Final Report on the Study on Safety Management for Construction Work in Japanese ODA Project

February 2012

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA) The Overseas Construction Association of Japan, INC



Summary

1. Objective and Overview of Study

The objective of the study was to provide information which would contribute to preventing and reducing the number of accidents to those involved in ongoing construction works by Japanese ODA, information concerning legislation/administration related to occupational safety and health, safety risk and the background of construction work, current state of safety management, examples of downside and upside results, instructive lessens, etc. were collected and analyzed.

The three nations of Sri Lanka, Cambodia and Kenya were subject to field survey and for Indonesia and Vietnam, hearing sessions were held with construction and consultant firms, data collected, sorted out, compiled, etc. and based thereon, matters for which parties concerned should be aware of to prevent and reduce the number of accidents clarified and means of addressing such given due consideration.

2. ODA Construction Project Accident Statistics/Analysis

The number of accidents in grant aid projects during fiscal years of 2000 through 2010 and ODA loan projects during fiscal years of 2008 through 2010 were aggregated and analyzed. Accident occurrence in grant aid projects decreased temporarily during fiscal years of 2004 through 2005, but nine cases were reported in fiscal 2006 and reached thirteen cases in fiscal 2010.

The number of Accidents in ODA loan projects totaled seventy-one in all during the three fiscal years of 2008 through 2010. Casualties in grant aid projects during the eleven fiscal years between 2000 and 2010 totaled 152. There were changes from year to year, but there was an upward tendency in the past three years.

On the other hand, casualties in ODA loan projects during the three fiscal years of 2008 through 2010 numbered 283. During the past three years, there tended to be an increase and fiscal 2010 ended up with 110 casualties. Serious accidents (in which three or more casualties were involved) which occurred between fiscal 2000 and 2010 numbered twenty-four resulting in a total of 310 casualties and 118 fatalities. The number of serious accidents which occurred in grant aid projects in recent years tended to decrease compared to the first five years of 2000, but there were two such cases in 2006 and another in 2010. Twelve serious accidents occurred in ODA loan projects during the past three years. Fifty-five public accidents occurred between fiscal 2000 and 2010 of which fourteen were incidents whereby ODA projects were victimized and such incidents occurred roughly once a year on average.

3. Present State of Occupational safety in Study Nations

The current situation of legal systems in study nations are as follows:

- 1) Occupational Safety and Health Laws are generally in order
- 2) Legislations, regulations, etc. based on laws are inadequate
- 3) Legal arrangements relative to construction machinery and equipment are inadequate
- 4) Laws and ordinances to prevent traffic accidents involving construction machinery and transporting machines are inadequate
- 5) International Labour Organization (ILO) support is significant to advance laws related to occupational safety and health.

In respect of occupational safety and health, administrative characteristics can be summarized as follows:

1) An authority which oversees matters related to occupational safety and health exists in each

nation subject to study.

- 2) Authority in charge of occupational safety and health is the competent authority, but approvals and licenses for the construction industry are generally lax.
- 3) Occupational accident prevention programs are formulated to cover all industries but a program specifically for the construction industry does not exist.
- 4) Rules are established to file accident reports, but whether they take root and pervade is a matter for the future to determine.
- 5) The only penalty in the majority of countries is a minor fine.

Furthermore, in respect of the current situation concerning a qualification system for the construction industry, on the whole a nationwide qualification system such as that based on The Japanese Industrial Safety and Health Law does not exist. Although qualifications for certain technicians have been established, they are mainly plant related (boiler, forklift operation, etc.) qualifications. However, even if qualified, such workmen's technical ability is very frequently questionable.

On the other hand, although in part and with the exception of some countries, education and training systems for occupational safety and health specializing in construction system is being advanced. However, the number of this field is still very few.

4. Safety Management Issues in Nations subject to Study

Points of issue per actor relative to safety management at countries subject to study are summarized hereunder.

The controversial point on the part of clients (outsourcers) is that awareness as undertakers concerning site safety management is not so strong and basic knowledge concerning safety management is inadequate. Although personnel resources with training and field or site experience related to safety management may be available, there were occasions now and then where such information or knowledge was unknown to the organization concerned. To be specific, there were examples where site inspection was not performed excessively relying on consultant's site report. Again, there were cases in which a responsibility structure was not clarified in the event an industrial accident occurred and specific laws, criteria, etc. related to occupational safety and health unavailable and providing guidance involving legal binding force impossible.

As far as consultant issues are concerned, specialists with knowledge and experience in occupational safety and health are but a few, there were cases where awareness and understanding of occupational safety were seldom resulting in not being able to completely check critical elements of temporary works, construction machinery, etc. A consultant under three tier (client, consultant and contractor) agreement clauses does not specialize in safety manager, does not have powerful authority over the contractor, contractor does heed consultant's instructions and in the event a safety specialist is not assigned, issues may arise in consultant's safety management. In such an event, the consultant's burden and responsibility is substantial and issues such as normal assignment of personnel is not quite sufficient arise.

Controversial points of contractor are, firstly, the difficulty of safety control over sub-contractors. One reason for this is because the level of skill and technique of operators who manipulate construction machinery and equipment vary due to lack of adequate qualification system and lack of consciousness concerning safety management by local manpower in country concerned. Again, due to difference in awareness towards public works and safety, there is the problem of having to advance construction works amidst an environment in which public accidents are liable to occur. It is dependent on the type of construction to be performed, but as especially elongated road construction works and water and sewerage works adjacent to private land, electric power plant construction are bound to be of a large scale, etc., work has to be advanced whilst harboring risks peculiar to developing countries, the significant key is how to appropriately assign manpower responsible for safety management. Based on such circumstances, how to make the PDCA safety cycle work is the big issue.

5. Directionality of Approach Hereafter

Based on results of study, causes for issues have been sorted out, measures to reduce accidents investigated and finally, as a recommendation, measures to be tackled hereafter individually by client, consultant, contractor and JICA actors have been developed. Directionality of main schemes of approach hereafter is as described hereunder.

<Directionality of client's approach>

○ Seminars utilizing technical cooperation project, ○ Enriched training contents in JICA's training course for specific issues such as "Project Supervision in Development of Infrastructure," ○Effective utilization of this study, ○Utilization of external experts, ○Establishment of "Safety Management Guidelines" (tentative name; draft), O Initiatives for fair tender evaluation concerning safety measures, ○Utilize accident reporting system, and make it useful for effective safety measures by statistical processing/analysis, ○Penalty provisions, ○Infallible performance of the client responsibilities.

<Directionality of consultant's approach>

○Employment of external safety experts, ○Clarify in the contract specific safety items and the number of safety managers, ○Concept of designated temporary structures.

<Directionality of contractor's approach>

 \bigcirc Holding overseas training seminar (voluntary activities of the industry association), \bigcirc Startup inspection and regular inspection, \bigcirc Introduction of the test for confirming operator skills, \bigcirc Proper and specific appropriation of safety response cost, \bigcirc Conducting joint safety patrol, \bigcirc Introducing penalties and awards for subcontractors, \bigcirc Introducing reporting of near miss events, \bigcirc Holding training seminars for local firms and subcontractors (the industry's voluntary activities)

<Directionality of JICA's approach>

○Addition of safety provisions in E/N of grant aid projects, ○Implement survey by adding "Safety Consultant (tentative name)" to the ODA preparatory survey, ○Survey, design and estimation by "Safety Consultant (tentative name)," ○Review of standards for "Projects requiring care under the safety measures upon construction, ○ Formulation of "Safety Management Guideline (tentative name; draft)," ○Creation of "Safety Examination System for ODA Construction Projects (tentative name; draft), ○Formulation of "Third Party Accident Prevention Guideline (tentative name; draft)," ○Assisting the client and local operators by utilization of yen-loan account technical assistance, ○Improvement of accident report system, ○Improvement of response upon oc currence of accident, ○Examination of measures against material accident, ○Towards realization of the proposal.

Final Report on the Study on Safety Management for Construction Work in Japanese ODA Project



Summary	i
Contents	V
List of Figures & Tables	viii
Abbreviations	хü

Chapter 1 Study Overview

1-1 Summary of Study 11-1 Summary of Study 11-1 Summary of Study 11-1 Summary Study 11-1	1
1-1-1 Background of Study 1	1
1-1-2 Objective of Study 1	1
1-1-3 Countries subject to Study	1
1-1-4 Scope of Study	1
1-2 Study Execution Overview 22	2
1-2-1 Manner of Study Execution 22	2
1-2-2 Study Operation Plan 22	2
1-2-3 Parties Interviewed and Items of Information Collected	3
1-3 System of carrying out Study 13	3
1-3-1 Domestic Support System 13	3
1-3-2 Overseas Support System 13	3
1-3-3 Study Members 12	4
1-3-4 Study Schedule 12	4

Chapter 2 Statistics and Analysis of Industrial Accidents

2-1 Statistical survey of industrial accidents 15
2-1-2 Targets and considerations of statistical survey
2-1-3 Method of statistical survey 15
2-1-4 Survey items
2-1-5 Classification of the type of industrial accidents as well as their causative
agent16
2-1-6 Statistical survey compilation results
2-2 Trend analysis of industrial accidents
2-2-1 Outline of trend analysis of industrial accidents
2-2-2 Trend analysis of industrial accidents
2-2-3 Trend analysis of significant accidents
2-2-4 Trend analysis of public accidents
2-2-5 Trend analysis by type of industrial accidents
2-3 Summary of statistics and analyses of industrial accidents

Chapter 3 Present State of Institutional Approach of the ODA Projects Chapter 4 The Legal System and Administration in the Surveyed Countries 4-1-1 Occupational Safety and Health Law 4-3-5 Penalties 4-5-1 Workmen's compensation 4-5-2 Workmen's accident compensation insurance and contractors' all risks 4-6-2 Social customs, etc. 78 Chapter 5 Present State and Issues of Safety Management in Countries under study 5-3-2 Present state of safety management 104

5-3-3 Issues of safety management
5-4 Status and issues of safety management by contractor
5-4-1 Examples of safety management 111
5-4-2 Current status of safety management
5-4-3 Issues in safety management 127
5-5 Status and issues of subcontractors
5-5-1 Safety awareness and risk prediction by workers
5-5-2 Protective equipment and materials for safety
5-5-3 Issues in safety management 134
5-6 Activities concerning safety management
5-6-1 National initiatives 136
5-6-2 Initiatives of the business entities
5-6-3 Initiatives at sites 138
5-6-4 Status of site safety management 140
5-7 Requests to JICA concerning safety management 142
5-7-1 Requests from the government officers of the counterpart countries
5-7-2 Requests from surveyed contractors and consultants

Chapter 6 Issues in Safety Management and Directions of the Future Initiatives

6-1 Safety Management Issues 147
6-1-1 Client Issues 147
6-1-2 Consultant Issues 148
6-1-3 Contractor Issues 150
6-2 Issues requiring resolution 153
6-2-1 Client Issues
6-2-2 Consultant Issues 153
6-2-3 Contractor Issues 153
6-3 Directions of the future initiatives 154
6-3-1 Directions of the initiatives of the owner
6-3-2 Directions of initiatives of the consultant
6-3-3 Directions of contractor initiatives
6-3-4 Directions of the initiatives of JICA

Reference Material

oList of Laws and Regulations in	the Surveyed Countries	75
----------------------------------	------------------------	----

♦ List of Figure & Tables ♦

[List of Figures]	
Figure 1-1 Domestic (Home) Support Framework	13
Figure 1-2 Overseas Support Framework	13
Figure 2-1 Basic model of accident occurrence	16
Figure 2-2 Transition of the number of industrial accidents	20
Figure 2-3 Number of occurrence of industrial accidents by region (2000 to 2010)	21
Figure 2-4 Number of occurrence of industrial accidents by country (2000 to 2010)	21
Figure 2-5 Transition of casualties	22
Figure 2-6 Transition of fatalities	22
Figure 2-7 Pareto diagram: Casualties by category of work	23
Figure 2-8 Pareto diagram: Fatalities by category of work	23
Figure 2-9 Pareto diagram: Casualties by type of industrial accidents	24
Figure 2-10 Pareto diagram: Fatalities by type of industrial accidents	24
Figure 2-11 Pareto diagram: Casualties by causative agent (small classification)	25
Figure 2-12 Pareto diagram: Fatalities by causative agent (small classification)	26
Figure 2-13 Transition of the number of occurrence of significant accidents	27
Figure 2-14 Transition of casualties of significant accidents	27
Figure 2-15 Transition of fatalities of significant accidents	27
Figure 2-16 Pareto diagram: Significant accidents and type of industrial accidents	28
Figure 2-17 Transition of the number of occurrences of public accidents	28
Figure 2-18 Transition of casualties of public accidents	29
Figure 2-19 Transition of fatalities of public accidents	29
Figure 2-20 Pareto diagram: Public accidents and type of industrial accidents	29
Figure 3-1 Operational flow of the whole ODA project	47
Figure 3-2 Flow chart of Grant Aid Project procedure	48
Figure 3-3 Flow chart of Japanese ODA Loan Project procedure	49
Figure 3-4 Parties concerned in the ODA construction projects	50
Figure 4-1 System of Industrial Safety and Health Law and related ministerial ordinances	61
Figure 5-1 Ratio of industrial accidents according to Bird	91
Figure 5-2 Safety Construction Cycle Chart	114
Figure 6-1 Causes of Client "Manpower" Issues	147
Figure 6-2 Causes of Client "Contract" Issues	147
Figure 6-3 Causes of Client "Management" Issues	148
Figure 6-4 Causes of Consultant "Manpower" Issues	148
Figure 6-5 Causes of Consultant "Contract" Issues	149
Figure 6-6 Causes of Consultant "Manpower" Issues	149

Figure 6-7 Causes of Consultant "Manpower" Issues	_150
Figure 6-8 Causes of Contractor "Machinery and Facilities" Issues	150
Figure 6-9 Causes of Contractor "Contract" Issues	<u> 151 </u>
Figure 6-10 Causes of Contractor "Work and Environment" Issues	_151
Figure 6-11 Causes of Contractor "Management" Issues	152

[List of Tables]

Table 1-1 List of Governmental and other offices Visited in Sri Lanka	3
Table 1-2 List of Construction Sites Inspected in Sri Lanka	3
Table 1-3 List of Governmental and Other Office Visited in Cambodia	
Table 1-4 List of Construction Sites Inspected in Cambodia	
Table 1-5 List of Governmental and Other Offices Visited in Kenya	9
Table 1-6 List of Construction Sites Inspected	9
Table 1-7 Matters taken up in Interviews on Subject Countries in Japan	
Table 1-8 Study Schedule	
Table 2-1 Classification of the type of industrial accidents	
Table 2-2 Large classification $$: Middle and small classifications of the power	
machinery	18
Table 2-3 Large classification 2: Middle and small classifications of the lifting system	
and transport machinery	18
Table 2-4 Large classification ③: Middle and small classifications of other devices	18
Table 2-5 Large classification ④: Middle and small classifications of temporary	
facilities, building, and structures	19
Table 2-6 Large classification (5): Middle and small classifications of substances and	
materials	19
Table 2-7 Large classification ⑥: Middle and small classifications of cargoes	19
Table 2-8 Large classification ⑦: Middle and small classifications of environment, etc.	19
Table 2-9 Large classification (8): Middle and small classifications of others	19
Table 2-10 Transition of the number of industrial accidents	20
Table 2-11 Number of occurrence of industrial accidents by region	21
Table 2-12 Number of occurrence of industrial accidents by country	21
Table 2-13 Transition of casualties	22
Table 2-14 Transition of fatalities	22
Table 2-15 Casualties by category of work	23
Table 2-16 Fatalities by category of work	23
Table 2-17 Casualties by type of industrial accidents	24
Table 2-18 Fatalities by type of industrial accidents	24
Table 2-19 Casualties by causative agent (small classification)	25
Table 2-19 Casualties by causative agent (small classification) Table 2-20 Fatalities by causative agent (small classification)	25 26
Table 2-19 Casualties by causative agent (small classification) Table 2-20 Fatalities by causative agent (small classification) Table 2-21 Transition of the number of occurrence of significant accidents	25 26 27

Table 2-23 Transition of fatalities of significant accidents	27
Table 2-24 Significant accidents and type of industrial accidents	28
Table 2-25 Transition of the number of occurrences of public accidents	28
Table 2-26 Transition of casualties of public accidents	29
Table 2-27 Transition of fatalities of public accidents	29
Table 2-28 Public accidents and type of industrial accidents	29
Table 2-29 Number of annual average occurrences	33
Table 2-30 Average casualties per case	33
Table 2-31 Average casualties per case by category of work	33
Table 2-32 Average casualties per case by type of industrial accidents	34
Table 2-33 Average casualties per case by causative agent	34
Table 2-34 Annual average numbers of occurrences of significant accidents	35
Table 2-35 Average casualties of significant accidents per case	35
Table 2-36 Annual average number of occurrences of public accidents	36
Table 2-37 No. of occurrences of induced accidents and public accidents by scheme	36
Table 2-38 Average casualties of public accidents per case	37
Table 2-39 Transition of casualties and fatalities of children	37
Table 2-40 Annual average casualties of children	37
Table 2-41 Relationship between causative agents and types of industrial accidents	
(based on casualties)	38
Table 2-42 Relationship between types of industrial accidents and the causative agent	
(based on the casualties)	38
Table 2-43 Cross tabulation Type of industrial accidents – Causative agents	
(based on casualties)	39
Table 2-44 Relationship between the causative agent and type of industrial accidents	
(based on the fatalities)	40
Table 2-45 Relationship between types of industrial accidents and the causative agents	
(based on fatalities)	40
Table 2-46 Cross tabulation Types of industrial accidents – causative agents	
(based on fatalities)	41
Table 3-1 Documents applicable to project formulation stage (Grant Aid)	51
Table3-2 Documents applicable to implementation stage (Grant Aid)	51
Table 3-3 Approach to the recipient government and client (Grant Aid)	
Table 3-4 Approach to the consultant (Grant Aid)	
Table 3-5 Approach to the contractor (Grant Aid)	53
Table 3-6 Overall approach (Grant Aid)	53
Table 3-7 Documents applicable to project formulation stage (ODA Loans)	55
Table3-8 Documents applicable to implementation stage (ODA Loans)	55
Table3-9 Approach to the recipient government and client (ODA Loans)	56
Table 3-10 Approach to the consultant (ODA Loans)	
Table 3-11 Approach to the contractor (ODA Loans)	
Table 3-12 Overall approach (ODA Loans)	58
Table 5-1 Assumed risks of significant accidents in the countries under study	

Table 5-2 Assumed risk of public accidents in the countries under study	
Table 5-3 Examples of near misses in the countries under study	
Table 5-4 Contractual stipulations concerning safety management	
Table 5-5 Problems and background in terms of safety management of the owner	99
Table 5-6 Present state of construction supervision by the consultant (Sri Lanka)	106
Table 5-7 Present state of construction supervision by the consultant (Cambodia)	106
Table 5-8 Present state of construction supervision by the consultant (Kenya)	107
Table 5-9 Present state of construction supervision by the consultant (Vietnam)	108
Table 5-10 Present state of construction supervision by the consultant (Indonesia)	108
Table 5-11 Issues and background for safety management by the consultant	110
Table 5-12 Contents of safety activities	115
Table 5-13 Status of safety management by contractors (Sri Lanka)	
Table 5-14 Status of safety management by contractors (Cambodia)	123
Table 5-15 Status of safety management by contractors (Kenya)	124
Table 5-16 Status of Safety Management by Contractors (Vietnam)	
Table 5-17 Status of Safety Management by Contractors (Indonesia)	126
Table 5-18 Issues and background of safety management by the contractor	
Table 5-19 Status of subcontractors (Sri Lanka)	130
Table 5-20 Status of subcontractors (Cambodia)	131
Table 5-21 Status of subcontractors (Kenya)	
Table 5-22 Status of subcontractors (Vietnam)	132
Table 5-23 Status of subcontractors (Indonesia)	133
Table 5-24 Problems of subcontractors in safety management	134
Table 5-25 Examples of safety activities at the surveyed sites	138
Table 5-26 Status of site safety management (consultant)	140
Table 5-27 Status of site safety management (Contractor)	141
Table 6-1 Matters to be noted in preparatory survey (draft)	167
Table 6-2 Standards for projects especially requiring care under safety measures upon	
construction (the present state)	168
Table 6-3 Reviewed proposal: Standards for Projects Especially Requiring Care under	
Safety Measures upon Construction (proposal)	169
Table 6-4 Reference items of the safety management guideline (draft)	170

\blacklozenge Abbreviations \blacklozenge

A/P	: Authorization to Pay
ADB	: Asian Development Bank
AfDB	: African Development Bank
B/D	: Basic Design
CAMFEBA	: Cambodian Federation of Employer and
	Business Associations
CAR	: Contractor's All Risks Policy
CMAA	: Cambodian Mine Action and Victim
	Assistance Authority
CMAC	: Cambodian Mine Action Centre
D/D	: Detailed Design
DANIDA	: Danish International Development Assistance
E/N	: Exchange of Notes
EAC	: East African Community
FIDIC	: International Federation of Contract Engineers
FINIDA	: Finnish International Development Assistance
G/A	: Grant Agreement
GTC	: General Terms and Conditions for Japanese ODA Loans
ICTAD	: Institute for Construction Training and Development
IDI	: Infrastructure Development Institute, Japan
IFAWPCA	: International Federation of Asian and Western Pacific
	Contractors' Associations
ILO	: International Labour Organization
ISO	: International Organization for Standardization
JICA	: Japan International Cooperation Agency
JIS	: Japanese Industrial Standards
KeRRA	: Kenya Rural Roads Authority
KURA	: Kenya Urban Road Authority
KY	: Kiken Yochi (Hazard Prediction)
L/A	: Loan Agreement
M/D	: Minutes of Discussion
MLIT	: Ministry of Land, Infrastructure, Transport and Tourism
MPWT	: Ministry of Public Works and Transport
NGO	: Non Governmental Organization
NIOSH	: National Institute of Occupational Safety & Health
ОСАЛ	: The Overseas Construction Association of Japan, INC

ODA	: Official Development Assistance
OHSAS	: Occupational Health and Safety Assessment Series
OHSMS	: Occupational Health and Safety Management System
OSH	: Occupational Safety and Health
P/Q	: Prequalification
PPE	: Personal Protective Equipment
QBS	: Quality Based Selection
QCBS	: Quality and Cost Based Selection
QDS	: Quality, Delivery and Safety
R/D	: Record of Discussions
RDA	: Road Development Authority
SME	: Small and Medium Enterprises
TBM	: Tool Box Meeting
TOR	: Terms of Reference
WB	: World Bank

Chapter 1 Study Overview

1-1 Summary of Study

1-1-1 Background of Study

Facility construction projects being executed by Japanese ODA loans, grant aid, technical cooperation, etc. shows the growing tendency of rapid increase on accidents during construction, lately. Once an accident happened, damage to construction target (physical damage,) casualties in construction personnel concerned (labor accident) or third party casualties such as to pedestrians/neighboring residents and the like, damages, etc. to property such as underground facilities entailing worker's accident compensation and third party indemnification requirements, delayed work completion, increased costs, deferred project effect or apprehension of a negative effect being fomented such as client state's credence with Japan being degraded occurred. By nature, the target of aid programs is to enhance people's health and safety and a labor accident in an ongoing facility construction project can be referred to as not being consistent with such an objective.

Internationally, any systematized management standards for safely controlled construction still have not been established, and therefore, works were executed at individual construction sites by main contractors in accordance with their respective policies and procedures. To mitigate work accidents, performing a study for hazardous and toxic nature (risk assessment) of each individual construction and operation sufficiently bearing in mind site conditions and having countermeasures on the ready based thereon was essential. In recent years, an organized and systematic approach being of importance is the perception widely accepted to enhance construction safety in developed countries, but safety management of construction work in developing countries are at times influenced by the experience and know-how of individuals who engage in such work.

1-1-2 Objective of Study

As providing information which would contribute to prevent and reduce the number of accidents during construction work for those individuals concerned in connection with Japanese ODA construction projects was the objective of this study, information of legal systems and administration related to occupational safety and health, risks in construction work and their background, current situation of safety management, downside and upside instructive examples of a few countries in which such construction is to be executed were collected and analyzed. Based on findings thereof, matters and issues, etc. to which those concerned should bear in mind to evade and decrease work accidents were considered.

1-1-3 Countries subject to Study

Countries subject to the study were three, namely, Cambodia, Sri Lanka and Kenya. Field surveys were conducted, information collected and analyzed. For Indonesia and Vietnam, required information were acquired through interview sessions with construction firms, etc. in Japan and by securing and analyzing information acquired.

1-1-4 Scope of Study

Aiming for upgrading quality whilst reviewing safety management conditions at ODA construction field sites, occupational safety and health related legal systems, regulations and administrative systems of the aforesaid three countries were confirmed, circumstances of safety management at construction sites inspected and precise issues derived therefrom. Projects subject to study were those which entailed civil engineering and construction works (those on w hich works being conducted in principle) executed by yen loan and grant aid subsequent to concluding an international agreement after fiscal 2000.

1-2 Study Execution Overview

In the study, the legal system related to construction work safety, physical and social constraints, etc. in developing countries have been identified and how appropriate safety management ought to be to evade and reduce work related accidents under such conditions has also been considered from the various point of view.

Firstly, collection of information concerning occupational safety and administration, occupational accidents as well as shuddering and startling incidents (was not a serious accident but sudden phenomenon or mistake could have directly ended up a such) and their causes, current situation of construction work safety management, examples of downside and upside results, lessons, etc. was carried out. Secondly, characteristic safety risks in constructions works of individual nations and background, restraints and hindrances in executing works in a safe manner have been analyzed. Finally, issues and matters to be attended to when a Japanese construction firm, consultant and parties concerned such as JICA and others address safety management under local conditions have been considered.

1-2-1 Manner of Study Execution

·Acquisition of general information

Efforts were exerted to gather information from governmental agencies and local construction firms regarding related laws, ordinances and administrative matters. As concerns safety management of construction work, from local construction work personnel, governmental agencies, insurance firms, JICA concerned personnel, international organizations, developed nation donors, etc., and, as for Indonesia and Vietnam in which local site studies did not take place, information collected from Japanese construction firms and consultants were studied.

·Study of each project

At and in countries subject to study (Sri Lanka, Cambodia, Kenya,) construction site inspection, interview sessions with personnel concerned took place and data and information collected. Furthermore, safety management of construction work being executed by non-Japanese firms was also targeted. As concerns Indonesia and Vietnam for which studies were wholly concluded in Japan, interviews took place with Japanese construction firms, consultants and other parties for projects being executed by Japanese firms and information acquired accordingly. Together with local studies and studies in Japan, surveys were conducted mainly focusing on accidents involving casualties, construction work and work items having the possibility of leading to and linking up with serious or public accident.

1-2-2 Study Operation Plan

·Interviews, questionnaires, study plan and implementation

Substance and specific items to be taken up in interviews reviewed, institutions and enterprises required to adequately achieve objectives of the study through interviews selected to acquire information concerning the nation's occupational safety related legal system and administration, accidents as well as shuddering and startling incidents and such causes, current state of construction safety control, examples of downside and upside results, instructive lessons and other matters.

·Gathering information through local resources

•Collecting and sorting out data and information

1-2-3 Parties Interviewed and Items of Information Collected

Table hereunder denotes authorities concerned and affiliated institutions visited for the study, construction sites and items of information collected.

- (1) Countries which were subject to on-site Study (Sri Lanka, Cambodia, Kenya)
- 1) Sri Lanka

Table 1-1 List of Governmental and Other Offices Visited in Sri Lanka

Party visited	Main informational items acquired
Ministry of Labor &	•Legal system and administration related on occupational safety and health,
Labor Relations	○Industrial accident statistics, ○Qualification system, ○Education/Training,
	•Workmen's compensation and workmen's compensation insurance, etc.
Ministry of Highways	•Approach related to occupational safety and health as client, •Industrial
Road Development	accident statistics, oEducation, Training, oIncident response and penal
Authority	regulations, •Workmen's compensation and workmen's compensation
5	insurance, etc.
Ministry of Youth Affairs	○Actual state of occupational safety guidance, ○Work practice, ○Existence or
& Skills Development	non-existence of qualification system, •Substance of qualification system,
1	•Seminars and profession technician training institute, etc.
ILO Country Office for	•Approach concerning occupational safety and health for ILO developing
Sri Lanka & the	countries, OConcrete participation measures for target nation concerning law
Maldives	related systems in occupational safety and health domain, OActual state of
	participation towards improving occupational safety and health conditions,
	•Industrial accident statistics, •Accident reporting system, etc.
ADB Sri Lanka Resident	•ADB approach for preventing/reducing accidents, •Regulations concerning
Mission	safety responsibility and obligations under standard construction work
	contract and its application, •Penal regulations applicable to contractor
	causing accident, etc.
National Construction	○Industrial accident statistics, ○ Approach related to occupational safety as
Association of Sri Lanka	NCASL, OLabor practice, OSocial practice, etc.
(NCASL)	
Construction sites	○Near miss incidents and causes, ○Serious accident risk, ○Public accident
(3 locations)	risk, OCurrent state of safety management, OIssues and backdrops, approach
* Refer to Table 1-2	for improvement, OWorkers safety awareness, danger predictive capacity,
	•Protective gear, safety precautionary materials, etc. •Current state of
	consultant's construction supervision, oContrivance and improvement
	examples, OInstructive lesson examples and successful examples, ORequests
	to JICA, etc.
JICA Sri Lanka Office	°Courtesy call/Major points of study explained, °Local information obtained,
	○Study report, etc.
Embassy of Japan, Sri	°Courtesy call/Major points of study explained, etc. °Study report, etc.
Lanka	

	Project name/Scheme	ame/Scheme Client		Contractor
1	Southern Highway Construction Project (Yen loan)	Sri Lanka Road Development Authority	Japanese firm	Japanese firm
2	Greater Colombo Urban Transport Development Project (Yen loan)	Ministry of Highways and Road Development (MOH)	Japanese firm	Chinese firm
3	Upper Kotmale Hydro Power Project (Yen loan)	Ceylon Electric Board (CEB)	Japanese firm	Japanese firm



Ministry of Labor & Labor Relations



Ministry of Youth Affairs & Skills Development



ADB Sri Lanka Resident Mission



JICA Sri Lanka Office $\, () \,$



Ministry of Highways, Road Development Authority



ILO Country Office for Sri Lanka & the Maldives



National Construction Association of Sri Lanka



JICA Sri Lanka Office $\ (2)$

Chapter 1 Study Overview



Greater Colombo Urban Transport Development Project 1



Greater Colombo Urban Transport Development Project ③



Upper Kotmale Hydro Power Project 1



Upper Kotmale Hydro Power Project ③



Greater Colombo Urban Transport Development Project ②



Greater Colombo Urban Transport Development Project ④



Upper Kotmale Hydro Power Project ②



Southern Highway Construction Project

2) Cambodia

Table 1-3 List of Governmental and Other Offices Visited in Cambodia

Party visited	Main informational items acquired	
Ministry of Labor and Vocational Training	○Legal systems/Administration related to occupational safety and health, ○Industrial accident statistics, ○Qualification system, ○Education/Training, ○Worker's compensation and worker's compensation insurance, ○Actual state of occupational safety guidance, ○Labor practice, ○Existence or non-existence of qualification system, ○Seminars, professional technician training institute, etc.	
Ministry of Public Works & Transport	○Addressing occupational safety and health related issues as client, ○Industrial accident statistics, ○Education, training, ○Incident response and penal regulations, ○Workmen's accident compensation and workmen's compensation insurance	
ADB Cambodia Resident Mission	○ADB vs. industrial accident prevention/reduction, ○Regulations and application of safety responsibility and obligations under standard construction work contract, ○Penal regulations applicable to contractor causing accident, etc.	
Construction site (3 locations) *Refer to Table 1-4	 ○Causes of near miss incident, ○Grave accident risk, ○Public accident risk, ○Current state of safety management, ○Issues, their backgrounds and quest for improvement, ○Worker's awareness of safety and danger prediction capacity, ○Protective gear and safety precautionary equipment, etc., ○Current state of consultant's construction supervision, ○Examples of contrivance and improvement, ○Examples of instructive lessons and successful results, ○Requests to JICA, etc. 	
JICA Cambodia Office	○Courtesy call/Explanations of major points of study, ○Acquiring local information, ○Study report, ○Taking part in safety measures explanatory meeting, etc.	
Embassy of Japan, Cambodia	○Courtesy call/Explanations of major points of study, ○Study report, etc.	

Table 1-4 List of Construction Sites Inspected in Cambodia

0	Project name/Scheme	Client	Consultant	Contractor
1	Shihanoukville Port SEZ Development Project (Yen loan)	Port Authority of Shihanoukville, Council for the Development of Cambodia	Japanese firm	Japanese firm
2	Niroth Water Supply Project (Yen loan)	Phnom Penh Water Supply Authority	French firm	Singapore firm
3	Project for Construction of Neak Loeung Bridge (Grant aid)	Ministry of Public Works and Transport	Japanese firm	Japanese firm



Ministry of Labor and Vocational Training



Ministry of Public Works & Transport



ADB Cambodia Resident Mission



JICA Cambodia Office: Safety Measures Explanatory Meeting ①



Shihanoukville Port SEZ Development Project 1



Shihanoukville PEZ Development Project ③



JICA Cambodia Office



JICA Cambodia Office: Safety Measures Explanatory Meeting ②



Shihanoukville Port SEZ Development Project @



Shihanoukville Port SEZ Development Project 4



Niroth Water Supply Project 1



Niroth Water Supply Project ③



Project for Construction of Neak Loeung Bridge (1)



Project for Construction of Neak Loeung Bridge (3)



Niroth Water Supply Project 2



Niroth Water Supply Project 4



Project for Construction of Neak Loeung Bridge @



Project for Construction of Neak Loeung 4

3) Kenya

Table 1-5 List of Governmental and Other Offices Visited in Kenya

Party visited	Main informational items acquired
Ministry of Labor	 ○Legal system and administration concerning occupational safety and health, ○Industrial accident statistics, ○Qualification system, ○Education, Training, ○Worker's compensation and worker's compensation insurance, etc.
Ministry of Roads	○Addressing occupational safety and health issues as client, ○Industrial accident statistics, ○Education, training, ○Incident response and penal regulations, ○Worker's compensation and worker's compensation insurance, etc.
Ministry of Public Works	○Addressing occupational safety and health issues as client, ○Industrial accident statistics, ○Education, training, ○Incident response and penal regulations, ○Worker's compensation and worker's compensation insurance, etc.
Ministry of Higher Education	○Actual state of occupational safety education, ○Labor practice, ○Existence/non-existence of qualification system, ○Substance of qualification system, ○Seminars and institutions and institutes to train professional technicians, etc.
African Development Bank Group Kenya Country Office	○Addressing industrial accident prevention/reduction issue as AfDB, ○Regulations and application of safety responsibility and obligations under standard construction contract, ○Penal regulations applicable to enterprise causing accident, etc.
Construction site (3 locations) *Refer to Table 1-6	 ○Near miss incidents and cause, ○Grave accident risk, ○Public accident risk, ○Current state of safety management, ○Issues and their background, addressing improvements, ○Worker's safety awareness, danger predicting capacity, ○Protective gear, safety precautionary equipment, etc. ○Current state of consultant's construction supervision, ○Contrivance and improvement examples. ○Instructive lessons and successful examples, ○Requests to JICA, etc.
JICA Kenya Office	○Courtesy call/Major points of study explained, ○Local information, ○Study report, etc.
Embassy of Japan, Kenya	○Courtesy call/Major points of study explained, ○Study report, etc.

Table 1-6 List of Construction Sites Inspected

	Project /Scheme	Client	Consultant	Contractor
1	Sondu-Miriu Hydropower Project/ Sang'ro Power Plant Project (Yen loan)	Kenya Electricity Generating Company Limited (KenGen)	Japanese firm	Chinese firm
2	Project for Improvement of Water Supply System in Embu and the Surrounding Areas (Grant aid)	Ministry of Water and Irrigation (MOWI)	Japanese firm	Japanese firm
3	Project for the Construction of Nairobi Western Ring Roads (Grant aid)	Kenya Urban Road Authority (KURA)	Japanese firm	Japanese firm



Ministry of Labor



Ministry of Roads



Ministry of Public Works



JICA Kenya Office ①



Sondu-Miriu Hydropower Project Sang'ro Power Plant Project ①



Sondu-Miriu Hydropower Project Sang'ro Power Plant Project ③



Ministry of Higher Education



JICA Kenya Office 2



Sondu-Miriu Hydropower Project Sang'ro Power Plant Project 2



Sondu-Miriu Hydropower Project Sang'ro Power Plant Project 4



Project for Improvement of the Water Supply System in Embu and Surrounding Areas 1



Project for Improvement of the Water Supply System in Embu and Surrounding Areas ③



Project for the Construction of Nairobi Western Ring Roads 1



Project for the Construction of Nairobi Western Ring Roads ③



Project for Improvement of the Water Supply System in Embu and Surrounding Areas ②



Project for Improvement of the Water Supply System in Embu and Surrounding Areas ④



Project for the Construction of Nairobi Western Ring Roads ②



Project for the Construction of Nairobi Western Ring Roads 4

(2) Interview Based Study for Vietnam & Indonesia

As concerns Vietnam and Indonesia, information was basically collected through open information and questionnaire survey targeted Japanese firms. Matters or items for which interviews were replied by Japanese construction and consultant firms having experience on participating in ODA projects in the two nations are shown hereunder.

Table 1-7 Mat	ters taken up in I	nterviews on Subject	Countries in Japan
---------------	--------------------	----------------------	--------------------

Parties interviewed	Items of main information acquired
Consultants and contractors being involved in ongoing construction projects	 ○Industrial accidents, near miss incidents, ○Grave accident and public accident risk, ○Current state of safety management at ongoing construction site, ○Controversial safety management points, etc. at ongoing construction site, ○Current state of sub-contractor, ○Current state of client's and consultant's supervision of works, ○Current state of shop/firm safety and health management, ○Incident response, etc., ○Worker's accident compensation and public accident compensation, ○Occupational safety approach, ○Matters requested of JICA, etc.

1-3 System of carrying out Study

1-3-1 Domestic Support System

The Overseas Construction Association of Japan, Inc. structured a home support framework outlined hereunder for the study. One characteristic of the framework is coordination with Infrastructure Development Institute-Japan to which reinforcement engineer Hiroo Oda is affiliated forming a support base for The Overseas Construction Association of Japan, Inc. to which Takashi Nakayama is affiliated and oversaw entire operations. As regards support role sharing, the policy was to have The Overseas Construction Association of Japan, Inc. play central role in conducting interviews, distributing, collecting and analyzing questionnaire forms, etc. in countries subject to survey for construction related matters and have Infrastructure Development Institute play central role mainly in charge of analyzing Asian Development Bank, etc. information publicly made available as well as information acquired from existing construction industry reports and comprehensive consideration and deliberation conducted jointly by and between both establishments.

The Overseas Construction Association of Japan, Inc. (OCAJI)		
Project director	vject director Hajime Suzuki, Executive Vice President	
Overall control Toru Naito, Managing Director		

General Manager, General Affairs Division: Namio Matsui General Manager, International Affairs & Planning Division: Tsutomu Aburaya

In charge of reinforcement

Infrastructure Development Institute-Japan (IDI)			
General supervision	Kiyofumi Yoshino, President		
Overall control	Hiromichi Maruyama, Managing Director		
Director, General Affairs and Planning		Deputy Director, General Affairs and Planning	

Director, General Affairs and Planning Department: Saburo Kawamura

Deputy Director, General Affairs and Planning
Department: Fujio Ito

Figure 1-1 Domestic (Home) Support Framework

1-3-2 Overseas Support System

For this survey, the clue was to grasp live voices of clients actually engaged in construction projects, construction firm, consultants and others as the essentials were there. In this respect, coordination with the Nairobi, Colombo, Jakarta and other branch offices of The Overseas Construction Association of Japan, Inc. for the studies described hereunder took place.

- 1) Japan-Cambodia Conference on Construction Japan-Vietnam
- 3) Construction Industry International Contribution Promoting Conference
- 2) Industry Conference on Japan-Vietnam Construction
- 4) Others



Figure 1-2 Overseas Support Framework

1-3-3 Study Members

mentions constituting the study group were us denoted herediaer.
--

	\mathcal{O}								
Leader	Takashi Nakayama	Overall control/Safety & hygiene	The Overseas Construction Association of Japan, Inc.						
Member(s)	Hiroo Oda	Execution of works & safety (1)	Infrastructure Development Institute-Japan						
	Keiji Habara	Execution of works & safety (2)	The Overseas Construction Association of Japan, Inc						
	Fujio Ito	Execution of works & safety (3) safety & hygiene assistance	Infrastructure Development Institute-Japan						
	Hiroshi Saito	Controller	Infrastructure Development Institute-Japan, cost paid by IDI						

1-3-4 Study Schedule

A summarized schedule for study is as follows:

	August 2011		September		October			November				
	early	mid	late	early	mid	late	early	mid	late	early	mid	late
				L	· 	, +					, +	
Inception report		ا ہہ	l r		ļ	L		l 	 		I	
Performing tasks in Japan (data collection, compilation, etc.)	-	4	• -		! <u></u>				· • • • • •		 	
Overseas (site) assignments	·	 	 		, 		 	 	 -] 	
Preparing draft final report		ہ ـــ ـــ ـــ اــــ ــــــــــــــــــــ	┝ └		' '	¦ r		⊢ └	 		 	
	December		January 2012		February		March					
	early	mid	late	early	mid	late	early	mid	late	early	mid	late
			L		l 	ļ 						
Preparing draft final report					· 	+					। +	
Preparing final report		1 1	r 		/ /	' '					' 	L
Submitting to JICA	·		L		r •	r		L 			+	
Survey results briefing session			r		! !	l l l			r 		L 	

Table 1-8 Study Schedule

Overseas (site) assignments

Performing tasks in Japan