46
Slip, trip or fall on same level	滑倒、絆倒或在同一高度跌倒	1 192	1 219	27
Fall of person from height	人體從高處墮下	58	44	-14
Striking against fixed or stationary object	與固定或不動的物件碰撞	567	735	168
Striking against or struck by moving object	被移動物件或與移動物件碰撞	338	341	3
Stepping on object	踏在物件上	5	8	3
Exposure to or contact with harmful substance	暴露於有害物質中或接觸有害物質	61	70	9
Contact with electricity or electric discharge	觸電或接觸放出的電流	4	3	-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	31	20	-11
Struck by moving vehicle	遭移動中的車輛撞倒	36	23	-13
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	93	94	1
Drowning	遇溺	0	0	
Exposure to fire	火警燒傷	21	14	-7
Exposure to explosion	爆炸受傷	1	0	-1
Injured by hand tool	被手工具所傷	1 911	1 862	-49
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	1 702	1 729	27
Injured by animal	被動物所傷	59	34	-25
Injured in workplace violence	於工作場所暴力事件中受傷	0	0	
Others	其他類別	38	44	6
TOTAL	總數	7 470	7 541	71

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 31 March 2011.

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2011年3月31日所記錄的數字。