

The background is a light green color with various geometric shapes and icons in purple and green. There are several octagons and speech bubbles. Some shapes are solid colors, while others are outlines. Icons include a laptop, a hard hat, a document, a wrench, a gear, and a briefcase.

2025



勞工處年報

Labour Department
Annual Report

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Chapter 1

Highlights of Year 2025

- 1.1** The labour market softened in the beginning of 2025, but showed signs of stabilisation towards the latter part of the year. The seasonally adjusted unemployment rate retreated slightly to 3.8% in the fourth quarter from 3.9% in the previous quarter, after trending up from 3.2% in the first quarter. Meanwhile, the underemployment rate went up to 1.7% in the fourth quarter from 1.1% in the first quarter. We will continue to closely monitor the labour market situation and enhance our employment services on all fronts, especially in canvassing job vacancies and rendering assistance to job seekers.

Employment Services

Employment and Recruitment Services

- 1.2** To help job seekers enter the labour market and respond speedily to the recruitment needs of employers, the Labour Department (LD) organises employment promotion activities at various locations across the territory. A total of 22 large-scale job fairs and 737 district-based job fairs were organised in the year.
- 1.3** The LD adopts a proactive approach in providing employment assistance. In the year, the free recruitment service provided for employers by the LD recorded 503 934 job vacancies from the private and public sectors; and 109 023 placements were secured.

Re-employment Allowance Pilot Scheme

- 1.4** The LD launched the three-year Re-employment Allowance Pilot Scheme on 15 July 2024 to encourage persons aged 40 or above who have not been in paid employment for three consecutive months or more to rejoin the employment market.

Labour Relations

Promoting Harmonious Labour Relations

- 1.5** To foster harmonious labour relations, the LD adopts a proactive and pragmatic approach in helping employers and employees resolve their disagreements through communication and mutual understanding. In 2025, we handled a total of 127 labour disputes (each involving more than 20 employees) and 14 342 claims (each involving 20 or less employees). Over 70% of cases with conciliation service rendered were resolved. The average waiting time for conciliation meetings was 3.8 weeks in the year.

Enhancing Good Human Resource Management Practices and Harmonious Labour Relations

1.6 The LD organised a wide range of promotional activities including exhibitions, seminars and talks to promote public understanding of labour laws and publicise employee-oriented and good human resource management measures. In 2025, we continued the promotion of labour-management collaboration to encourage both sides to exchange views and enhance mutual understanding on labour issues of common concern.



The Labour Department organised a wide range of promotional activities including exhibitions to enhance public understanding of labour laws and publicise “employee-oriented” good human resource management measures

Employees’ Rights and Benefits

Abolition of the Mandatory Provident Fund (MPF) Offsetting Arrangement and Implementation of the Subsidy Scheme for Abolition of MPF Offsetting Arrangement

1.7 The Government abolished the arrangement of employers using the accrued benefits of their mandatory contributions under the MPF System to offset their employees’ severance payment (SP) / long service payment (LSP) on 1 May 2025. To help employers adapt to the policy change, the Government launched on the same day the 25-year Subsidy Scheme for Abolition of MPF Offsetting Arrangement to share employers’ SP/LSP expenses after the abolition.

Statutory Minimum Wage (SMW)

1.8 The Minimum Wage Commission (MWC), established under the Minimum Wage Ordinance, is tasked with the main function of reporting to the Chief Executive (CE) in Council its recommendation about the SMW rate. The MWC comprises a chairperson and 12 members drawn from the labour sector, business sector, academia and the Government.

- 1.9** As announced in the 2025 Policy Address, the Government has agreed to the new mechanism of adopting a formula for implementing the annual review of the SMW rate proposed by the MWC. The indicators adopted in the formula are objective and easily comprehensible, enhancing the transparency and predictability of the SMW adjustment and minimising controversy. An annual review allows closer alignment of the SMW with socioeconomic changes. The MWC conducted the review under the new mechanism and the next SMW rate is expected to take effect on 1 May 2026.

Sustaining Vigorous Enforcement against Wage Offences

- 1.10** In 2025, the LD sustained its all-out efforts to combat wage offences. Territory-wide inspection campaigns targeted at offence-prone trades were launched by labour inspectors. Apart from proactive inspections to check compliance, we widely publicised our complaint hotline (2815 2200) and collected intelligence on non-payment of wages in various industries through an early warning system in collaboration with trade unions. We conducted prompt investigation into suspected wage offences so as to facilitate speedy prosecution.
- 1.11** We continued to take out prosecution against employers and responsible individuals of companies for wage offences. We also strengthened our educational and promotional efforts to remind employers of their statutory obligation to pay wages on time and to encourage employees to lodge claims promptly and come forward as prosecution witnesses.

Vigorous Enforcement against Illegal Employment

- 1.12** The LD collaborated with the Police and the Immigration Department to combat illegal employment activities. A total of 44 joint operations were mounted in the year.

Protecting Digital Platform Workers

- 1.13** The Chief Executive announced in his 2025 Policy Address that the Government would improve the work injury compensation mechanism for digital platform workers through legislation, and continue to make good use of the Tripartite Committee for the Digital Platform Industry to discuss issues of concern to the stakeholders.

Safety and Health at Work

Major Public Works Projects (PWPs)

- 1.14** In light of the commencement of various core projects of the Northern Metropolis such as High-end Professional Services and Logistics Hub, and other major PWPs (including major infrastructure projects and redevelopment works), the LD continued to step up inspection and enforcement, promotion and education as well as applying technology for enhancing construction site safety. These included conducting comprehensive and in-depth surprise inspections of major PWP sites with high-risk processes or poor safety performance to scrutinise the safe system of work and safety management system of duty holders, and provided advice on occupational safety and health (OSH) legislation for technology products developed by industries to facilitate the introduction and application of such products, eliminating or controlling risks at source. We also continued to participate actively in site safety management committee meetings of major new projects to identify potential risks on site as early as possible and provide appropriate OSH advice to site management to prevent accidents. We provided participants with the latest safety hints and important OSH information with a view to enhancing safety awareness at construction sites. We also strengthened the coordination with the Development Bureau, works departments and other public works project clients to enhance the site safety measures of major PWPs, with a view to ensuring more effective control of risks by contractors.

Renovation, Maintenance, Alteration and Addition (RMAA) Works

- 1.15** The volume of RMAA works is expected to grow further as many old buildings in Hong Kong are successively required to undergo maintenance and repair.
- 1.16** The LD continued to step up inspection and enforcement efforts to monitor RMAA works and deter contractors from adopting unsafe work practices, so as to enhance the occupational safety condition of RMAA works. Territory-wide special enforcement operations (SEOs) on RMAA works with emphasis on high-risk processes, such as work-at-height, scaffolding works, demolition works, lifting operations and electrical work were also launched. During the SEOs of 2025, 666 suspension/improvement notices were issued and 265 prosecutions were taken out. The LD has also stepped up area patrols to combat high-risk work processes of RMAA works, including unsafe work-above-ground activities and improper erection, dismantling or use of truss-out scaffolds.
- 1.17** On the fronts of education and promotion, we organised a series of large-scale promotion and publicity campaigns, targeting RMAA works, as well as the related work-at-height and truss-out scaffolding works to strengthen the safety awareness of all parties involved. These included implementing a two-year publicity campaign in collaboration with the Occupational Safety and Health Council (OSHC) with a wide range of initiatives to impress upon different stakeholders, such as contractors and workers engaged in RMAA works as well as property owners, the importance of work safety more effectively. In line with the enforcement strategy, we launched thematic publicity to highlight the serious consequences of legal violations and to enhance the law-abiding awareness of duty holders. We also partnered with the Home Affairs Department (HAD) to organise publicity and promotional activities to promulgate work safety at the district level.

- 1.18** In 2025, in collaboration with the OSHC, the Construction Industry Council, the Property Management Services Authority and other relevant organisations, the LD organised a series of safety seminars concerning RMAA works to engage industry stakeholders in exploring means to further enhance OSH level in construction safety. Given the occurrence of work-above-ground accidents involving small-scale renovation and repair works from time to time, the LD collaborated with the OSHC as well as the property management and construction industries to extend the “Promoting the Use of Light-duty Working Platforms Scheme Phase II”. Through property management companies, step platforms and light-duty working platforms (hop-up platforms) would be lent to contractors and workers for conducting above-ground RMAA works in residential estates or buildings free of charge, so that ladders would not be used for such work.

Follow-up Investigations of Serious and Fatal Work Accidents

- 1.19** The LD is highly concerned about the serious and fatal work accidents that happened in 2025, including the fire incident in Tai Po. We commenced immediate on-site investigations as soon as we were notified of the accidents to identify the causes and recommend improvement measures. We also issued suspension notices to the relevant duty holders, suspending the work processes concerned until we were satisfied that measures to abate the relevant risks had been taken. We would ascertain the liability of the duty holders concerned and take actions pursuant to the law if there was any violation of OSH legislation, including initiating prosecutions against relevant duty holders.
- 1.20** In addition, the LD launched a series of SEOs targeting high-risk work activities and industries with a view to combating violations of operations. The LD would suspend relevant work activities immediately and issue advisory letters to duty holders/stakeholders concerned, urging them to take appropriate safety measures with a view to preventing recurrence of similar accidents when it was reasonable to believe that certain work process that might pose a considerable OSH risk was carried out at sites. On the fronts of publicity and promotion as well as education and training, the LD, in collaboration with the CIC, the OSHC and relevant organisations held safety seminars after the occurrence of individual serious or fatal accidents to explain the accident-related statutory requirements and preventive measures to the industry. In addition, the LD also disseminated safety hints related to serious accidents and corresponding preventive measures to the public through its mobile application to prevent accidents from happening again.
- 1.21** Following the tragic fire at Wang Fuk Court in Tai Po, the LD has initiated legislative amendments work to impose duties on principal contractors, subcontractors and all individuals to ban smoking in all construction sites to reduce the risk of fires caused by smoking.

Safety Promotional Campaigns

1.22 With regard to the construction industry, to continue to improve its safety performance, the LD, in collaboration with the OSHC and related organisations, organised the “Construction Industry Safety Award Scheme” (Award Scheme) again to inculcate a safety culture in the industry and to enhance work safety awareness of employers, employees and their families. This year’s programme further enhanced the competition categories. To promote the adoption of the “Smart Site Safety System” in private construction projects, private worksites that participated in the Development Bureau’s “Smart Site Safety System Labelling Scheme” received additional scoring. The scheme featured a variety of activities which included safety performance competitions, roving exhibitions, safety quizzes, an award presentation ceremony and a fun day. We also produced radio programmes and the making-of the Award Scheme, as well as broadcast Announcements in the Public Interest (APIs) and promotional films on television/radio and public transport.



The Labour Department, in collaboration with the Occupational Safety and Health Council and related organisations, organised the “Construction Industry Safety Award Scheme” again to inculcate a safety culture in the industry

1.23 In order to enhance the OSH awareness of the catering industry, the LD produced giveaways printed with catering safety messages for distribution to the public, and added Putonghua dubbing along with simplified Chinese subtitles to the existing five-episode catering industry safety animation series. This enabled more effective promotion of safety information to employees whose mother tongue is Putonghua.

Strengthening Publicity of OSH Complaint Channels

1.24 Through an online OSH complaint platform, the LD facilitates reports of unsafe working conditions with mobile electronic devices by employees and members of the public, so that the LD can conduct inspections in a more targeted manner and carry out prompt follow-up actions pursuant to the risk-based principle. The LD is promoting its complaint channels through different publicity measures, including broadcasting relevant TV/Radio APIs on TV/Radio stations; placing advertisements on newspapers, displaying advertisements at prominent locations and public transport; distributing handy card holders printed with details of the complaint channels in different languages at the Service Centers of Workers Registration and community centres for diverse races; and promulgating the information of complaint channels in Mandatory Safety Training Courses and the LD’s OSH publications.

Work Safety Alert Animation

- 1.25** The LD continued to produce Work Safety Alert in the form of animation videos to enable the industry to better comprehend how accidents happened and the necessary safety measures to be taken to prevent such accidents. Two animation videos were produced and uploaded to the LD's website and disseminated through various channels in 2025. The LD continued to provide sub-titles for the animation videos in different languages to enhance the publicity and promotion targeting workers of diverse races.

Continuous Refinement of Mandatory Safety Training (MST) Courses

- 1.26** In 2025, the LD continued to refine the MST courses, including launching a holistic review on the existing MST system. In-depth studies are currently underway to improve the overall quality of the courses, ensure that the courses keep pace with the latest OSH risks trends, meet the practical needs of trainees, and strengthen the monitoring of the performance of course providers and trainers of the MST courses. We also continued to conduct different modes of monitoring inspections (including surprise inspections and covert inspections which involved inspecting officers in the guise of course participants) to ensure that the MST courses were delivered in accordance with the course content.

Prevention of Carbon Monoxide Poisoning in Workplaces

- 1.27** The LD issued the "Guidance Notes on Prevention of Carbon Monoxide (CO) Poisoning in Workplaces" in December 2025 to offer practical guidance for employers, employees and relevant duty holders. The Guidance Notes cover the sources and hazards of CO in workplaces, preventive measures, as well as safe systems of work including risk assessment, CO monitoring and measurement, emergency procedures, training, etc., with the aim of enhancing duty holders' awareness of CO poisoning prevention.

Pilot Rehabilitation Programme for Employees Injured at Work

- 1.28** The LD's three-year "Pilot Rehabilitation Programme for Employees Injured at Work" was concluded on 22 September 2025, as originally scheduled, and ceased accepting applications.

Strengthening Local and International Partnerships

Labour Day Reception

1.29 On 24 April 2025, the Secretary for Labour and Welfare, Mr Chris Sun, hosted a reception at the Hong Kong Convention and Exhibition Centre to pay tribute to the workforce. The Acting Chief Secretary for Administration, Mr Cheuk Wing-hing, officiated at the reception, with guests from trade unions, employer associations and other organisations attending.



The Acting Chief Secretary for Administration, Mr Cheuk Wing-hing (second right), officiated at the Labour Day Reception

Contacts with Other Labour Administrations

1.30 The LD maintained liaison and interflows with other labour administrations through visits and participation in various activities in 2025.

1.31 In October 2025, the Vice Chairman of the All-China Federation of Trade Unions, Mr Wei Dichun, led the Delegation of National Model Workers and Craftsmen to visit Hong Kong for the first time. In collaboration with various government bureaux and departments, the Labour Department coordinated a series of exchange and visit programmes for the Delegation.



The Vice Chairman of the All-China Federation of Trade Unions, Mr Wei Dichun, led the Delegation of National Model Workers and Craftsmen to visit Hong Kong in October 2025 for exchanges with members of the community to enhance public understanding of the outstanding qualities and remarkable contributions of the National Model Workers and National Great Craftsmen, thereby boosting the morale of the labour force and injecting positive energy into the society



The Delegation of National Model Workers and Craftsmen had an exchange session with labour organisations, users of the Labour Department's employment services and trainees from the Employees Retraining Board

- 1.32** In June 2025, a tripartite team comprising representatives from the Government, employers and employees, led by the Secretary for Labour and Welfare, Mr Chris Sun, attended the 113th Session of the International Labour Conference in Geneva, Switzerland, as part of the delegation of the People's Republic of China.
- 1.33** In May 2025, the Secretary for Labour and Welfare, Mr Chris Sun, led a Hong Kong Special Administrative Region Government delegation (including representatives of the Labour Department) to attend the Seventh Asia-Pacific Economic Cooperation Human Resources Development Ministerial Meeting in Jeju, Korea.



In May 2025, the Secretary for Labour and Welfare, Mr Chris Sun (centre), led a government delegation (including representatives of the Labour Department) to attend the Seventh APEC Human Resources Development Ministerial Meeting in Jeju, Korea

Chapter 2

Labour Department

- 2.1** The Labour Department (LD) is the principal agency in the Hong Kong Special Administrative Region Government responsible for the execution and coordination of major labour administration functions. For details of our structure and services, please visit our website: www.labour.gov.hk.

Vision, Mission and Values

2.2 Our Vision

We aspire to be a leading labour administrator in the region. Our aim is to enhance the well-being of our workforce progressively and to promote the safety and health of those at work at a pace commensurate with the socio-economic development of Hong Kong.

2.3 Our Mission

- To improve the utilisation of human resources by providing a range of employment services to meet changes and needs in the labour market;
- To ensure that risks to people's safety and health at work are properly managed by enforcement, education and promotion;
- To foster harmonious labour relations through promotion of good employment practices and resolution of labour disputes; and
- To improve and safeguard employees' rights and benefits in an equitable manner.

2.4 Our Values

We believe in:

- Professional excellence
- Proactiveness
- Premier customer service
- Partnership
- Participation

Key Programme Areas

- 2.5** The LD has four areas of work, namely Labour Relations, Safety and Health at Work, Employment Services, and Employees' Rights and Benefits. The objectives of these areas are set out below:

Labour Relations

- To foster and maintain harmonious employer and employee relations in establishments outside the government sector.

Safety and Health at Work

- To help employers and employees ensure that occupational safety and health risks at workplaces are properly controlled and minimised through inspection and enforcement, education and training, publicity and promotion, as well as making use of innovation and technology.

Employment Services

- To provide free employment assistance and counselling services to help job seekers find suitable jobs and employers fill their vacancies.

Employees' Rights and Benefits

- To improve and safeguard the rights and benefits of employees.

- 2.6** Detailed functions and major activities of these programme areas are contained in the following chapters.

Central Support Services

- 2.7** The Departmental Administration Division assumes the primary responsibility for financial, personnel and general resources management.

- 2.8** The Information and Public Relations Division is responsible for the LD's overall strategy on publicity and public relations. It mounts extensive publicity and explains the policy and work of the LD to the public through the media, and coordinates the production of publications.

- 2.9** The International Liaison Division oversees matters relating to the application of International Labour Conventions in Hong Kong, the LD's participation in the activities of the International Labour Organisation, and liaison with labour administration authorities in the Mainland and other places. It also provides secretariat support to the Labour Advisory Board (LAB).

- 2.10** The Prosecutions Division and the Legal Services Division help enforce relevant legislation by instituting prosecutions against suspected offenders. Major statistics on prosecution work are in [Appendix 2.1](#).

- 2.11** The Staff Training and Development Division is responsible for staff training and development of the Labour Administration Branch as well as coordinating training activities. The Registration and Staff Training Division organises and coordinates training and development activities for staff of the Occupational Safety and Health Branch.

2.12 The Information Technology Management Division offers support to the development and management of information technology services.

2.13 An organisation chart of the LD is set out in Appendix 2.2.

Customer-oriented Services

2.14 Performance standards and targets are laid down for a wide range of services. A Customer Liaison Group has been formed to collect feedback from users of the LD's pledged services. For the LD's latest performance pledges, please visit the webpage: www.labour.gov.hk/eng/perform/pledge.htm.

Advisory Boards and Committees

2.15 The LD consults various advisory boards and committees on labour matters. The most important one is the LAB. It is a high-level and representative tripartite consultative body which gives advice on labour matters, including legislation and Conventions and Recommendations of the International Labour Organisation. Chaired by the Commissioner for Labour, the LAB comprises members representing employees and employers. Its terms of reference, composition and membership for 2025-2026 are in Appendix 2.3.



Labour Advisory Board for the 2025-2026 Term

Chapter 3

Labour Relations

The Programme of Labour Relations

www.labour.gov.hk/eng/labour/content.htm

3.1 In Hong Kong, employer and employee relations are largely premised on the stipulations of labour laws, and the terms and conditions of employment agreed and entered into between the two parties. Employers and employees are free to form trade unions and participate in union activities. The objective of the Labour Relations Programme is to maintain and promote harmonious labour relations in establishments outside the government sector. We achieve this by:

- giving advice on matters relating to conditions of employment, requirements of relevant labour legislation, and good human resource management practices;
- providing voluntary conciliation service to help employers and employees resolve their employment claims and labour disputes;
- promoting understanding of labour laws and encouraging good human resource management practices;
- adjudicating minor employment claims speedily through the Minor Employment Claims Adjudication Board (MECAB); and
- registering trade unions and their rules, organising courses and conducting visits to trade unions to bring about sound and responsible trade union administration.



The Labour Department organised seminars on the Employment Ordinance to enhance public understanding of labour laws and encourage good human resource management practices

3.2 The principal legislation administered by this programme area includes the Employment Ordinance (EO), the Minimum Wage Ordinance (MWO), the Labour Relations Ordinance (LRO), the Minor Employment Claims Adjudication Board Ordinance (MECABO) and the Trade Unions Ordinance (TUO).

- 3.3** The EO sets the basic standard on the conditions of employment that establishments outside the government sector have to meet. The MWO establishes a Statutory Minimum Wage regime. A set of procedures for settling labour disputes in establishments outside the government sector are provided for in the LRO. The MECABO establishes the machinery known as the MECAB to adjudicate minor employment claims when settlement cannot be achieved by conciliation. For the regulation of trade unions, the TUO provides a statutory framework for trade union registration and administration.

Our Work and Achievements in 2025

Key Indicators of Work

- 3.4** Some key indicators of work of the Labour Relations Programme Area are contained in [Appendix 3.1](#).

Improvement to Employees' Benefits

- 3.5** The Legislative Council on 18 June 2025 passed the amendments to the working hours threshold of “continuous contract” requirement under the EO, which include lowering the weekly working hours threshold from 18 hours to 17 hours and providing an alternative counting unit of using the aggregate working hours of not less than 68 hours in a specified four-week period, making it easier for employees to enjoy comprehensive employment rights and benefits. The new requirement is applicable from 18 January 2026.

Consultation and Conciliation Services

- 3.6** Our consultation and conciliation services are conducive to maintaining harmonious labour relations in Hong Kong. In 2025, we held 59 188 consultation meetings, and handled 14 342 claims (each involving 20 or less employees) and 127 labour disputes (each involving more than 20 employees). Over 70% of cases with conciliation service rendered were settled in the year ([Appendices 3.2 - 3.7](#)).

Strengthening Tripartite Dialogue

- 3.7** The Labour Department (LD) runs ten industry-based tripartite committees, covering catering, cement and concrete, construction, hotel and tourism, logistics, printing, property management, retail, theatre and digital platform industries, to promote tripartite dialogue at the industry level. These tripartite committees provide effective forums for members to discuss issues of common concern to their industries.



Members of an industry-based tripartite committee discussed issues of common concern to their industry at a meeting

Promotion of Good Employer-Employee Relations

- 3.8** To enhance public understanding of the EO and to promote good human resource management culture, the LD organised various promotional activities and published free publications covering different themes for employers, employees, human resources professionals and the public. Relevant information was also disseminated through the LD's homepage and the media. We also widely publicised messages about good human resource management as well as statutory employment rights and protection through the extensive network of employers' associations and trade unions. Furthermore, we organised the Good Employer Charter and Good Employee Recognition Campaign to encourage employers' adoption of "employee-oriented" good human resource management measures and implementation of family-friendly employment practices, while at the same time fostering harmonious labour relations.



The Labour Department published free publications covering different themes to enhance public understanding of the Employment Ordinance and to promote good human resource management culture



The Labour Department held the Results Announcement Event of Good Employee Recognition Campaign to encourage more employers to adopt good human resource management measures and implement family-friendly employment practices

- 3.9** The LD organised experience-sharing sessions and briefings and published newsletters for members of 18 human resources managers' clubs established in different trades. We also published newspaper articles and comic strips, and placed advertisements in periodic journals of major employers' associations and labour organisations to promote good human resource management. Besides, to enhance the knowledge of ethnic minorities (EM) on the EO, we published and distributed the "Employment Ordinance at a Glance" and other relevant information in multiple EM languages through various channels, and publicised such messages through radio programmes in EM languages.



The Labour Department organised experience-sharing sessions and briefings for members of human resources managers' clubs established in different trades

Adjudication of Minor Employment Claims

- 3.10** The MECAB provides a speedy, informal and less costly adjudication service for members of the public. The MECAB has jurisdiction to determine employment claims involving not more than 10 claimants for a sum not exceeding \$15,000 per claimant.
- 3.11** In 2025, the MECAB recorded 1 063 claims amounting to \$8,386,535 and concluded 1 068 claims with awarded sum totalling of \$4,921,688.

Regulation of Trade Unions

- 3.12** The Registry of Trade Unions (RTU) is responsible for administering the TUO and the Trade Union Registration Regulations, with a view to fostering sound trade union management and responsible trade unionism, ensuring trade unions' compliance with the law and their respective rules. Its major areas of work include registering trade unions and their rules, examining trade unions' annual statements of account and any other returns required by the law to be furnished to the RTU, conducting visits to trade unions and organising educational and promotional activities to enhance the understanding of trade union officers and paid staff on national security and trade union administration.
- 3.13** In 2025, the RTU completed five registrations of new trade unions. As at end-2025, trade unions registered under the TUO totalled 1 408 (comprising 1 331 employee unions, 11 employer associations, 49 mixed organisations of employees and employers and 17 trade union federations). Please refer to the following webpage for the key trade union statistics: www.labour.gov.hk/eng/labour/content3.htm.
- 3.14** In the year, the RTU examined 1 174 annual statements of account and conducted 379 visits to trade unions. The RTU organised courses and seminars to enhance the understanding of trade union officers and paid staff on national security, union management and/or trade union bookkeeping.
- 3.15** In July 2025, the Government completed amendments to the Trade Unions Ordinance, with the new requirements coming into operation on 5 January 2026, to better safeguard national security and improve the trade union regulatory regime.

Chapter 4

Safety and Health at Work

The Programme of Safety and Health at Work

www.labour.gov.hk/eng/osh/content.htm

- 4.1** The Occupational Safety and Health Branch is responsible for the promotion and regulation of safety and health at work. The objective of the Programme of Safety and Health at Work is to ensure that risks to people's safety and health at work are properly managed and reduced to the minimum through the multi-pronged strategy of inspection and enforcement, education and training, publicity and promotion as well as application of innovative technologies. More specifically, we achieve the objective by:
- providing a legislative framework to safeguard safety and health at work;
 - enforcing compliance with the Occupational Safety and Health Ordinance (OSHO), the Factories and Industrial Undertakings Ordinance (FIUO), the Boilers and Pressure Vessels Ordinance (BPVO) and their subsidiary regulations through inspection of workplaces to ensure that the requirements are complied with;
 - investigating accidents and occupational health problems at workplaces and giving advice to employers and employees on how to reduce existing workplace hazards;
 - offering advice to owners in the design and layout of workplaces, and in the implementation of safety programmes in workplaces;
 - providing to employers, employees and the general public appropriate information and advice to promote knowledge and understanding of OSH; and
 - organising promotional programmes and training courses to enhance safety awareness of the workforce.
- 4.2** The OSHO protects employees' safety and health at work generally in all branches of economic activities. It is a piece of enabling legislation that empowers the Commissioner for Labour to make regulations prescribing standards for general working environment as well as specific safety and health aspects at work.
- 4.3** The FIUO regulates safety and health at work in industrial undertakings, which include factories, construction sites, cargo and container handling areas, as well as catering establishments.
- 4.4** The BPVO aims at regulating the standards and operation of boilers and pressure vessels, including steam boilers, steam receivers and air receivers.

Our Work and Achievements in 2025

Work Safety Performance

- 4.5** Through the concerted efforts of all parties concerned, including employers, employees, contractors, safety practitioners, and the Government and public sector organisations, Hong Kong's work safety performance has been improving.
- 4.6** The number of occupational injuries in all workplaces in 2025 stood at 26 365, whereas the number in 2016 was 35 768. The injury rate per thousand employees was 9.1 in 2025, and the rate in 2016 was 11.9. The number of industrial accidents for all sectors was 6 486, and the number in 2016 was 10 883. The accident rate per thousand workers for all sectors was 11.1, and the rate in 2016 was 17.1.
- 4.7** In 2025, there were 2 425 industrial accidents in the construction industry, and the number in 2016 was 3 720. The accident rate per thousand workers in 2025 was 21.3, and the rate in 2016 was 34.5.

Occupational Diseases

- 4.8** In 2025, there were 332 confirmed occupational disease and gas poisoning cases. The most common occupational diseases were occupational deafness, silicosis, mesothelioma and tenosynovitis of the hand or forearm.
- 4.9** For more statistics on the OSH, please visit the webpage: www.labour.gov.hk/eng/osh/content10.htm.

Key Indicators of Work

- 4.10** Some key indicators of work of this programme area are shown in [Appendix 4.1](#).

Raising Penalties for OSH Legislation

- 4.11** The Occupational Safety and Occupational Health Legislation (Miscellaneous Amendments) Ordinance 2023 took effect on 28 April 2023 to raise the overall penalties for OSH offences, so as to enhance deterrent effect of legislation, prompting relevant duty holder to pay more attention to the precautionary measures for protection of employees' OSH. The LD has been paying attention to whether the court's sentences can achieve the expected deterrent effect and depending on the circumstance of the case to consider the application for review or appeal in respect of sentencing if necessary.

Inspection and Enforcement

- 4.12** To ensure safety and health at work, we inspect workplaces, monitor health hazards, investigate work accidents and occupational diseases, register and inspect boilers and pressure equipment and advise on measures to control hazards and prevent accidents.
- 4.13** We conduct promotional visits to give advice to employers on the prevention of accidents and encourage them to proactively adopt a self-regulatory approach in managing risks at the workplace. We also conduct enforcement inspections to various workplaces to ensure that duty holders have observed relevant statutory requirements stipulated in safety legislation. We adopt a risk-based approach to adjust the intensity of inspection and enforcement efforts from time to time to effectively combat violations.
- 4.14** In 2025, we continued to place workplaces with poor safety performance under close surveillance. Improvement notices or suspension notices were issued when necessary to secure speedy rectification of irregularities, or to remove imminent risks to lives. In 2025, we also conducted 13 special enforcement operations targeting specific workplace hazards or workplaces with higher-risk work processes, including new works; RMAA works; lifting operations; electrical works; bamboo scaffolding; sea-based construction works; the catering industry; waste management work; the logistic, cargo and container-handling industries as well as fire safety of building maintenance work sites with large-scale scaffolding erected. In these 13 operations, a total of 15 698 workplaces were inspected, with 1 454 improvement notices and 46 suspension notices issued to duty holders, and 678 prosecutions initiated. Besides, we launched 42 in-depth surprise inspections to work sites with higher-risk processes or poor safety performance. A total of 1 243 suspension/improvement notices were issued and 308 prosecutions were initiated. In order to enhance safety performance of public work projects, representatives of the LD participated in 476 site safety management committee meetings of public work projects and provided safety advice, particularly on work processes with relatively high risk, to the contractors and relevant duty holders.
- 4.15** We conduct investigations into complaints concerning unsafe conditions or malpractices in workplaces. In 2025, we handled 276 complaints lodged by workers and initiated 26 prosecutions arising from investigation of these cases. Through the intelligence reporting system on unsafe RMAA works developed with various strategic partners, a total of 18 969 complaint/referral cases were received. As a result of the follow-up inspections on these referral cases, we issued 383 suspension/improvement notices and took out 158 prosecutions.
- 4.16** To enable the conduct of inspections in a more targeted manner, the LD's online OSH complaint platform facilitates employees and members of the public to report unsafe working conditions using mobile electronic devices, so that the LD can conduct prompt follow-up actions. In 2025, the LD received a total of 1 343 OSH complaints through the platform. A total of 26 suspension notices and 175 improvement notices were issued, and 92 prosecutions were/will be taken out by the LD upon discovery of breaches of OSH legislation from the above complaints.
- 4.17** In 2025, the LD continued to collaborate with the property management sector to implement the referral mechanism for RMAA works carried out in individual units of estates. Responsible property management personnel would notify the LD prior to the commencement of some high-risk works (e.g. truss-out scaffolding works at external walls), thus enabling the LD to conduct targeted safety inspections in a timely manner.

- 4.18** In 2025, the LD continued to carry out enforcement operations and publicity campaigns targeting workplaces with a higher risk of heat stroke. These workplaces include construction sites, outdoor cleansing workplaces, horticulture workplaces and container yards. In the enforcement operation from May to October, we conducted a total of 23 054 surprise inspections and issued 708 warnings.
- 4.19** The Commissioner for Labour, as the Boilers and Pressure Vessels Authority, recognises competent inspection bodies to assess and inspect new pressure equipment during manufacturing. In addition, the LD conducts examinations, monitors courses for training of competent persons and issues certificates of competency to qualified candidates as competent persons for various types of boilers and steam receivers. In 2025, 458 applications for certificates of competency were processed, with 452 certificates issued/endorsed. We also advised the Fire Services Department on matters related to the approval and preliminary inspections of pressurised cylinders and storage installations for compressed gas.
- 4.20** As at end-2025, the LD recorded a total of 251 393 workplaces, including 38 727 construction sites. In the year, 148 016 inspections were conducted under the OSHO, the FIUO and their subsidiary regulations. As a result, 31 873 warnings and 5 720 suspension or improvement notices were issued. Besides, 4 672 inspections were made under the BPVO. 2 677 warnings were given and 15 prohibition orders on the use and operation of boilers and pressure vessels were issued. We also carried out 19 308 and 3 207 investigations on work accidents and suspected occupational diseases/occupational health problems respectively. We also conducted 6 375 occupational hygiene surveys on workplace health hazards.

Education and Training

- 4.21** We provide training-related services to employers, employees and relevant parties to foster an OSH culture among the working population. They include provision of training courses, recognition of Mandatory Safety Training (MST) courses and registration of safety officers and safety auditors.
- 4.22** In 2025, we organised 571 safety and health training courses related to relevant legislation for 2 202 persons and 236 tailor-made talks to individual industries or organisations for another 49 789 persons. We also recognised six mandatory basic safety training courses (commonly known as “green card” courses) for construction and container-handling work, one MST course for confined spaces operation, two MST courses for operators of cranes and two MST courses for operators of loadshifting machines. We also continued to refine the MST courses and launched a holistic review of the existing MST system. In-depth studies are currently underway to improve the overall quality of the courses, ensure that the training keep pace with the latest OSH risk trends, meet the practical needs of trainees, and strengthen the monitoring of the performance of course providers and trainers of the MST courses. Meanwhile, we continued to conduct different modes of monitoring inspections, including surprise inspections and covert inspections which involved inspecting officers in the guise of course participants, to ensure that the courses were delivered in accordance with the course contents.
- 4.23** In 2025, we registered 316 and 87 persons as safety officers and safety auditors respectively. As at the end of the year, there were 4 699 safety officers with valid registration and 1 818 registered safety auditors. Furthermore, a total of 917 applications for renewal or revalidation of registration as safety officers were approved in 2025.

- 4.24** Occupational health education raises employers' and employees' awareness of the prevention of occupational health hazards and occupational diseases. In 2025, we organised a total of 1 172 health talks for over 64 220 participants. Apart from public talks, we also conducted outreaching health talks at the workplaces of individual organisations. These health talks covered various occupations with more than 40 different topics such as Prevention of Heat Stroke at Work, Safety and Health for Confined Space Works, Occupational Health for Office Workers, Manual Handling Operations and Prevention of Back Injuries, Occupational Health for Cleansing Workers, Prevention of Lower Limb Disorders and Occupational Health in Catering Industry.
- 4.25** The LD uploaded Work Safety Alerts and Systemic Safety Alerts on the LD's website respectively to help raise the safety awareness of employers, contractors and workers and to urge Registered Safety Officers and Registered Safety Auditors to apply safety management principles in exercising their statutory functions to advise their employers/clients to fulfill their safety responsibilities and render the necessary assistance. Work Safety Alerts summarised recent fatal and serious work accidents, and highlighted general safety precautionary measures whereas Systemic Safety Alerts provided accident prevention measures arising from the major systemic problems. In 2025, we continued to produce Work Safety Alerts in the form of animation videos to enable the industry to better comprehend how accidents happened and the necessary precautionary measures to be taken for preventing recurrence of similar accidents. Two animation videos titled "Trapped by the Tail Lift of a Lorry" and "Trapped between a Mobile Elevating Work Platform and a Sprinkler Pipe", were uploaded to the LD's website and widely disseminated through different channels. Furthermore, the LD continued to translate sub-titles of the Work Safety Alerts animation videos into different languages (including Hindi, Nepali, Tagalog and Urdu) to enable construction workers of diverse races to comprehend the OSH information.

Publicity and Promotion

- 4.26** We held a series of promotional campaigns in 2025 to heighten safety awareness among employers and employees and to cultivate a positive safety culture at the workplaces, with some jointly organised with relevant stakeholders such as the OSHC, trade associations, workers' unions and other government departments.
- 4.27** In 2025, the LD, in collaboration with the OSHC and related organisations in the construction industry organised the "Construction Industry Safety Award Scheme 2024/2025" to raise the safety and health awareness of contractors, personnel and workers of construction sites; foster a positive safety culture; and encourage the adoption of safe work practices. The LD also organised an open competition to recognise contractors, construction site personnel and workers for their good OSH performances, with a view to enhancing public understanding on construction safety. This year's programme further enhanced the competition categories. To promote the adoption of the "Smart Site Safety System" in private construction projects, private worksites that participate in the Development Bureau's "Smart Site Safety System Labelling Scheme" received additional scoring. In the catering industry, to enhance safety awareness, the LD produced giveaways printed with catering safety messages. These focused on preventing major hazards in the catering industry, including burn, cut, slip, contact with operating machinery, and injuries from lifting or handling objects. In addition, the existing five-episode catering industry safety animation series had been dubbed in Putonghua with simplified Chinese subtitles, enabling more effective promotion of safety information to employees whose mother tongue is Putonghua.

4.28 To enhance occupational safety and health awareness among ethnic minority employers and employees, the LD displayed promotional videos and materials with subtitles in minority languages at the 10 Support Service Centres for Ethnic Minorities funded by the HAD across the territory, as well as organised on-site safety talks, seminars and safety award programmes. The LD also produced giveaways containing safety messages in EM languages, Hindi, Nepali and Urdu, for dissemination to EM community. In October, in collaboration with the minority leaders, the LD and the OSHC co-organised the first ever occupational safety seminar cum exhibition at the Kowloon Mosque and Islamic Centre.



The Labour Department and the Occupational Safety and Health Council jointly held an occupational safety seminar at the Kowloon Masjid and Islamic Centre to enhance occupational safety awareness among ethnic minorities

4.29 In 2025, the LD employed a strategy of combining thematic publicity campaigns with enforcement actions to enhance awareness of the serious consequences of violations and raise the law-abidingness of those in charge. The thematic publicity activities including radio drama, banner advertisements on newspaper apps, banner on front page of LD's website and OSH 2.0 app, and bus bodies. Certain campaigns also involved distributing relevant thematic banners to construction sites, displaying posters at Home Affairs Enquiry Centres, placing advertisements during Hong Kong Premier League matches, and screening promotional videos on the screens of external walls of buildings in prime districts.

4.30 In 2025, the LD, in collaboration with the OSHC, launched a two-year publicity campaign from 2024 to 2026 for heightening the publicity and promotion targeting new works and RMAA works. Through a wide range of initiatives, for examples, lunchtime on-site safety talks, seminars, sponsorship schemes, roving exhibitions, etc., we seek to reach different stakeholders of new works and RMAA works, including contractors and workers, in particular newcomers, workers of diverse races and property owners, to raise their work safety and health awareness.

4.31 Accidents in RMAA works have become a source of concern in recent years. With a view to reminding contractors and workers to pay extra attention to safety while carrying out truss-out scaffolding work and working at height, the LD, in collaboration with the OSHC and other relevant organisations, launched 10 safety seminars on RMAA works, truss-out scaffolding, bamboo scaffolding, electrical work, power-operated elevating work platforms and work-at-height safety in 2025. Other major publicity activities included broadcasting APIs on television/radio/mobile media, staging roving exhibitions, publishing feature articles in newspapers and on the LD's website, publishing leaflets and disseminating safety messages to contractors, employers and employees through various means.

- 4.32** In March 2025, the LD published the latest revised version of Guidance Notes on Prevention of Trapping Hazard of Tail Lifts to provide more detailed explanations regarding the tripping devices. The compliance timetable for installation of tripping devices commenced on 1 June 2025 to facilitate the industry's installation of tripping devices on their goods vehicles fitted with tail lifts in a smooth and orderly manner.
- 4.33** In 2025, the LD arranged for the rebroadcast of a five-episode promotional video series produced last year, effectively reinforcing OSH prevention awareness. The series covered key themes such as "Material Hoist", "Power-operated Elevating Work Platforms", "Truss-out Bamboo Scaffolds (Parts 1/2)" and "Application of Innovative Technologies for Construction Safety", continuously delivering practical OSH information to the industry.
- 4.34** In respect of occupational health, the LD also collaborated with the OSHC and other relevant organisations, including the Occupational Deafness Compensation Board, the Pneumoconiosis Compensation Fund Board, employers' associations, trade unions and community groups, in promoting occupational health as well as prevention of occupational diseases (e.g. occupational deafness and pneumoconiosis) and work-related diseases (e.g. musculoskeletal disorders, which are common among workers in service industry, clerical personnel and manual workers). This was achieved through a variety of activities such as organising occupational health awards, holding health talks and distributing promotional materials. In addition, we continued to run the "Heart Caring Campaign" jointly with the OSHC. Through health risk assessments, dissemination of healthy lifestyle information and various promotional activities, the Campaign encouraged employees in the property management and construction industries to develop healthy living habits with a view to preventing cardiovascular and cerebrovascular diseases. We also continued to co-organise the "Joyful@Healthy Workplace" programme and the "Mental Health Workplace Charter" with the Department of Health and the OSHC, and encouraged employers to participate in the programmes, in order to promote a health-friendly working environment and foster the physical and mental well-being of employees.
- 4.35** The LD continued to collaborate with the OSHC to launch a series of relevant publicity activities on heat stroke prevention. These included organising about 100 seminars with the OSHC and other organisations to help the industries apply the recommendations in the "Guidance Notes on Prevention of Heat Stroke at Work" to formulate appropriate heat stroke preventive measures. In addition, from May to October 2025, we co-organised a large-scale promotion campaign on heat stroke prevention again with the OSHC. Through distribution of heat stroke prevention items and extensive publicity, the campaign reminded employers and employees to prevent heat stroke at work. The "Cooling Products Sponsorship Scheme" was also relaunched, with subsidy items including cooling vests and solar-powered fans, giving employers and employees more options in the preventive measures against heat stress.
- 4.36** In 2025, the LD published 13 revised/new OSH publications and posters, including "Guidance Notes on Prevention of Trapping Hazard of Tail Lifts", "Occupational Safety and Health Centre & Occupational Health Clinic", "Safety Hints for Heavy Vehicles Tyre Demounting and Inflation Work", "Safety Hints for Heavy Vehicles Tyre Demounting and Inflation Work" poster, "OSH Complaint Channels" poster, "Working at height Safety comes first" poster, "They Hold a Family's Fortunes" poster, "It Can Save a Life" poster, and "Prevent Truss-out Scaffold Accidents, Make Proper Use of Fall Protection Equipment" poster for promoting work safety and health.

- 4.37** Besides, we published three OSH publications in six languages (Indonesian, Hindi, Nepali, Tagalog, Thai and Urdu), namely “Occupational Safety and Health Centre & Occupational Health Clinic”, “An Employee's Guide to Work Involving Repetitive Movements or Manual Work” and “Guidance Notes on Fire Safety at Workplaces” and four OSH posters in three languages (Hindi, Nepali and Urdu), namely “Working at height Safety comes first”, “They Hold a Family's Fortunes”, “It Can Save a Life” and “Prevent Truss-out Scaffold Accidents, Make Proper Use of Fall Protection Equipment”, with a view to enhancing the safety awareness of workers of diverse races.
- 4.38** In 2025, the Occupational Safety and Health Branch handled 12 478 enquiries, advising on various safety and health matters. Furthermore, the Occupational Safety and Health Centre provides information and advisory services to employers and workers.
- 4.39** The LD collaborated with the property management sector to promote RMAA work safety and to step up the promotion of work-at-height safety to stakeholders, including contractors and workers, on the use of suitable working platforms instead of ladders for working above ground and the use of safety helmets with chin straps. We collaborated with the OSHC as well as the property management and construction industries to launch the “Promoting the Use of Light-duty Working Platforms Scheme Phase II”. Through property management companies, step platforms and hop-up platforms (light-duty working platforms) would be lent to contractors and workers conducting RMAA works in estates or residential buildings free of charge to encourage them to use light-duty working platforms for above-ground works instead of ladders. More than 600 eligible applications were received with about 1 600 light-duty working platforms provided.
- 4.40** Using straight ladders or A-ladders for work-at-height carries a lot of risk. In the past, there were several fatal accidents which involved workers falling from these ladders. In order to enhance the safety awareness of employers and workers in work-at-height, the LD collaborated with the OSHC to continue with the Enhanced Light-duty Working Platform Sponsorship Scheme for SMEs by subsidising small and medium enterprises (SMEs) to purchase enhanced step platforms and hop-up platforms for above-ground work. As at end of December 2025, 2 267 applications were received with 2 003 approved, benefiting over 33 000 workers. Regarding the Telescopic Scaffold Tower Sponsorship Scheme for SMEs which was launched in January 2024, as at end of December 2025, 711 applications were received with 446 approved, benefiting over 8 569 workers.
- 4.41** To enhance the safety of truss-out bamboo scaffolds (TOS) works, LD has been driving cross-sectoral collaboration among the scaffolding industry, the insurance industry, the CIC and the OSHC over the past year or so. This has facilitated the incorporation of the TOS industry into the designated trades under the CIC's Registered Specialist Trade Contractors Scheme, and the co-ordination of the OSHC's OSH Star Enterprise Schemes, so that the safety standards of TOS contractors can be accredited, and the premium of TOS work has been successfully reduced. This enables employers in the bamboo scaffolding industry to take out employees' compensation insurance at relatively reasonable prices so as to form a virtuous cycle uplifting the overall safety standards of the industry.
- 4.42** The LD collaborated with the OSHC to ride on the HAD's community platforms to promote RMAA work safety particularly work-at-height safety, to owners' corporations, property owners and tenants, etc. In September 2025, the LD also collaborated with the OSHC and the HAD to organise two briefing sessions on RMAA works safety for District Council members and their office staff in 18 districts of Hong Kong, coordinating various parties to assist residents in dealing with safety issues encountered in RMAA works within the districts.

- 4.43** To promote safety awareness of the industry in operating boilers and pressure vessels, we distributed around 528 publications and leaflets regarding registration and safe operation of pressure equipment.

Application of Innovative Technologies

- 4.44** The LD actively promoted the use of innovative technologies by industries to improve OSH and provided advice on OSH legislation for technology products developed by industries, such as Remote-control Tower Crane Systems and Remote-control Systems for Excavators, to facilitate their introduction and application of such products, thereby reducing workers' exposure to high-risk work and eliminating or controlling risks at source.
- 4.45** In addition, the LD also utilised appropriate technologies to enhance the enforcement effectiveness of frontline officers. Since October 2025, the LD has started using small unmanned aircraft to assist in inspections and law enforcement, which allows frontline officers to conduct aerial remote site surveillance and carry out inspections to remote or inaccessible workplaces to further curb unsafe work practices and generate three-dimensional photo-realistic models from images captured for assisting accident investigation.



The Labour Department uses small unmanned aircraft to assist in inspections and law enforcement to combat unsafe work practices

Clinical Occupational Health Services

- 4.46** The LD runs occupational health clinics in Kwun Tong and Fanling, providing clinical consultations, medical treatment as well as occupational health education and counselling services for workers suffering from work-related and occupational diseases. Workplaces of the patients are inspected if necessary to identify and evaluate occupational health hazards in the work environment.
- 4.47** In 2025, 13 808 clinical consultations and 1 569 medical examinations were rendered. Moreover, patient support groups were organised to help patients achieve more desirable rehabilitation progress through health talks, experience sharing and peer support.

Chapter 5

Employment Services

The Programme of Employment Services

www.labour.gov.hk/eng/service/content.htm

- 5.1** The objective of the Employment Services Programme is to provide diversified and free employment assistance and recruitment services to help job seekers find suitable jobs and employers fill their vacancies. We achieve this by:
- providing user-friendly employment and recruitment services to job seekers and employers;
 - offering dedicated employment-related assistance and personalised services to vulnerable groups of unemployed people;
 - assisting young people to enhance their employability and advising them on careers choice;
 - regulating local employment agencies (EAs);
 - safeguarding the interests of local employees employed by employers outside Hong Kong to work in other territories; and
 - processing applications under the Enhanced Supplementary Labour Scheme and ensuring employment priority for local workers in filling vacancies under the scheme.
- 5.2** The principal legislation administered by this programme area includes Part XII of the Employment Ordinance (EO), the Employment Agency Regulations made under the EO and the Contracts for Employment Outside Hong Kong Ordinance (CEOHKO).
- 5.3** Part XII of the EO, together with the Employment Agency Regulations, regulates the operation of EAs in Hong Kong through licensing, inspection, investigation and prosecution.
- 5.4** The CEOHKO safeguards the interests of local manual employees and those non-manual employees with monthly wages not exceeding \$20,000 who are employed by employers outside Hong Kong to work in other territories through attestation of employment contracts of such employments.

Our Work and Achievements in 2025

Employment Situation in Hong Kong

5.5 The labour market softened in the beginning of 2025, but showed signs of stabilisation towards the latter part of the year. The seasonally adjusted unemployment rate retreated slightly to 3.8% in the fourth quarter from 3.9% in the previous quarter, after trending up from 3.2% in the first quarter. Meanwhile, the underemployment rate went up to 1.7% in the fourth quarter from 1.1% in the first quarter. For 2025 as a whole, the unemployment rate and the underemployment rate were 3.7% and 1.5% respectively, higher than 3.0% and 1.2% in 2024. For updated statistics on the labour force, unemployment rate and underemployment rate, please visit the webpage: www.censtatd.gov.hk/en/web_table.html?id=6.

5.6 The Labour Department (LD) recorded 501 714 vacancies offered by employers of the private sector for free recruitment service in 2025. In the year, a total of 109 023 placements were secured ([Appendices 5.1](#) and [5.2](#)).

A Wider Service Choice

Job Centres

5.7 Job seekers can browse vacancies at job centres of the LD and seek referral service provided by the staff or apply to the employers direct. Job seekers can meet with employment officers to obtain personalised employment advisory services. Employment officers will also assist job seekers to join the employment programmes of the LD. Various facilities such as digital display systems, touchscreen vacancy search terminals, fax machines, toll-free telephones, computers connected to the Internet and resource corners are available for the use by job seekers.

Industry-based Recruitment Centres

5.8 The three industry-based recruitment centres of the LD, namely the Recruitment Centre for the Catering Industry, the Recruitment Centre for the Retail Industry and the Construction Industry Recruitment Centre, provide free as well as one-stop and on-the-spot recruitment services for employers and job seekers, enhancing the efficiency of recruitment and job search.

Telephone Employment Service

5.9 Job seekers registered at the LD may call our Telephone Employment Service Centre on (2969 0888) for job referral service. Through conference calls, staff of the centre can make arrangement for job seekers to talk to employers direct.

Online Employment Services

5.10 The LD's Interactive Employment Service (iES) website (www.jobs.gov.hk) provides round-the-clock online employment services and comprehensive employment information. The iES website is the most popular government job board in Hong Kong, recording around 435 million page views in 2025. It hosts a number of thematic webpages to provide dedicated employment information for specific clientele. Job seekers can also use the iES mobile application anytime and anywhere to look for suitable vacancies in the job vacancy database of the LD and receive notifications on newly posted vacancies matched by the system according to their pre-set search criteria. The mobile application recorded around 250 million hit counts in 2025.

Job Vacancies

5.11 Employers who need to recruit staff can send their vacancy information to our Job Vacancy Processing Centre by fax (2566 3331) or through the Internet (www.jobs.gov.hk). The vacancy information is then disseminated through a network of job centres, three Industry-based recruitment centres, the iES website and mobile application as well as vacancy search terminals located in various sites throughout the territory after vetting.

Recruitment and Promotional Activities

5.12 The LD organises a variety of activities to promote our employment services and appeal for vacancies from employers. Job fairs are held to enable job seekers and employers to meet and communicate direct. Apart from large-scale job fairs staged at convenient locations, district-based job fairs are held at job centres to assist employers to recruit residents in the locality and to enable job seekers to participate in job interviews without having to travel long distance.

5.13 In 2025, 22 large-scale job fairs were held, attracting nearly 37 000 job seekers. At the same time, 737 district-based job fairs were organised, with over 15 000 on-the-spot interviews arranged.



Large-scale job fairs of the Labour Department were well received by job seekers

Services provided for targeted groups

Elderly and Middle-aged Job Seekers

- 5.14** The LD provides dedicated employment services for the elderly and middle-aged persons and promote their employment through various means such as setting up special counters at job centres to provide priority registration and job referral service for the elderly and middle-aged job seekers, conducting employers' experience-sharing sessions, and organising employment briefings and job fairs targeting the elderly and middle-aged persons.
- 5.15** The LD launched the three-year Re-employment Allowance Pilot Scheme (REA Scheme) on 15 July 2024 to encourage persons aged 40 or above who have not been in paid employment for three consecutive months or more to rejoin the employment market. Each eligible participant who has worked for 12 consecutive months will receive a maximum re-employment allowance of \$20,000. Since the implementation of the REA Scheme and up to 31 December 2025, nearly 64 000 participants and over 36 000 placements had been recorded.
- 5.16** In addition, the LD implements the Employment Programme for the Elderly and Middle-aged (EPEM) to encourage employers to hire the elderly and middle-aged and provide them with on-the-job training (OJT) through the provision of OJT allowance. Employers engaging each job seeker aged 40 or above who has left the workforce can receive a maximum OJT allowance of \$5,000 per month for three to 12 months. The EPEM covers both full-time and part-time jobs. There were 4 491 placements eligible for joining the programme in 2025.

New Arrival and Ethnic Minority Job Seekers

- 5.17** The LD's job centres provide diversified employment services to new arrival and ethnic minority job seekers. These include employment advisory services, job referral, employment briefings and information resources. The job seekers in need are encouraged to participate in various employment programmes to enhance their employment opportunities.
- 5.18** The LD implements the Employment Services Ambassador Programme for Ethnic Minorities to employ trainees of the Youth Employment and Training Programme who can communicate in ethnic minority languages to work as Employment Services Ambassadors at job centres, industry-based recruitment centres and job fairs. Moreover, the LD since 2023 has employed more ethnic minorities as employment assistants and general assistants to strengthen employment and related support for the ethnic minorities communities. To enhance the employment opportunities of the ethnic minorities, two large-scale and 10 district-based inclusive job fairs were respectively organised in 2025.
- 5.19** The LD implements the Racial Diversity Employment Programme, commissioning non-governmental organisations to provide one-stop employment services for ethnic minority job seekers through a case management approach. In 2025, the programme provided employment support for 500 ethnic minorities and recorded 158 placements.

Job Seekers with Disabilities

- 5.20** The Selective Placement Division (SPD) offers employment assistance to job seekers with disabilities who are fit for open employment. Employment consultants provide personalised employment services, including employment counselling, job matching and referral as well as post-placement follow-up services. In 2025, the SPD registered 3 503 job seekers with disabilities and secured 2 339 placements (Appendix 5.3).

Work Orientation and Placement Scheme (WOPS)

- 5.21** The WOPS facilitates open employment of persons with disabilities by encouraging employers to engage persons with disabilities and render them with coaching and support through the provision of an allowance. The maximum allowance payable under WOPS to an eligible employer for engaging each person with disabilities having employment difficulties during the nine-month allowance period totalled \$60,000. In 2025, the WOPS recorded 1 172 placements.

Self Help Integrated Placement Service (SHIPS)

- 5.22** The SHIPS aims at improving the job searching skills of job seekers with disabilities and encouraging them to be more proactive in job hunt, thereby enhancing their employment opportunities. In 2025, 360 job seekers with disabilities participated in the programme.

Interactive Selective Placement Service (iSPS) Website

- 5.23** The iSPS website (www.jobs.gov.hk/isps) provides employment services for job seekers with disabilities and employers. The website enables persons with disabilities to register with the SPD, browse job vacancy information and perform preliminary job matching. It also enables employers to place vacancy orders, identify suitable job seekers with disabilities to fill their vacancies and request the SPD to refer candidates to them for selection interview.

Promotional Activities

5.24 To enhance public understanding of the work abilities of persons with disabilities as well as to publicise the services of the SPD and the WOPS, the SPD conducted a series of promotional activities, such as staging exhibitions, producing publications and advertisements, broadcasting promotional videos, and publicising promotional messages through newspapers, television channels, publications of employers' associations and wall banners during the year. In addition, the LD held a large-scale seminar for employers and human resources practitioners, paid promotional visits to employers of different trades and sent them publicity materials to canvass more job vacancies for persons with disabilities.



The Labour Department organised a large-scale seminar to promote open employment of persons with disabilities

Services for Young People

Greater Bay Area Youth Employment Scheme (GBA YES)

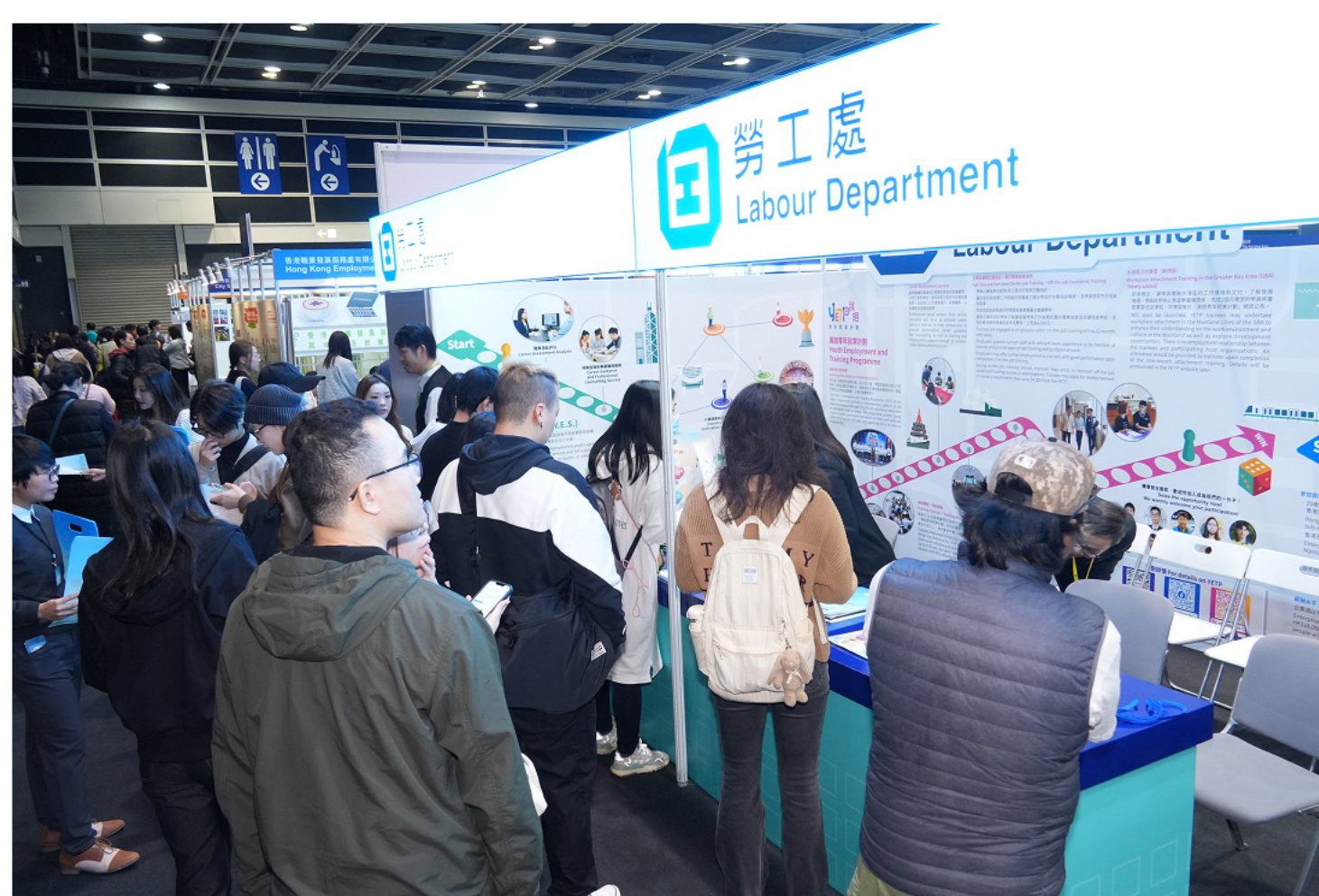
5.25 The GBA YES aims at encouraging enterprises with business in both Hong Kong and the Greater Bay Area (GBA) Mainland cities to employ Hong Kong young people in accordance with Hong Kong laws to work in the GBA Mainland cities, so as to foster their career development and the exchange of talents in GBA.

5.26 Starting from January 2025, the eligibility requirements are relaxed to allow young people aged 29 or below with sub-degree or higher qualifications to join GBA YES. The limit of monthly allowance granted to enterprises is increased to \$12,000 or 60% of the monthly salaries of each employed young person for a period up to 18 months. The "Arrangements for Mainland Youth to Work in Hong Kong" (the Arrangements) has also been implemented. Enterprises which have participated in the scheme and employed Hong Kong young persons to work in the GBA Mainland cities may apply for the same number of Mainland young persons to work in Hong Kong according to relevant requirements under the Arrangements.

5.27 In 2025, the scheme recorded a total of 2 721 job vacancies and 607 placements.

Youth Employment and Training Programme (YETP)

- 5.28** To enhance the employability of young people, the LD administers the YETP, providing comprehensive training and employment support to young people with educational attainment at sub-degree level or below. Trainees can enrol on a year-round basis and are provided with 12 months' career development and employment support services rendered by registered social workers, and other services, including pre-employment training, workplace attachment training and on-the-job training (OJT). Since 2023, YETP trainees can also enrol in diversified pre-employment training courses offered by the Employees Retraining Board. Employers who engage trainees and provide them with OJT are entitled to a maximum OJT allowance of \$5,000 per month per employee for six to 12 months.
- 5.29** Since January 2025, the LD has enhanced YETP by relaxing the enrolment age of young people under YETP from 15-24 to 15-29 and launched for the first time the “Greater Bay Area (GBA) Work Experience Attachment Programme” in June to allow YETP trainees aged 18 to 29 to undertake one-month workplace attachment in the Mainland cities of the GBA to understand the development opportunities of the GBA.
- 5.30** In the 2024/25 programme year running from September 2024 to August 2025, 997 OJT placements were secured under the YETP.
- 5.31** The LD organised the “Youth Employment Expo” in February to promote the YETP, the Youth Employment Start and the GBA YES. The LD also staged another large-scale recruitment activity named “Youth Recruitment Day” in June, offering more than 1 000 OJT vacancies for young job seekers. In the 2024/25 programme year, the LD organised 17 job fairs, involving employers in the hotel industry, retail, catering, aviation, property management, as well as public services, etc.



The Youth Employment Expo organised by the Labour Department (LD) provided abundant opportunities for young people aged 29 or below to work locally and in Mainland cities of the Greater Bay Area, and introduced the diverse youth employment services of the LD



Youth Recruitment Day organised by the Youth Employment and Training Programme of the Labour Department were well received by young job seekers

5.32 In addition, the LD organised the selection of YETP Most Improved Trainees 2025 to showcase the improvements of trainees after joining YETP and commended the caring efforts of service providers and employers. Trainees’ successful experience constituted the best encouragement to their peers. It was also a sterling testimony to the achievements of trainees, service providers, employers and the Government in nurturing the development of the young generation.

Youth Employment Start

5.33 The LD operates two youth employment resource centres named Youth Employment Start. The centres provide personalised advisory and support services on employment and self-employment to young people aged between 15 and 29 to help them map out their career path, enhance their employment opportunities and support them to start their own business. Services provided include career assessment, career guidance, professional counselling, value-adding training, self-employment support as well as up-to-date labour market information. In 2025, the number of services provided to young people by the two centres totalled 63 908.



The Labour Department organised the “Chill Bazaar 2025” to enable young people to gain entrepreneurship experience

Working Holiday Scheme (WHS)

- 5.34** Since 2001, Hong Kong has implemented WHS with 13 countries, namely Australia, Austria, Canada, France, Germany, Hungary, Ireland, Japan, Korea, the Netherlands, New Zealand, Sweden and the United Kingdom one after another. The scheme provides Hong Kong youths aged 18 to 30 with the opportunities to broaden their horizons by experiencing foreign culture through taking up short-term employment and enrolling in short-term courses (except for Ireland) while holidaymaking in those countries with a working holiday visa, usually for a continuous period of 12 months. At the same time, youths of those countries may also do the same in Hong Kong under the scheme.
- 5.35** The WHS has been well-received by young people. As at end-2025, more than 108 000 Hong Kong youths and some 18 000 youths from our partner countries participated in the scheme. The LD will continue to enhance the publicity of the scheme, and explore new partnership with other countries in order to provide more choices of WHS destinations.

Regulating Local Employment Agencies and Employment outside Hong Kong

- 5.36** The LD regulates EAs in Hong Kong through licensing, inspection, complaint investigation and prosecution. In 2025, we issued 4 051 EA licences and revoked or refused to issue/renew one licence. As at end-2025, there were 3 927 licensed EAs in Hong Kong. A total of 2 090 inspections were made by the LD officers to EAs in the year.
- 5.37** EAs must comply with the Code of Practice for Employment Agencies (the Code) promulgated by the LD to uphold professionalism and service quality. The dedicated Employment Agencies Portal (www.eaa.labour.gov.hk) provides EA operators and staff, job seekers, employers and other members of the public with updated information related to EA regulation. The portal also publishes records of conviction of offences for overcharging and unlicensed operation, revocation or refusal of renewal of licences, and written warnings issued for non-compliance with the Code, so as to assist members of the public in making informed decisions when engaging EA services. The enhanced transparency also helps foster adoption of good practices by the industry.
- 5.38** The LD also safeguards the interests of local employees employed by employers outside Hong Kong to work in other territories by attesting all employment contracts entered into Hong Kong involving manual employees and those non-manual employees with monthly wages not exceeding \$20,000.

Regulating Labour Importation

Enhanced Supplementary Labour Scheme (ESLS)

- 5.39** To alleviate the manpower shortage across different sectors, the LD launched the ESLS on 4 September 2023 to enhance the coverage and operation of the Supplementary Labour Scheme (SLS), including suspending the general exclusion of 26 job categories as well as unskilled or low-skilled posts from labour importation. On the premise of ensuring employment priority for local workers, employers with proven recruitment difficulties can apply for importation of workers at technician level or below under the ESLS. The Government has been monitoring closely the employment market. Having regard to the changes in the labour market of individual industries and posts, the Government adjusts the implementation arrangements of the ESLS in a flexible manner.
- 5.40** We provide active job matching and referral services for local job seekers, and widely publicise vacancies under the ESLS to ensure their employment priority. Applications from employers who have set restrictive and unreasonable job requirements or who have no sincerity in employing local workers will be rejected. The LD will also consider imposing administrative sanctions on the employers.
- 5.41** As at end-2025, there were 44 990 imported workers working in Hong Kong under the SLS/ESLS.

Policy on Foreign Domestic Helpers (FDHs)

- 5.42** FDHs have been admitted to work in Hong Kong since the 1970s. Apart from enjoying the same statutory rights and benefits as local employees, FDHs are further protected by a Government-prescribed Standard Employment Contract, which stipulates that employers must provide FDHs with free accommodation with reasonable privacy, free food (or food allowance in lieu), free passage to and from FDHs' place of origin, free medical treatment, etc. FDHs also enjoy wage protection through the Government-prescribed Minimum Allowable Wage (MAW), under which employers have to pay FDHs a salary no less than the prevailing MAW when the contracts are signed. The Government attaches great importance to safeguarding FDHs' statutory and contractual rights. The LD spares no efforts in investigating suspected offence cases and will take out prosecution if there is sufficient evidence.
- 5.43** To strengthen the protection of FDHs and enhance the awareness of both FDHs and employers of their rights and obligations, the LD continued to organise a host of publicity and educational activities, and continued to maintain close liaison with the governments of FDH-sending countries and their Consulates-General in Hong Kong, NGOs serving FDHs, FDH employer groups and EA associations to disseminate information on employment matters.
- 5.44** As at end-2025, there were 378 830 FDHs in Hong Kong, with 54% coming from the Philippines and 43% from Indonesia.

Chapter 6

Employees' Rights and Benefits

The Programme of Employees' Rights and Benefits

www.labour.gov.hk/eng/erb/content.htm

6.1 The objective of the Employees' Rights and Benefits Programme is to improve and safeguard employees' rights and benefits in an equitable manner. Our aim is to progressively enhance employment standards in a way which is commensurate with the pace of Hong Kong's economic and social developments and which takes into account the interests of employers and employees. We achieve this by:

- setting and refining employment standards in consultation with the Labour Advisory Board;
- ensuring compliance with statutory and contractual terms and conditions of employment through inspection of workplaces, investigation into suspected breaches of the statutory provisions and prosecution of offenders;
- processing employees' compensation claims;
- processing applications for ex gratia payment from the Protection of Wages on Insolvency Fund (PWIF);
- administering the Reimbursement of Maternity Leave Pay (RMLP) Scheme;
- administering the Subsidy Scheme for Abolition of MPF Offsetting Arrangement (SSA);
- maintaining close partnership with statutory bodies set up for protecting the rights and benefits of employees; and
- providing customer-oriented information to ensure that employees and employers know their rights and obligations.

6.2 The principal legislation administered by this programme area includes the Employees' Compensation Ordinance (ECO), the Pneumoconiosis and Mesothelioma (Compensation) Ordinance (PMCO), the Occupational Deafness (Compensation) Ordinance (ODCO), the Employees Compensation Assistance Ordinance (ECAO), the Employment Ordinance (EO) and its subsidiary Employment of Children Regulations and Employment of Young Persons (Industry) Regulations, the Minimum Wage Ordinance (MWO), the Protection of Wages on Insolvency Ordinance (PWIO) as well as Part IVB of the Immigration Ordinance.

6.3 The ECO establishes a no-fault, non-contributory employees' compensation system so that individual employers are liable to pay compensation for work-related injuries and fatalities. It requires all employers to possess valid insurance policies to cover their liabilities under the laws (including the common law).

6.4 The PMCO provides for compensation payable to persons who suffer from pneumoconiosis and/or mesothelioma and family members of persons who die of these diseases. Compensation is paid from the Pneumoconiosis Compensation Fund, which is administered by the Pneumoconiosis Compensation Fund Board.

- 6.5** The ODCO provides for compensation payable to persons who suffer from noise-induced deafness by reason of employment in specified noisy occupations. Compensation is paid from the Occupational Deafness Compensation Fund, which is administered by the Occupational Deafness Compensation Board.
- 6.6** The ECAO establishes the Employees Compensation Assistance Fund to provide assistance payment to injured employees and family members of deceased employees who are unable to receive their entitlements for work-related injuries and fatalities from employers and insurers. The fund is administered by the Employees Compensation Assistance Fund Board.
- 6.7** The EO is the main piece of legislation governing conditions of employment. The Employment of Children Regulations made under the EO prohibit the employment of children below the age of 15 in industrial undertakings and regulate the employment of children who have attained the age of 13 but under 15 in non-industrial establishments. The Employment of Young Persons (Industry) Regulations set out requirements on the working time arrangements for young persons employed in the industrial sector and prohibit their employment in dangerous trades.
- 6.8** The MWO establishes a Statutory Minimum Wage (SMW) regime which provides a wage floor with a view to forestalling excessively low wages, but without unduly jeopardising Hong Kong's labour market flexibility, economic growth and competitiveness or leading to significant adverse impact on the employment opportunities of vulnerable workers. Failure to pay the SMW amounts to a breach of the wage provisions under the EO.
- 6.9** The PWIO establishes the PWIF to provide timely relief in the form of ex gratia payment to employees affected by their insolvent employers.
- 6.10** The Labour Department (LD) also administers Part IVB of the Immigration Ordinance to assist in combating illegal employment in order to protect the employment opportunities of local workers.

Our Work and Achievements in 2025

Key Indicators of Work

- 6.11** We sustained our efforts to safeguard the rights and benefits of employees through various activities in 2025. Some key indicators of work of this programme area are shown in [Appendix 6.1](#).

Improvement to Employees' Benefits

- 6.12** The SMW rate under the MWO was increased by 5.3% from \$40 to \$42.1 per hour with effect from 1 May 2025.
- 6.13** With effect from 17 April 2025, the ECO, PMCO and ODCO were amended to increase the amounts of a total of 18 compensation items payable in cases involving work accidents or prescribed occupational diseases.

Proactive Efforts to Combat Wage Defaults

- 6.14** In 2025, the LD continued to adopt a proactive strategy to tackle the problem of non-payment of wages at source through enhancing publicity and promotion, taking enforcement and prosecution actions, and making use of the early warning system set up in collaboration with trade unions to gather relevant intelligence. We also proactively monitored selected sectors and establishments with a view to forestalling and detecting cases of wage default at an early stage and intervening early to tackle the problem.
- 6.15** We continued to take enforcement and prosecution actions against employers and responsible individuals of companies for wage offences. We conducted territory-wide inspections of workplaces to detect wage offences. Labour inspectors actively interviewed employees during inspections and conducted investigation speedily into the suspected offences. Prosecutions were taken out whenever sufficient evidence was available.
- 6.16** During the year, the LD secured 663 convicted summonses for wage offences and 75 convicted summonses for defaults of awards made by the Labour Tribunal (LT) or the Minor Employment Claims Adjudication Board (MECAB). Two company directors were ordered to perform community service. These sentences disseminated a strong message to employers and company responsible individuals on the seriousness of defaults of wages and awards made by the LT or the MECAB.

Vigorous Enforcement to Protect Employees' Rights and Benefits

- 6.17** The LD continued vigorous enforcement efforts to ensure that the statutory rights of employees under labour legislation were well protected.
- 6.18** In 2025, Labour Inspectors carried out 153 370 workplace inspections of establishments in various trades to enforce labour laws (Appendix 6.2). A total of 1 792 complaints were handled in the year.
- 6.19** To safeguard employees' entitlement to the SMW, we also conducted proactive workplace inspections of various establishments and mounted targeted enforcement campaigns for low-paying sectors. In the year, 58 401 inspections were conducted to check compliance with the MWO.
- 6.20** We conducted inspections and trade-targeted operations to enforce the ECO's compulsory requirement of taking out employees' compensation insurance policy. In the year, a total of 111 002 inspections were conducted to enforce the statutory requirement.
- 6.21** We continued to work closely with government departments in monitoring their service contractors to ensure that non-skilled employees of the contractors enjoyed their rights and benefits. A total of 1 261 inspections were conducted to the workplaces of such workers and 4 115 workers were interviewed to check contractors' compliance with labour laws.

- 6.22** To ensure employers' compliance with the conditions under the Enhanced Supplementary Labour Scheme (ESLS), we investigated 194 complaints and cases on suspected irregularities under the scheme. Items investigated included employers displacing local employees with imported workers and work arrangements of imported workers.

Processing Employees' Compensation Cases and Improving Work Injury Protection for Employees

- 6.23** Under the current no-fault employees' compensation system, compensation is payable to injured employees or family members of deceased employees for any work-related injuries or fatalities. Claims for compensation involving fatality are determined by the courts or by the Commissioner for Labour under the improved settlement mechanism introduced in August 2000.
- 6.24** In 2025, 39 545 employees' compensation cases, including 12 301 minor cases which involved sick leave of not exceeding three days, were received. At year-end, among the 27 244 fatal cases or non-fatal cases involving sick leave exceeding three days, 16 590 cases were settled. The amount of employees' compensation involved was \$275 million. The remaining cases were pending expiry of employees' sick leave, assessment of permanent incapacity or court judgment ([Appendices 6.3 and 6.4](#)).
- 6.25** The LD enhanced the Claims Support Services through dedicated follow-up, early intervention and proactive contact to facilitate timely resolution of differences between employers and employees in employees' compensation cases.
- 6.26** The Task Force on Improving Work Injury Protection for Employees in High-risk Industries (Task Force) coordinated by the LD continued to implement improvement measures including stepping up the publicity and promotion of taking out adequate employees' compensation insurance coverage by employers, enhancing the case processing of employees' compensation claims, shortening the waiting time of injured employees for work injury assessments and strengthening training on occupational medicine. The Task Force will continue to discuss and implement other improvement measures.

Briefings and Promotional Campaigns

- 6.27** In 2025, the LD arranged 41 and 173 briefings for employers/employment agencies and imported workers respectively under the ESLS to publicise the rights and obligations of the parties concerned.
- 6.28** Extensive publicity campaigns were launched to publicise our complaint telephone hotline (2815 2200) through the LD's homepage, periodic publications of major trade union federations, second pouch boxes of Hongkong Post, popular websites and mobile applications, etc. to encourage members of the public to report suspected breaches of employment rights.

6.29 We organised a wide range of publicity activities to promote the SMW rate and the MWO during the year. These activities included broadcasting TV and Radio APIs, distributing and displaying leaflets and posters, holding seminars, publishing feature articles in newspapers, providing online interactive games on the LD's website, and placing advertisements through various channels such as mobile applications and online platforms.



Seminar on the Minimum Wage Ordinance



An outdoor banner was displayed to promote the Statutory Minimum Wage

6.30 We continued to promote employers' statutory obligations on timely reporting of work accidents and taking out employees' compensation insurance policies through broadcasting APIs, placing advertisements through various channels (such as newspapers, journals of workers' unions and trade associations and public transport), publishing feature articles in newspapers, distributing leaflets and displaying posters, as well as holding seminars on the ECO.



Seminar on the Employees' Compensation Ordinance



A poster was displayed on a second pouch box to promote the message of taking out employees' compensation insurance policy

RMLP Scheme

- 6.31** In tandem with extension of statutory maternity leave from 10 weeks to 14 weeks since 2020, the LD rolled out the RMLP Scheme to fully reimburse employers for the additional statutory maternity leave pay, subject to a cap of \$80,000 per employee.
- 6.32** The RMLP Scheme runs a one-stop online portal “Reimbursement Easy Portal” (www.rmlps.gov.hk). Registered employers can access a wide range of online services, including submitting applications, checking application progress, making enquiries and receiving latest information on the RMLP Scheme. In 2025, the RMLP Scheme received 7 531 applications and approved 7 670 applications with reimbursement of \$207 million.

SSA

- 6.33** To tie in with the implementation of the abolition of MPF offsetting arrangement, the SSA started receiving applications on 1 May 2025. After paying SP/LSP to employees in accordance with the EO, eligible employers can apply for subsidies to cover the expenses on SP/LSP in respect of their employees’ employment period from 1 May 2025 onwards. Employees who receive less in aggregate benefits than they would have received if the MPF offsetting arrangement had not been abolished may also apply for subsidies to make up for the shortfall in aggregate benefits.
- 6.34** The LD launched a thematic website “TransitionEase Portal” (www.offsettingssubsidy.gov.hk) to provide a “one-stop” platform for employers to submit subsidy applications, upload supporting documents, check application progress, receive result notifications, make enquiries and obtain the latest information on the SSA. Employers and employees can also make use of the calculating tool “EasyCal” on the website to calculate the amounts of SP/LSP and Government subsidy. From May to December 2025, the SSA received 12 787 applications and approved 9 361 of them, with subsidies disbursed amounting to around \$16 million.



To tie in with the implementation of the abolition of the Mandatory Provident Fund (MPF) offsetting arrangement, the Labour Department launched the 25-year Subsidy Scheme for Abolition of MPF Offsetting Arrangement to share out the severance payment/long service payment expenses of employers after the abolition

Partnership with Statutory Bodies

- 6.35** We maintain close partnership with various statutory bodies that have been set up for implementing the different schemes for the protection of the rights and benefits of employees.

Protection of Wages on Insolvency Fund Board (PWIFB)

- 6.36** The PWIFB established under the PWIO is responsible for administering the PWIF. Employees who are owed wages, wages in lieu of notice, severance payment, pay for untaken annual leave and pay for untaken statutory holidays by their insolvent employers may apply for ex gratia payment from the PWIF in accordance with the PWIO. The PWIF is mainly financed by a levy on business registration.
- 6.37** The LD provides administrative support to the PWIFB, verifies applications and approves ex gratia payment from the PWIF. In 2025, we received 5 842 applications and processed 5 917 applications from employees who were owed wages and other statutory entitlements due to business cessation and sought relief from the PWIF, with ex gratia payment of \$267 million made. A breakdown of applications received by economic sector is shown in [Appendix 6.5](#).
- 6.38** By providing a safety net for employees affected by business closures, the PWIF plays an important role in maintaining good labour relations and social stability. Both the LD and the PWIFB attach great importance to protecting the PWIF from possible abuse. To this end, stringent vetting procedures are in place to process all applications. An inter-departmental task force has been formed by representatives of the LD, the Commercial Crime Bureau of the Hong Kong Police Force and the Official Receiver's Office to take concerted actions against suspected fraudulent cases.

Pneumoconiosis Compensation Fund Board (PCFB)

- 6.39** The PCFB is established under the PMCO to provide compensation to persons suffering from pneumoconiosis and/or mesothelioma and family members of persons who die of these diseases. The PCFB is financed by a levy collected from the construction and quarrying industries. Under the PMCO, the LD is responsible for determining whether an applicant is entitled to compensation. As at end-2025, 1 387 eligible persons were receiving compensation in the form of monthly payments from the PCFB. In the year, the PCFB made a total compensation payment of \$299 million.

Occupational Deafness Compensation Board (ODCB)

- 6.40** Established under the ODCO, the ODCB provides compensation for persons who suffer from noise-induced deafness by reason of employment in specified noisy occupations and financial assistance for their purchase, fitting, repair or maintenance of hearing assistive devices. The ODCB also launches educational and publicity programmes for the prevention of occupational deafness, and provides rehabilitation programmes for those suffering from occupational deafness. In 2025, the ODCB approved 250 applications for compensation with a total compensation payout at \$23.7 million and 928 applications for payment of expenses on hearing assistive devices with a total payout at \$11.15 million. The ODCB also provided 722 rehabilitation programmes for people with hearing impairment caused by their employment in specified noisy occupations.

Employees Compensation Assistance Fund Board (ECAFB)

- 6.41** Set up under the ECAO, the ECAFB is responsible for administering the Employees Compensation Assistance Fund which provides assistance payment to eligible injured employees and family members of deceased employees who are unable to receive their entitlements for work-related injuries and fatalities from employers and insurers after exhausting all legal and financially viable means of recovery. In 2025, the ECAFB approved 64 applications, leading to payment of \$44.31 million.

Chapter 7

International Labour Affairs

International Instruments Setting out Labour Standards

- 7.1** International Labour Conventions set by the International Labour Organisation (ILO) prescribe relevant labour standards. As at end-2025, 31 International Labour Conventions were applied to Hong Kong with or without modification ([Appendix 7.1](#)). Other international instruments, which also touch on labour standards, include the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights.
- 7.2** Comprehensive legislative and administrative measures are in place in Hong Kong to enable the Government to implement internationally accepted labour standards. Through continuous improvements to labour legislation and administrative measures, Hong Kong maintains labour standards that are comparable with those of neighbouring places with similar economic development as well as social and cultural background.

Participation in the Activities of the ILO

- 7.3** Hong Kong participates in the activities of the ILO, either as part of the delegation of the People's Republic of China or, for activities which are not limited to states, on its own using the name "Hong Kong, China".
- 7.4** In 2025, the Labour Department (LD) continued to participate in activities organised by the ILO to keep abreast of the latest development of international labour matters. In the year, representatives from Hong Kong attended the 113th Session of the International Labour Conference held in Geneva, Switzerland, as part of the delegation of the People's Republic of China.



The Secretary for Labour and Welfare, Mr Chris Sun (centre), and members of the tripartite team attended the 113th Session of the International Labour Conference in Geneva, Switzerland

Contacts with Other Labour Administrations

- 7.5** In the year, the LD received delegations of labour administration visiting Hong Kong and sent representatives to participate in labour-related activities in other places, so as to strengthen its co-operation with other countries and regions, and to conduct exchanges on labour issues with other labour administrations (Appendix 7.2).

Appendices

- 2.1 Number of Summonses Convicted and Total Fines in 2025
- 2.2 Organisation Chart of Labour Department (as at 31 December 2025)
- 2.3 Terms of Reference and Composition of the Labour Advisory Board and Membership for the 2025-2026 Term
- 3.1 Key Indicators of Work of the Labour Relations Programme Area in 2025
- 3.2 Number of Labour Disputes Handled by the Labour Relations Division from 2021 to 2025
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- 3.4 Number of Labour Disputes Handled by the Labour Relations Division in 2025 by Major Cause
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- 6.2 Number of Inspections Conducted by Labour Inspectors in 2025 by Major Economic Sector
- 6.3 Number of Cases Reported under the Employees' Compensation Ordinance in 2025 by Sex and Age
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- 6.5 Number of Applications of the Protection of Wages on Insolvency Fund received in 2025 by Economic Sector
- 7.1 List of the 31 International Labour Conventions Applied to Hong Kong
- 7.2 Participation in Major International Labour Organisation Activities and Contacts with Other Labour Administrations in 2025

Appendix 2.1

Number of Summonses Convicted and Total Fines in 2025

Ordinance	Summonses convicted	Fines (\$)
Boilers and Pressure Vessels Ordinance		
Sub-total	19	55,400
Employees' Compensation Ordinance		
Sub-total	1 185	3,205,690
Employment Ordinance and subsidiary regulations		
Statutory benefits cases	1 091	2,650,310
Young persons and children cases ¹	1	2,500
Employment agencies cases ²	7	17,600
Sub-total	1 099	2,670,410
Factories and Industrial Undertakings Ordinance and subsidiary regulations		
Building and engineering construction cases	1 608	17,163,100
Other cases	719	6,028,510
Sub-total	2 327	23,191,610
Occupational Safety and Health Ordinance and subsidiary regulations		
Sub-total	159	2,908,300
Immigration Ordinance		
Sub-total	20	36,700
Total	4 809	32,068,110

Notes:

1. Cases involving the Employment of Young Persons (Industry) Regulations and the Employment of Children Regulations

2. Cases involving offences by employment agencies under the Employment Ordinance and the Employment Agency Regulations



Terms of Reference and Composition of the Labour Advisory Board and Membership for the 2025-2026 Term

Terms of Reference		
The Labour Advisory Board (LAB) advises the Commissioner for Labour on labour matters, including legislation and Conventions and Recommendations of the International Labour Organisation. Where necessary, it may appoint committees and include any person not being a member of the LAB to serve on the committees.		
Composition		
The composition of the LAB is as follows:		
Chairman	Commissioner for Labour (ex-officio)	
Members	Five employee members elected by registered employee unions	
	Five employer members nominated by major employer associations	
	One employee member and one employer member appointed ad personam	
Secretary	A Senior Labour Officer	
Membership		
Chairman		
Ms May Chan Wing Shiu, JP (up to 1 July 2025)	Commissioner for Labour	
Mr Sam Hui Chark Shum, JP (from 2 July 2025 onwards)		
Members		
Employee Representatives		
Ms Tam Kam Lin, MH		elected by registered employee unions
Mr Lam Wai Kong, MH		
Ms Julie Lai Mei Chu		
Ms Lai Na		
Mr Yang Kaiqiang (from 11 April 2025 onwards)		
Mr Wong Yin Hao	appointed ad personam	
Employer Representatives		
Hon Ho Sai Chu, GBM, GBS, JP	representing the Chinese General Chamber of Commerce	
Dr Kim Mak Kin Wah, BBS, JP	representing the Employers’ Federation of Hong Kong	
Mr Irons Sze, GBS, JP	representing the Chinese Manufacturers’ Association of Hong Kong	
Mr Emil Yu Chen On, BBS, JP	representing the Hong Kong General Chamber of Commerce	
Mr Ricky Chan Wai Chung	representing the Federation of Hong Kong Industries	
Dr Bankee Kwan Pak Hoo, BBS, JP	appointed ad personam	
Secretary		
Ms Rosanna Chan Pui Sze (up to 17 August 2025)	Senior Labour Officer	
Ms Carmen Lee Wai Man (from 18 August 2025 onwards)		

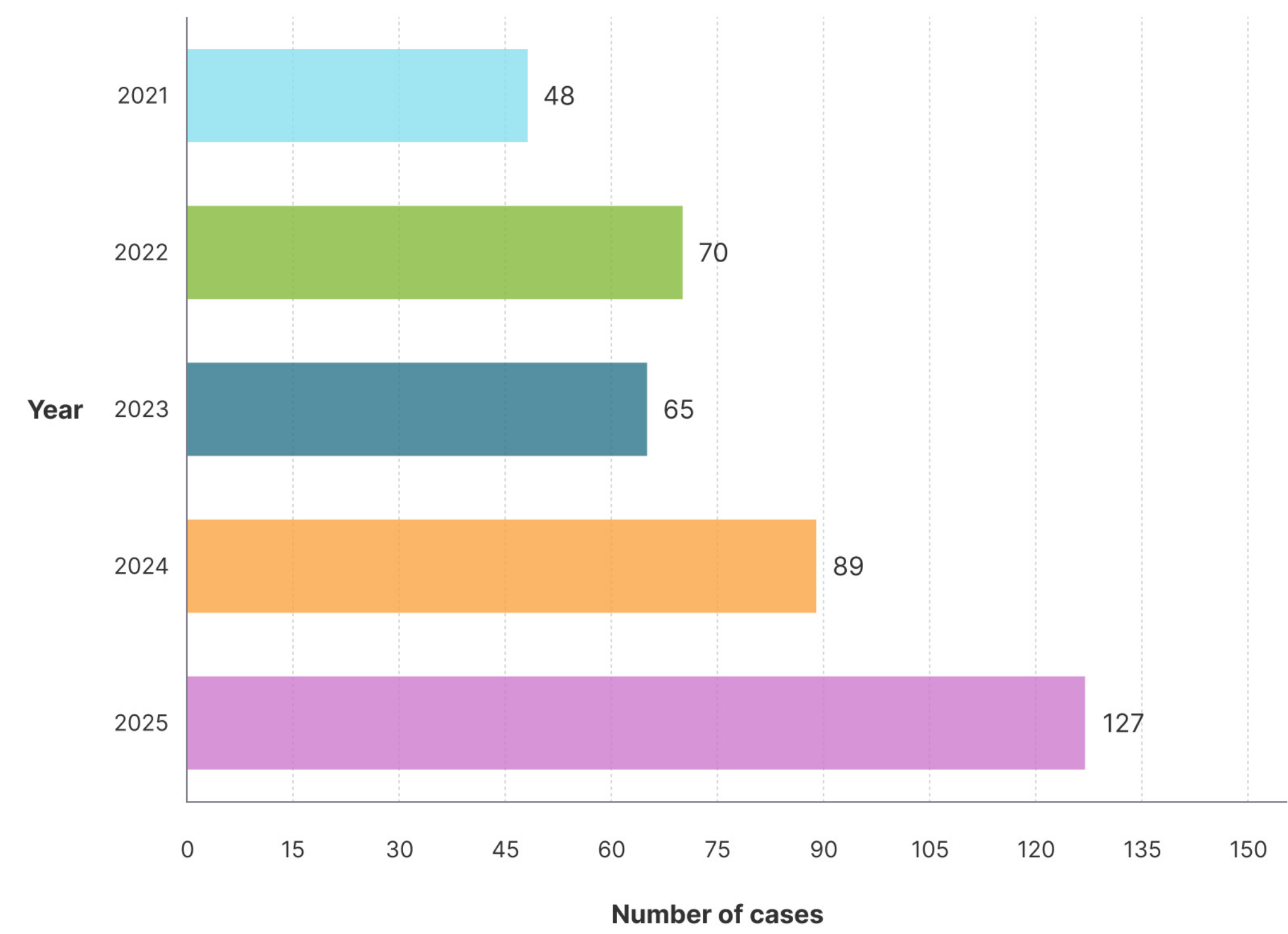
Key Indicators of Work of the Labour Relations Programme Area in 2025

Key Indicators of Work	Number
I. Conciliation and Consultation Services	
Consultation meetings held	59 188
Labour disputes and claims handled*	14 469
Percentage of labour disputes and claims resolved through conciliation	77.1%
II. Adjudication of Minor Employment Claims	
Claims adjudicated by Minor Employment Claims Adjudication Board	1 068
III. Regulation of Trade Unions	
Registration of new trade unions and changes of union names/rules	87
Visits to trade unions	379
Annual statements of account of trade unions examined	1 174
Courses and seminars organised for trade unions	6

* Each labour dispute involved more than 20 employees and each claim involved 20 or less employees.

Appendix 3.2

Number of Labour Disputes Handled* by the Labour Relations Division from 2021 to 2025

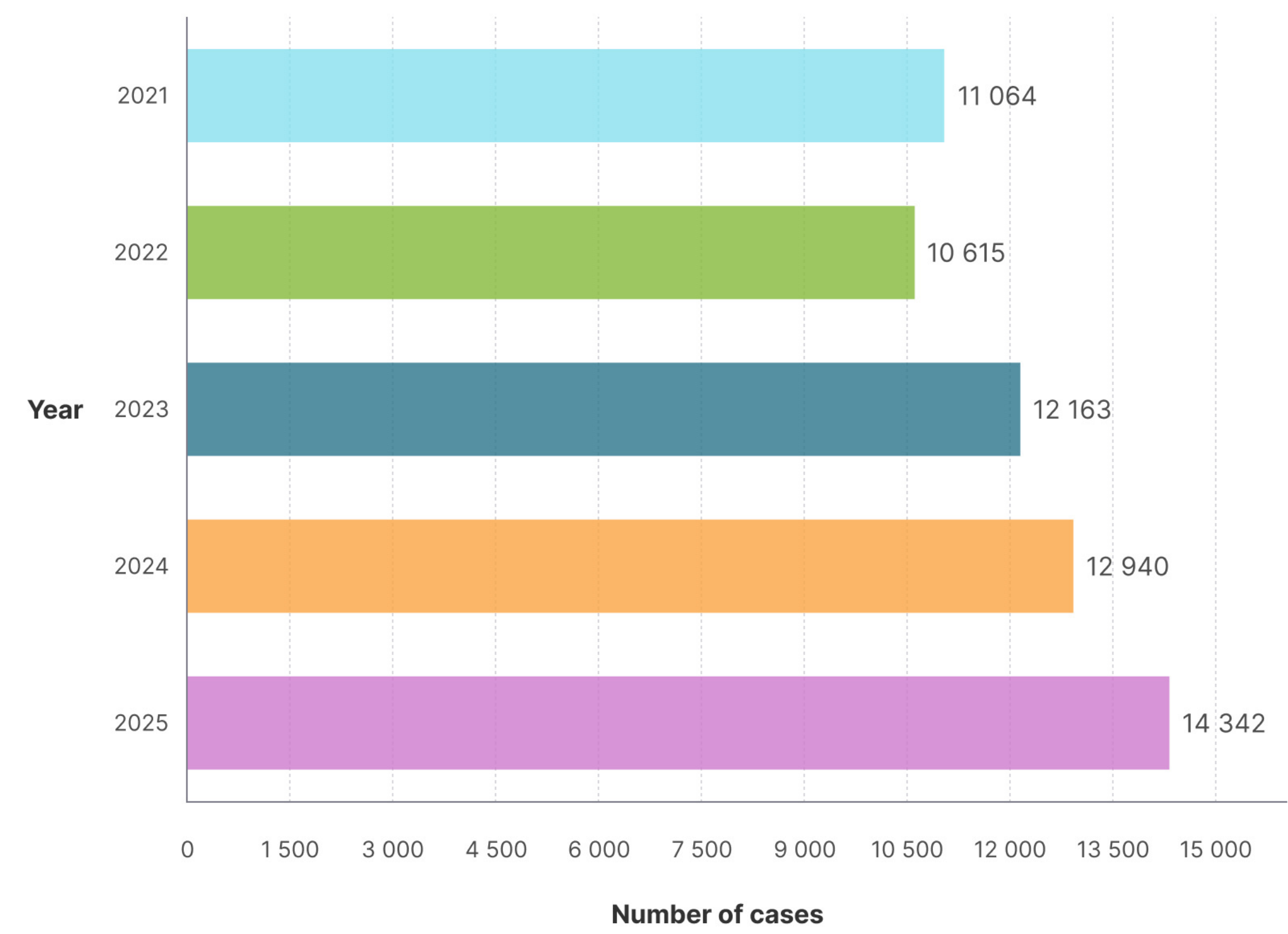


Year	Number of cases
2021	48
2022	70
2023	65
2024	89
2025	127

* Each labour dispute involved more than 20 employees.

Appendix 3.3

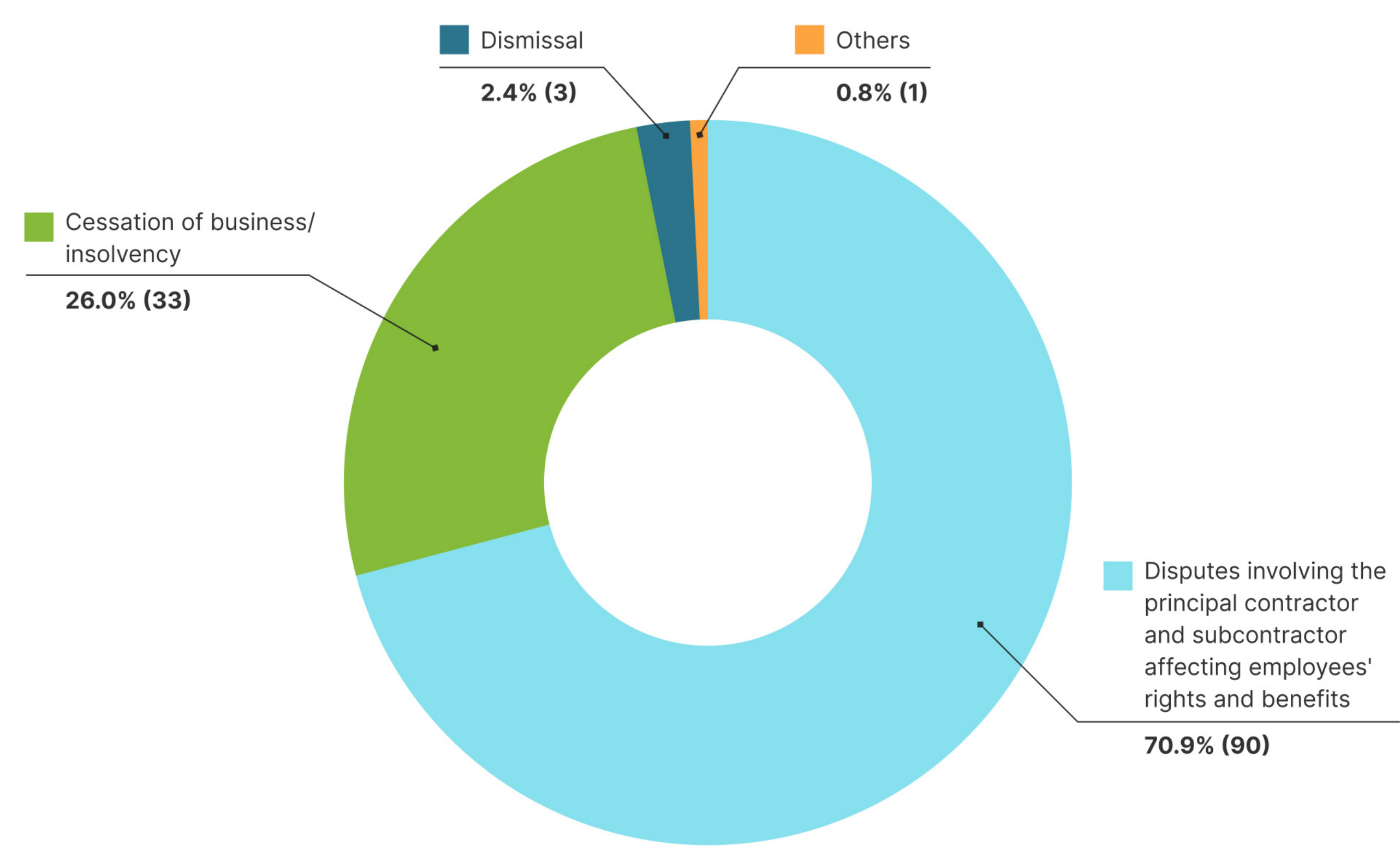
Number of Claims Handled* by the Labour Relations Division from 2021 to 2025



Year	Number of cases
2021	11 064
2022	10 615
2023	12 163
2024	12 940
2025	14 342

* Each claim involved 20 or less employees.

Number of Labour Disputes Handled* by the Labour Relations Division in 2025
by Major Cause

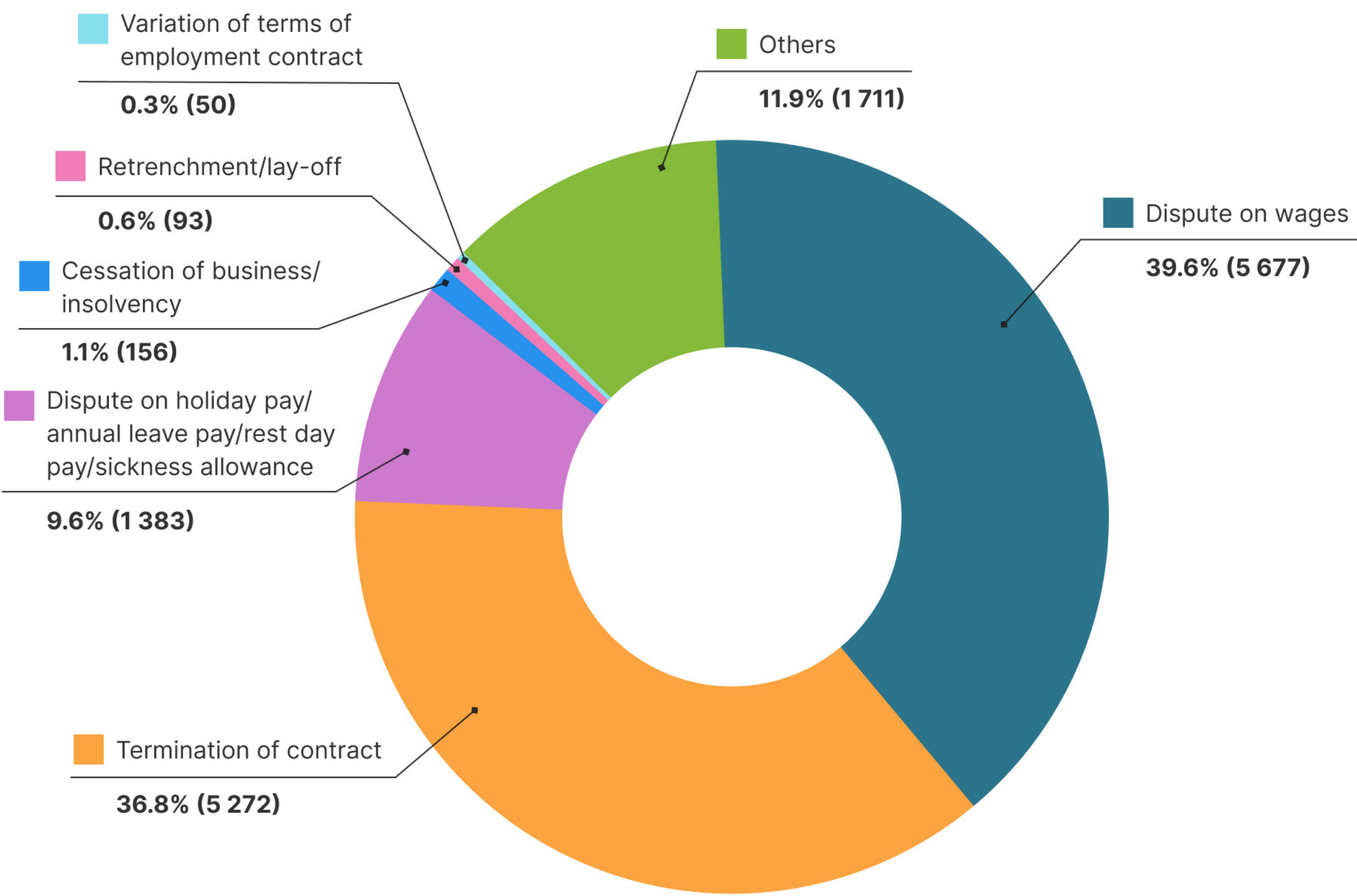


Figures in brackets indicate the number of related cases | Total number of cases: 127

Major cause	Number of cases	Percentage
Disputes involving the principal contractor and subcontractor affecting employees' rights and benefits	90	70.9%
Cessation of business/insolvency	33	26.0%
Dismissal	3	2.4%
Others	1	0.8%
Total number of cases	127	

* Each labour dispute involved more than 20 employees.

Number of Claims Handled* by the Labour Relations Division in 2025 by Major Cause

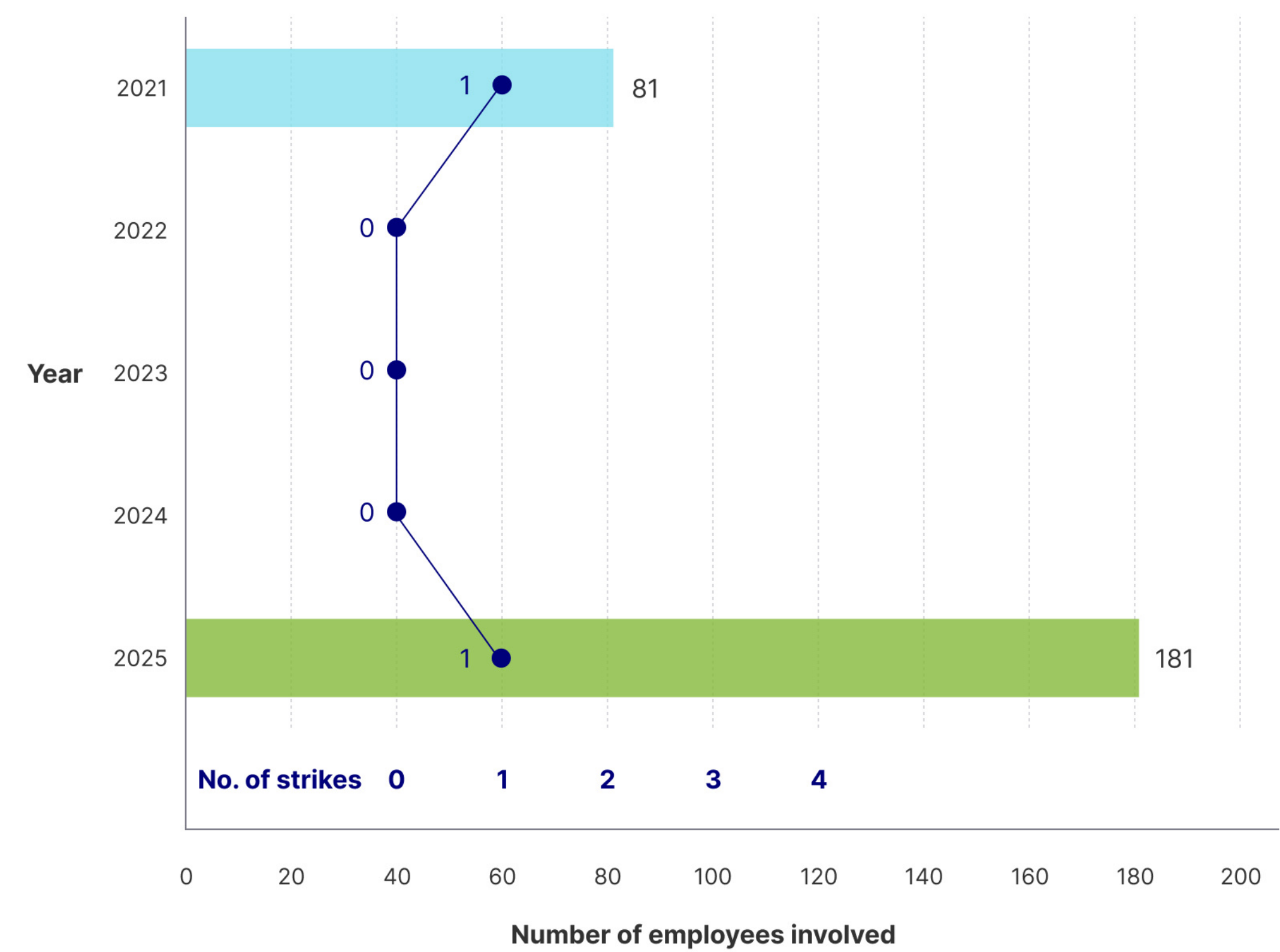


Figures in brackets indicate the number of related cases | Total number of cases: 14 342

Major cause	Number of cases	Percentage
Dispute on wages	5 677	39.6%
Termination of contract	5 272	36.8%
Dispute on holiday pay/annual leave pay/ rest day pay/sickness allowance	1 383	9.6%
Cessation of business/insolvency	156	1.1%
Retrenchment/lay-off	93	0.6%
Variation of terms of employment contract	50	0.3%
Others	1 711	11.9%
Total number of cases	14 342	

* Each claim involved 20 or less employees.

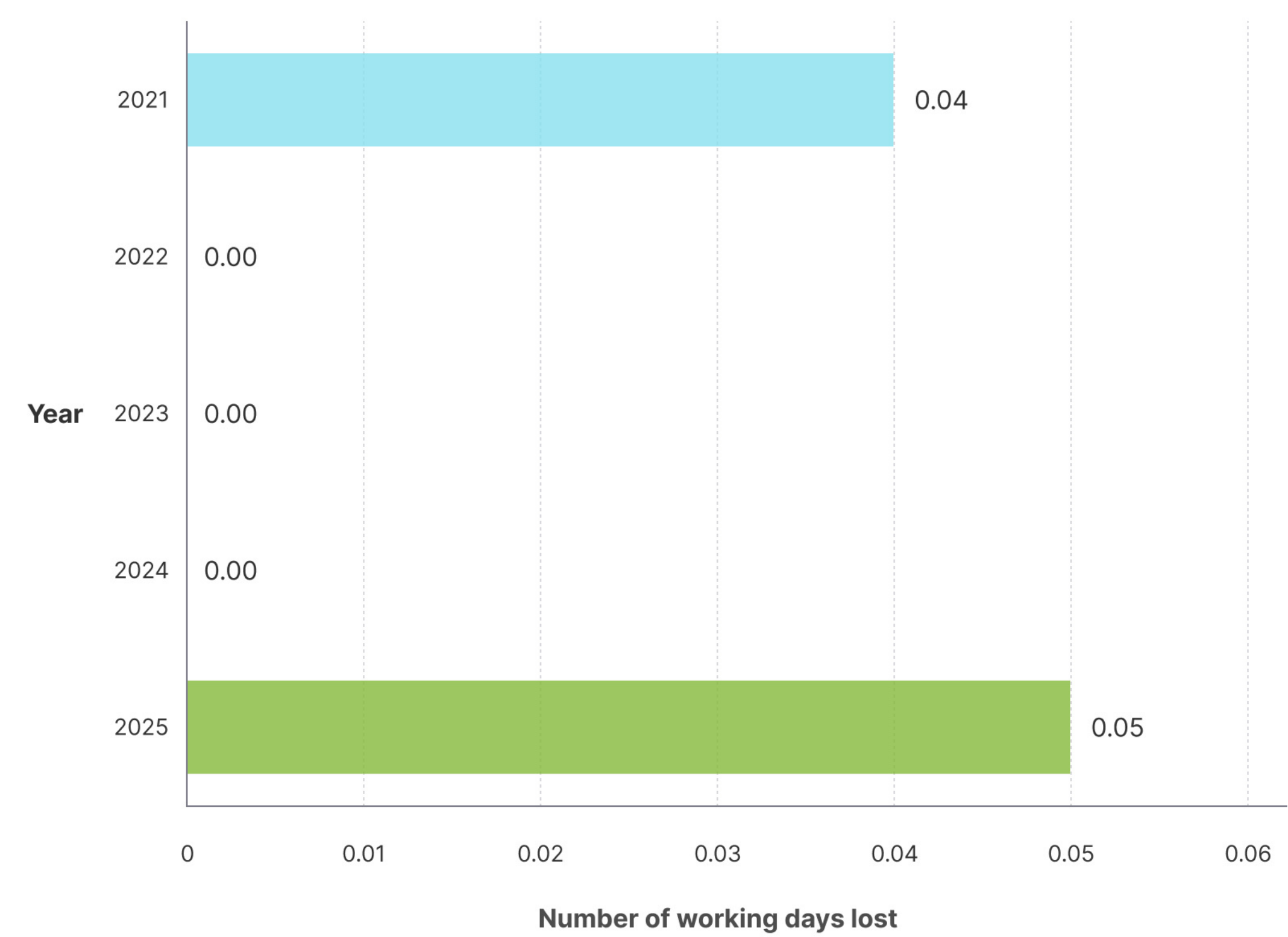
Number of Strikes and Number of Employees Involved from 2021 to 2025



Year	Number of Strikes	Number of employees involved
2021	1	81
2022	0	0
2023	0	0
2024	0	0
2025	1	181

Appendix 3.7

Number of Working Days Lost due to Strike per Thousand Salaried Employees and Wage Earners* from 2021 to 2025



Year	Number of working days lost
2021	0.04
2022	0.00
2023	0.00
2024	0.00
2025	0.05

* Salaried employees and wage earners include employees and unemployed persons having previous jobs.

Appendix 4.1

Key Indicators of Work of the Programme of Safety and Health at Work in 2025

Key Indicators of Work	Number
I. Inspections	
Inspections under FIUO ¹ and OSHO ²	148 016
Inspections under BPVO ³	4 672
II. Investigations	
Investigations of accidents at workplaces	19 308
Investigations of suspected cases of occupational diseases/occupational health problems	3 207
III. Promotion and Education	
Promotional visits to workplaces under FIUO ¹ and OSHO ²	6 637
Talks, lectures and seminars organised	2 273
IV. Pressure Equipment Registration	
Pressure equipment registered	1 717
Examinations conducted and exemptions granted, for the issue or endorsement of certificates of competency	452
V. Clinical Services	
Clinical consultations conducted	13 808

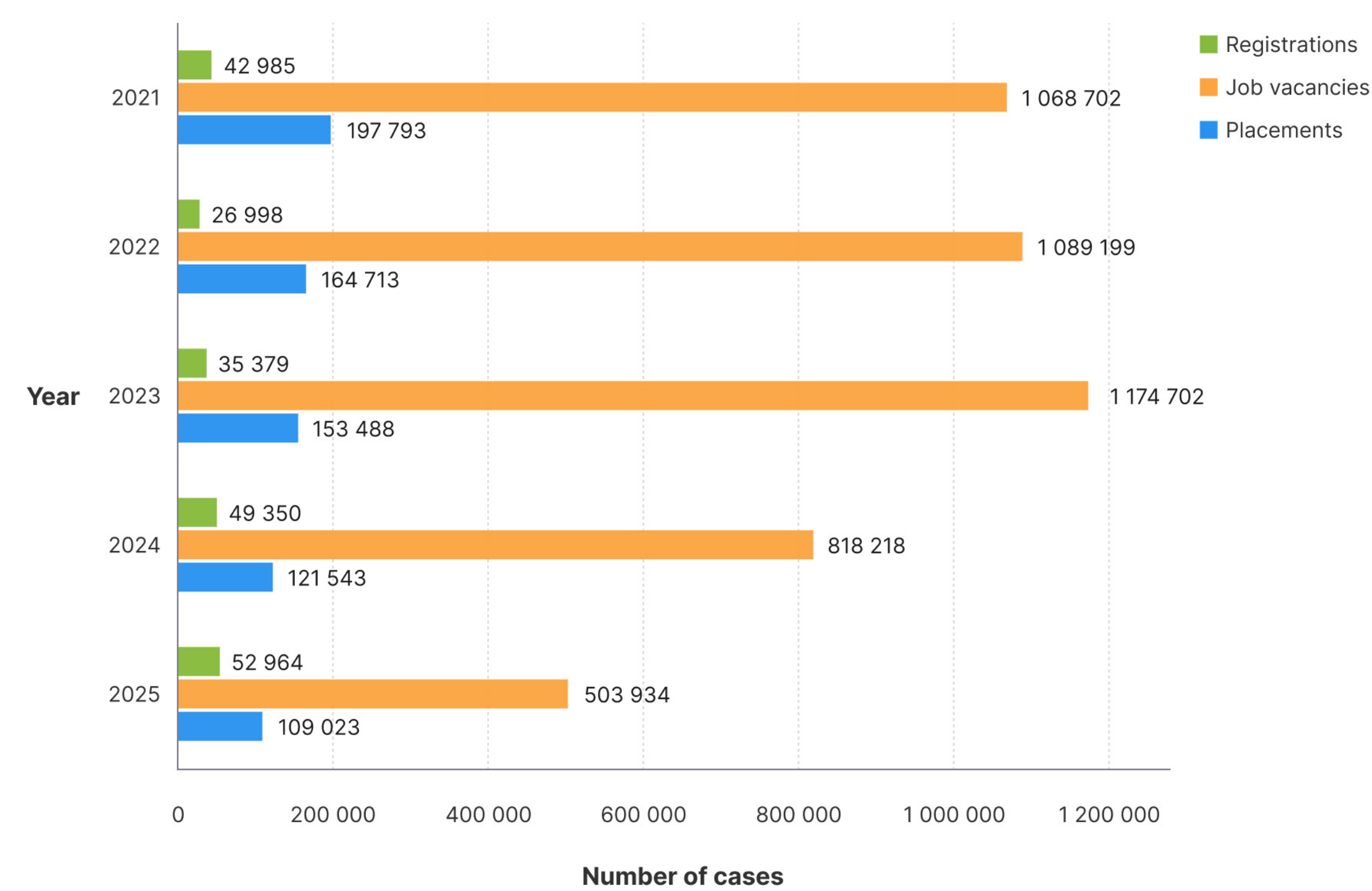
Notes: 1. Factories and Industrial Undertakings Ordinance
2. Occupational Safety and Health Ordinance
3. Boilers and Pressure Vessels Ordinance

Key Indicators of Work of the Employment Services Programme Area in 2025

Key Indicators of Work		Number
I. Able-bodied Job Seekers		
	Persons registered	52 964
	Placements	109 023
II. Job Seekers with Disabilities		
	Persons registered	3 503
	Placements	2 339
III. Regulating Employment Agencies		
	Licences issued	4 051
	Inspections	2 090
IV. Applications under the Enhanced Supplementary Labour Scheme processed		12 214

Appendix 5.2

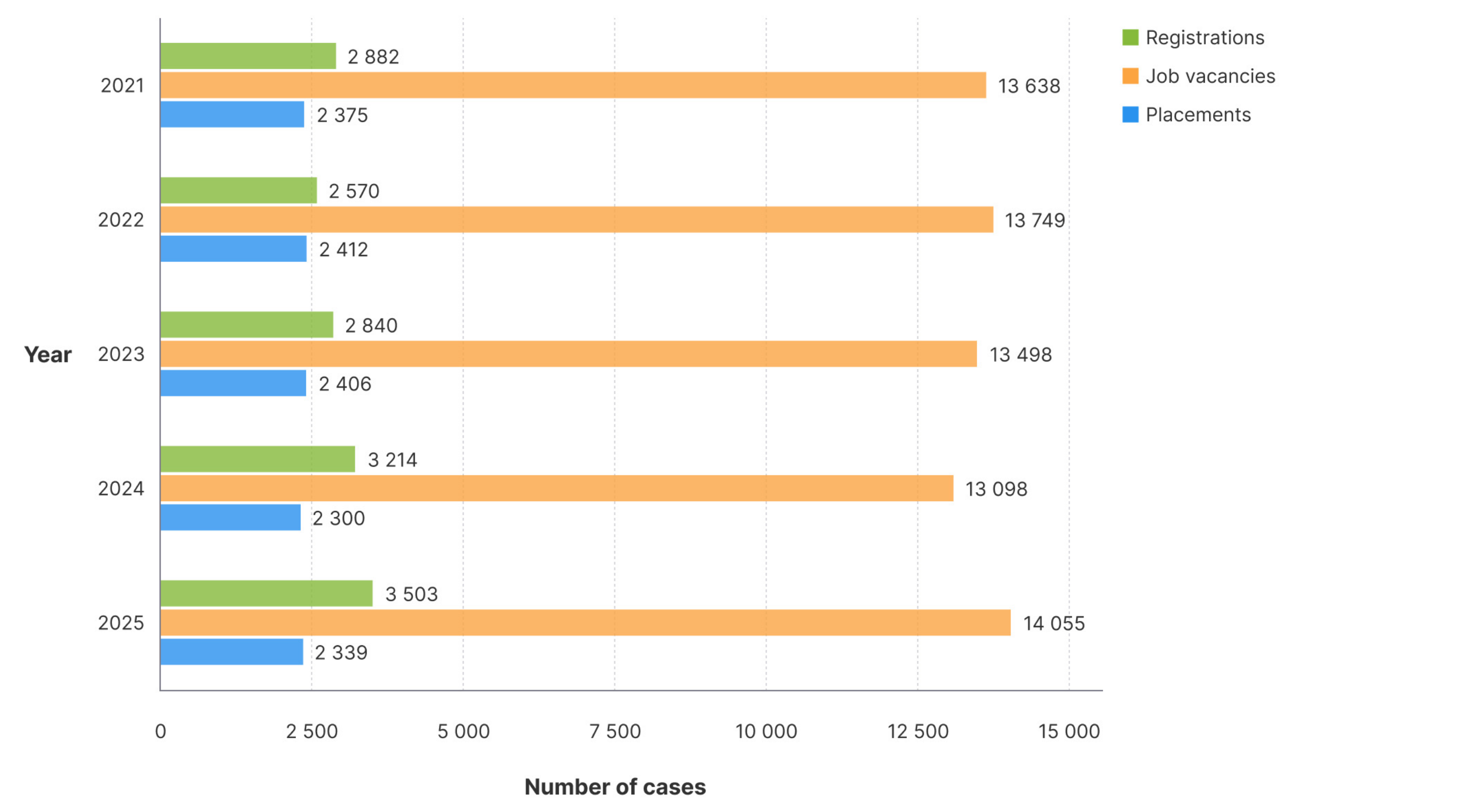
Key Indicators of Employment Services Rendered to Able-bodied Job Seekers from 2021 to 2025



Year	Registrations	Job vacancies	Placements
2021	42 985	1 068 702	197 793
2022	26 998	1 089 199	164 713
2023	35 379	1 174 702	153 488
2024	49 350	818 218	121 543
2025	52 964	503 934	109 023

Appendix 5.3

Key Indicators of Employment Services Rendered to Job Seekers with Disabilities from 2021 to 2025

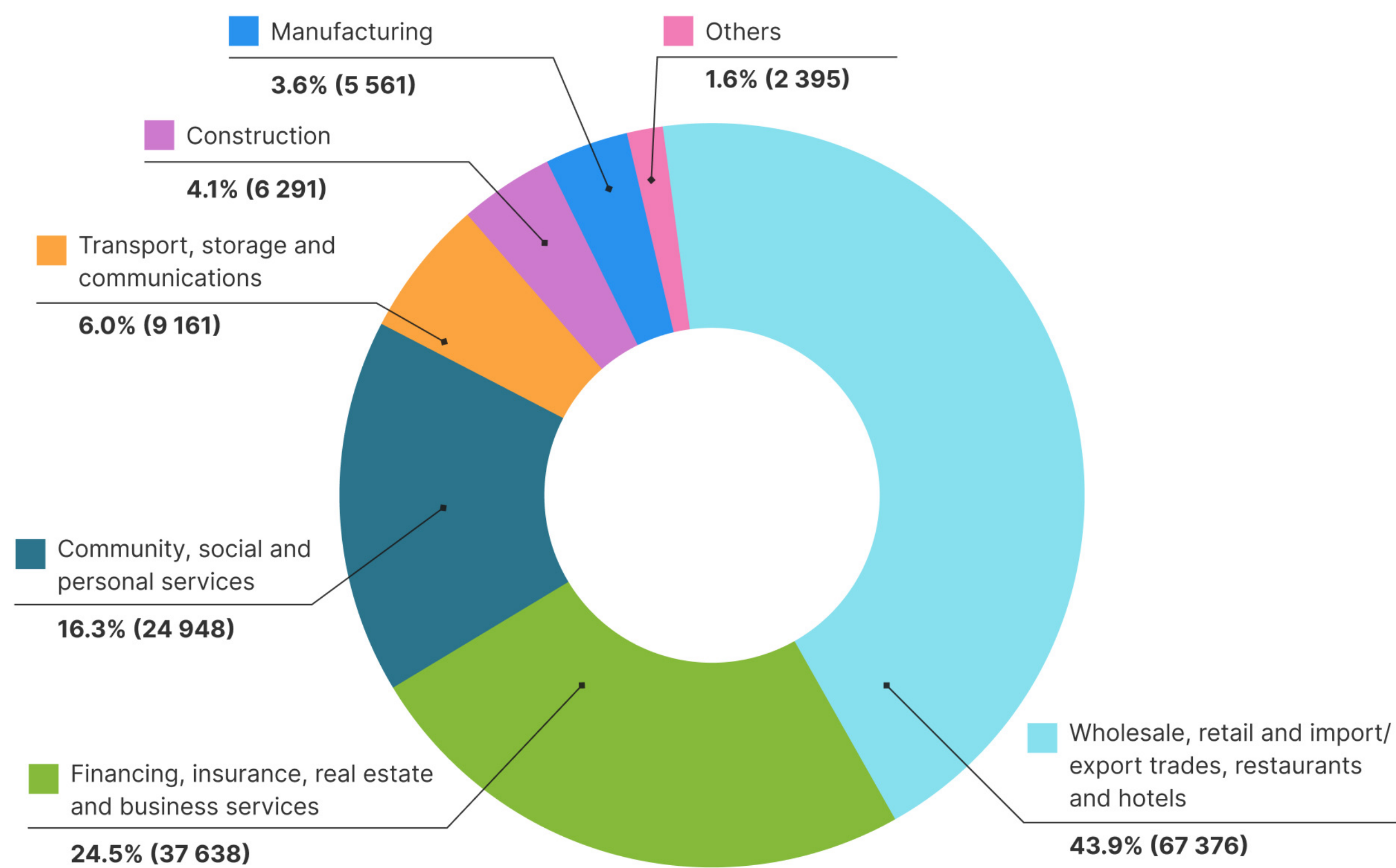


Year	Registrations	Job vacancies	Placements
2021	2 882	13 638	2 375
2022	2 570	13 749	2 412
2023	2 840	13 498	2 406
2024	3 214	13 098	2 300
2025	3 503	14 055	2 339

Key Indicators of Work of the Employees' Rights and Benefits Programme Area in 2025

Key Indicators of Work		Number
I.	Inspections to workplaces conducted by Labour Inspectors	153 370
II.	Employees' compensation claims received	39 545
III.	Sick leave clearance interviews for injured employees conducted	34 891
IV.	Assessment of loss of earning capacity of injured employees	
	Ordinary assessment	14 916
	Special assessment	0
	Review assessment	4 240
V.	Applications for payment under the Protection of Wages on Insolvency Fund processed	5 917
VI.	Cases of suspected breaches under the Enhanced Supplementary Labour Scheme investigated	194
VII.	Applications for reimbursement of maternity leave pay processed	8 003
VIII.	Convicted summonses on wage offences	663

Number of Inspections Conducted by Labour Inspectors in 2025 by Major Economic Sector

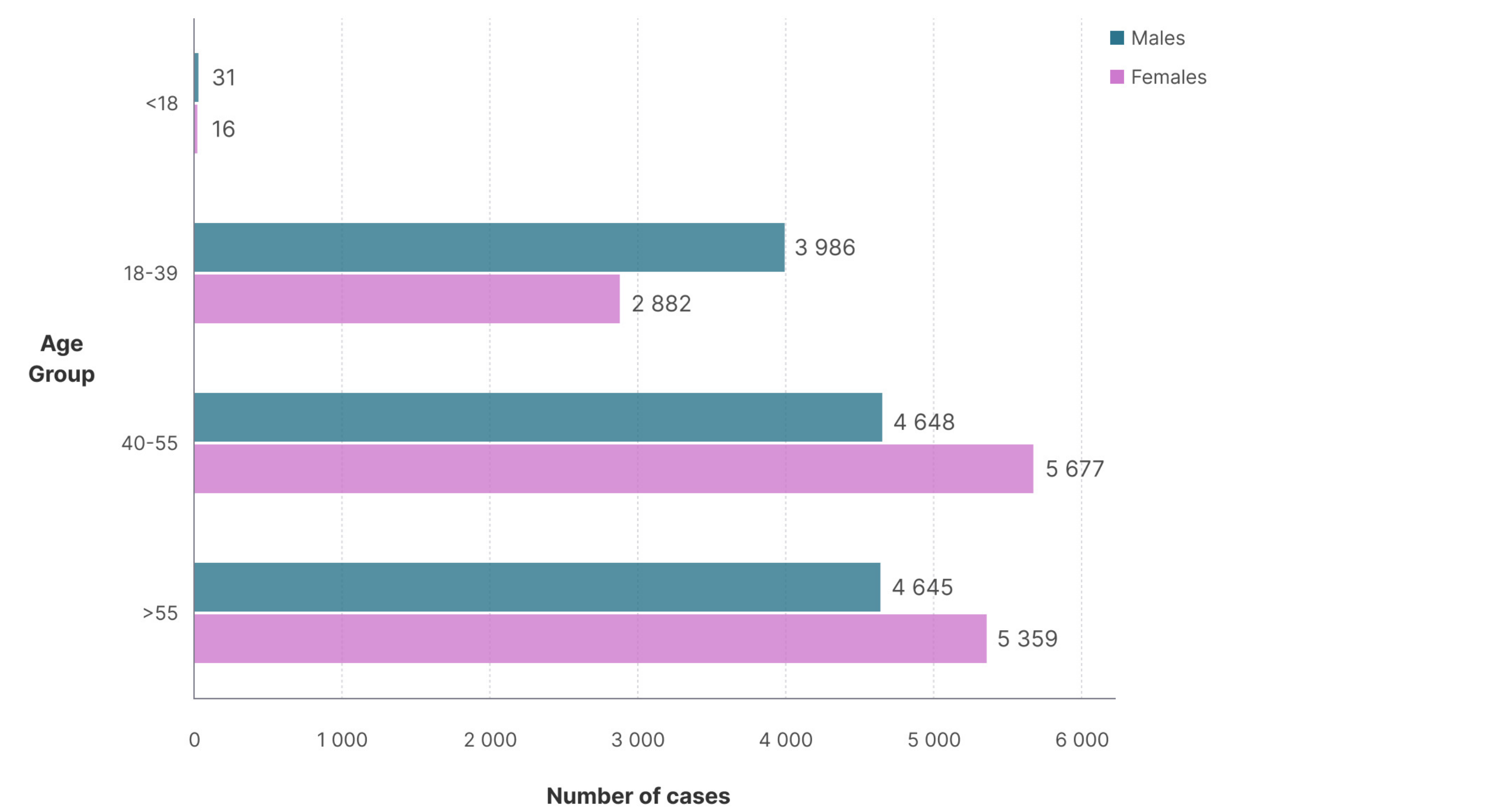


Figures in brackets indicate the number of related inspections | Total number of inspections: 153 370

Major Economic sector	Number of inspections	Percentage
Wholesale, retail and import/export trades, restaurants and hotels	67 376	43.9%
Financing, insurance, real estate and business services	37 638	24.5%
Community, social and personal services	24 948	16.3%
Transport, storage and communications	9 161	6.0%
Construction	6 291	4.1%
Manufacturing	5 561	3.6%
Others	2 395	1.6%
Total number of inspections	153 370	

Appendix 6.3

Number of Cases Reported under the Employees' Compensation Ordinance in 2025 by Sex and Age*

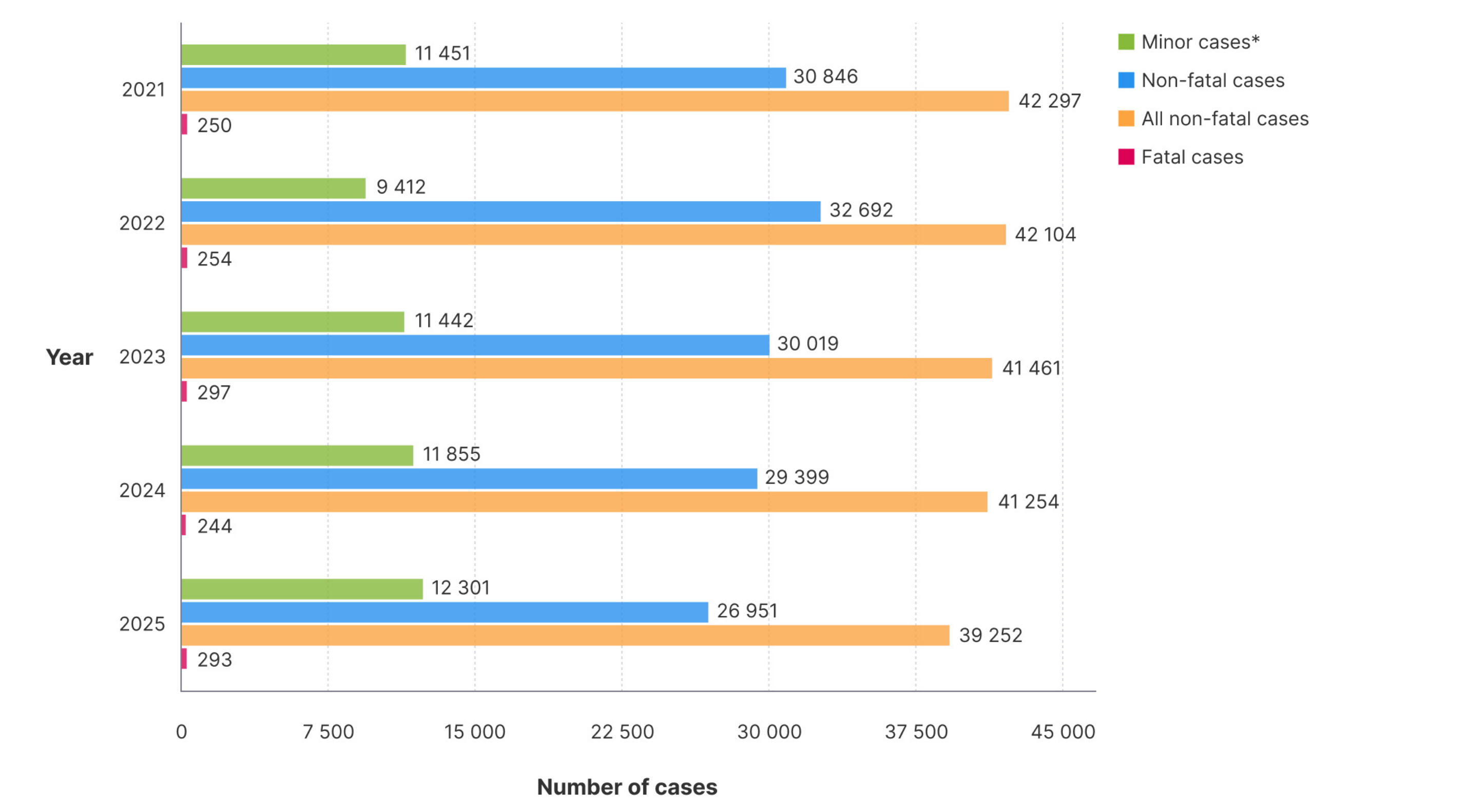


Age group	Males	Females
<18	31	16
18-39	3 986	2 882
40-55	4 648	5 677
>55	4 645	5 359

* The figures have not included 12 301 cases involving sick leave of not exceeding three days.

Appendix 6.4

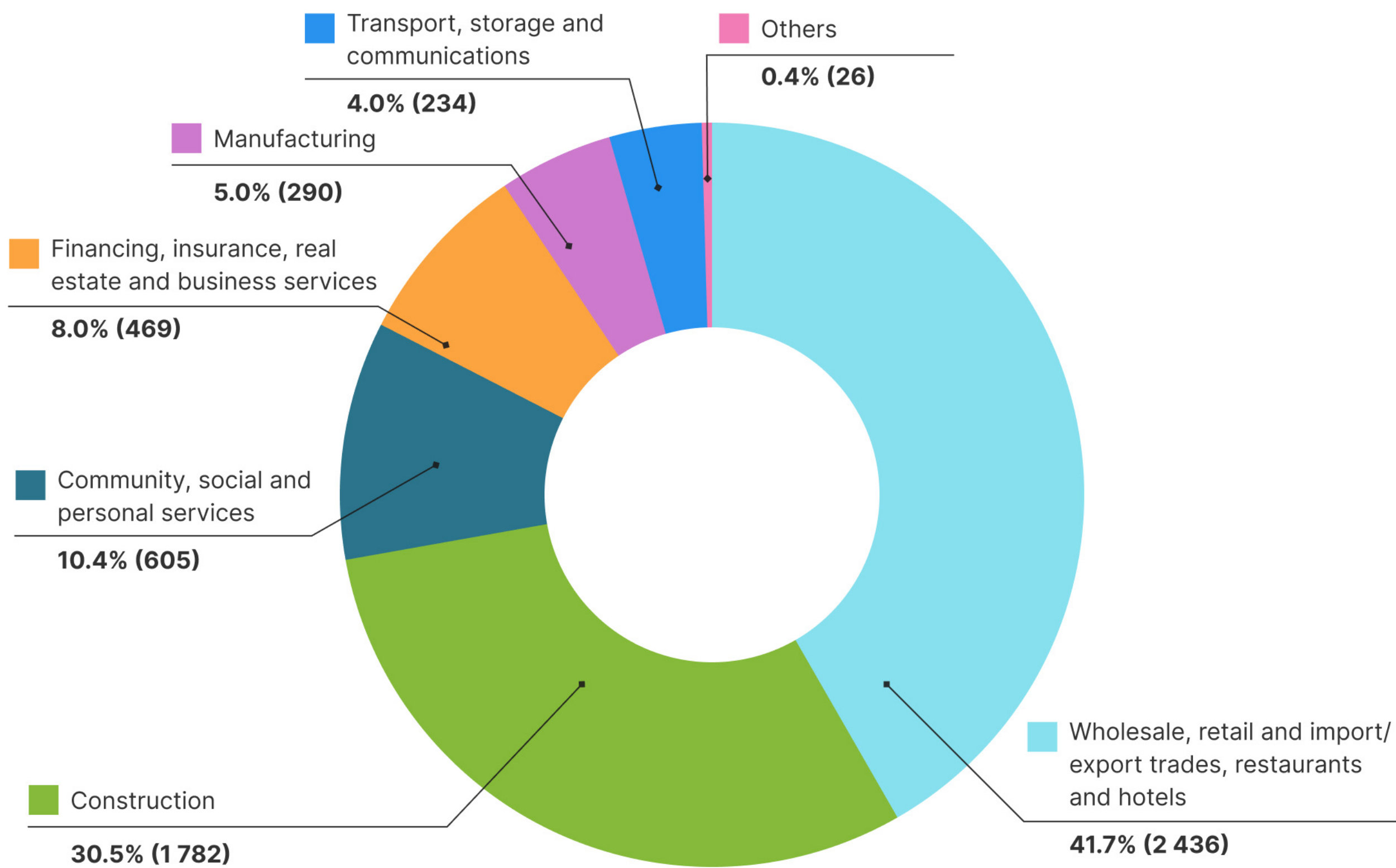
Number of Cases Reported under the Employees' Compensation Ordinance from 2021 to 2025



Year	Minor cases*	Non-fatal cases	All non-fatal cases	Fatal cases
2021	11 451	30 846	42 297	250
2022	9 412	32 692	42 104	254
2023	11 442	30 019	41 461	297
2024	11 855	29 399	41 254	244
2025	12 301	26 951	39 252	293

* Minor cases refer to cases involving sick leave of not exceeding three days.

Number of Applications of the Protection of Wages on Insolvency Fund received in 2025 by Economic Sector



Figures in brackets indicate the number of applications | Total number of applications: 5 842

Economic sector	Number of applications	Percentage
Wholesale, retail and import/export trades, restaurants and hotels	2 436	41.7%
Construction	1 782	30.5%
Community, social and personal services	605	10.4%
Financing, insurance, real estate and business services	469	8.0%
Manufacturing	290	5.0%
Transport, storage and communications	234	4.0%
Others	26	0.4%
Total number of applications	5 842	

List of the 31 International Labour Conventions Applied to Hong Kong

Convention No.	Title
2.	Unemployment Convention, 1919
3.	Maternity Protection Convention, 1919
11.	Right of Association (Agriculture) Convention, 1921
12.	Workmen's Compensation (Agriculture) Convention, 1921
14.	Weekly Rest (Industry) Convention, 1921
17.	Workmen's Compensation (Accidents) Convention, 1925
19.	Equality of Treatment (Accident Compensation) Convention, 1925
29.	Forced Labour Convention, 1930
32.	Protection against Accidents (Dockers) Convention (Revised), 1932
42.	Workmen's Compensation (Occupational Diseases) Convention (Revised), 1934
81.	Labour Inspection Convention, 1947
87.	Freedom of Association and Protection of the Right to Organise Convention, 1948
90.	Night Work of Young Persons (Industry) Convention (Revised), 1948
97.	Migration for Employment Convention (Revised), 1949
98.	Right to Organise and Collective Bargaining Convention, 1949
101.	Holidays with Pay (Agriculture) Convention, 1952
105.	Abolition of Forced Labour Convention, 1957
108.	Seafarers' Identity Documents Convention, 1958
115.	Radiation Protection Convention, 1960
122.	Employment Policy Convention, 1964
124.	Medical Examination of Young Persons (Underground Work) Convention, 1965
138.	Minimum Age Convention, 1973
141.	Rural Workers' Organisations Convention, 1975
142.	Human Resources Development Convention, 1975
144.	Tripartite Consultation (International Labour Standards) Convention, 1976
148.	Working Environment (Air Pollution, Noise and Vibration) Convention, 1977
150.	Labour Administration Convention, 1978
151.	Labour Relations (Public Service) Convention, 1978
160.	Labour Statistics Convention, 1985
182.	Worst Forms of Child Labour Convention, 1999
MLC	Maritime Labour Convention, 2006

Appendix 7.2

Participation in Major International Labour Organisation Activities and Contacts with Other Labour Administrations in 2025

Month	Activities
Feb	The Commissioner for Labour led a delegation to attend the “2024 Guangdong-Hong Kong-Macao Exchange Meeting on Labour Inspection and Law Enforcement” in Macao.
May	The Secretary for Labour and Welfare, Mr Chris Sun, led a government delegation (including representatives of the Labour Department) to attend the Seventh APEC Human Resources Development Ministerial Meeting in Jeju, Korea.
June	The Secretary for Labour and Welfare led a tripartite team comprising representatives from the Government, employers and employees to attend the 113th Session of the International Labour Conference held in Geneva, Switzerland, as part of the delegation of the People's Republic of China.
Sep	LD sent a delegation to attend the “2025 Guangdong-Hong Kong-Macao Training Programme on Labour Inspection and Law Enforcement” in Macao.
October	The Vice Chairman of the All-China Federation of Trade Unions, Mr Wei Dichun, led the Delegation of National Model Workers and Craftsmen to visit Hong Kong for the first time. The Labour Department coordinated, with collaboration of many government bureaux and departments, a series of exchange and visit programmes for the Delegation.



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