

# Blockchain technology for governmental supervision of construction work: Learning from digital currency electronic payment systems

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## Abstract

Blockchain technology has been explored for governmental supervision of construction work (GSCW) due to its merits of traceability, immutability, and transparency. However, its decentralized nature is seemingly incompatible with GSCW, which is a type of centralized governance *per se*. This research aims to find a network topology with a proper level of (de)centralization and, based on this topology, to develop a blockchain-based model for GSCW. Firstly, a literature review is conducted to identify problems in GSCW. Then, a cross-sectoral learning is performed between GSCW and digital currency electronic payment systems. Next, a design science research method is adopted to develop a dual-layer blockchain-based GSCW model integrated with an incentive mechanism. Finally, the model is illustrated in Hyperledger Fabric and evaluated its strengths and weaknesses. It is found that the model can enable an information-sharing, tamper-proof, and privacy-preserving mechanism without affecting the current status and routines of GSCW units and project teams. The model developed in our study can serve as a valuable reference for policymakers, practitioners, and researchers to develop governance policies or blockchain applications.

**Keywords:** Construction supervision; Blockchain; Central governance; Digital currency electronic payment; Dual-layer blockchain network.

31 **Introduction**

32 Central governance is where executive and legislative powers are concentrated at the top instead of scattered  
33 among lower-level governance bodies (Kooiman 2003). All constituted governments must be centralized to some  
34 degree. Even federated or federal states must exercise authority or privileges under some circumstances (e.g., the  
35 mandatory wearing of masks during the COVID-19 pandemic) (Christensen et al., 2008). Effective central  
36 governance has several advantages. It allows a clear hierarchy of reporting relationships (Corporate Finance  
37 Institute 2020). It helps reduce costs by avoiding department duplications (Bagul and Mukherjee 2018). It  
38 promotes rapid execution of decisions, as they can be made at a relatively smaller number of higher levels and  
39 then communicated to a greater number of lower levels (Ouchi 1980). Central governance can also strengthen  
40 supervision, thereby improving work quality (Lin and Ho 2013).

41

42 A typical central governance scenario can be found in the construction industry, where governmental supervision  
43 of construction work (GSCW) is usually carried out to provide an independent view on quality, safety, progress  
44 and other compliance issues (Rounds and Segner 2010; Tuuli et al. 2010). This mandatory governmental  
45 supervision of projects, including those that are privately owned, is based on public interest concerns (Li et al.,  
46 2019), and is governed by various statutory or non-statutory arrangements including national standards,  
47 construction ordinances, building codes, and professional codes of conduct (Recarte and Jaselskis 1993). For  
48 example, China’s Regulations on Safety Production Management of Construction Projects require all building  
49 owners to submit documents related to project quality and safety and apply for local government construction  
50 permits (The State Council 2003). In the Australian state of Victoria, the Building Act 1993 and Building  
51 Regulations 2018 mandate that works require a building permit unless an exemption exists. Compliance with  
52 regulations such as these is overseen by government supervision units (GSUs), such as Hong Kong’s Buildings  
53 Department and the Construction Commission in China, set up to issue building permits and conduct inspections  
54 as projects progress.

55

56 Blockchain technology, used most widely to record bitcoin and other cryptocurrency transactions, has been  
57 vigorously explored for its GSCW potential (Wang et al., 2020; Zhong et al., 2020). A blockchain is a distributed  
58 database with a consensus mechanism and cryptography (Risius and Spohrer 2017), with potential to offer  
59 enhanced traceability, transparency, immutability, privacy, and auditability, as well as reduced intermediary costs,  
60 among other benefits (Perera et al. 2020; Hasselgren et al. 2020). For example, blockchain allows GSUs to track

61 the history of products and handling persons. With a blockchain-based quality and inspection platform, the scandal  
62 of missing site records will unlikely happen, and the construction quality will be more transparent to the public.  
63 In transferring control and decision-making power from a centralized entity to a distributed network, blockchain  
64 is an anti-authorization technology that counts on a consensus mechanism amongst decentralized parties. If  
65 blockchain is to be used in GSCW, the dilemma is to find a network topology that can balance centralized and  
66 decentralized governance.

67

68 Central bank digital currencies (CBDCs) provide a useful reference for blockchain in GSCW. A CBDC is a digital  
69 form of fiat money, established and regulated by a country's monetary authority (Shi and Zhou 2020). CBDCs  
70 are widely advocated because digital currencies not controlled by authorities pose problems. For example, the  
71 price of bitcoin can fluctuate sharply, affecting the financial stability of many countries (Ciaian and Rajcaniova  
72 2016). Unsupervised digital currencies may facilitate tax evasion, terrorist financing, money laundering, and other  
73 financial crimes (Shi and Zhou 2020). To minimize these risks, the central banks of various countries (e.g.,  
74 Sveriges Riksbank, the Central Bank of Uruguay, and the Central Bank of China) are developing, piloting, or have  
75 launched their own CBDCs. Particularly, in China, the central bank's digital currency electronic payment (DCEP)  
76 system has a dual-tier structure that allows the maintenance of central governance while preserving a certain  
77 degree of privacy. It seems that this and other CBDCs have found a suitable blockchain network topology to  
78 balance centralized and decentralized governance.

79

80 This research aims to find an appropriate network topology and develop a blockchain-based model for GSCW. It  
81 has four specific objectives:

- 82 1. to identify current problems in GSCW;
- 83 2. to examine and learn from China's DCEP system;
- 84 3. to develop a blockchain-based model for GSCW; and
- 85 4. to illustrate the blockchain-based supervision model through a prototype platform.

86 The remainder of this paper is organized as follows. The following section reviews key blockchain concepts and  
87 types and their applications in various central governance scenarios. Next, the DCEP system is introduced. The  
88 subsequent section describes our research methods. Then the findings and the proposed blockchain-based model  
89 for GSCW are presented. After that, the proposed model is illustrated through the development of a prototype  
90 system. Finally, the discussion and conclusions are presented.

91

## 92 **Blockchain Technology**

### 93 *Blockchain Basics*

94 Three key components support the functioning of a blockchain: cryptographic algorithms, a decentralized  
95 consensus mechanism, and a distributed database (Xue and Lu, 2020). Hash algorithms and Merkle trees are key  
96 concepts in cryptography, ensuring the immutability of transactions (Hasselgren et al. 2020). In the blockchain,  
97 transactions are packaged into blocks and chained together. Each block consists of a header and a set of  
98 transactions (Perera et al. 2020) (Fig. 1). The header contains an index, a hash pointer for the previous block, a  
99 hash pointer for the current block, a nonce, a timestamp, and a Merkle root. Hashing transactions indicates that  
100 the endorsed transactions are adopted as input to a hash algorithm. Then, the hash algorithm converts the  
101 transactions into unique strings (hash values). As each transaction in a block is continuously hashed and merged,  
102 the Merkle tree and final root hash pointer are formed. The hash pointer is unique for each corresponding block  
103 input, allowing verification that the current block transactions have not changed. Since the current block contains  
104 the previous block's hash pointer, blocks on the chain are not easily tampered with because changing the previous  
105 block requires changes to subsequent blocks.

106

107 <<Fig. 1. An example of a blockchain>>

108

109 Blockchain protocol incorporates a consensus mechanism to verify the order and correctness of blocks  
110 (Hasselgren et al. 2020). That is, only when the blockchain network participants reach a consensus can transactions  
111 be included in the blockchain as a new block. Four common consensus algorithms are: proof of work, proof of  
112 stake, crash fault tolerance (CFT), and practical Byzantine fault tolerance (Perera et al. 2020). A blockchain  
113 database consisting of ledgers that record transaction data securely is distributed among network users. Peer nodes  
114 are blockchain network participants who store copies of the ledger and/or invoke smart contracts to check from  
115 or submit transactions to ledgers. As a result of the operation of these key components, blockchain information is  
116 immutable, verifiable, and trackable.

117

### 118 *Types of Blockchain*

119 Blockchains may be public, private, or consortium according to network centralization levels (Perera et al. 2020;  
120 Hasselgren et al. 2020) (Fig. 2). A public blockchain has a distributed and decentralized network where every

121 interested participant can query historical transactions in ledgers or submit new transactions (Zhong et al. 2020).  
122 This network structure ensures that stored data is transparent to the public and not easily tampered with (Perera et  
123 al., 2020). However, the privacy level of a public blockchain is low because it does not provide access control  
124 functions that restrict network participants from viewing uploaded data (Hasselgren et al. 2020). Due to the need  
125 to establish trust between completely anonymous participants, an energy- and time-consuming mining-based  
126 consensus mechanism is used. This makes it difficult to improve performance of public blockchains and leads to  
127 the problem of low scalability (Perera et al. 2020).

128

129 <<Fig. 2. Types of blockchain>>

130

131 A private blockchain is managed by a single organization, and only pre-approved nodes can participate (Zhong et  
132 al. 2020). The network of private blockchains is distributed but usually to a limited extent. Private blockchains  
133 have higher privacy, scalability, and efficiency due to their more centralized nature, but transparency, auditability  
134 and security of transaction data are reduced.

135

136 A consortium blockchain involves multiple pre-authorized organizations participating in blockchain network  
137 management (Hasselgren et al. 2020). This network is partially centralized, and can allow participants full data  
138 access or set multiple levels of access permissions (Hyperledger Fabric 2020). A consortium blockchain has  
139 moderate privacy and is more auditable and secure than a private blockchain. It provides moderate scalability  
140 through its various governance structures. However, different access levels are allowed in the consortium  
141 blockchain, so participants need to spend considerable time defining these access rules.

142

### 143 ***Blockchain in Central Governance***

144 Many blockchain studies have considered central governance. Through a scoping review, Hasselgren et al. (2020)  
145 conclude that in the health sector only 15% of blockchain studies adopt a fully decentralized structure (i.e., a  
146 public blockchain). Liang et al. (2017), however, adopt membership services supported by a consortium  
147 blockchain that allows medical institutions to issue and manage enrolment certificates and transaction certificates  
148 for access control. Yong et al. (2020) consider authority control, putting the government above enterprises, the  
149 release agency, and the center for disease control in their vaccine consortium blockchain system. Mao et al. (2019)  
150 use a consortium blockchain to set permissions and authentication for food suppliers, deliverers and sellers.

151

152 In construction, only a few blockchain studies have looked at central governance. In one such study, Zhong et al.  
153 (2020) utilize a consortium blockchain to supervise construction quality information, with the government a  
154 general peer node able to query transactions. Sheng et al. (2020) also use blockchain to monitor construction  
155 quality information, allowing the government to control the certificate authority (CA). Part of the blockchain  
156 network security protocol, the certificates are digitally signed and distributed by the CA and bind participants to  
157 proving their identity when conducting transactions in blockchain networks. Unfortunately, Sheng et al. do not  
158 discuss in depth why the government should maintain its central governance in issuing certificates.

159

160 While some blockchain research is dedicated to improving the traceability of the construction supply chain, it  
161 does not consider central governance. For instance, Wang et al. (2020) demonstrate a blockchain-based framework  
162 to supervise the supply chain in precast construction, but do not consider GSUs. Shemov et al. (2020) report  
163 development of a blockchain-based platform to supervise construction supply chain information and prevent  
164 manipulation, but do not provide platform access to GSUs. Qian and Papadonikolaki (2020) explain that  
165 blockchain could enable data tracking in the construction supply chain, thereby building trust between stakeholder  
166 organizations. In real-world governance scenarios, although they are interested in harnessing the power of  
167 blockchain, particularly for traceability, immutability, and information sharing, GSUs may be unwilling or not  
168 expected to give up their centralized status.

169

### 170 **The Digital Currency Electronic Payment (DCEP) System**

171 A central bank digital currency (CBDC) is usually accompanied by a digital currency electronic payment (DCEP)  
172 system. Unlike bitcoin, which has no central bank or intermediaries, central governance plays a pivotal role in  
173 CBDCs. China's DCEP utilizes an innovative blockchain-enabled dual-tier operation structure (Peters et al. 2020),  
174 shown in Fig. 3. At the upper level, the central bank issues DCEPs to intermediaries (e.g., commercial banks) or  
175 withdraws them. At the lower level are the transactions between intermediaries and market participants (e.g.,  
176 individuals and enterprises). The main benefit of this DCEP design is that the central bank can supervise financial  
177 activities and prevent illegal transactions (Le 2020; Shi and Zhou 2020). It also allows the balance of security and  
178 privacy to achieve "controllable anonymity", i.e., only illegal activities detected will be disclosed to authorized  
179 officials, while regular transactions are anonymous (Shi and Zhou 2020). As shown by China's DCEP, central

180 governance has become an important factor in managing digital currencies and provides a reference for harnessing  
181 blockchain power in GSCW.

182

183 <<Fig. 3. A dual-tier operating system of DCEP>>

184

### 185 **Research Methods**

186 The research methodology comprises two components: literature review and design science research (DSR). The  
187 critical literature review was used to identify problems in GSCW that may be solved by blockchain technology.  
188 To search for relevant papers in Google Scholar and Web of Science databases, the keywords “blockchain in  
189 construction” and “blockchain for construction management” were used. The search initially produced 304 hits  
190 comprising journal and conference papers, books, dissertations, and reports. Titles and abstracts were screened  
191 for suitability, and hits not dealing with a specific blockchain application in construction management were  
192 excluded. The full texts of 104 selected publications were downloaded and further refined to include only those  
193 with a publication year and providing descriptive information about construction management problems and the  
194 potential of blockchain to solve these problems. This resulted in a total of 28 journal papers, 3 conference papers,  
195 and 1 industry report being collected for analysis.

196

197 Cross-sectoral learning was then conducted through another literature review round, the purpose being to  
198 understand more about DCEPs, their blockchain applications, and how (de)centralized governance is considered.  
199 Journal articles and publicly available guidelines, white papers, and news articles were collected to analyze two  
200 aspects of DCEPs: public and central bank demands, and design features.

201

202 A DSR method was then used to develop a blockchain-based construction supervision model. DSR is an analytical  
203 and creative approach that involves creating meaningful artifacts to solve identified problems (Hevner and  
204 Chatterjee 2010). The first step was to understand our target audience; GSUs and construction project owners.  
205 The second step involved defining the critical issue; specifically, how to develop a model for a blockchain-based  
206 system enabling GSCW with an appropriate level of typology. To meet central governance requirements, the  
207 model must provide GSU with access to supervise projects. Also, the model needs to consider the privacy rights  
208 of project owners to protect their sensitive business information. The third step, in three research team meetings

209 in October 2020, was to analyze and synthesize the knowledge gained from our literature reviews and explore  
210 solutions. Finally, the most promising solution was developed into a model prototype.

211

## 212 **Data Analyses, Results, and Findings**

### 213 *Problem Identification and Blockchain Solution Potential*

214 Table 1 summarizes the current problems in GSCW emerging from the literature review. The first problem  
215 identified is the low level of real-time information sharing (e.g., Zhong et al., 2020). Failure to share supervision  
216 information promptly has led to untimely measures and increased costs. Blockchain can improve information  
217 transparency by sharing transaction records among parties and requiring endorsements from all. The second  
218 problem relates to the low traceability of existing recording and communication methods (e.g., paper records,  
219 phone calls, and emails) (e.g., Turk and Kline, 2017; Zhang et al. 2020). Blockchain provides a timestamp for  
220 each recorded transaction so that auditors can track the history of products and handling persons.

221

222 The lack of incentive mechanism to share information is the third problem associated with GSCW (Elghaish et al.  
223 2020; Perera et al. 2020). If there is no incentive mechanism, project owners may not wish to disclose their project  
224 information but point fingers at each other in case of disputes. Blockchain offers a solution to this problem because  
225 it can be integrated with incentive mechanisms to encourage participation. Fourth, while the centralized storage  
226 in GSCW creates the risk of a single point of failure (e.g., Nawari and Ravindran, 2019a), blockchain can store  
227 information in a distributed manner through ledgers. A distributed database prevents file loss since the same copy  
228 of the record is replicated and stored in the node network. Fifth, without supervision, current records can be  
229 modified intentionally or unintentionally (e.g., Kim et al. 2020). Sixth, scholars such as Xiong et al. (2019) and  
230 Sharma and Kumar (2020) point out that current recording methods may involve privacy issues. By applying hash  
231 algorithms, blockchain can protect information privacy. Seventh and finally, the manual processing of GSCW  
232 information is inefficient but, with the aid of smart contracts, blockchain can automate the process.

233

234 <<Table 1. Current problems in GSCW and the potentials of blockchain>>

235

### 236 *Lessons Learned from China's DCEP System*

237 According to Shi and Zhou (2020), the People's Bank of China (PBC) (the central bank of China, responsible for  
238 implementing monetary policy and supervising financial institutions) has the following requirements for its DCEP



239 system: high accessibility, credibility (e.g., financial crime prevention), security (e.g., immutable data), and  
240 transaction performance (e.g., low latency). The system should also have the potential for internationalization, but  
241 the supervision power should rest with the PBC. Public user requirements are: offline payment capability, real-  
242 time payment (negligible latency), low transaction cost (low intermediary fee), high security and privacy (e.g.,  
243 transaction records cannot be easily tampered with and cannot be disclosed to unauthorized parties), and official  
244 supervision (e.g., provision of a stable currency value) (Shi and Zhou, 2020). In short, the PBC must maintain  
245 central governance to supervise financial activities and prevent crime, and the public requires it to perform  
246 “business as usual” as regular commercial banks when there was no blockchain technology.

247  
248 User requirements of both the PBC and the public determine the features of the DCEP system, shown in Table 2.  
249 Since DCEP is a digital payment tool with value attributes, no account is needed to realize a value transfer.  
250 Intended to replace paper money, the DCEP system must have cash-like features, including acceptance by the  
251 public. Another feature is that the PBC is legally responsible for the DCEP system, so the PBC must supervise its  
252 related financial activities to detect illegal transactions and maintain currency value. In addition, the DCEP system  
253 adopts a dual-tier operating system (Fig. 3). The first layer involves the PBC issuing DCEPs, and the second layer  
254 includes intermediaries, such as commercial banks, who distribute DCEPs to users for transactions. To minimize  
255 the potential competition between DCEPs and commercial bank deposits, the PBC does not pay interest on DCEPs.  
256 Also, the DCEP system is technology inclusive, allowing the integration of technologies besides blockchain, such  
257 as big data. A further feature of the DCEP system is that it ensures privacy through one-way anonymity, so no  
258 party other than the PBC can track the payment behaviors of users. Finally, when the Internet is not available,  
259 DCEP transactions can be made offline.

260

261 <<Table 2. Publications identifying salient features of DCEP>>

262

263 By reviewing user requirements and the features of DCEP, we have summarized the points that can provide a  
264 useful reference when developing a blockchain-based model for GSCW:

- 265 • Adopting a dual-tier operating system will allow the authorities in the upper layer to increase its control  
266 over intermediaries to monitor financial crimes and maintain the stability of the overall system;
- 267 • Through the flexible structure at the lower layer, intermediaries can respond to the market and conduct  
268 efficient transactions; and

269           • One-way anonymity can guard user privacy.

270 When developing a blockchain-based supervision model, the upper layer of a DCEP dual-tier operating system  
271 can provide GSUs in construction with a central governance experience, like that of the PBC. Then, construction  
272 project owners perform similar roles to commercial banks because they are responsible for managing transactions  
273 related to individuals/enterprises or projects. In daily transactions, they all need to protect the privacy of  
274 information and enhance their ability to handle more transactions, and therefore the lower layer of the system can  
275 provide a reference for privacy and scalability design.

276

### 277 ***A Dual-Layer Blockchain-Based Supervision Model***

278 Based on the needs of practitioners and DCEP lessons learned, this section proposes a dual-layer consensus  
279 blockchain-based model for GSCW. As shown in Fig. 4, the proposed GSCW model involves four main entities:  
280 the GSU, and construction project Owners 1, 2, and 3. Each owner should register as a peer node to record its  
281 project information and submit it to the GSU, and the GSU should register as an ordering node to order the  
282 received information into blocks and then deliver the ordered blocks to the owners for endorsement. Also, the  
283 GSU can supervise the entire project construction process for owners by seeking project and supervision  
284 information including the preliminary project information of each owner including project background and  
285 construction-related data. To avoid the fake information is deliberately input at source (i.e., the “Garbage in,  
286 Garbage out” issue), the “blockchain oracles” are used. In blockchains, an oracle is used to bridge the on-chain  
287 (i.e., a blockchain system) and off-chain worlds (i.e., a real-life physical project). It is a middleware agent *per se*  
288 that queries and endorses data from external systems to the blockchain, including for use in smart contracts  
289 (Kochovski et al., 2019). The proposed model adopts consensus-based oracles to avoid centralization issues such  
290 as a single point of failure. Thus, a *K-out-of-M* threshold signature scheme (e.g., 3-out-of-4 signature), suggested  
291 by Lo et al. (2020), is used by multiple oracles in the model to reach a consensus on the transaction to be accepted.  
292 The main blockchain involves all four entities (the GSU and Owners 1, 2 and 3). Each entity obtains a copy of the  
293 main blockchain, enabling it to supervise each transaction representing an operation in the main blockchain, such  
294 as submitting new project information or updating existing information. When all participants agree on correctness  
295 of project information via the consensus algorithm, they can endorse the operation with a digital signature.

296

297 The proposed model uses CFT consensus algorithm, which will not unduly degrade performance (e.g., transaction  
298 throughput) (Hyperledger, 2020). It does not require cryptocurrencies like Bitcoin to encourage participants to

300 conduct expensive mining to verify transactions (Perera et al. 2020). Avoiding cryptocurrency can reduce vital  
301 risks/attack vectors, and not utilizing cryptographic mining processes can lower computational energy  
302 consumption. Operations related to the main blockchain and the local project information of owners (e.g.,  
303 recording procurement information) are stored in the sidechains of owners and can be retrieved using the self-  
304 executed smart contracts of the main blockchain. The details of the proposed model are explained in the following  
305 paragraphs.

306 <<Fig. 4. A dual-layer blockchain-based model for construction supervision>>

307  
308 As mentioned previously, the proposed model adopts a scalable dual-layer blockchain structure, including  
309 mainchain and sidechain. The dual-layer design imposes some limitations on the traditional blockchain structure.  
310 First, it retains the topology level of a GSU without significant changes to the existing regulatory system. Second,  
311 it provides privacy for different project owners, so that sensitive business information is not submitted to the  
312 mainchain. Third, the model is scalable for more project owners. Fourth, there is a mapping mechanism between  
313 operations and transactions. Construction supervision has various operations (e.g., e.g., quality inspection,  
314 progress reporting, and safety information recording) in different projects. Each operation can be matched with a  
315 specific transaction on our model, ensuring that it can handle all operations generated by different projects. Finally,  
316 the proposed model has an integrated points-based incentive mechanism.

317  
318 Private operation transactions such as project procurement records and risk information can be recorded in the  
319 sidechain of each owner, inaccessible to other owners in the main blockchain. The structure of a private transaction  
320 is shown in Fig. 5(a). Each transaction includes a timestamp, the signature of the person in charge, the hash pointer,  
321 the hash pointer of the previous operation, and the data. The data is given in the form of a hash table with unique  
322 keys and values. The keys indicate the owner numbers corresponding to operations. The values display objects  
323 containing data content, such as project names and IDs and quality information. The sidechain layer contains local  
324 project information, copies of the main blockchain. Each owner maintain its own sidechain in this layer. For the  
325 main blockchain, each block consists of a header and transaction. Each block header includes an index (block  
326 sequence number in the chain), a timestamp, the signatures of the three project owners and the GSU, and the  
327 current and the previous blocks' hash pointers. As shown in Fig. 5(b), project information of the three owners is  
328 retrieved from their sidechain through their respective hash pointers. Smart contracts are installed in the main

329 blockchain so that the GSU can retrieve operation records from the main blockchain, and owners can submit  
330 operation records at specific time intervals for construction project supervision.

331

332 <<Fig. 5. Blockchain and transaction: (a) transaction structure in the sidechain; and (b) block structure in the  
333 main blockchain>>

334

335 As the success of the proposed blockchain-based model depends on the participation of users, a points-based  
336 incentive mechanism is integrated with the model. This mechanism aims to increase participants' willingness to  
337 publish transactions on time. Owners are informed of the details of the mechanism in advance. Table 3 shows the  
338 calculation principles for rewarding points. In this study, the owner will receive a point for each submitted  
339 transaction. Among them, each transaction published within 24 hours after completing the operation will help an  
340 owner earn 20 points. The final points are the sum of the points obtained from the published transaction and the  
341 on-time publishing. Five status levels (fail, pass, credit, distinction, and high distinction) are defined based on the  
342 total points earned, extending this incentive mechanism from rewards to reputation. The benefits of a good  
343 reputation include (1) more business opportunities; (2) lower marketing costs; (3) more customers and sales, (4)  
344 greater revenue; (5) cost-free advertising; and (6) higher company value (Pfeiffer et al., 2012). The status levels  
345 can be displayed on the GSU's website for comparative purposes. The incentive mechanism has also been  
346 expanded by combining financial incentives, which are a way to increase productivity, reduce problematic  
347 behaviors (e.g., late assignment submissions), and improve participants' attitudes (Marteau et al., 2009). Such  
348 incentives have been widely used to encourage healthy behaviors (Volpp et al., 2009) and drive construction  
349 projects' progress (Rose and Manley, 2010). In the model, every point earned by the owner can be exchanged for  
350 one dollar from the GSU. For example, GSU requires owner 1 to publish 500 transactions. As a result, owner 1  
351 published all the 500 transactions, of which 450 transactions were published within 24 hours after completing the  
352 operations. Then, Owner 1 will receive 9500 points ( $1 \times 500 + 450 \times 20$ ), a reputational reward of high distinction,  
353 and a financial reward of 9,500 dollars.

354

355 << Table 3. The points-based incentive mechanism >>

356

### 357 **Illustration of the Blockchain-Based Supervision Model**

358 The supervision process for our prototype system illustrating the proposed dual-layer blockchain-based model for  
359 GSCW includes registration, submit-inquire, ordering, and consensus (Fig. 6). Before joining the system, owners  
360 must first verify their identity through the GSU at the registration stage. The GSU retains the CA and issues  
361 certificates to each owner so that they can participate in the main blockchain. The submit-inquire mechanism  
362 allows the GSU to supervise the project information of owners. For example, Owner 1 can record and hash the  
363 latest quality information in its sidechain and then submit the transaction hash to the GSU while ensuring data  
364 privacy. Next, in the ordering service stage, the GSU packs the received transaction hashes into blocks and then  
365 continuously delivers the ordered blocks back to the owners for endorsement. When owners receive these ordered  
366 blocks, they should endorse the order of blocks by checking the hash pointer of the current block and the hash  
367 pointer of the previous block. In the consensus stage, all main blockchain entities can endorse the authenticity of  
368 transactions in the received blocks through the CFT consensus algorithm. Each entity can decide whether the  
369 transactions are valid or not by signing in the received blocks. In CFT, as far as there are  $N / 2 + 1$  participants  
370 left in the network ( $N$  is the total number of participants), a consensus can be reached (Hyperledger 2020). All  
371 transactions are stored in blocks, even if they are not genuine, but the main blockchain copy of each owner will  
372 only update valid transactions.

373

374 <<Fig. 6. Supervision process in the proposed dual-layer blockchain-based system>>

375

376 We used Hyperledger Fabric (version 2.2) to develop the blockchain prototype system for construction  
377 supervision, and JavaScript writing the smart contracts. Hyperledger Fabric is a blockchain platform created by  
378 the Linux Foundation. Linux version 5.4.0-58-generic-lpae (5.4.0-58.64~18.04.1) (Ubuntu 18.04.1 LTS) with four  
379 Intel® Core™ i7-8250U CPU @ 3.40GHz processors, and 8 GB 2133MHz DDR4 memory was used to develop  
380 the application. We used the Docker engine (version 19.03.13) to develop the environment for maintaining  
381 chaincode (in Hyperledger Fabric, smart contracts are packaged as chaincode), and Docker-Compose (version  
382 1.21.2) to form isolated networks and configure the Docker container. Four entities are involved in the prototype  
383 system: (1) the GSU, which acts as the ordering node in the ordering service; (2) Owner 1; (3) Owner 2; and (4)  
384 Owner 3. The configuration information of these entities is shown in Fig. 7(a), and the cryptogen in Hyperledger  
385 Fabric was used to achieve registration by issuing certificates (*admincert* for the administrator of each entity,  
386 *ccert* for the CA of each entity, and *tlscacert* for building connections), as shown in Fig. 7(b).

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<<Fig. 7. Prototype system configuration for: (a) entities; (b) certificates; (c) genesis block; and (d) anchor peers>>

Each of the above entities has an administrator registered in the main blockchain and sidechain. Thus, entities can first obtain certificates from the Hyperledger Fabric CA module of the main blockchain. The administrator can then request the Hyperledger Fabric CA of the sidechain to issue certificates to operators of owners who record operations in the sidechain. The genesis block of the main blockchain is configured to initialize the ordering service and contains information about the consortium, and entities (Fig. 7(c)). An anchor peer is defined in each entity and used for cross-entity communication in the main blockchain and cross-chain interaction between the main blockchain and sidechains (Fig. 7(d)). Hyperledger Explorer was utilized to visualize the detailed information of the blockchain network, entities, blocks, and certificates (Fig. 8).

<<Fig. 8. Main blockchain visualization: (a) network; (b) entities; (c) block; and (d) certificates (GSU)>>

Using SpringBoot (version 2.4.0) and AdminLTE (version 3), the backend and frontend prototypes were developed for each entity. SpringBoot, a Java-based backend framework, was used to develop a Web server and the open-source relational database management system MySQL. AdminLTE, a frontend framework based on bootstrap, provides responsive, reusable, and widely used rapid development components. Fig.9 (a) and (b) show the interfaces of the system for transaction submission and inquiry. For example, when an engineer (operator) of Owner 1 inspects a certain number of rebar in Project 1, a quality report with inspection information and responsibilities must be recorded on the sidechain of Owner 1 (Fig. 9 (a)). The report will be saved as a JavaScript Object Notation file and hashed in the sidechain of Owner 1. The chaincode in the main blockchain will then interact with the backend of the sidechain to check the signature and hash pointer before submitting the hash pointer of the report to the main blockchain. The CFT consensus algorithm enables each entity in the main blockchain to digitally sign the document to reach a consensus, and then the rebar quality report can be committed to the latest block. The inquiry interface in Fig. 9(b) illustrates that by clicking on one of the transactions, the GSU in the main blockchain can track the historical operations of each sidechain and view the block details.

(a) The interface where the Owner 1 submits the rebar quality test report

417 (b) The interface for the GSU inquiring into the historical operations of the sidechain

418 <<Fig. 9. Prototype system interfaces>>

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420 To sum up, this section has illustrated our dual-layer blockchain-based prototype system developed for  
421 construction supervision. The supervision process includes registration, submit-inquire, ordering, and consensus.  
422 By illustrating the deployed development environment, backend and frontend prototypes, and user interface,  
423 feasibility of the model proposed above is validated because it allows the GSU to monitor the project information  
424 of owners while ensuring safety and privacy.

425

#### 426 **Discussion**

427 The dual-layer blockchain-based model developed in this study provides a structured methodology to enable  
428 GSCW. Existing fully decentralized blockchain solutions for construction supervision lack consideration for  
429 GSUs, which are unwilling or not expected to give up their centralized status but are still interested in using  
430 blockchain. This study draws on China's DCEP system experience to design a blockchain network typology,  
431 taking into account the information safety and privacy of owners and the control requirements of the GSUs. The  
432 prototype system illustrates implementation of the proposed model in supervising project information in  
433 construction.

434

435 Compared with existing blockchain solutions for construction supervision, the dual-layer blockchain model has  
436 four novel aspects. Firstly, the dual-layer blockchain structure means that no structural changes related to the  
437 current status of GSUs are needed. This is advantageous because it is difficult to change existing institutional  
438 arrangements in construction. The proposed model can help maintain GSU central governance, enhance project  
439 information security and privacy, and improve information-sharing efficiency. Concurrently, compared with the  
440 existing multi-layer contract system, the dual-layer blockchain-based model enhances communication and  
441 accountability processes. The reason is that the model can send and receive information through fewer levels, and  
442 the person who handles the corresponding transactions can be traced more easily. Secondly, the proposed model  
443 is scalable and open to extra owners without significantly changing network typology and model configuration.  
444 Previous blockchain research only focused on a particular construction process (e.g., production, supply chain, or  
445 on-site assembly). In contrast, the model proposed in this study can be extended and applied to the lifecycle and  
446 multiple tasks in project delivery. Thirdly, the model provides a valuable reference for designing blockchain

447 governance policies, including relevant regulations, laws, policies, and standards. Policymakers can simulate  
448 different arrangements of blockchain network (de)centralization level in the prototype platform. Fourthly, the  
449 model is integrated with an incentive mechanism to enhance communication willingness.

450

451 DCEP is not immune to criticisms. Although it adopts one-way anonymity, unlike cash and cryptocurrencies,  
452 authorized institutions can still trace transactions. If DCEP were used for international business transactions, the  
453 surveillance would cause privacy concerns in the global community. The same surveillance controversy also  
454 applies to the developed model for GSCW. When transactions are submitted to the main blockchain, the  
455 transactions will be hashed, protecting data privacy between participating entities. Nevertheless, it is a challenge  
456 to ensure that the supervised and queried information is not intentionally or unintentionally leaked at the top level.  
457 Therefore, from a legal perspective, more research on the blockchain network is needed to ensure that the “rule  
458 of blockchain” operates within the rule of law. The PBC has a series of considerations regarding technological  
459 (e.g., user-perceived benefits), organizational (e.g., top management support), and environmental (e.g., regulatory  
460 environment and government support) aspects to help enterprises, ranging from large to small, to adopt DCEP.  
461 Similarly, further empirical research is needed to establish strategies to drive the adoption of blockchain by  
462 organizations of different sizes.

463

464 Data sharing techniques have gradually attracted growing attention as a method of remarkably decreasing  
465 repetitive tasks. Nevertheless, there is still an issue to be addressed in the process of data sharing: unwillingness  
466 to share. Factors such as trust and the economic utility of data sharing may cause participants to be unwilling to  
467 share data. However, few studies in construction have been carried out on data sharing in the context of blockchain.  
468 The proposed model uses an incentive mechanism to encourage user participation by paying them rewarding  
469 points and exchanging for reputational and financial rewards. Scholars can improve the incentive mechanism  
470 adopted and explore other feasible incentive models for data sharing in blockchains. Besides, the proposed  
471 blockchain-based GSCW model is a decentralized data infrastructure, thereby not naturally concerting  
472 complicated information structures (e.g., Building Information Modeling’s semantics and ontologies). Therefore,  
473 future studies are encouraged to form logical information structures to allow construction stakeholders to add new  
474 and revised data to the model consistently.

475



476 **Conclusions**

477 Governmental supervision plays an indispensable role in existing construction governance systems. Government  
478 supervision units (GSUs), in reality, are reluctant or not supposed to give up their central position in a governance  
479 structure. However, they are interested in using blockchain owing to its promise in improving immutability,  
480 traceability, and transparency. There appears an incompatibility issue between blockchain technology, famous for  
481 its decentralization, and existing governmental supervision of construction work (GSCW) practices. This study  
482 attempted to address the incompatibility by finding an appropriate network topology with a proper level of  
483 (de)centralization and developing a blockchain-based model for GSCW.

484

485 Through a series of research activities, including identifying current problems in GSCW practices, cross-sectoral  
486 learning from China's digital currency electronic payment (DCEP) system, and conducting in-house design  
487 science research (DSR), we developed a blockchain-based model appropriate for GSCW. The proposed model,  
488 which is illustrated in Hyperledger Fabric, has two layers. The lower layer is the sidechain of participating entities  
489 (construction project teams), containing private transaction records and copies of the main blockchain. The upper  
490 layer is the main blockchain, which includes hash pointers and block information of transaction records. At this  
491 layer, the GSUs can supervise construction project owners by requesting project information. With help from  
492 smart contracts, interaction between the main and the side blockchains can be realized. The model also integrates  
493 a points-based incentive mechanism to enhance participation. The model aims to help GSUs maintain a reliable  
494 and effective supervision process by having registration, publish-inquire, ordering services, and consensus  
495 mechanisms. This research also provides a deployed development environment, backend and frontend prototypes,  
496 and the final user interfaces. Therefore, the developed dual-layer blockchain-based supervision model aims to  
497 ensure the authenticity of transactions, increase data privacy, and encourage user participation without affecting  
498 the autonomy of the project team and the power of GSU.

499

500 The limitations of this study provide chances for further investigation. Firstly, the points-based incentive  
501 mechanism is yet to be refined by collecting empirical evidence. Future research can explore feasible blockchain  
502 incentive models that can dynamically adjust the incentives to maintain user participation. Secondly, the proposed  
503 blockchain-based model has not been extensively validated in actual GSCW practice because the construction  
504 industry has not yet formed an environment suitable for blockchain. Thus, GSUs are encouraged to cooperate with  
505 universities, research institutions, and construction companies to provide projects for pilot tests. Future research

506 and practice are necessary to evaluate and validate the privacy and scalability of the proposed model. A detailed  
507 cost assessment for the initial platform establishment, deployment, storage, ongoing maintenance, and monitoring  
508 is also required. Thirdly, at the beginning of a construction project, it is necessary to conduct systematic business  
509 process analysis to concert the information structure among various applications (e.g., production, transportation,  
510 and on-site assembly). Future research can use the results of business process analysis to build and test applications.  
511 Fourthly, the operation data fed to the blockchain is endorsed by consensus-based blockchain oracles. More  
512 studies on the different types and reliability of blockchain oracles that bridge the off-chain and cyber-worlds are  
513 desired to ensure the authenticity of the information. Fifthly, the proposed model does not naturally concert any  
514 complicated information structure so far. Therefore, future investigations can focus on blockchain friendly  
515 information structures so that construction stakeholders can consistently add new and revised data to the model.

516

#### 517 **Data Availability Statement**

518 Some or all data, models, or code that support the findings of this study are available from the corresponding  
519 author upon reasonable request. (Blockchain prototype code).

520

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523

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717 **List of Tables**

718 **Table 1.** Current problems in GSCW and the potentials of blockchain .....25  
 719 **Table 2.** Publications identifying salient features of DCEP.....27  
 720 **Table 3.** The points-based incentive mechanism.....28

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722 **Table 1.** Current problems in GSCW and the potentials of blockchain

Problems	Blockchain potentials	Reference
Low level of real-time information sharing	Transparency	Heiskanen (2017), Wang et al. (2017), Penzes et al. (2018), Nawari and Ravindran (2019a), Nawari and Ravindran (2019b), Li et al. (2019), Yang et al. (2020), Hunhevicz and Hall (2020), Perera et al. (2020), Kiu et al. (2020), Qian et al. (2020), Zhong et al. (2020), Tezel et al. (2020), Adamska et al. (2021), Li et al. (2021).
Low traceability of paper records, phone calls and emails	Traceability	Turk and Klinc (2017), Penzes et al. (2018), Li et al. (2019), Yang et al. (2020), Perera et al. (2020), Sheng et al. (2020), Zhong et al. (2020), Zhang et al. (2020).
Lack of incentive to share information	Incentive mechanism	Perera et al. (2020), Elghaish et al. (2020).
Records are stored in a completely centralized manner, so there is a risk of a single point of failure	Decentralization	Turk and Klinc (2017), Penzes et al. (2018), Hargaden et al. (2019), San et al. (2019), Nawari and Ravindran (2019a), Perera et al. (2020), Qian et al. (2020), Zhong et al. (2020), Zhang et al. (2020).

Records can be modified intentionally or unintentionally	Immutability	San et al. (2019), Nawari, and Ravindran (2019a), Hunhevicz and Hall (2020), Perera et al. (2020), Sheng et al. (2020), Zhong et al. (2020), Kim et al. (2020), Xue and Lu (2020), Zhang et al. (2020), Shemov et al. (2020), Sharma and Kumar (2020), Adamska et al. (2021).
Current information recording and storage methods may face the risk of privacy leakage	Privacy-preserving	Turk and Klinc (2017), Li et al. (2019), Safa et al. (2019), Xiong et al. (2019), Sharma and Kumar (2020), Perera et al. (2020), Zhong et al. (2020).
Manual processing of GSCW information is inefficient	Self-execution	Wang et al. (2017), Penzes et al. (2018), Hargaden et al. (2019), Hewavitharana et al. (2019), Dakhli et al. (2019), Nawari, and Ravindran (2019b), Hunhevicz and Hall (2020), Das et al. (2020), Ahmadiheykhsarmast and Sonmez (2020), Zhang et al. (2020), Hamledari and Fischer (2021), Kochovski and Stankovski (2021).

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**Table 2.** Publications identifying salient features of DCEP

References	Digital payment	Cash-like features	Central bank's liability	Dual-tier operating system	Non-interest	Technology inclusive	One-way anonymity	Offline payment
Shi and Zhou (2020)	√	√	√	√	√	√	√	√
Peters et al. (2020)	√	√	√	√				√
Xu and Prud'homme (2020)	√		√	√				
Volkova et al. (2020)	√	√	√	√				
Wang (2020)	√		√	√		√		√
Le (2020)	√	√	√					
Feng and Borak (2020)	√	√	√	√		√		
Anwar (2020)	√	√	√	√		√	√	√
Sato et al. (2020)	√	√	√	√	√		√	√
Tran (2019)				√			√	√

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**Table 3.** The points-based incentive mechanism

Users	Reward point for each published transaction	Total number of transactions published (variable)	No. of transactions published on time* (No. of transactions not published on time)	Reward points per transaction (on time) *	Total points**
Owner 1	1	$A$	$X(A-X)$ , where $X \leq A$	20	$1 \times A + X \times 20$
Owner 2	1	$B$	$Y(B-Y)$ , where $Y \leq B$	20	$1 \times B + Y \times 20$
Owner 3	1	$C$	$Z(C-Z)$ , where $Z \leq C$	20	$1 \times C + Z \times 20$

744 Notes:

745 \*Transactions published within 24 hours after corresponding operations are completed.

746 \*\*Total points < 5000, Fail; 5000 <= Total points < 6500, Pass; 6500 <= Total points < 7500, Credit; 7500 <= Total

747 points < 8500, Distinction; 8500 <= Total points, High Distinction;