Main Task and Functions Stakeholders Institutional to Improve Safety Culture in Construction Sector

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Abstract. OSH culture cannot be carried out if the existing institutional scheme is not strong enough or the institutional authority possessed is insufficient in making improvements in the construction sector, so it can be identified Institutions / institutions / organizations / stakeholders that must be involved in OSH institutions to build a Safety culture. The purpose of this research is to find out the main tasks and functions of each stakeholder to form a strong institution in the construction sector. Analysis methods used are using benchmarking, literature studies and validation of safety experts. The results of this study are that the stakeholders identified include the Occupational Safety and Health Services Company (PJK3), DK3N, the Committee for Occupational Safety and Health (P2K3), the Ministry of Manpower, the Director General of PPK and Safety, the Directorate of OHS Norms Supervision with Main Tasks and Functions that have been identified to enhance Safety Culture in the Construction sector.

1. Introduction
Construction accidents are still one of the main concerns within the Construction Sector [1]. One of the most influential elements in order to improve safety performance is to strengthen the institutional sector [2]. In an institution there are two main components, namely the functional component and the operational component related to policy implementation [3]. The basic concept can be seen in the following Figure 1.

![Figure 1. Basic Concepts of Institutional Structure](image)

In order for an institution to run and be adhered to by its members, it is necessary to have an intensive structure that contains sanctions and rewards so that the community will obey it. [4] [5] states that institutions have three components, namely: Formal rules, including the constitution, statute, law and all other government regulations. Formal rules form political systems (governance structures, individual rights), economic systems (ownership rights in conditions of scarcity of resources, contracts), and
security systems (justice, police). Information rules, including experience, traditional values, religion and all factors that influence the form of individual subjective perceptions about the world in which they live and enforcement mechanisms, all these institutions will not be effective if they are not accompanied by enforcement mechanisms.

This study aims to determine the purpose and function of the safety institutional structure in the construction sector by benchmarking safety institutions in several countries

2. Theoretical Study

Institutional can also be interpreted as a norm / rule of regulation or organization that facilitates coordination in shaping the expectations of each that might be achieved by mutual cooperation, which includes all social, economic, cultural, and other institutions, both in the form of an organization, as well as traditions and institutions contained in society consisting of elements of public, private, and non-governmental organizations.

From the definition of the institution it can be concluded that the institution is a process of community interaction involving the organization as the implementer to achieve common goals. In research on institutions, there are at least five fundamental questions namely:

1. Who does what?
2. Who is responsible to whom?
3. Who is related to whom and in what ways?
4. What channels of communication are in the organization, how can they be used, and for what purposes?
5. What information network is in the organization?

According to [8][9], elements of institutional development can be divided into 9 (nine) elements, namely:

1. The affected community sector,
2. The needs of the program,
3. The main obstacle,
4. Possible changes,
5. The objectives of the program,
6. Benchmarks for assessing each goal,
7. Activities needed for action planning,
8. The size of the gun activity evaluates the results achieved by each activity,
9. Institutions involved in implementing the program.

OSH Institution is an independent, non-governmental national private organization that is engaged in the management of occupational safety and health, in the form of companies or business entities in Indonesia. The existing Safety institutions in Indonesia are the Committee for Occupational Safety and Health (P2K3), the National Occupational Safety and Health Board (DK3N), and the Occupational Safety and Health Services Company (PJK3).

3. Methodology

This study uses the literature study methodology from previous research, benchmarking institutional conditions in various countries and validating content and constructs to determine the main tasks and functions of stakeholders from safety institutions in the construction sector.
4. Result and Discussion

4.1. Institutional Benchmarking in Thailand

The Department of Labour Protection and Welfare (DLPW) promotes OSH, including research, study and development. Underneath, the agency directly responsible is the Safety Supervisory Division which supports and facilitates law enforcement carried out by the Provincial Government and the Metropolitan Area of Bangkok (BMA) through the Office of the Protection and Welfare of the Workforce. OHS Services are carried out through 12 Service Centres in the region. The Ministry of Public Health provides occupational health services including disease prevention, health promotion, preventing and controlling the causes of illness and injuries in the workplace and providing medical care through technical departments at the centre and the public health system in the regions. The Occupational Health Program is the responsibility of the Occupational and Environmental Diseases Bureau under the Disease Control Department.

The Ministry of Industry issues factory construction and operation permits, enforces OSH regulations in the industrial sector, carries out factory inspections to ensure the application of OSH and extension of factory permits. The Department of Industrial Work (DIW) has the authority to ensure that the industry is run without endangering public health. Environmental impacts must be eliminated. DIW plays an important role in ensuring OSH practices in factories because DIW is authorized to consider extending factory permits. The agencies responsible for this matter are the Safety Technology Office, the Office of the Control of Hazardous Substances and the Industrial Estate Bureau. [10]

4.2. Institutional Benchmarking in Filipina

The Department of Labor and Employment (DOLE), the main safety institution, is responsible for the prevention of occupational diseases and occupational injuries, law enforcement, rehabilitation and compensation. The OHS Center (OSHC) is responsible for OHS research, training and dissemination of information and technical services.

The Department of Regional Government (DILG) is responsible for building and safety standards due to fire hazards in every Local Government Unit (LGU) throughout the country. DILG has 3,000 sanitation inspectors throughout the country under the supervision of the LGU. DILG also has engineers who conduct inspections.

The Department of Health (DOH) established the Agency for Environmental Health (IACEH). IACEH is responsible for protecting people from exposure to all types of occupational and environmental hazards by intervening in public and environmental health.
4.3 Institutional Benchmarking in Singapore

Occupational Safety and Health Division (OSHD) is the main national OSH institution. The OHSD strategy is to reduce mortality and work accidents, integrating Safety as part of the company, making Singapore a Center of Excellent for Safety, and building a Safety culture for Singapore.

There are four departments in OSHD namely: the Company's Service, Information and OHS Policy Department which is responsible for developing strategies and policies, effective information systems, education and training of personnel; The Safety Oversight Department is responsible for workplace inspection, supervision and law enforcement; OSH Expert Department that offers OSH expert support in developing OSH standards and best practices, investigating work accidents and occupational diseases, and conducting research; and the Work Accident Compensation Department which regulates the compensation system due to work accidents and the accident reporting system.

The Workplace Safety and Health Council (WSH) consists of 18 industry leaders, governments, trade unions and professionals. WSH is assisting the government in developing a national strategy for OSH. Its main function is to improve the industry's OHS performance, promote safety and health in the workplace, and recognize best practice in the industry, and encourage the application of OHS.

4.4 Structural Institutional Model in Indonesia

The Ministry of Manpower in this case the Director General of Manpower Supervision Development has ever arranged a Safety Coordination Mechanism in the perspective of the Ministry of Manpower and Transmigration, as follows:

1. OHS Supervision Principle
   Legal oversight is a function of the state
   OHS supervision is carried out on 2 principles: the principle of legality, and the principle of coordination (social dialogue)
   Oriented on preventive / preventive actions
   Are universal and are carried out independently and equal implementations.

2. National OHS Policy according to Law No.1 of 1970
   National Safety Policy by the Indonesian Ministry of Manpower and Transmigration
   Centralized policy
   Operational Decentralization

3. In the era of Regional Autonomy, the authority of the Central Government includes:
   National Policy Determination
   Technical standardization
   Institutional accreditation
   Personnel competency certification

4. Safety Coordination Mechanism
   Policy coordination is carried out by the Ministry of Manpower and Transmigration with the House of Representatives and the State Secretariat in terms of making laws and regulations in accordance with the hierarchy
   Operational coordination is carried out by the Ministry of Manpower and Transmigration with DK3N and related technical agencies (cross sectoral)
   Structural coordination is carried out by the Ministry of Manpower and Transmigration (Minister of Manpower and Transmigration, Secretary General of the Ministry of Manpower and Transmigration Directorate General) at the central and regional levels through Regional Coordination and Technical Coordination
   Functional coordination is carried out by the Ministry of Manpower and Transmigration with the Minister of Administrative Reform and PPNS Supervisory Coordinator (Civil Servant Investigator) regarding the functional position of investigation

5. Sectoral Operational Coordination
   Coordination of operational authority in other sectors
   Accountability to the Indonesian Minister of Manpower and Transmigration
   The responsibility of the Indonesian Minister of Manpower and Transmigration to the DPR
   Accountability to the ILO
6. Problems encountered
   Coordination between sectors has not been going well
   In the implementation / operation there are many overlaps
   Data and information flow from technical agencies is not going well
   The implementation of Safety in the era of Regional Autonomy has not been going well
   The challenges of globalization in applying OHS are getting heavier

7. Solution
   Increasing the role and empowerment of existing OSH institutions
   Intensified technical and regional coordination in the field
   Empowerment of OSH institutional and personnel functions in the region

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**Figure 3.** Institutional Model to Improve Safety Culture in Construction

4.5 Main Task and Functions of Institutional Safety
The results of the validation by the safety experts were identified that there were 6 stakeholders with the Main Tasks and Functions as in Table 1 below

**Table 1.** Main Task and Functions of Safety Institutional Stakeholders in the Construction Sector

| No | Institutions                                      | Institutional Task and Functions                                                                 |
|----|---------------------------------------------------|---------------------------------------------------------------------------------------------------|
| 1  | Occupational Safety and Health Services Company (PJK3) | Main Task: Assist the fulfillment of occupational safety and health requirements in accordance with applicable regulations. Function: Carry out activities related to OHS issues, starting from the consultation, fabrication, maintenance, repair, research, inspection, testing, OHS auditing and Safety guidance stages [11] |
| 2  | National Occupational Safety and Health Council (DK3N) | Main Task: As an auxiliary body at the national level to provide national recommendations and considerations, whether requested or not, to the Government regarding national OHS Policy and assist in developing OHS towards OHS culture [12] Function: Gathering and processing all data and or occupational safety and health issues at the national and provincial levels concerned and assist the Minister in: fostering DK3W, conducting research, |
education, training, development and efforts to promote and
civilize occupational safety and health

3. Occupational Safety and Health Committee (P2K3)
Main Task: As an institution established in the company to help
carry out and handle occupational safety and health efforts whose
membership consists of employers and workers. Function:
Improve efforts to enforce Safety provisions and their
implementation in companies [13]

4. Minister of Manpower
Main Task and Functions: Establish national policies in the field
of Safety for guarantee uniform and harmonious practices
throughout Indonesia [14]

5. Director General of PPK and safety
Main Task and Functions: Conduct general supervision of the
Work Safety Act [15]

6. Safety Norms Supervision Directorate
Main Task and Functions: Through OHS supervisors and experts
designated as OHS supervisors by the Ministry of Manpower and
Transmigration, supervising workplaces, conducting accident
investigations, conducting training courses and seminars, and
promoting OHS implementation, conducting inspection and
certification of heavy or dangerous machine operators [16]

5. Conclusion
The vision compiled by the government to realize OSH as a culture is a very appropriate thing. Because
80% of work accidents are triggered by unsafe behavior (unsafe behavior) of workers, unsafe behavior
is caused by safety culture which is still very low of workers. The duties and functions of the
stakeholders to improve the National OHS Institutional Strategy and program have followed the
concepts of Occupational Health and Safety. If it is seen from the change in paradigm that Safety which
has been implemented so far due to pressure and obligations from the government has changed to be the
responsibility of the organization for its environment. The substance of the National OHS strategy is to
want to further involve employers, workers and other social organizations in cultivating OHS so that
OHS can be the responsibility of the organization for its environment. If this can be realized, then Safety
will no longer be a burden on the company’s costs but will be a part that contributes to improving the
quality and productivity of the company.

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