

For information on
19 December 2023

Legislative Council Panel on Manpower

**Hong Kong’s Occupational Safety Performance in the First Half of 2023
and Relevant Occupational Safety and Health Enhancement Initiatives**

Purpose

This paper aims to brief Members on Hong Kong’s occupational safety performance in the first half of 2023, including accident statistics, the situation of inspection and enforcement, relevant measures on publicity and promotion, education and training as well as initiatives to enhance occupational safety and health (“OSH”).

2. In the first half of 2023, the number of occupational injuries¹ was 14 197. The injury rate per 1 000 employees was 9.7 (**Table 1**). A breakdown of the occupational injuries by industry in the first half of 2023 is in **Annex 1**.

Table 1 – Occupational Injuries

	2019	2020	2021	2022	1st half of 2022	1st half of 2023
Fatal case	249	234	263	266	123	145
Non-fatal case	32 623	26 893	30 185	31 760	16 414	14 052
Total	32 872	27 127	30 448	32 026	16 537	14 197
Injury rate/ 1 000 employees	10.8	9.3	10.5	11.2	11.5	9.7

Note: Injury rates per 1 000 employees are rounded to one decimal place.

Industrial Accidents

3. In the first half of 2023, there were nine fatal industrial accidents², and

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.

there were 12 cases during the same period of 2022. These nine fatal industrial accidents involved the construction industry (seven cases) and manufacturing industry (two cases). Together with other fatalities including non-industrial accidents³, natural deaths, cases that happened outside Hong Kong and cases that happened on vessels, etc., the total number of occupational fatalities in the first half of 2023 added up to 145.

4. The number of industrial accidents for all sectors in the first half of 2023 was 3 935. The accident rate per 1 000 workers was 13.4 (**Table 2**) mainly involved “slip, trip or fall on the same level” and “incorrect manual lifting or carrying”. A breakdown of the industrial accidents by industry in the first half of 2023 is in **Annex 2**.

Table 2 – Industrial Accidents

	2019	2020	2021	2022	1st half of 2022	1st half of 2023
Fatal case	22	21	25	25	12	9
Non-fatal case	9 232	7 181	8 840	7 737	3 342	3 926
Total	9 254	7 202	8 865	7 762	3 354	3 935
Accident rate/ 1 000 workers	14.8	12.4	15.2	13.5	11.8	13.4

Note: Accident rates per 1 000 workers are rounded to one decimal place.

5. As far as the construction industry is concerned, there were seven industrial fatalities in the first half of 2023 which involved “persons falling from height” (five cases), “trapped in or between objects” (one case) and “striking against or struck by moving object” (one case). For the above-mentioned five “persons falling from height” fatalities, two cases involved falling from insecurely covered opening, one case from collapsed working platform, one case from improperly fenced wall opening, and one case from improperly fenced floor edge.

6. There were 1 397 industrial accidents in the construction industry in the first half of 2023. The accident rate per 1 000 workers was 25.5 (**Table 3**). A breakdown by type of accident for the construction industry is in **Annex 3**.

³ Non-industrial accidents refer to accidents that occurred during work at workplaces in Hong Kong and fell under the jurisdiction of the Occupational Safety and Health Ordinance (but excluding those in industrial undertakings). There was a total of two such fatal cases in the first half of 2023.

Table 3 – Industrial Accidents in the Construction Industry

	2019	2020	2021	2022	1st half of 2022	1st half of 2023
Fatal case	16	18	23	17	9	7
Non-fatal case	2 931	2 514	3 086	3 029	1 390	1 390
Total	2 947	2 532	3 109	3 046	1 399	1 397
Accident rate/ 1 000 workers	29.0	26.1	29.5	29.1	27.7	25.5

Note: Accident rates per 1 000 workers are rounded to one decimal place.

7. There were 1 778 industrial accidents in the food and beverage services sector in the first half of 2023. The accident rate per 1 000 workers was 15.9 (**Table 4**). A breakdown by type of accident for the food and beverage services sector is in **Annex 4**.

Table 4 – Industrial Accidents in the Food and Beverage Services Sector

	2019	2020	2021	2022	1st half of 2022	1st half of 2023
Fatal case	0	0	0	0	0	0
Non-fatal case	4 425	3 124	3 999	3 243	1 338	1 778
Total	4 425	3 124	3 999	3 243	1 338	1 778
Accident rate/ 1 000 workers	18.1	14.8	18.7	15.0	12.7	15.9

Note: Accident rates per 1 000 workers are rounded to one decimal place.

Risk-based Occupational Safety Strategies

8. Pursuant to the risk-based principle and keeping close tabs on the OSH risk levels of various industries and the changes, the Labour Department (“LD”) has been formulating and adjusting the strategies of inspection and enforcement, publicity and promotion, as well as education and training in a timely manner in order to promote the OSH culture actively, prevent accidents from happening, and raise the level of OSH in Hong Kong.

9. In response to a fatal industrial accident involving confined space in Austin Road West, Tsim Sha Tsui in September 2023 where two workers died, LD carried out investigation immediately and issued a suspension notice. In addition, LD has issued a Work Safety Alert through its website and sent emails to duty

holders, workers' unions, professional bodies of safety practitioners etc., giving a brief account of the accident and reminding the industry to take safety precautions to avoid similar accidents.

10. LD launched a two-week Special Inspection Exercise targeting the confined space work on construction sites from 25 September to 6 October. During the exercise, 190 construction sites were inspected with one Improvement Notice ("IN") and 88 warnings issued.

11. In addition, regarding the fatal and serious work accidents that happened on construction sites of new works which involved lifting operations in November 2023, LD also commenced immediate on-site investigations and issued SNs. To curb the trend LD launched a two-week Special Enforcement Operation targeting construction sites of new works (including construction sites of public works projects) in mid-November. The occupational safety officers of LD inspected more than 1 000 construction sites over the territory, issued about 210 INs/SNs and initiated 35 prosecutions.

12. To further strengthen our inspection and enforcement efforts, in addition to routine inspections, LD has also established teams of Special Task Force. To combat unsafe work activities, the Special Task Force would keep on carrying out rigorous inspections and enforcement actions targeting at construction sites (especially construction sites of new works and sites involving high-risk work processes) for a certain period of time.

13. In terms of publicity and promotion as well as education and training, LD will continue to strengthen targeted publicity and education in the first half of 2023, with a view to conveying important OSH risk information to construction workers and employers more accurately and effectively, including publicity safety in truss-out scaffolding and work-above-ground, safety in confined spaces, enhanced training course content, etc. See paragraphs 22-26 below for details.

OSH Performance of the Construction Industry

14. The number of fatal industrial accidents and the accident rate per 1 000 workers of the construction industry are the highest among all industries. LD is therefore committed to raising the OSH level of the construction industry through adjusting the strategies in a timely manner and implementing various measures. We urge duty holders to properly manage OSH risks at all times and to take appropriate safety measures to improve the OSH performance of the industry so as to prevent accidents from happening.

Inspection and Enforcement

15. As at September 2023, LD conducted a total of 53 428 safety inspections at construction sites, with 2 977 SNs/INs issued and 1 867 prosecutions initiated.

16. Targeting at different high-risk processes such as work-at-height, lifting operations and electrical work, LD launched four Special Enforcement Operations (“SEOs”) from January to September of 2023. The SEOs placed emphasis on Renovation, Maintenance, Alteration and Addition (“RMAA”) works cum truss-out scaffolding safety, construction sites of new works cum work-at-height safety and maritime and coastal work safety (a joint enforcement operation with the Marine Department). In the four SEOs, LD issued a total of 512 SNs/INs and initiated 234 prosecutions. Meanwhile, LD stepped up area patrols to combat high-risk work processes of RMAA works, including unsafe work-above-ground activities and improper erection, dismantling and use of truss-out scaffolds.

17. Targeting at work sites with high-risk processes or poor safety performance, LD conducted in-depth surprise inspections to identify unsafe operations and to ascertain whether duty holders of the work sites had established and implemented safe systems of work as well as safety management systems. For in-depth surprise inspections, LD would deploy more occupational safety officers to target construction sites and spend more time than usual inspections with a view to urging relevant contractors to enhance and improve safe system of works and safety management systems of their sites. Since LD would make sufficient preparation and appropriate arrangements, including thorough understanding of recent high-risk processes of relevant projects, before conducting in-depth surprise inspections, this mode of inspection would achieve better law enforcement and deterrent effects than routine inspections. As at September 2023, LD launched a total of 32 such enforcement operations, issued 1 114 SNs/INs and initiated 292 prosecutions.

18. LD continued to participate actively in site safety management committee (“SSMC”) meetings of public works projects to more effectively and efficiently keep close tabs on the projects’ OSH conditions and risks, to offer OSH advice on work processes of higher risk and to urge the contractors and relevant duty holders to conduct risk assessments, devise safe working method statements and implement safety measures as early as possible. As at September 2023, LD representatives participated in a total of 352 SSMC meetings of public works projects.

19. LD continued to strengthen targeted publicity and education work in the first half year of 2023, with a view to disseminating important information of OSH risks to construction workers and their employers in a more focused and effective manner, including truss-out scaffolding and work-above-ground safety. The main promotional and publicity work in the first half year of 2023 included:

- continued the promotion to Owners' Corporations, property owners and tenants to enhance their safety awareness on renovation and repair works. For example, using the Home Affairs Department's platform to let owners and tenants understand the hazards of renovation and repair works and to urge their contractors to ensure works safety. In the first half of 2023, LD organised and participated in 9 such safety seminars;
- issued Work Safety Alerts ("WSAs") (text version and animation) to the industry and members of the public after fatal or serious accident to brief the accident and remind the industry of safety precautionary measures. As at the first half of 2023, 24 animation videos of different themes and 1 Systemic Safety Alerts ("SSAs") on use of mobile crane were produced, uploaded to LD's website and broadcasted through various channels;
- collaborated with OSHC to promote sponsorship schemes for small and medium enterprises, covering light-duty working platforms, fall arresting equipment for working at height, portable current residual devices and tool lanyard, and the sponsorship amount of the SME sponsorship scheme for fall arresting equipment was already raised;
- collaborated with OSHC and the construction industry to launch the "Construction Industry Safety Award Scheme" with a view to fostering safety culture in the industry and enhancing work safety awareness of employers, employees and their family members;
- supported workers' unions and organisations to stage roving exhibitions at locations near renovation and repair works in various districts, and organise safety talks on construction sites; and
- produced picture-centric, simple and reader-friendly OSH promotional leaflets in different languages, translated the sub-titles of the WSA animation videos into languages of different races, and disseminated the work safety messages through newspapers for people of different races to enable the construction workers of different races could grasp OSH information with a view to raising their safety awareness.

Promoting Design for Safety

20. LD agrees with the introduction of the concept of Design for Safety ("DfS"), duty holders (e.g. owners, designers and engineers) can fully consider relevant OSH issues during planning and design stages of construction projects, so as to eliminate or reduce OSH risks during construction and maintenance in the future. LD has actively participated in the work of the "Task Force on Design for

Safety" set up by the Construction Industry Council ("CIC"), and will collaborate with different stakeholders in due course to formulate promotional strategies. LD will also promote the industry to adopt the concept in construction projects through multi-pronged approach, including encouraging proponents of large-scale development projects to integrate DfS into their construction projects to enhance the OSH in construction industry.

Applying Innovative Technology

21. With the advancement of technology, LD also recognises the importance of uplifting safety in construction industry by applying innovative technology in construction projects. At the beginning of this year, the government has required all public works projects with a contract sum of over 30 million to adopt the "Smart Site Safety System" (the system), and also subsidised the application of the system in private construction projects through the Construction Innovation and Technology Fund to accelerate the promotion of smart site safety so as to enhance site safety comprehensively with innovative technology. CIC has also stepped up publicity by providing the latest information and support to facilitate the wider adoption of the system by the industry. LD will continue to keep in view the development of various advanced technological equipment and encourage the industry to adopt appropriate technological equipment to prevent accidents.

Education and Training

22. LD formulated and adjusted the education and training strategies based on OSH risks, including continual improving mandatory safety training ("MST") courses⁴, organising OSH legislation training courses and OSH seminars on different topics, etc. in order to strengthen the awareness of the construction industry about common risks and its ability to eliminate them to prevent accidents.

23. Major education and training activities implemented by LD in the first half of 2023 include:

- Reviewed and revised the mandatory basic safety training course (construction work) ("MBST(CW)") and MST courses of confined spaces operation. The revised version of the MBST(CW) and MST courses of confined spaces operation took effect in October 2023 and will come into effect by late December 2023 respectively;

⁴ Pursuant to the provisions of the Factories and Industrial Undertakings Ordinance and its subsidiary regulations, workers engaged in specified high-risk industries, machinery operations or activities (such as construction practitioners, crane and loadshifting machinery operators, workers engaged in confined spaces operation) shall complete relevant MST courses before carrying out the relevant work. The LD has formulated a series of guidance notes for various MST courses, and approved and recognised training courses offered by qualified training course providers.

- Conducted monitoring inspections in different modes (including surprise inspections and covert inspections which involved inspecting officers in the guise of a course participant) to ensure that the MST courses are delivered in accordance with the course content. If a training course provider (“TCP”) has breached any approval condition, LD may issue a written warning to instruct the TCP to take remedial measures. In case of serious breaches, LD will instruct the TCP to stop engaging the trainer (if the breach involved the trainer) or withdraw the approval for the TCP to run the related training course. In the first half of 2023, LD conducted 116 surprise inspections and 24 covert inspections, and issued 33 warning letters;
- Organised free OSH legislation training courses including courses designed for trainers from different companies so that they can provide training for employees of their companies. The courses cover different topics such as work-at-height, confined space operations, lifting work, manual handling operations, analysis of industrial accident cases, etc.;
- Launched a new course on “Safety Regulations on Working at Height and a Brief Introduction to Safety Regulations related to Electrical Work on Construction Sites cum Codes of Practice on Scaffolds and Suspended Working Platforms” to strengthen employers’ and employees’ awareness and understanding of relevant OSH legislation;
- Co-organised OSH online seminars and talks of different topics with individual organisations (including Construction Industry Council and Occupational Safety and Health Council (“OSHC”)) and arranged our staff to serve as speakers to explain OSH risks and preventive measures to participants;
- Supported workers’ unions and organisations to organise site safety talks in which family members of deceased of construction accidents shared with frontline workers causes of the accidents as well as preventive measures and collaborated with different groups (including OSHC) to co-organise site safety talks at lunch breaks for workers of diverse races; and
- The “Code of Practice for Bamboo Scaffolding Safety” is being amended, requires that TOS scaffolders to possess valid safety training certificates issued by CIC before they are allowed to carry out TOS work.

Prevention of Accident in Confined Space Works

24. In light of the experience gathered from the investigation of previous accidents involving confined space works, LD is revising the “Code of Practice – Safety and Health at Work in Confined Spaces” (“Code”) to strengthen the protection of the safety and health of relevant workers. The revisions include some

new requirements. For example, the proprietor or contractor is required to use technological equipment to shoot videos at the entrances and exits of confined spaces throughout the work period to strengthen supervision of relevant personnel in implementing and complying with safety precautions. In addition, a template of the confined space risk assessment form will be provided in the Code to facilitate competent persons to conduct comprehensive risk assessments in a more systematic manner. LD consulted relevant stakeholders on the revised Code in November and December 2023. Taking account of the opinions received, LD is now refining the content of the Code as appropriate.

Enhancing Truss-out Scaffolding Safety

25. LD is amending its “Code of Practice for Bamboo Scaffolding Safety” to require TOS scaffolders to possess valid safety training certificates before they are allowed to carry out TOS work. The amendment will also set out in detail the work requirements of “Competent Persons” in supervising workers performing scaffolding work (including TOS work).

Building an OSH culture at sites

26. Building an OSH culture at construction sites and raising safety awareness are the shared responsibility of both employers and employees. The current OSH legislation has defined the roles and responsibilities of different duty holders. The publications and codes of practice of LD have encompassed the roles and responsibilities of these duty holders in OSH. To facilitate industry reference, LD is preparing a new booklet that outlines the roles and responsibilities of various duty holders in different construction works under the OSH legislation. Besides, in respect of strengthening workers’ safety awareness, LD has recently enhanced the course content of the MBST(CW), emphasising the respective responsibilities of employers and employees. Workers can also review the course content of MBST(CW) at any time on LD’s homepage.

OSH Performance of Food and Beverage Services Sector

27. Considering that the food and beverage services sector has the highest number of industrial accidents, LD also formulated targeted strategies, including strengthening our publicity and promotion as well as education and training efforts etc. to improve the OSH performance of the industry. As mentioned above, LD would continue to adopt a three-pronged approach to enhance OSH of the food and beverage services sector.

Inspection and Enforcement

28. As at September 2023, LD conducted a total of 11 411 inspections, with 458 INs/SNs issued and 425 prosecution initiated. In addition to routine surprise inspections, LD launched two SEOs targeting the catering industry in 2023 (as at September). During the SEOs, we paid particular attention to fire prevention measures, mechanical and electrical safety, etc.

Publicity and Promotion as well as Education and Training

29. In view of the impact of the COVID-19 epidemic to the business of the food and beverage services sector, the industry is still facing the challenges of recovery and manpower shortage. We have consulted with participating companies and co-organisers of past award schemes and considered suspending the "Catering Industry Safety Award Scheme" in 2023/2024. To sustain promoting the safety performance of the sector, LD in collaboration is preparing to co-organise the "Catering Industry Safety Promotional Campaign 2023/2024" (the Campaign) with OSHC and the industry to replace the Award Scheme. The Campaign comprised Safety Quiz Competition, Safety Photo cum Slogan Competition and focal promotion of catering safety animations under the themes of machinery safety, manual handling operations, burn prevention, slip prevention and cut prevention, etc.

30. LD continues to promote OSH message in the food and beverage services sector through media such as television and radio, arranges occupational safety talks for employers and employees in the sector, and organises free training courses on OSH legislation, covering different areas, such as relevant safety legislation for the food and beverage services sector, safety regulations on manual handling operations, etc., in order to enhance the OSH awareness of employers and employees in the sector.

OSH Legislation

Raising Penalties for OSH Legislation

31. Following the gazettal and effective of the Occupational Safety and Occupational Health Legislation (Miscellaneous Amendments) Ordinance 2023 (Amendments Ordinance) on 28 April this year, the overall maximum penalties for OSH offences had increased. After the amendment, with regard to extremely serious OSH contraventions, the general duty provisions of the Factories and Industrial Undertakings Ordinance and the Occupational Safety and Health Ordinance can be prosecuted on indictment such that the employer, proprietor and occupier of premise is subject to a maximum fine of \$10 million and imprisonment

for two years.

32. LD has launched comprehensive publicity work including issuance of press release, provision of the latest information on the new penalties at LD's website and WSA mobile application, distribution of leaflets, collaboration with industries to organise briefing sessions, dissemination of promotional messages through emails to inform concerned stake-holders and brief the new penalties of OSH offences. Since May this year, LD has successively broadcasted newly-produced one TV API, two radio APIs, and printed promotional posters as well as displayed banners at prominent and busy places in the community with a view to further enhancing the publicity and let the industry and the public to understand the new penalties of offences under the new OSH legislation. Also, the LD has reviewed and updated the training materials of MST and relevant free OSH legislation courses so as to make known to the trainees the new penalties of offences under the new OSH legislation.

33. LD is paying attention to the effectiveness of the Amendments Ordinance and will conduct a review two years after its enactment.

Implementing the Remaining Four Process Elements of Safety Management System

34. The Factories and Industrial Undertakings (Safety Management) Regulation ("Regulation") stipulates the proprietors and contractors of relevant industrial undertakings⁵ ("RIUs") to implement a safety management system which contains 14 process elements specified in the Regulation. Apart from the four process elements, namely "Job-Hazard Analysis"; "Safety and Health Awareness"; "Accident Control and Hazard Elimination"; and "Occupational Health Assurance Programme", the ten process elements specified in the Regulation had already come into operation in 2002.

35. Subsequently, LD conducts reviews from time to time to assess the readiness of the RIUs on the implementation of the remaining four process elements. In the latest review, the general feedback from the industries was positive. Given the favourable outcomes of the latest review and gradual emerging from the epidemic, LD plans to gazette the commencement notice ("CN") in the first quarter of 2024 to appoint the operation date of the remaining four process elements and to lay the CN on the table of the Legislative Council through negative vetting procedures. A

⁵ Related industrial undertaking means factories, construction sites, shipyards and other designated industrial undertakings having 100 or more workers in a day working therein, as well as construction projects with a contract value of \$100 million or more involving any of the following activities –

- (a) the generation, transformation and transmission of electricity;
- (b) the generation and transmission of town gas, or liquefied petroleum gas, within the meaning of section 2 of the Gas Safety Ordinance (Cap. 51); or
- (c) container handling.

grace period of 6 months will be given after the gazettal of the operation date, to allow sufficient time for RIUs to prepare for full implementation of the remaining four process elements to further enhance the current safety management system.

36. In parallel, LD has been revising the Code of Practice on Safety Management to provide a practical guidance to duty holders for the compliance with the remaining four process elements.

Tightening Notification Deadline of Construction Works

37. LD also proposes to tighten the notification deadline of construction works (for example, truss-out scaffolding) from “within seven days after the commencement of the works” to “before the commencement of the works” to facilitate the conduct of targeted surprise inspections on a risk-based approach in a more timely manner. We are actively following up on the amendment work, and will submit the amended regulations to the Legislative Council for scrutiny in due course.

Enhancing the Performance of Registered Safety Auditors (“RSAs”) and Registered Safety Officers (“RSOs”)

38. To ensure RSAs and RSOs discharge their duties effectively, LD from time to time examines the reports they compiled and conducts on-site inspections of the workplaces concerned, so as to monitor their work performance and assess their professional integrity. In respect of the performance of RSAs and RSOs, LD issued 14 written warnings in the first half of 2023 to urge them for making improvements.

Enhancing the Complaint Channels

39. To conduct inspections in a more targeted manner, LD facilitates employees and members of the public to report unsafe working conditions with mobile electronic devices through an online OSH complaint platform to carry out prompt follow-up actions. From January to June in 2023, LD received a total of 528 OSH complaint cases through such platform. After inspections, a total of 372 written warnings, 11 SNs and 79 INs were issued, and 58 prosecutions were initiated/ would be initiated.

Widening of Industry Coverage of the “Pilot Rehabilitation Programme for Employees Injured at Work”

40. To strengthen rehabilitation services for employees injured at work, LD launched the “Pilot Rehabilitation Programme for Employees Injured at Work”

(Pilot Programme)⁶ in September 2022, targeting construction sector employees who have sustained musculoskeletal injuries at work and have been (or are expected to be) absent from work for six weeks or more. As one of the policy measures in the 2023 Policy Address, the Government has announced that LD would explore the widening of the coverage of the Pilot Programme to include additional industries with a view to helping more injured employees recover and return to work early.

41. The Pilot Programme adopts a case management approach and provides timely and coordinated private out-patient rehabilitation treatment services. It allows injured employees to receive treatment during the golden treatment period while paying the same fees as public hospitals/public clinics. As at end of September 2023, i.e. after one year of programme implementation, 545 injured construction employees have enrolled in the Pilot Programme and 349 of them have already reached Maximum Medical Improvement (MMI) (i.e. recovered). Around 90% of the recovered participants considered that the rehabilitation treatment services provided under the Pilot Programme were conducive to their early recovery and return-to-work.

42. The enrolment situation over the past year suggests that the Pilot Programme has the capacity to cover participants from industries beyond construction. On the other hand, even with the inclusion of additional industries in the Pilot Programme, the number of new participants should remain at the original estimate of about 1,700 per year to ensure that the service demand of the Pilot Programme does not surpass the service capacity of rehabilitation professionals in the private sector. Maintaining this balance also prevents excessive burden on the operation of the Pilot Programme and safeguards against potential negative impacts on its service quality and efficacy.

43. In order to identify additional potential industries to be covered, LD has conducted an analysis of compensation cases among employees in various industries⁷ in recent years, together with an estimate of the expenditure of the Pilot Programme (Annex 5). The analysis focused on non-fatal musculoskeletal injury cases involving sick leave exceeding six weeks, which is a fundamental requirement of the Pilot Programme. Among the industries considered, the “Accommodation and Food Services” and the “Transportation, Storage, Postal and Courier Services” sectors (referred to as “catering and hotel industry” and “transportation and logistics

⁶ With the approval of the Legislative Council (LegCo), a non-recurrent commitment of \$434.3 million has been created under Head 90: LD for implementing the Pilot Programme.

⁷ We have shortlisted five potential industries/sectors for exploring the widening of coverage of the Pilot Programme, including “Accommodation and Food Services”, “Transportation, Storage, Postal and Courier Services”, “Real Estate Maintenance Management cum Security Guard Services”, “Pest Control and Cleaning Services”, and “Residential Care Activities cum Social Work Activities without Accommodation”. These industries/sectors are characterised by a high degree of manual work, a larger proportion of workers with older ages, and a higher susceptibility to musculoskeletal injuries at work.

industry” in this paper) showed the second and third highest number of relevant cases respectively. If injured employees from the aforementioned two industries are to be covered, LD anticipates that the number of participants joining the Pilot Programme will be increased to around 1 700⁸ per year. In light of the above analysis, LD proposes to expand the Pilot Programme to cover the “catering and hotel industry” and the “transportation and logistics industry” with an aim to benefiting more injured employees.

44. We have consulted the Labour Advisory Board as well as relevant employers’ and employees’ groups, all of which have expressed their support for the above proposal. To effect the proposal, we will seek the approval of LegCo for the widening of industry coverage of the Pilot Programme in accordance with the established mechanism. Meanwhile, LD is working in collaboration with the contractor of the Pilot Programme to strategise various preparatory tasks, which include timely recruitment of additional staff for the Work Injury Rehabilitation Office and bolstering the network of rehabilitation professionals. Subject to the lead time required for the preparatory work, we anticipate that the expanded Pilot Programme would be implemented in the second quarter of 2024.

Way Forward

45. LD will continue to work in close partnership with related organisations, such as OSHC, CIC, trade associations, workers’ unions, professional bodies and other government bureaux/departments to ensure employers and employees comply with the OSH legislation, enhance their understanding of OSH, and promote their nurturing of OSH culture through inspection and enforcement, promotion and publicity as well as training and education.

Labour and Welfare Bureau
Labour Department
December 2023

⁸ From 2018 to 2022, there were approximately 14 000 settled non-fatal employees’ compensation cases per year involving sick leave of six weeks or more. Based on the proportions of cases in the construction, catering and hotel as well as transportation and logistics industries, together with the assumed admission rates of injured employees outlined in Note 1 of Annex 5, it is estimated that the annual number of cases joining the Pilot Programme would be 500, 500 and 600 respectively.

Occupational Injuries in All Workplaces in the First Half of 2023
- analysed by Industry Section
二零二三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	1 st Half of 2022 二零二二年上半年	1 st Half of 2023 二零二三年上半年
Agriculture, forestry and fishing 農業、林業及漁業	7	10
Mining and quarrying 採礦及採石業	0	0
Manufacturing 製造業	524 (5)	660 (6)
Electricity, gas and waste Management 電力、燃氣及廢棄物管理	45 (3)	49 (1)
Construction 建造業	2 528 (24)	1 489 (21)
Import/export, wholesale and retail trades 進出口貿易、批發及零售業	1 069 (12)	1 063 (18)
Transportation, storage, postal and courier services 運輸、倉庫、郵政及速遞服務	1 003 (9)	1 694 (26)
Accommodation and food services 住宿及膳食服務	1 846 (9)	2 388 (10)
Information and communications 資訊及通訊	94 (2)	96 (1)
Financing and insurance 金融及保險	68 (3)	95 (1)
Real estate 地產	1 066 (16)	1 071 (16)
Professional and business services 專業及商用服務	2 536 (29)	1 897 (29)
Public administration, and social and personal services 公共行政以及社會及個人服務	5 644 (7)	3 566 (10)
Other industries 其他行業	107 (4)	119 (6)
TOTAL 總數	16 537 (123)	14 197 (145)

Notes:

- 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.
- Figures in brackets denote the number of fatalities which has also been included in the number of injuries.
- The above injury figures of 1st half of 2022 are recorded as at 29 September 2022.
- The above injury figures of 1st half of 2023 are recorded as at 28 September 2023.
- The above statistics are compiled based on the Hong Kong Standard Industrial Classification Version 2.0.

註釋:

- 職業傷亡個案是指根據《僱員補償條例》呈報在工作地點發生的致命個案或導致失去工作能力三天以上的受傷個案。
- 括號內的數字顯示死亡人數，數字已包括在傷亡數字內。
- 上列 2022 年上半年的傷亡數字為截至 2022 年 9 月 29 日所記錄的數字。
- 上列 2023 年上半年的傷亡數字為截至 2023 年 9 月 28 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。

Industrial Accidents in All Workplaces in the First Half of 2023
- analysed by Industry Section**二零二三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		1 st Half of 2022 二零二二年上半年	1 st Half of 2023 二零二三年上半年
Agriculture, forestry and fishing	農業、林業及漁業	0	0
Mining and quarrying	採礦及採石業	0	0
Manufacturing	製造業	430 (1)	507 (2)
Electricity, gas and waste Management	電力、燃氣及廢棄物管理	21 (2)	17
Construction	建造業	1 399 (9)	1 397 (7)
Import/export, wholesale and retail trades	進出口貿易、批發及零售業	0	0
Transportation, storage, postal and courier services	運輸、倉庫、郵政及速遞服務	129	192
Accommodation and food services	住宿及膳食服務	1 338	1 778
Information and communications	資訊及通訊	2	2
Financing and insurance	金融及保險	0	0
Real estate	地產	0	0
Professional and business services	專業及商用服務	0	0
Public administration, and social and personal services	公共行政以及社會及個人服務	35	42
Other industries	其他行業	0	0
TOTAL	總數	3 354 (12)	3 935 (9)

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 which has also been included in the number of accidents.
- The above accident figures of 1st half of 2022 are recorded as at 29 September 2022.
- The above accident figures of 1st half of 2023 are recorded as at 28 September 2023.
- The above statistics are compiled based on the Hong Kong Standard Industrial Classification Version 2.0.

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。
- 括號內的數字顯示死亡人數，數字已包括在意外數目內。
- 上列 2022 年上半年的意外數字為截至 2022 年 9 月 29 日所記錄的數字。
- 上列 2023 年上半年的意外數字為截至 2023 年 9 月 28 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。

Industrial Accidents in Construction Industry in the First Half of 2023
- analysed by Type of Accident**二零二三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		1 st Half of 2022 二零二二年上半年	1 st Half of 2023 二零二三年上半年
Trapped in or between objects	受困於物件之內或物件之間	79 (1)	49 (1)
Injured whilst lifting or carrying	提舉或搬運物件時受傷	232	262
Slip, trip or fall on same level	滑倒、絆倒或在同一高度跌倒	416	418
Fall of person from height	人體從高處墮下	100 (7)	109 (5)
Striking against fixed or stationary object	與固定或不動的物件碰撞	152	160
Striking against or struck by moving object	被移動物件或與移動物件碰撞	138	126 (1)
Stepping on object	踏在物件上	11	21
Exposure to or contact with harmful substance	暴露於有害物質中或接觸有害物質	4	3
Contact with electricity or electric discharge	觸電或接觸放出的電流	1	3
Trapped by collapsing or overturning object	受困於倒塌或翻側的物件	3 (1)	0
Struck by falling object	遭墮下的物件撞擊	77	103
Struck by moving vehicle	遭移動中的車輛撞倒	9	4
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	86	85
Drowning	遇溺	0	0
Exposure to fire	火警燒傷	1	4
Exposure to explosion	爆炸受傷	1	5
Injured by hand tool	被手工具所傷	55	28
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	7	5
Injured by animal	被動物所傷	0	2
Injured in workplace violence	於工作場所暴力事件中受傷	0	0
Others	其他類別	27	10
TOTAL	總數	1 399 (9)	1 397 (7)

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 which has also been included in the number of accidents.
3. The above accident figures of 1st half of 2022 are recorded as at 29 September 2022.
4. The above accident figures of 1st half of 2023 are recorded as at 28 September 2023.

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，數字已包括在意外數目內。
3. 上列 2022 年上半年的意外數字為截至 2022 年 9 月 29 日所記錄的數字。
4. 上列 2023 年上半年的意外數字為截至 2023 年 9 月 28 日所記錄的數字。

Industrial Accidents in Food and Beverage Services in the First Half of 2023
- analysed by Type of Accident
二零二三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		1 st Half of 2022 二零二二年上半年	1 st Half of 2023 二零二三年上半年
Trapped in or between objects	受困於物件之內或物件之間	23	18
Injured whilst lifting or carrying	提舉或搬運物件時受傷	189	265
Slip, trip or fall on same level	滑倒、絆倒或在同一高度跌倒	334	477
Fall of person from height	人體從高處墮下	11	5
Striking against fixed or stationary object	與固定或不動的物件碰撞	122	88
Striking against or struck by moving object	被移動物件或與移動物件碰撞	43	94
Stepping on object	踏在物件上	1	1
Exposure to or contact with harmful substance	暴露於有害物質中或接觸有害物質	6	20
Contact with electricity or electric discharge	觸電或接觸放出的電流	3	0
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	33	23
Struck by moving vehicle	遭移動中的車輛撞倒	0	0
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	18	42
Drowning	遇溺	0	0
Exposure to fire	火警燒傷	3	6
Exposure to explosion	爆炸受傷	1	0
Injured by hand tool	被手工具所傷	251	343
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	287	371
Injured by animal	被動物所傷	5	11
Injured in workplace violence	於工作場所暴力事件中受傷	0	0
Others	其他類別	8	14
TOTAL	總數	1 338	1 778

Notes:

- Industrial accidents refer to injuries and deaths arising from industrial activities in industrial undertakings as defined under the Factories and Industrial Undertakings Ordinance.
- The above accident figures of 1st half of 2022 are recorded as at 29 September 2022.
- The above accident figures of 1st half of 2023 are recorded as at 28 September 2023.

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。
- 上列 2022 年上半年的意外數字為截至 2022 年 9 月 29 日所記錄的數字。
- 上列 2023 年上半年的意外數字為截至 2023 年 9 月 28 日所記錄的數字。

Estimated Expenditure of the Pilot Programme

Item	2022-27	
	Estimated expenditure of the existing Programme covering construction industry only	Estimated expenditure of the Programme if expanded to include “catering and hotel industry” and “transportation and logistics industry” also
Fixed costs (such as operating fees, publicity expenses and information technology related costs)	Around \$114 million	Around \$114 million
Rehabilitation treatment service fees	Around \$55 million	Around \$115 million
Case management service fees	Around \$20 million	Around \$41 million
Total expenditure	Around \$189 million	Around \$270 million Notes 1 and 2

Note 1:

The following assumptions have been adopted:

- (i) the Pilot Programme will be expanded to cover the “catering and hotel industry” and the “transportation and logistics industry” as well from Q2 2024 onwards; and
- (ii) the admission rates of the “catering and hotel industry” and that of the “transportation and logistics industry” are 40% each; while the admission rate of the construction industry remains at about 20% (admission rate is defined as: Number of cases admitted to the Pilot Programme / Total number of cases identified by LD as meeting initial eligibility screening criteria for referral to the Pilot Programme).

Note 2:

The estimated total expenditure of the expanded Pilot Programme will be met by the existing non-recurrent commitment under Head 90: LD.