

(Revised)

Construction Industry Council
5th Progress Report of Committee on Construction Site Safety

Purpose

This paper outlines the main points discussed at the 5th meeting of the Committee on Construction Site Safety held on 2 April 2008. The record of attendance is at Appendix A.

Issues Discussed

2. Members discussed the following items –
 - Guidelines on Safety of Tower Cranes;
 - 2nd Summary Report for Informal Task Force on Working in Hot Weather;
 - 3rd Summary Report of Informal Task Force on Site Vehicles and Mobile Plant;
 - 4th Summary Report of Informal Task Force on Permanent Safety Features;
 - Pay for Safety Scheme (PFSS);
 - 2nd Summary Report of Informal Task Force on Co-operation with Property Management Companies; and
 - work plan.

Progress on Matters Arising from 4th Meeting on 14 December 2007

3. Members noted the following –

- (a) Paragraph 25(a) – The Chairman of CIC wrote a letter to the Secretary for Labour and Welfare on 3 March 2008 requesting that favourable consideration be given to bids for finance and staff resources (if any) that might be made by LD for following up on the request made by the Committee on strengthening the staff establishment of taking enforcement actions;
- (b) Paragraph 25(b) – The Chairman of CIC wrote letters to HKIA, HKIE, HKIS and REDA on 3 March 2008 requesting support for the PFSS;
- (c) Paragraph 25(c) – The Chairman of CIC wrote a letter to HKFI on 3 March 2008 requesting HKFI members to consider whether adoption of PFSS could be taken into account in assessing insurance premium;
- (d) Paragraph 25(d) – design features for enhancing the safety of repair and maintenance (R&M) works would be discussed in latter part of the meeting; and
- (e) Paragraph 25(e) – OSHC’s would make a presentation of the 5S method at the meeting of the Informal Task Force on Behavioural Aspect of Construction Site Safety scheduled for 16 April 2008.

Guidelines on Safety of Tower Cranes

4. The Informal Task Force on Safety of Tower Cranes had developed the Guidelines on Safety of Tower Cranes to set out the recommended good practices for enhancing the safety of tower crane operation. Given that LD would issue suspension notices under section 10 of the Occupation Safety and Health Ordinance for non-compliance of the guidelines, the guidelines should set out the specific non-compliances which could lead to such consequences. LD and HKCA would agree on whether suitable grace periods should be allowed for these recommendations that would require considerable lead time for implementation (such as those on training courses for competent persons and construction workers).

5. Members endorsed the guidelines subject to the foregoing comments and further comments that they would make in writing to the

Secretariat before 9 April 2008. The finalized guidelines would be promulgated after approved by CIC at the 9th scheduled for 2 May 2008.

[Post meeting note – The revised draft incorporating changes proposed at the meeting and in writing thereafter is at Appendix B.]

2nd Summary Report for Informal Task Force on Working in Hot Weather

6. At its 2nd meeting held on 17 March 2008, the Task Force considered the overall approach for issuing guidelines for safety measures for working in hot weather and agreed that the long term direction should be to link safety measures to thermal stress on workers measured by established parameters. Pending further development works for facilitating adoption of this approach in Hong Kong, an initial set of guidelines setting out the basic good practices that could be readily implemented would be issued before summer 2008. A study on thermal stress could then be conducted to enable the Task Force to refine the guidelines on the basis of the findings of the research and industry feedback on the initial guidelines so that a new set of guidelines could be promulgated before summer 2009.

7. Members supported the two-stage approach and proposed that the wearing of sunglasses could affect the vision of workers and should therefore be omitted from the recommended safety measures.

8. Members endorsed the guidelines subject to the foregoing comments and further comments that they would make in writing to the Secretariat before 9 April 2008. The finalized guidelines would be promulgated after approved by CIC at the 9th scheduled for 2 May 2008.

[Post meeting note – The revised draft incorporating changes proposed at the meeting and in writing thereafter is at Appendix C.]

3rd Summary Report of Informal Task Force on Site Vehicles and Mobile Plant

9. At its 3rd meeting held on 19 March 2008, the Task Force finalized the draft of the Guidelines on Safety of Site Vehicles and Mobile Plant for providing guidance to contractors and subcontractors on measures for enhancing the safety of vehicles and mobile plant operating on construction sites. Members examined the draft and proposed adding

a recommendation that where reversing could not be avoided, it should only take place when a banksman was assigned to guide the driver or operator or an RVD had been installed to provide the driver or operator with clear rear-side views.

10. Members endorsed the guidelines subject to the foregoing comments and further comments that they would make in writing to the Secretariat before 9 April 2008. The finalized guidelines would be promulgated after approved by CIC at the 9th scheduled for 2 May 2008.

11. The promulgation of the guidelines would complement a funding scheme to be launched by LD, OSHC and HKCA whereby a subsidy of \$2,500 would be provided to small and medium size companies and individual owners for installation of reversing video device on site vehicles. The scheme would cover both vehicles used on site only and vehicles used both on sites and on public road. Given the limited funds for the scheme, each company or individual could apply for subsidy for one vehicle only.

[Post meeting note – The revised draft incorporating changes proposed at the meeting and in writing thereafter is at Appendix D.]

4th Summary Report of Informal Task Force on Permanent Safety Features

12. The Task Force had identified gondolas, service platforms and cast-in anchorage points as design features to be recommended for incorporation into new buildings for enhancing the safety of R&M works executed on external walls. While gondolas were found to be technically feasible and affordable for residential buildings, the industry support for gondolas would be limited if their enclosures were not exempted from height restrictions. The Task Force considered that exemption was justified given the limited size of gondola enclosures.

13. Similarly, industry support would also be limited for service platforms if they were not exempted from the calculations of accountable gross floor areas (GFA). The Task Force considered that the exemption was justified as service platforms would not be included in the saleable area of residential flats. Members agreed that CIC should be requested to write to BD, Lands D and Plan D on the subject so as to strengthen the position of the Task Force would in further discussing with BD, Lands D and Plan D the possibility of exempting enclosures of gondolas from

height restrictions and service platforms from calculation of accountable GFA.

14. BD would consider developing technical standards for design, construction and maintenance of cast-in anchorage points. When these standards were available, the Task Force would deliberate on the administrative procedures for providing proper maintenance, providing training to construction workers on use of anchorage points and procurement of insurance covers for liabilities resulting from the use of the device.

15. The Task Force would develop a set of guidelines on gondolas, service platforms and cast-in anchorage points after the completion of the deliberations on the foregoing issues.

Pay for Safety Scheme

16. Since the launch of the Safety Partnering Programme by REDA and HKCA in June 2005 to promote the adoption of PFSS in private sector projects, only 38 sites had joined the scheme. In view of the limited response, Members explored ways for mandating the adoption of PFSS through statutory provisions. In this regard, BD advised that as the Building Ordinance was primarily concerned with the planning, design and construction of buildings to ensure safety to occupants of the buildings and members of the public in the vicinity and would not be a suitable platform for mandating the features of the PFSS the objective of which is for safety of workers in the construction works. On the other hand, under the Factories and Industrial Undertakings (Safety Management) Regulation of the Factories and Industrial Undertakings Ordinance, contractors were required to develop, implement and maintain a safety management system in accordance with the provisions of the regulation and the Code of Practice on Safety Management issued by the Commissioner of Labour in April 2002. The Secretariat would discuss with LD whether the features of PFSS could be enforced through incorporation into the code of practice.

17. Noting that PFSS had been adopted in public sector projects, DEVB was requested to consider extending the scheme to subvented projects funded under the Head 708 – Capital Subvention and Major System and Equipment of the Capital Works Reserve Fund. The Secretariat would discuss with HKFI on ways for offering concrete financial incentive to site adopting PFSS through lower insurance premium.

2nd Summary Report of Informal Task Force on Co-operation with Property Management Companies

18. The 2nd meeting of the Task Force was held on 25 March 2008 to consider initiatives for enhancing the safety of R&M works through co-operation between LD and property management companies (PMC). On the voluntary referral scheme, a simplified checklist for use by the frontline staff of PMC in identifying unsafe working conditions (such as omission of anchor bolts for the supporting brackets for truss-out scaffolds, working at height without fall arresting facilities, etc.) and for making referrals to LD had been prepared and was being circulated to members of the Hong Kong Association of Property Management Companies (HKAPMC) for comments. LD would issue a letter to HKAPMC to further solicit supports of its members in keeping a close watch over hazardous operations.

19. LD would circulate for comments by the Task Force a leaflet on the responsibilities of owners of individual flats and their contractors on the safety of works executed on their premises. The finalized leaflet would be distributed to building owners through HKAPMC and Home Affairs Department.

Work Plan

20. Members considered the proposed work plan of the Committee prepared by the Secretariat and endorsed the version at Appendix E revised on the basis of the discussions at the meeting for submission to the 9th meeting of CIC scheduled for 2 May 2008.

Further Actions

21. The following further actions were agreed –

- (a) the guidelines on safety of tower crane, site vehicles and mobile plant as well as working in hot weather would be submitted for approval by CIC at the meeting scheduled for 2 May 2008;
- (b) CIC would be requested to write to BD, Lands D and Plan D on the exemption of enclosures of gondolas from height restrictions and service platforms from calculation of accountable GFA so as to strengthen the position of the

Informal Task Force on Permanent Safety Features in further discussing with BD, Lands D and Plan D on these subjects;

- (c) BD would consider developing technical standards for design, construction and maintenance of cast-in anchorage points;
- (d) the Secretariat would discuss with LD on the features of PFSS that could be incorporated in the Code of Practice for Safety Management;
- (e) the Secretariat would discuss the HKFI on the ways for granting lower insurance premium to sites adopting PFSS;
- (f) DEVB would consider extending the PFSS to subvented projects; and
- (g) the work plan for the Committee would be submitted to the 9th meeting of CIC scheduled for 2 May 2008.

**CIC Secretariat
April 2008**

Committee on Construction Site Safety

**5th Meeting held at 2:30 pm on 2 April 2008
in Conference Room 1201, Murray Building**

Record of Attendance

Present

| | |
|-------------------|--|
| Prof J M Ko* | |
| Mr CHOI Chun-wa | |
| Mr James Blake | Kowloon-Canton Railway Corporation |
| Mr C K Tsang | Hong Kong Federation of Electrical and Mechanical Contractors |
| Mr Philip Chan | Hong Kong Institute of Architects |
| Mr PANG Long | Hong Kong Construction Site Workers General Union |
| Mr Y L Chu | Construction Industry Council Training Authority |
| Prof Francis Wong | Hong Kong Polytechnic University |
| Mr C K Lau | Real Estate Developers Association of Hong Kong |
| Mr Anthony Chan | Hong Kong Construction Association |
| Mr William Siu | Hong Kong Bar-Bending Contractors Association |
| Mr TANG Wah-shing | Occupational Safety and Health Council |
| Mr Dominic Lam | Hong Kong Federation of Insurers |
| Mr YU Koon-ching | Hong Kong Safety Supervisors Association |
| Mr NG Kwok-kwan | Hong Kong Construction Industry Employees' General Union |
| Mr C K Au | Buildings Department |
| Mr Peter Chang | Buildings Department |
| Dr Alex Li | Development Bureau |
| Mr S H Tso | Labour Department |
| Mrs Terry Ching | Housing Department |

** In the absence of the Chairman Mr Thomas Kwok, the meeting was chaired by Prof. Ko.*

Absent with apologies

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|-----------------|--|
| Mr Thomas Kwok | Chairman |
| Mr WAN Koon-sun | |
| Mr Thomas Ho | |
| Mr Ros Lam | Office of the Commissioner of Insurance |

In attendance

Construction Industry Council Secretariat

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|-----------------|---|
| Mr K K Yeung | Principal Assistant Secretary for Development (Works) 1 (Designate) |
| Mr K H Tao | Chief Assistant Secretary for Development (Works) 1 |
| Mr Solomon Wong | Assistant Secretary for Development (Works) Public Works Systems Administration 1 |

For Appendices B, C and D, please refer to Working Document CIC/066.

Work Plan**(I) Informal Task Force on Tower Cranes**

| Milestone | Task | Deliverable |
|------------------|---|---------------------|
| 2 Apr 2008 | Committee to endorsement of Guidelines on Safety of Tower Cranes by | |
| 2 May 2008 | CIC to endorse guidelines for promulgation | Approved guidelines |

(II) Informal Task Force on Site Vehicles and Mobile Plant

| Milestone | Task | Deliverable |
|------------------|---|---------------------|
| 2 Apr 2008 | Committee to endorse Guidelines on Safety of Site Vehicles and Mobile Plant | |
| 2 May 2008 | CIC to endorse guidelines for promulgation | Approved guidelines |

(III) Informal Task Force on Working in Hot Weather**(A) *Initial Guidelines on Site Safety of Working in Hot Weather***

| Milestone | Task | Deliverable |
|------------------|---|---------------------|
| 2 Apr 2008 | Committee to endorsement of Guidelines on Site Safety of Working in Hot Weather | |
| 2 May 2008 | CIC to endorsement of guidelines for promulgation | Approved guidelines |

(B) Improvement of guidelines

| Milestone | Task | Deliverable |
|------------------|---|------------------------------|
| Jun – Jul 2008 | Formulate brief for study to develop methods for assessing thermal stress and relating it with safety measures | Study brief |
| Aug 2008 | Select consultant for study | |
| Sep – Dec 2008 | • Conduct study on thermal stress | Consultant's recommendations |
| | • Collect feedback on guidelines | Feedback on guidelines |
| Jan – Feb 2009 | Review of consultant's recommendation and feedback on guidelines by Task Force to determine the way forward for revising the guidelines | Way forward |
| Mar – Apr 2009 | Revise of guidelines for promulgation before summer of 2009 | Revised guidelines |

(IV) Informal Task Force on Behaviourial Aspects of Site Safety

| Milestone | Task | Deliverable |
|------------------|--|---------------------|
| May – Jun 2008 | CIC Secretariat to revise guidelines | Guidelines |
| Jul 2008 | Task Force to consider guidelines | |
| Aug 2008 | Committee to endorse guidelines | |
| | CIC to endorse guidelines for promulgation | Approved guidelines |

(V) Informal Task Force on Permanent Safety Features

(A) Gondolas and service platforms

| Milestone | Task | Deliverable |
|------------------|---|-------------------------|
| Apr - Jul 2008 | Task Force to discuss with BD, Lands D and LD on the exemption of enclosures of gondolas from calculation of height restriction and the exemption of service platforms from calculations of accountable floor areas | |
| Aug 2008 | Committee to consider outcome of discussions and formulate proposal on way forward | Proposal on way forward |

(B) *Cast-in anchorage points*

| Milestone | Task | Deliverable |
|------------------|---|--------------------|
| May 2008 | Secretariat to discuss with BD the work plan for developing technical standards for cast-in anchorage points. | Work plan |
| Jun 2008 | Task Force to consider work plan | |

(VI) **Informal Task Force on Co-operation with Property Management Companies**

(A) *Simplified checklist for frontline property management staff*

| Milestone | Task | Deliverable |
|------------------|---|---|
| Apr 2008 | HKAPMC to consult their members on the simplified checklist for use by their frontline staff for detecting unsafe working conditions and for making referrals to LD | Checklist for detecting unsafe working conditions |
| Mid 2008 | Finalization of checklist for promulgation | |

(B) Leaflet on responsibility of individual building owners

| Milestone | Task | Deliverable |
|------------------|---|--------------------|
| Apr 2008 | LD to revise leaflet taking into account comments made by Members of the Task Force | Revised draft |
| Jun 2008 | Task Force to consider revised draft | |
| Aug 2008 | Committee to comment on leaflet | |
| | LD to revise and promulgate leaflet | Finalized leaflet |

(VII) Pay for Safety Scheme (PFSS)

(A) Incorporation of features of PFSS into the Safety Management System (SMS)

| Milestone | Task | Deliverable |
|------------------|--|---|
| May 2008 | Secretariat to discuss with LD on the features of PFSS suitable for incorporation into the SMS and formulate proposal on way forward | List of suitable features and proposal for incorporation into SMS |
| | Committee to consider proposal for incorporation of features of PFSS into SMS | |
| Jun 2008 | Secretariat to formulate revised proposal through further discussion with LD | Revised proposal |
| Aug 2008 | Committee to consider revised proposal | |

(B) *Financial incentive for PFSS*

| Milestone | Task | Deliverable |
|------------------|---|---|
| May 2008 | Secretariat to discuss with HKFI on ways for providing financial incentive for site adopting PFSS | Ways for providing financial incentives |
| | Committee to consider proposal for providing finance incentives | |

(C) *Extension of PFSS to subvented projects*

| Milestone | Task | Deliverable |
|------------------|--|--------------------|
| May – Jul 2008 | DEVB to consider the possibility of extending PFSS to subvented projects | |
| Aug 2008 | DEVB to advise Committee on whether PFSS can be extended to subvented projects | |

(VIII) Site Safety Training for Construction Personnel

| Milestone | Task | Deliverable |
|------------------|--|------------------------------|
| Sep - Oct 2008 | Committee to review the implementation of the recommendations of the former PCICB Working Group on Construction Site Safety and Employees' Compensation Insurance on tightening the control on providers of green card courses, mandating silver card training for risk-prone trades through contractual provisions and improving safety training for front-line supervisors | Findings of review |
| Nov – Dec 2008 | Committee to identify further improvement measures | Further improvement measures |