Construction Guidelines for Project Implementation during the period of Public Health Emergency

Background

The President declared a state of public health emergency through Presidential Proclamation No. 922 s. 2020 to address the Corona Virus Disease (COVID-19) threat, subsequently placing the whole of Luzon under Enhanced Community Quarantine (ECQ) on 16 March 2020.

The Inter-Agency Task Force for the Management of Emerging Infectious Diseases (IATF), based on its risk assessment recommended the extension of the ECQ in high risk geographic areas in Luzon and the imposition of the ECQ in some high risk areas in Visayas and Mindanao, while proposing a General Community Quarantine (GCQ) in all low risk and moderate risk areas in the country from 1 May 2020 to 15 May 2020.

Different parts of the country are expected to progress through various levels of public health emergency and declared as high, medium, or low risk areas depending on the prevalence of COVID-19 cases and related statistics, thereby placing them under corresponding community quarantine status.

The construction industry which contributes about 4.2 million workers to the country’s labor force, in anticipation of the lifting of ECQ, is getting ready to return to work and would like to ensure the safety and welfare of people, most especially those of its employees/workers. Construction industry players would like to focus on preventing the occurrence of and controlling the spread of the virus in the workplace, mindful that a single case of COVID-19 can lead to an interruption, if not total work stoppage.

The global pandemic has affected livelihoods, lifestyles and industries including the construction industry which relies heavily on human resources. Total work stoppage from the time ECQ was declared has had debilitating effects not just on workers who are mostly project based and therefore paid on a daily basis but on contractors as well, majority of whom or 88% are small and medium enterprises (SMEs).

The Philippine Domestic Construction Board (PDCB), an implementing board of the Construction Industry Authority of the Philippines (CIAP), mandated to formulate policies, plans, programs, and strategies for the development of the Philippine construction industry organized a Technical Working Group (TWG) comprised of representatives from contractors of varying sizes and suppliers coming from Luzon, Visayas and Mindanao to draft the proposed protocols for the industry in preparation for resumption of construction work in areas under quarantine. The TWG drafted the “Construction Guidelines for Project Implementation during the period of Public Health Emergency” as a reference for contractors and implementing agencies, to ensure viability of projects and protection from and spread of the corona virus.

The TWG considered four (4) major components of the project cycle, namely; Materials, Manpower, Machinery and Money or the 4Ms of construction in creating the
guidelines. These were developed considering SME contractors which employ the biggest chunk of the industry’s labor workforce and large contractors involved in both public and private infrastructure projects as well as vertical construction. The guidelines will give pointers in managing their human resources at this critical time but will likewise give important directions to contractors in managing their business not just for survival but to be able to contribute to the country’s economic recovery program.

The TWG is presenting options or courses of actions which contractors may consider depending on applicability to the project’s unique characteristics while maintaining minimum requirements based on guidelines by government authorities such as the IATF Omnibus Guidelines for the Implementation of Community Quarantine in the Philippines, Department of Trade and Industry (DTI) and Department of Labor and Employment (DOLE) Interim Guidelines on Workplace Prevention and Control of COVID-19, and DOH Department Memorandum No. 2020-220, Interim Guidelines on the Return-to-Work.

These guidelines are subject to periodic review to better respond to developments and ensure workers health and protection as well as compliance with government regulations.

Purpose

The guidelines will set key principles and minimum requirements that define responsible, healthy and safe operations for construction related operations under COVID-19 and ensure the survival of business as well as the protection of workers.

Scope / Coverage

The guidelines will include prevention, detection, and rapid response measures designed to achieve the principles above while maintaining business continuity across the construction industry.

Policy Content / Guidelines

Materials

I. Deliveries

1. All equipment and material deliveries must be carefully planned and monitored.
2. Transition and delivery zones are identified and limited to select personnel, i.e., receivers and deliverers.
   2.1. Transition personnel are regularly monitored, always provided required Personal Protective Equipment (PPEs) and may be included for optional testing.
   2.2. Social distancing and other protocols by the Department of Health (DOH) should be followed.
3. As much as possible, cargo is unloaded only by the receivers, while the deliverers do not leave their vehicles. If the receivers are not enough to unload the cargo, the deliverers must unload while the receiver has to wait at a secured distance until completed.
4. All cargo should undergo proper disinfection procedures before use. Likewise, involved staff should also be properly disinfected before entering the jobsite.
   4.1. Materials, which are exposed to the sun, such as concrete and gravel, need not be disinfected.

**Manpower**

I. **Awareness and Communication**
   1. Active communication between the workers, safety officers (as specified under Section 14 of R.A. 11058 and its Implementing Rules and Regulations (IRR) as specified in DOLE D.O. 198 S. 2018), site supervisors, and management is advised in planning and implementing the protocols.
      1.1. All languages and dialects should be accounted for to ensure proper communication.
   2. Infographics (may adopt DOH’s), signages, and posters on health and safety measures (see Annex A) must be posted at entry points and strategic areas:
      2.1. Daily updates on the latest developments.
      2.2. Self-screening measures.
      2.3. COVID-19 Hotline.
   3. As much as possible, all workers should exercise the practices for reducing the risk of transmission, and proper hygiene as identified by the DOH:
      3.1. Social distancing [at least one (1) meter distance from next person].
      3.2. Proper handwashing using anti-bacterial soap (or use alcohol-based hand sanitizer when unavailable).
      3.3. Avoid contact with own eyes, nose, and mouth.
      3.4. Prohibit spitting.
      3.5. Covering of mouth with tissue or arm (if tissue is unavailable) when sneezing or coughing.
      3.6. Use and remove PPE with care.
      3.7. Do not share personal belongings such as phones, pens, PPEs.
      3.8. Avoid physical greetings (e.g. handshakes, hugs).
   4. All workers’ status on-site and off-site, are properly noted at all times by the safety officers.
      4.1. Fit to work
      4.2. Sick
      4.3. High temperature
      4.4. Other conditions
   5. An acceptable level of health evaluation is properly communicated between new hires and management.
   6. All workers would need to provide their location or place of residence prior to working. This is to help create a proper algorithm for contact tracing.
      6.1. Additionally, workers coming from COVID-19 hotspots would need to be identified.
   7. Quarantined workers should also be kept track of under strict confidentiality and privacy.

II. **Clearing for Return to Work**
   1. Stringent qualification criteria for employees/workers:
1.1. Must be 21 to 59-year-old, without pre-existing health conditions, such as, but not limited to, immunodeficiency, comorbidities, or other health risks, including any person who resides with the aforementioned.

1.2. Employees or consultants who are 60-year-old or above may be part of the workforce for construction projects as may be allowed under General Community Quarantine (GCQ) and ECQ guidelines under Omnibus Guidelines on the Implementation of Community Quarantine in the Philippines dated 15 May 2020 which states that those aged 60 and above may be allowed to work in permitted industries and offices.

1.3. Must have no COVID 19 symptoms.

2. Screening and entry at construction site. Item 4, Section 8 of the Omnibus Guidelines on the Implementation of Community Quarantine in the Philippines, dated 15 May 2020, states that “Compliance with Joint DTI-DOLE Return-to-Work Guidelines and DOH Return-to-Work Guidelines shall be considered sufficient compliance with minimum health standards. In no case shall the testing of all returning workers be construed as a condition precedent for his/her return.” The most important screening step is checking all returning workers for symptoms within the last 14 days and excluding anyone who is symptomatic. (Annex B) Contractors have the option to test workers for COVID-19 thru DOH prescribed testing protocols to determine if there is asymptomatic transmission.

2.1. The Human Resource Department should undertake daily health pre-screening (see Annexes C & D – DOLE Work Resumption Protocol & pre-screening sample form). Returning employees/workers should be made aware of giving accurate information as specified in RA 11332.

2.2. All returning employees/workers must declare (via SMS) any recent travel history to or residence in an area with a reported case of local transmission of COVID-19 over the 14-days prior to entry.

2.3. Returning workers that do not show any symptoms will be quarantined for 14 days within the jobsite and will be allowed to work under a zoned or grouped area.

2.4. Those who have been living/confined in the barracks during ECQ/GCQ period for at least 14 days and with no symptoms, will be allowed to work immediately.

2.5. Management should have an understanding and plan on how the workers travel to and from the jobsites.

2.6. A heightened gate entrance screening protocol (see Annex E – Sample Protocol for Screening Employees and Visitors per DTI-DOLE Interim Guidelines) with the use of non-contact thermal scanners on ALL personnel upon entry to construction premises will be implemented. He/She must declare recent possible exposure to confirmed COVID-19 cases, including travel history to or residence in an area with reported local transmission of COVID-19 disease. The individual should also attest that they are not experiencing the following symptoms: (see Annex F – Daily COVID-19 Health Checklist Form)

2.6.1. Fever
2.6.2. Cough
2.6.3. Shortness of breath
2.6.4. Colds
2.6.5. Sore throat
2.6.6. Runny nose
2.6.7. Nasal congestion
2.6.8. Muscle pains
2.6.9. Headache
2.6.10. Difficulty of breathing
2.6.11. Diarrhea
2.6.12. Loss of sense of smell
2.6.13. Loss of sense of taste

2.7. Security guard or assigned personnel/ safety engineers on duty will then refer these personnel to the Safety and Health Personnel, who will then conduct the DOH Decision Tool for COVID-19 Assessment.

2.8. Employers shall provide the DOLE through its Regional Office copy furnished DOH, monthly report of illness, diseases and injuries utilizing the DOLE Work Accident/Illness Report Form (WAIR) (see Annex G).

3. Suspected Cases (Possible cases of COVID-19)

3.1. Any individual exhibiting flu-like symptoms should not report to work. Instead, they should do the following:
3.1.1. Self-isolate, alert their safety officers or other applicable authorities.
3.1.2. Contract proper health authorities for additional guidance.

3.2. Employees/workers, who had the COVID-19 virus, should do the following before reporting to work:
3.2.1. Fulfill the adequate time for self-quarantining as recommended by the DOH.
3.2.2. Test negative for COVID-19.
3.2.3. Receive proper medical clearance, before reporting to work.

3.3. In the event of a worker contracting COVID-19 while working, the management should do the following:
3.3.1. Isolate the worker immediately in a separate well-ventilated holding area (or in site isolation room) in the workplace, away from other workers.
3.3.2. Contact local government and health authorities.
3.3.3. Gather records of all people who have worked with the infected worker, who tested positive within the past four weeks.
3.3.4. Gather information on those who have been in location or shared equipment with the person.
3.3.5. Provide COVID-19 testing to all workers, who have been working closely with the infected individual.
3.3.6. Be ready to present the information to the appropriate authorities.
3.3.7. Inform the wider workforce of the situation while protecting the privacy of the individual.
3.3.8. Clean and disinfect all site surfaces and equipment.
3.3.9. Follow any additional directions from local government and health authorities.

3.4. For senior personnel, who are working in multiple jobsites, they are expected to self-quarantine for at least 14 days, if there has been a breach in one of their jobsites.

3.5. The safety officer should have a knowledge on the proximate hospitals or quarantine facilities to ensure that in the event of a COVID-19 incident, workers can be given proper healthcare.
III. Monitoring
1. Health Checks
   1.1. Regular monitoring of personnel’s health, especially for COVID-19 symptoms (e.g., mandatory regular no contact temperature check).
   1.2. Day to day monitoring of personnel’s health.
2. Workers Hygiene
   2.1. Constant reminder on proper coughing etiquette.
3. Limit number of Work Personnel
   3.1. Limited mobilization of personnel and minimized skeletal staff.

IV. Proper Work Attire
1. All workers must wear the prescribed clothing of the DOLE-OSHC:
   1.1. Shirt with sleeves
   1.2. Pants
   1.3. Closed-toe boots
   1.4. Hard hat
   1.5. High visibility vest
   1.6. Other necessary Personal Protective Equipment (i.e. face masks, gloves, goggles, face shields, etc.) shall be prescribed based on specific characteristics of project.
2. As per the DOH, all workers are expected to wear proper face masks.

V. Social Distancing and Precautionary Measures
1. Social distancing should be observed at the construction site and in the office:
   1.1. All workers should respect social distancing guidelines, as much as possible.
2. Provision for transport compliant with social distancing requirements.
   3.1. Enough space should be provided for every employee/worker staying in the barracks to ensure that social distancing (at least 50% reduction in density of people) are adequately implemented. This can be achieved either by providing additional space/facilities or by having occupants work (and sleep) in shifts.
   3.2. Segregate employees/workers who are coming back to work from those who originally stayed in the barracks during the ECQ period.
   3.3. Barracks should have at least one (1) meter of physical distance from each occupant and/or provision of a physical barrier in between occupants.
   3.4. Should be well ventilated / windows opened to allow fresh air circulation.
4. Provision of dedicated point-to-point shuttle service (residence-workplace-residence and compliant with social distancing).
5. Observe social distancing (e.g., no sharing of workspaces, staggered lunch breaks, use of large conference rooms only) and hygiene measures (e.g., provide hand washing and disinfection stations, mandatory use of face masks) in workplaces, shuttles and accommodations.
   5.1. Split/alternating shifts are encouraged to avoid extensive intermingling.
   5.2. Breaks should be staggered to limit the number of people in proximity with each other.
5.3. Individuals are expected to clean up their own areas after eating with proper disinfectants.

5.4. Limit the number of people operating or occupying freight elevators.

5.5. Designate smoking area:
   5.5.1. Smokers/vapers must use designated area or do so off-site and butts are to be placed in the designated receptacle. Hands must be washed before and after smoking.
   5.5.2. Stand so that smoke or vapor produced is not going into another person’s breathing zone.

5.6. Site meetings:
   5.6.1. Only absolutely necessary meeting participants should attend.
   5.6.2. Attendees should be one (1) meter apart from each other.
   5.6.3. Rooms should be well ventilated / windows opened to allow fresh air circulation.
   5.6.4. Hold meetings in open areas where possible.
   5.6.5. Conduct toolbox meetings in wide open spaces to enable workers to keep the required physical distance of at least one (1) meter. (see Annex H).
   5.6.6. Meetings are to be held through teleconferencing or videoconferencing, where possible.

VI. Site Operations / Construction Work Site
   1. Access and Movement to/from Construction Site
      1.1. If possible, establish one-way staircases and walkways to minimize workers’ contact.
      1.2. Management can look up possible decontamination chambers (e.g. swimming pool grade-chlorine).
      1.3. All people entering and exiting the workplace should be registered, for easier contact tracing in the event of an outbreak.
      1.4. All non-essential workers are prohibited from entering the jobsite.
   2. Limiting and Removing internal touch points areas.
   3. Compartmentalization
      3.1. If possible, divide the construction site into zones or other methods to keep workers physically separated. This will promote social distancing and will make containment of possible outbreak easier.
      3.1.1. Limit on the number of people per zone is advised.
      3.1.2. Management can consider reducing workforce in the jobsite.
   4. Construction Site Cleaning
      4.1. Regular disinfection of workplaces, shuttles, and accommodations.
      4.2. All offices and jobsites should disinfect the following at least twice per day:
         4.2.1. Door handles
         4.2.2. Railings
         4.2.3. Ladders
         4.2.4. Switches
         4.2.5. Controls
         4.2.6. Shared equipment
         4.2.7. Common and eating areas
         4.2.8. Personal workstations
4.3. Hands and common tools/equipment are cleaned or disinfected after each task.

4.4. Awareness on location of commonly used items

5. All offices and jobsites should implement additional cleaning measures of common areas as recommended by the DOH.

6. Management can look up possible decontamination chambers (e.g. chlorine, iodine, betadine, potassium persulfate).
   6.1. Demisting only decontaminates the surface, thus the need for PPEs.
   6.2. Suggested additional sanitary measures to be implemented/installed on site but are not limited to the following:
       6.2.1. Water stations
       6.2.2. Proper handwashing areas and hand washing protocol.
       6.2.3. Alcohol-based hand sanitizer shall be provided in all department areas, entrances, canteens, beside hand punch machines and other facilities.
       6.2.4. Disinfectant wiping products.
       6.2.5. Footwear disinfection treatment units (foot baths) before entering site premises or facilities (staff houses, barracks, canteens/mess halls, site offices and others).

7. Limit and remove internal touch point areas (e.g. coffee machines, water fountains, common pens). If possible, also remove doors/door handles for jobsites.

8. A proper waste and disposal area must be provided, as well as proper disposal of contaminated products.

VII. Additional Guidelines for Vertical and Horizontal Projects

1. If possible, all construction workers are to be housed in either on-site barracks, or off-site barracks. This would make monitoring of workers’ activities easier.
   1.1. All workers must use the same vehicles they came into work in, if returning to the off-site barracks.
   1.2. All vehicles would need to be disinfected, before being ready for use the next day.

2. Management can also look into using the floors of buildings, as barracks, with proper permission of the owners.

Machinery

1. All equipment deliveries must be carefully planned, monitored and managed to avoid the risk of COVID-19 transmission.
2. All delivered equipment must be cleaned and disinfected before use.
3. Assign regular worker to use the equipment, if possible. If sharing cannot be prevented, take precautions and follow the cleaning guide before and after each use.
4. Clean equipment before and after each day’s work with a disinfectant, concentrating on points of contact such as handles.
5. If equipment needs to be transferred to other construction sites, the following action must be taken into considerations:
   5.1. Plan, monitor and manage the transfer of equipment.
   5.2. Equipment should be disinfected before transporting.
5.3. Transporting driver must be recorded including the assistant.
5.4. At the delivery site, equipment should be properly endorsed.
5.5. Once the equipment is received at the project site, number 2, 3 and 4 must be done.

Money

Contracting parties need to discuss, before resumption or start of work, contract provisions on: Payments, Variations and Timelines considering the effects of current government health and safety standards that have to be complied with to prevent the spread of the coronavirus pandemic and ensure workers’ protection from the contagious disease. Contractors’ concern on cash flow, price escalation, time extensions and productivity will need to be established and agreed with project owners. Contractors need to devise project implementation plan aligned with government approved health and safety protocols.

Contractors need to familiarize themselves with Republic Act (R.A.) 11469 or Bayanihan to Heal As One Act; R.A. 11058 and its IRR as specified in DOLE D.O. 198 S. 2018, and DOLE’s D.O. 13 and ensure contracts are aligned with these landmark regulations. For projects with signed contracts before the onset of the coronavirus pandemic, contractors need to check on DOLE’s guidelines on drafting new contracts so provisions on employment details, i.e. accommodations, meals, etc. can be included as these are expected to be heavily affected by new guidelines on health and safety. Company code of disciplines may likewise need to be reviewed and re-written to consider pandemic guidelines and ensure employees/workers’ full support and cooperation.

Pursuant to Section 21 of DOLE D.O. 198, s. 2018, “The total cost of implementing a OSH program shall be an integral part of the operations cost. It shall be a separate pay item in construction and in all contracting or subcontracting arrangements.” to cover the cost inflicted during this Public Health Emergency. These costs include, but are not limited, to testing kits; personal protective equipment; workers’ barracks; quarantine facilities; isolation rooms; disinfectants; sanitation equipment and facilities; and other expenses relative to compliance with safety and health standards during construction.

Contractors should conduct periodic audits (frequency to be determined based on a project scale and scope) to verify that the appropriate measures have been implemented and are maintained.

The site supervisors and safety officers are expected to conduct daily audits, and safety reports to management in order to make sure that the appropriate measures are implemented and followed.

Construction companies should expect to deal with heightened safety and health guidelines until such time that the pandemic has fully been eradicated, and:

1. Analyze contract requirements;
2. Comply with contractual notice requirements;
3. Adapt and Adjust schedule;
4. Coordinate and Cooperate with all participants; and

**Risk Assessment and Response:**

1. All contractors would need to guarantee the minimum level of standards to protect the health of the workers engaged in the construction sites.
2. Before any activity is resumed, all hazards, due to the halting of work, must be reviewed and controlled.
   2.1. Workers involved should have proper understanding of the operations and environment condition checking
3. An integrated continuity plan should also be provided in the event of a partial or complete shutdown of jobsite or if jobsite operations are severely limited.
4. All contractors should complete an integrated continuity plan to respond to partial or complete shutdown of construction sites or in the case of a severe limitation of site operations.

The COVID-19 pandemic affects working hours and earnings in all businesses, globally. However, the construction industry is unique with respect to the COVID-19 because construction contracts typically contain provisions about time for performance and fees for failing to perform on time. There is no question that all participants in the construction industry have experienced, and will continue to experience, impacts on their operations because of COVID-19 and experts say the fallout is one more factor poised to affect construction firms. These impacts include, among others, schedule delays, workforce disruptions, equipment and supply chain disruptions, reduced productivity due to on site health and safety measures (e.g., social distancing, staggering of work, enhanced sanitary measures, etc.), permit delays or restrictions on new permits, and financing restrictions or cash flow shortages.

Therefore, it is critical that construction companies be proactive rather than reactive in dealing with the COVID-19 and it is highly recommended that they take the following steps with respect to the coronavirus:

1. Define – identify the company’s main vulnerabilities (convene a meeting with senior management and decision-makers to identify potential impacts on the company).
2. Assess – understand if and how the company is prepared to deal with the company’s main vulnerabilities (review any existing plans and procedures to ensure they are current and begin preparing business continuity and crisis management plans and procedures aimed at minimizing potential impacts on the company).
3. Implement and Manage – ensure the company’s plans and procedures work (work with senior management and decision-makers to establish and embed response and recovery arrangements and confirm senior management and decision-makers understand their roles and support how the plans and procedures will be used).
4. Communicate and Remain Vigilant – ensure the company’s teams are informed (assign clear responsibilities for internal and external communications).

This pandemic was not foreseeable and unfortunately, its duration and fallout remain uncertain. What is certain is that the world is transitioning. Being prepared for this will be essential to managing the outcome and minimizing negative impacts.
Monitoring

DTI-CIAPI is revitalizing its Joint Administrative Order No. 01, S. 2011 with DOLE, DPWH, DILG and the Professional Regulation Commission (PRC) to strengthen coordination and enhance the implementation of the Construction Guidelines on Project Implementation for the period of Public Health Emergency, DOLE D.O. 13 and R.A. 11058 and its IRR as specified in DOLE D.O. 198 S. 2018, and specifically, enforce strict monitoring of construction activities.

The DOLE shall refer to the Philippine Contractors Accreditation Board (PCAB) its findings, after due process, on any act or omission committed by construction contractors in violation of labor standards, safety rules and regulations and other pertinent policies.

Effectivity

These guidelines shall take effect after approval by the CIAP Board and posting in the official gazette (www.officialgazette.gov.ph) and CIAP website (www.ciap.dti.gov.ph).

References

1. WHO – Getting your workplace ready for COVID-19, 19 March 2020
4. Australia – Building and Construction Industry: Minimizing the Risk and exposure to COVID-19 as of 9 April 2020
12. DTI - DOLE Interim Guidelines on Workplace Prevention and Control of COVID-19
13. DTI and DOLE Webinar on 8 May 2020
15. DOLE Department Order 13: Guidelines Governing Occupational Safety and Health in the Construction Industry
17. DOLE-DPWH-DTI-DILG-PRC Joint Administrative Order No. 1, Series of 2011
18. EEI Guidelines on the COVID-19 Prevention and Control at the Workplace (Alert level code RED sub-level 2)
19. DMCI Work Resumption Protocols as of 22 April 2020

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