

Good Governance Attributes in Terms of Adequacy and Effectiveness of Public Works

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ABSTRACT

Good governance is an antidote to graft and corruption in the implementation of government projects. In public works, gauging the adequacy and effectiveness of program/project evaluation may reflect the absence of graft in the disbursement of funds and imposition of relevant administrative rules and procedures. This study was conducted to describe good governance through adequacy and effectiveness of program implementation of the “Operation Baklas Billboards” in Region V, Philippines. This formed a basis for implying the low level of graft and corruption in public works. The study was conducted in the entire Bicol Region using respondents from the local offices of public works and highways. Correlation of the two variables was done. The findings revealed high levels of adequacy and effectiveness in the components of the “Operation Baklas Billboards” which were also correlated positively. Nonetheless, the respondents advanced strategies for further enhancement of the program in road safety management. It was implied that low level of graft and corruption could have been possible surmised.

Keywords - Graft and corruption, good governance, adequacy and effectiveness, “Operation Baklas Billboards,” descriptive-correlational design, South Korea

INTRODUCTION

In recent years, planners in America have identified sign control as one of the most important yet troublesome problems facing local governments. Because of their size and their intrusion into many rural, residential, and scenic areas, billboards are of particular concern to many communities. Many local governments have determined that billboard controls are necessary to protect and preserve the beauty, character, economic and aesthetic value of land and to protect the safety, welfare and public health of their citizens (Hudson, 2010). Over the past two decades, hundreds of cities and counties have enacted new regulations to control billboards. Yet many communities find it impossible to enforce their billboard ordinances along highly-visible transportation routes because of special-interest provisions in the Intermodal Surface Transportation Efficiency Act (American Planning Association, 2010).

Against this foreign backdrop, the Philippine government has also grappled with the issue of billboards and signages for long. Recently, the occurrences of accidents due to falling billboards during storms and typhoons have prompted the government to deal with the problem more strictly. The day before typhoon Milenyo struck in September (2006), owners pulled down the canvasses containing advertisements. However, that did not stop the typhoon from toppling around 40 of them, leaving one person dead and several injured, damaging property, and causing massive traffic jams. This sparked a public outcry that they be torn down (My Sarisari Store, 2006). "Oversized billboards gained notoriety in September 2006 when typhoon 'Milenyo' toppled dozens of billboards in Metro Manila, killing one driver when one giant billboard fell and smashed his van. This prompted prompting Sens. Miriam Defensor-Santiago and Bong Revilla to co-sponsor Senate Bill 2482 or the Anti-Billboard Blight Act to regulate the placement of billboard signs," (Government, Private Groups Spearhead Road Safety Campaign, 2009).

Then-President Gloria Macapagal-Arroyo signed Administrative Order (AO) 160. This empowered the Department of Public Works and Highways (DPWH) to abate and/or bring down billboards, whether commercial or otherwise, throughout the country in anticipation of possible accidents brought about by typhoons. AO 160 directed then Public Works and Highway Secretary Hermogenes Ebdane Jr. "to oversee and ensure the immediate dismantling or abating of billboards that: a) pose imminent danger or threat to life, health safety and property of the public; b) violate applicable laws, rules and regulations; c)

constructed within the easements of road right of way; and d) are constructed without the necessary permit” (Philippine News Service, 2006). AO 160 also directs the DPWH to submit a detailed written report to the Department of Justice for the purpose of filing appropriate case, whether administrative, civil or criminal, against the owners of the billboards found to be a nuisance or hazardous, and/or against public officials who issued the permit despite violations of existing regulations.

Thus, billboards are considered as hazards or risk-compounding structures when disasters such as typhoons, earthquakes, and other natural calamities happen. Disaster can strike harder when such structures are ineffectively constructed or managed. It was, therefore, timely that a study on the implementation of the Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region was conducted.

OBJECTIVE OF THE STUDY

This study aimed at determining the good governance attributes of implementing the Operation “Baklas Billboards” of the Department of Public Works and Highways (DPWH) Region V in terms of adequacy and effectiveness and their relationship. It further intended to recommend intervention strategies to enhance the implementation of the program.

It was conducted to seek answers to the following questions: 1) What is the level of adequacy of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region? 2) What is the level of effectiveness of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region? 3) Is there a relationship between level of adequacy and level of effectiveness of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region? And, 4) What strategy may be offered to improve the implementation of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region?

METHODOLOGY

The study utilized the descriptive-correlational type of research. It employed both the quantitative and qualitative approaches. Questionnaire-checklists and interview guides were used to gather data from the 75 purposively sampled implementers of 15 engineering district offices in the entire Bicol Region and 24 sectoral representatives.

RESULTS AND DISCUSSION

Level of Adequacy of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region, Philippines

Adequacy of implementation of any government program renders significant impact on the delivery of services of public goods and services. In this study, the researcher aimed to ascertain the level of adequacy of implementation of the five categories of indicators of practices as follows: 1) personnel, 2) facilities and supplies, 3) funds, 4) Policies, and 5) Standard Operating Procedures. This was done by focusing on the Operation “Baklas Billboards” of the DPWH Region V, Philippines.

Personnel

In general, the respondents revealed that the Operation “Baklas Billboards” in the Bicol Region had an adequate level of implementation in terms of personnel with a grand mean rating of 4.04. Likewise, all the descriptors of the indicator of personnel were rated as having adequate level. The descriptor with the highest rating was “Road maintenance worker/s ensure/s that no obstructions are left after billboard dismantling,” with a mean of 4.09. This result showed that the workers who did the dismantling of billboards were able to practice safety measures. This was done by ensuring that no obstructions were left on the road that could cause accidents.

Table 1.1. Level of adequacy of personnel

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Personnel</i>								
1. Supervising engineer oversees the work of dismantling billboards.	3.97	4.00	3.48	4.00	4.10	4.80	4.06	Adequate
2. Carpenters dismantle billboards and dispose them procedurally	3.92	4.00	3.23	4.00	4.10	4.80	4.01	Adequate
3. Road maintenance worker/s ensure/s that no obstructions are left after billboard dismantling	4.09	3.80	3.43	4.40	4.00	4.80	4.09	Adequate

4. Program officer does overall management of Baklas Billboards program	3.67	3.80	3.83	4.40	4.30	4.00	4.00	Adequate
	4.04							Adequate

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Meanwhile, the descriptor with the lowest rating was “Program officer does overall management of Baklas Billboards program,” 4.00. This means that the functions of personnel in the implementation of the program were performed 61 to 80 percent of the times they were required. Nonetheless, the results implied that the performance of the carpenters and the program officer were not done as sufficiently as the other practices. The results further implied that more enhancements could be made so that the level of adequacy of the implementation in terms of personnel could be raised to a very adequate level.

Facilities and Supply

For workers to perform their job effectively and according to the requirements of the goals and objectives of the program, facilities and supplies must be adequately provided. The researcher delved on this particular concern and the survey of respondents’ views revealed the following. Generally, respondents rated the facilities and supplies to be at adequate level with a grand mean of 3.83. Specifically, the highest rated descriptor was “Motor vehicle is available for use during field operation,” 4.01, adequate level. The lowest rated one was, “Safety devices are employed for their purpose,” 3.71, also adequate level.

Table 1.2. Level of adequacy of facilities and supply

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Facilities and Supply</i>								
1. Motor vehicle is available for use during field operation	3.23	4.20	3.82	4.60	3.60	4.60	4.01	Adequate
2. Hand tools are available for use in the billboard dismantling activity	3.12	3.60	3.65	4.60	3.60	4.00	3.76	Adequate
3. Ladder is provided for climbing posts and high structures	3.21	3.80	3.30	5.00	3.25	4.20	3.79	Adequate

4. Traffic cones are used to warn traffic of operational activity	3.32	4.00	3.65	5.00	2.53	4.80	3.88	Adequate
5. Safety devices are employed for their purpose	3.26	3.40	3.53	4.60	2.70	4.75	3.71	Adequate
							3.83	Adequate

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Since mobility is important in conducting surveillance of roads where billboards are located as well as in dismantling them when found violating existing rules, motor vehicles are necessary. It was found out that the vehicles were adequately provided for such operations, which implied that adequate implementation of activities was done.

Nevertheless, it was also found out that safety devices were not properly installed during dismantling operation due to the lowest rating the descriptor received. This must with reference to safety cones and road blocks that need to be put up to warn drivers that operations are going on. More efforts needed to be exerted in enforcing safety measures as implied.

Funds

In general, the respondents revealed that the program had moderate level of adequacy in terms of personnel with a grand mean rating of 3.14. Likewise, all the descriptors of the indicator of personnel were rated as having moderate level except one. The highest rated descriptor was, "Personnel are given basic salary," with a mean of 3.70, adequate. The lowest rated descriptor was "Funds are available for office maintenance," 2.93, moderate.

As shown, priority in fund allocation was on personnel's basic salary, which implied that the workers and staff were also given prime attention in terms of their compensation. This should be done to motivate personnel to perform the measures required by an effective implementation of the operation. By so doing, it was implied that the personnel possessed the right attitude and motivation to work.

Table 1.3. Level of adequacy of funds

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Funds</i>								
1. Personnel are given basic salary	3.42	4.20	3.73	2.40	4.25	4.20	3.70	Adequate
2. Field personnel are provided travel allowances	2.50	3.00	2.92	2.60	2.60	4.00	2.94	Moderate
3. Management provides funds for the purchase of needed supplies	2.61	3.20	3.07	2.40	2.70	4.00	3.00	Moderate
4. Funds are available for office maintenance	2.36	3.20	3.00	2.00	3.20	3.80	2.93	Moderate
							3.14	Moderate

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

However, the funds allocated for other concerns were not as sufficient as in the case of office maintenance. With the government programs perennially affected by shortage of funding, this situation could be understood. Since, the operation was more focused on field work and mission, prioritization of fund allocation was given less to office maintenance.

Policies

Policies are important to establish the legality and technical validity of programs. The Operation “Baklas Billboards” has been covered by general policies as mentioned earlier. However, there are instances that such general policies need to be contextualized in the local level through consideration of the practical realities in the field. Implementing rules and regulation are, therefore, needed for an effective program implementation. Such policy making forms a significant part of program management

In general, the respondents revealed that the Operation “Baklas Billboards” in the Bicol Region had an adequate level of implementation in terms of Policies with a grand mean rating of 3.69. Likewise, all the descriptors of the indicator of personnel were rated as having adequate level except one. The highest rated descriptor was “General provisions on Operation Baklas Billboards are in place,” with a mean of 3.86, adequate. Meanwhile, the lowest rated descriptor was “Supplementary policies on Operation Baklas Billboards are in place,” with a mean of 3.48, moderate.

The results showed that localized policy making was not adequately implemented due to lack of supplementary policies. This implied that subsidiarity as a rule in local governance was not adequately observed. This could be one reason that possible vagueness of implementing measures was an attribute of the program implementation. There is much room for improvement in this aspect.

Table 1.4. Level of adequacy of policies

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Policies</i>								
1. General provisions on Operation Baklas Billboards are in place	4.25	3.80	3.72	4.00	3.60	3.80	3.86	Adequate
2. Specific provisions on Operation Baklas Billboards are in place	4.08	3.80	3.30	4.00	3.70	3.40	3.71	Adequate
2. Implementing Guidelines on Operation Baklas Billboards are in place	4.08	3.80	3.53	3.40	3.60	3.80	3.70	Adequate
4. Supplementary policies on Operation Baklas Billboards are in place	3.64	3.80	3.15	3.00	3.70	3.60	3.48	Moderate
							3.69	Adequate

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Standard Operating Procedures

Policies are implemented according to Standard Operating Procedures (SOP) which could be handed down from the central office of the DPWH and/or contextualized considering the realities obtaining in the region. The respondents were asked as to the level of adequacy of SOPs covering the implementation of practices pertaining to the program.

In general, the respondents revealed that the program had an adequate level of adequacy in terms of SOPs with a grand mean rating of 3.78. Likewise, all the descriptors of the indicator of personnel were rated as having adequate level. In specific terms, the most rated descriptor was "Notification of violation is issued before dismantling of billboards," 4.02, adequate level. Meanwhile, the least rated descriptor was "Rationale of operation has been formulated," 3.61, adequate.

As revealed, the necessary operating procedures have been spelled out in the policies at an adequate level as viewed by the respondents. Having laid down the standard measure of properly notifying the violator before the dismantling operation meant that the right of the perpetrator of the act was given due process. This implied that the implementers of the program have recognized the importance of due process. Not giving similar importance to writing down the rationale of the operation implied that the logical reference of the program was not adequately done, thus, informing all concerned individuals of the philosophical aspect of the operation could be weak. This must be considered in the enhancement effort to improve program implementation.

Table 1.5. Level of adequacy of standard operating procedures

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Standard Operating Procedure</i>								
1. Rationale of operation has been formulated	3.83	4.00	3.03	3.00	3.80	4.00	3.61	Adequate
2. Inspection procedure of billboards has been formulated	3.83	3.80	3.22	3.20	4.30	3.80	3.69	Adequate
3. Notification of violation is issued before dismantling of billboards	4.00	4.40	3.62	3.80	4.30	4.00	4.02	Adequate
4. Dismantling procedure is done accordingly	4.00	4.60	3.35	2.80	4.20	4.00	3.83	Adequate
5. Monitoring of operational activity is done accordingly	3.94	4.00	3.47	3.00	4.10	4.00	3.75	Adequate
							3.78	Adequate

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Synthesizing the findings of the study so far, it could be summarized that the level of adequacy of the implementation of the Operation “Baklas Billboards” by the DPWH Region V had the following ratings: (1) Personnel, 4.04, adequate; facilities and supply, 3.83, adequate; funds, 3.14, moderate; Policies, 3.69, adequate; and Standard Operating Procedures, 3.78, adequate.

Level of Effectiveness of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region, Philippines

Having surveyed the respondents’ views on the level of adequacy of the implementation, the researcher subsequently assessed the Level of Effectiveness of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region. This was done by using the same indicators and descriptors. The following discussions present the findings.

Personnel

In general, the respondents revealed that the Operation “Baklas Billboards” in the Bicol Region had effective level of implementation in terms of personnel with a grand mean rating of 3.97. Likewise, all the descriptors of the indicator of personnel were rated as having effective level. The descriptor with the highest rating was “Supervising engineer oversees the work of dismantling billboards,” with a mean of 4.07. This result showed that the engineers supervising the workers who did the dismantling of billboards were able to do their job effectively. However, the descriptor with the lowest rating was “Program officer does overall management of Baklas Billboards program,” 3.85, effective. The findings implied that supervision in the field was effective, more than the administration by the program officer from the regional office of the DPWH. On-site supervision proved to be more effective but overall administration is also needed to be able to coordinate field works. This required enhancement to a more effective level.

Table 2.1. Level of effectiveness of personnel

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Personnel</i>								
1. Supervising engineer oversees the work of dismantling billboards.	4.18	4.20	3.25	4.00	4.38	4.40	4.07	Effective
2. Carpenters dismantle billboards and dispose of them procedurally	3.97	3.80	3.00	4.40	4.20	4.20	3.93	Effective
3. Road maintenance worker/s ensure/s that no obstructions are left after billboard dismantling	3.96	3.80	2.75	4.60	4.20	4.80	4.02	Effective
4. Program officer does overall management of Baklas Billboards program	4.17	3.80	2.75	4.60	4.30	3.50	3.85	Effective
							3.97	Effective

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Facilities and Supply

The respondents found the indicators of facilities and supply to have been implemented at an effective level with a general mean rating of 3.77, effective. The descriptors all had effective level of implementation as rated by the respondents, with the highest rated descriptor as “Motor vehicle is available for use during field operation,” 3.96, effective. Meanwhile, the least rated descriptor was “Ladder is provided for climbing posts and high structures.”

Table 2.2. Level of effectiveness of facilities and supply

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Facilities and Supply</i>								
1. Motor vehicle is available for use during field operation	3.14	4.40	3.33	4.40	3.90	4.60	3.96	Effective
2. Hand tools are available for use in the billboard dismantling activity	3.19	3.80	3.33	4.40	3.70	4.00	3.74	Effective
3. Ladder is provided for climbing posts and high structures	3.33	4.00	3.00	4.75	3.38	3.60	3.68	Effective
4. Traffic cones are used to warn traffic of operational activity	3.42	4.20	3.25	4.80	2.30	4.60	3.76	Effective
5. Safety devices are employed for their purpose	3.33	3.60	3.69	4.60	2.90	4.00	3.69	Effective
							3.77	Effective

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Effectiveness of facilities is necessary for carrying out the mission of dismantling billboards. Having found that motor vehicle is effectively provided for is heartening because most activities are done in the field. However, the lower rating found in the provision of ladders does not concur well with the requirement of climbing posts and other high structures in the dismantling operation. This confirms the lower level of adequacy that the respondent gave to the provision of ladders. Thus, greater attention must be given to this facility.

Funds

Funds are necessary for effective implementation of program activities. This has been mentioned in the discussion on the adequacy of implementation of the program. In general, the respondents found the level of effectiveness of funds

to be moderate with a mean rating of 3.21. Specifically, the descriptor with the highest rating so far was “Personnel are given basic salary,” with a mean of 3.94, effective. Whereas, the least rated descriptor was “Field personnel are provided travel allowances,” 2.92, moderate level.

In concurrence to the findings on the adequacy of funds for basic salaries of personnel, this finding on the effectiveness of such funds proves that the management of DPWH has prioritized salaries for fund allocation. Implied is the possibility that the personnel were properly motivated to perform their job as assigned. But the lower rating as moderate of funds for travel allowance needs enhancement since field work requires that the personnel should be provided with additional funds for their upkeep while performing their mission. This requires, therefore, corresponding attention.

Table 2.3. Level of effectiveness of funds

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Funds</i>								
1. Personnel are given basic salary	3.67	4.20	3.50	3.80	4.25	4.20	3.94	Effective
2. Field personnel are provided travel allowances	2.33	3.00	2.87	3.20	2.70	3.40	2.92	Moderate
3. Management provides funds for the purchase of needed supplies	2.61	3.20	3.27	1.80	2.78	4.00	2.94	Moderate
4. Funds are available for office maintenance	2.94	3.20	3.25	1.80	3.70	3.40	3.05	Moderate
							3.21	Moderate

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Policies

As mentioned, policies provide for the legal basis of the implementation of Operation “Baklas Billboards” by the DPWH Region V office. As shown in the previous presentation of findings, this found to have been adequate. In general, the respondents found the Policies category to be of an effective level with a mean of 3.83.

In specific terms, the highest rated descriptor was “Implementing Guidelines on Operation Baklas Billboards are in place,” with a mean of 3.87. The least

rated descriptor was “Supplementary policies on Operation Baklas Billboards are in place,” 3.79, effective. All the descriptors were rated of an effective level of implementation.

The findings implied that the general provisions and guidelines as implementing guidelines were of higher effectiveness than supplementary policies. These supplementary policies are usually made when the general guidelines are weak or of low effectiveness. This finding does not provide any problem at all since it could be possible that supplementary policies were not very much needed, in fact.

Table 2.4. Level of effectiveness of policies

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Policies</i>								
1. General provisions on Operation Baklas Billboards are in place	4.17	3.80	3.23	4.60	3.70	3.60	3.85	Effective
2. Specific provisions on Operation Baklas Billboards are in place	4.00	3.80	3.38	4.60	3.80	3.20	3.80	Effective
3. Implementing Guidelines on Operation Baklas Billboards are in place	4.00	3.80	3.32	4.80	3.70	3.60	3.87	Effective
4. Supplementary policies on Operation Baklas Billboards are in place	3.67	4.00	3.50	4.60	3.80	3.20	3.79	Effective
							3.83	Effective

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Standard Operating Procedures

Again, Standard Operating Procedures (SOP) derive from the governing policies of the program. These are the most basic guidelines for the performance of measures and activities required in the implementation of the Operation “Baklas Billboards.” In general, the respondents rated the provision of SOPs to be effective with a mean rating of 3.85.

The highest rated descriptor was “Notification of violation is issued before dismantling of billboards,” with a mean of 4.04. The least rated descriptor was “Rationale of operation has been formulated, 3.70, effective. As shown, the notification activity was the most effective so far. This finding implied that the management was able to implement the procedure of making the violators

knowledgeable of their act before the dismantling of billboards was done. This is necessary to avoid a negative response from the perpetrators of the acts of violation. Such due process is in consonance with the guiding rules and regulations embodied in the implementing guidelines.

Table 2.5. Level of effectiveness of standard operating procedures

Indicators	A	CN	CS	C	M	S	mean	interpretation
<i>Standard Operating Procedure</i>								
1. Rationale of operation has been formulated	3.92	3.75	2.93	4.20	3.80	3.60	3.70	Effective
2. Inspection procedure of billboards has been formulated	4.00	3.50	2.83	4.40	4.40	3.40	3.76	Effective
3. Notification of violation is issued before dismantling of billboards	4.08	4.25	3.13	4.80	4.40	3.60	4.04	Effective
4. Dismantling procedure is done accordingly	3.89	4.40	2.80	4.60	4.10	3.60	3.90	Effective
5. Monitoring of operational activity is done accordingly	4.03	3.80	3.12	4.40	4.10	3.60	3.84	Effective
							3.85	Effective

Legend: A, Albay; CN, Camarines Norte; CS, Camarines Sur; C, Catanduanes; M, Masbate, S, Sorsogon

Relationship between Level of Adequacy and Level of Effectiveness of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region, Philippines

For the purpose of in-depth analysis, the relationship between the level of adequacy and level of effectiveness of Operation “Baklas Billboards” of the Department of Public Works and Highways in the Bicol Region was determined.

Personnel

In terms of personnel, it can be seen that the level of adequacy had a higher average of means (4.04) than that of level of effectiveness (3.97). Notwithstanding, the correlation of coefficient (r) was equal to 0.847, which was appraised to be significant at 0.01 level. This means that there was a strong agreement among the respondents’ views on the level of adequacy and level of effectiveness of implementation of the DPWH’s Operation “Baklas Billboards” in terms of the indicator of personnel.

Table 3.1. Relationship between level of adequacy and level of effectiveness of personnel

Indicators	Level of adequacy	Level of effectiveness
<i>Personnel</i>		
1. Supervising engineer oversees the work of dismantling billboards.	4.06	4.07
2. Carpenters dismantle billboards and dispose of them procedurally	4.01	3.93
3. Road maintenance worker/s ensure/s that no obstructions are left after billboard dismantling	4.09	4.02
4. Program officer does overall management of Baklas Billboards program	4.00	3.85
Average	4.04	3.97

Correlation coefficient (r)=0.847; significant at 0.01 level

Facilities and Supply

About facilities and supply, it was shown that level of adequacy had a higher average of means (3.83) than that of level of effectiveness (3.77). Nonetheless, the correlation of coefficient (r) was equal to 0.672, which was interpreted to be significant at 0.01 level. This means that there was a strong agreement among the respondents' views on the level of adequacy and level of effectiveness of implementation of the DPWH's Operation "Baklas Billboards" in terms of the indicator of facilities and supply.

Table 3.2. Relationship between level of adequacy and level of effectiveness of facilities and supply

Indicators	Level of adequacy	Level of effectiveness
<i>Facilities and Supply</i>		
1. Motor vehicle is available for use during field operation	4.01	3.96
2. Hand tools are available for use in the billboard dismantling activity	3.76	3.74
3. Ladder is provided for climbing posts and high structures	3.79	3.68
4. Traffic cones are used to warn traffic of operational activity	3.88	3.76
5. Safety devices are employed for their purpose	3.71	3.69
Average	3.83	3.77

Correlation coefficient (r)=0.672; significant at 0.01 level

Funds

Relative to funds, it can be seen that the level of effectiveness had a higher average of means (3.21) than that of level of adequacy (3.14). However, the correlation of coefficient (r) was equal to 0.985, which was appraised to be significant at 0.01 level.

Table 3.3. Relationship between Level of Adequacy and Level of Effectiveness of Funds

Indicators	Level of adequacy	Level of effectiveness
<i>Funds</i>		
1. Personnel are given basic salary	3.70	3.94
2. Field personnel are provided travel allowances	2.94	2.92
3. Management provides funds for the purchase of needed supplies	3.00	2.94
4. Funds are available for office maintenance	2.93	3.05
Average	3.14	3.21

Correlation coefficient (r)=0.985; significant at 0.01 level

This means that there was a strong agreement among the respondents' views on the level of adequacy and level of effectiveness of implementation of the DPWH's Operation "Baklas Billboards" in terms of the indicator of funds.

Policies

About Policies, it was revealed that the level of effectiveness had a higher average of means (3.83) than that of level of adequacy (3.69). The correlation of coefficient (r) was equal to 0.638, which was considered to be significant at 0.01 level. This means that there was a strong agreement among the respondents' views on the level of adequacy and level of effectiveness of implementation of the DPWH's Operation "Baklas Billboards" in terms of the indicator of Policies.

Table 3.4. Relationship between level of adequacy and level of effectiveness of policies

Indicators	Level of adequacy	Level of effectiveness
<i>Policies</i>		
1. General provisions on Operation Baklas Billboards are in place	3.86	3.85
2. Specific provisions on Operation Baklas Billboards are in place	3.71	3.80
2. Implementing Guidelines on Operation Baklas Billboards are in place	3.70	3.87
4. Supplementary policies on Operation Baklas Billboards are in place	3.48	3.79
Average	3.69	3.83

Correlation coefficient (r)=0.638; significant at 0.01 level

Standard Operating Procedures

Considering the Standard Operating Procedures (SOPs), it was reflected that the level of effectiveness had a higher average of means (3.85) than that of the level of adequacy (3.78). Nevertheless, the correlation of coefficient (r) was equal to 0.995, which was appraised to be significant at 0.01 level. This means that there was a strong agreement among the respondents' views on the level of adequacy and level of effectiveness of implementation of the DPWH's Operation "Baklas Billboards" in terms of the indicator of Standard Operating Procedures.

Table 3.5. Relationship between level of adequacy and level of effectiveness of standard operating procedure

Indicators	Level of adequacy	Level of effectiveness
<i>Standard Operating Procedure</i>		
1. Rationale of operation has been formulated	3.61	3.70
2. Inspection procedure of billboards has been formulated	3.69	3.76
3. Notification of violation is issued before dismantling of billboards	4.02	4.04
4. Dismantling procedure is done accordingly	3.83	3.90
5. Monitoring of operational activity is done accordingly	3.75	3.84
Average	3.78	3.85

Correlation coefficient (r)=0.995; significant at 0.01 level

In synthesis, the determination of the relationship between the level of adequacy and level of effectiveness showed that there was strong association or agreement among the views of the respondents on the implementation of the DPWH's Operation "Baklas Billboards." This proved the fact that the level of effectiveness of the five categories or indicators of implementation tended to be the same as the level of adequacy.

General Levels of Adequacy and Effectiveness of Operation "Baklas Billboards" of the Department of Public Works and Highways

Table 4 shows the levels of adequacy and effectiveness of Operation "Baklas Billboards". It is shown that the general mean for all categories of level of adequacy was 3.73, which is interpreted as adequate. On the other hand, the general mean for the level of effectiveness was 3.72, also interpreted as effective. Overall, it can, therefore, be said that the implementation of the Operation "Baklas Billboards" by the Department of Public Works and Highways Region V was of adequate and effective level. In terms of the most rated indicators, the one which garnered the highest rating was "Personnel" followed by "Policies and then "Facilities and Supply."

Table 4. General levels of adequacy and effectiveness

INDICATORS	Level of adequacy	Level of effectiveness
Personnel	4.04	3.97
Facilities and Supply	3.83	3.77
Funds	3.14	3.21
Policies	3.69	3.83
Standard Operating Procedure	3.78	3.85
General Mean	3.73	3.72

Recommended Strategies to Improve the Implementation of Operation "Baklas Billboards" of the Department of Public Works and Highways in the Bicol Region

The researcher aimed to recommend strategies for the improvement of the Operation "Baklas Billboards" of the DPWH Region V. Thus, the problems met by the respondents were first identified and the recommended strategies were framed based on them.

Based on the results of the survey on the views of the respondents on the level of adequacy and effectiveness of the implementation of Operation “Baklas Billboards” as well as the problems met in the implementation of the program, the researcher hereby recommends strategies to enhance the implementation thereof.

Policies

Policies were first focused on in advancing recommendations by the respondents. As shown on table 5, the recommendations were as follows: (1) Preventive policy should be formulated and implemented so that no billboards shall be installed if not in accordance with policy, (2) Identifying proper place/adequate site for installation of billboards, (3) Billboard which shall be installed must be of proper design for public safety, (4) Providing for religious implementation of PD No. 17 and the National Building Code (PD 1096), (5) Policy improvement is needed in the issuance of permit for the installation of billboard, (6) Providing additional funds for the procurement of equipment and tools and hiring skilled personnel who can dismantle steel billboards, (7) Ensuring the safety of the crew dismantling billboard, (8) Providing tools and equipment to be used in operation Baklas Billboards, (9) Providing safety equipment for the crew, (10) Aggressive support of the implementing office, (10) Conducting of adequate information drive by the implementing department, (11) Formulating supplementary policies which provide that in the implementation of Baklas Billboard operation, the DPWH personnel should be accompanied by PNP personnel in order that the billboard owner should follow the DPWH policies and department order, (12) A joint operation must be done between the DPWH & DILG so that no exceptions will happen, (13) Dismantling billboard should be through the cooperation of authorities sheriff & police, (14) Special litigation for all the violators and police assistance and court order for executor, and (15) Legislators to pass a bill for billboards sizes requirements or not to construct billboards within road right of way of national road.

Table 5. Recommendations on policies

Province	Recommendations
Albay	<ul style="list-style-type: none"> ● Preventive policy should be formulated and implemented so that no billboards shall be installed if not in accordance with policy. ● Billboard that shall be installed must be of proper design for public safety ● Providing for religious implementation of PD No. 17 and the National Building Code (PD 1096) ● Policy improvement is needed in the issuance of a permit for the installation of billboard. ● Legislation on additional funding for the project by local government units ● Aggressive support of the implementing office ● Conducting by the implementing department of adequate information drive
Camarines Norte	<ul style="list-style-type: none"> ● Formulating supplementary policies which provide that in the implementation of Baklas Billboard operation, the DPWH personnel should be accompanied by PNP personnel in order that the billboard owner should follow the DPWH policies and department order. ● More vigorous information dissemination thru print or broadcast media
Camarines Sur	<ul style="list-style-type: none"> ● A joint operation must be done between the DPWH & DILG so that no exceptions will happen. ● Dismantling billboard should be through the cooperation of authorities sheriff & police ● Special litigation for all the violators
Catanduanes	<ul style="list-style-type: none"> ● LGU should be included in the implementation of the program
Sorsogon	<ul style="list-style-type: none"> ● Involve other agencies in the implementation of this operation
Masbate	<ul style="list-style-type: none"> ● Serving the D.O. 52 up to third notice. Then on the third notice, here should be a scheduled when or what date for operation of dismantling ● Legislators to pass a bill for billboards sizes requirements or not to construct billboards within road right of way of national road

Recommended Enhancement Strategies

Along with the recommendations on Policies and in consideration of the problems they have encountered, the respondents recommended strategies for enhancing the implementation of Operation “Baklas Billboards.” These were: 1) Providing additional funding, 2) Conducting monitoring and information dissemination, 3) Coordinating properly with concerned LGUs and other agencies; 4) Requiring the issuance of notice to the owner of billboards before dismantling; 5) Monitoring of installed billboards, 6) Coordinating with the local government in the issuance of permit to install billboards, 7) Training crew in the dismantling of steel billboards, 8) Enhancing the implementation of Baklas Billboard through coordination with the local governments, 9) Baklas Billboards operation shall be backed up by a the Philippine National Police, 10) Conducting vigorous information drive campaign, 11) Providing Operation Baklas Billboard team in cooperation with the Philippine National Police to obtain smooth implementation, 12) Imposing appropriate penalty for violators, 13) Informing the public through media, newspapers and other means of communication about the danger that may happen during strong winds/typhoons due to destroyed billboards, 14) Advance information dissemination to affected billboard owners prior to dismantling, 15) Dismantling first the most hazardous billboards, especially those installed in the right of way limits, 16) Cooperation with the LGU where the issuance of permit for the billboards, 17) Informing the advertisers by the supervising engineer of DPWH on proper installing of billboards, and 18) Routine inspection be done regularly.

Table 6. Recommended enhancement strategies

Province	Recommendations
Albay	<ul style="list-style-type: none"> ● Additional funding ● Monitoring and information dissemination ● Proper coordination of concerned LGUs and other agencies ● Issuance of notice to the owner must be required ● Monitoring of installed billboards ● Coordinating with the local government in the issuance of permit to install billboards. ● Training crew in the dismantling of steel billboards ● Enhancing the implementation of Baklas Billboard through coordination with the local governments ● Baklas Billboards operation shall be backed up by a the Philippine National Police ● Information drive campaign is highly recommended for the said purpose,

Camarines Norte	<ul style="list-style-type: none"> ● All agencies concerned with the Baklas Billboard working together for effective implementation. ● Providing Operation Baklas Billboard team in cooperation with the Philippine National Police to obtain smooth implementation.
Camarines Sur	<ul style="list-style-type: none"> ● Imposing appropriate penalty for violators ● Cooperation in the implementation by PNP/AFP personnel ● Joint operation by the police/public works ● LGU should take active participation
Catanduanes	<ul style="list-style-type: none"> ● Providing sufficient funds for program implementation
Sorsogon	<ul style="list-style-type: none"> ● Informing the public through media, newspapers and other means of communication about the danger that may happen during strong winds/typhoons due to destroyed billboards
Masbate	<ul style="list-style-type: none"> ● Advance information dissemination to affected billboard owners prior to dismantling ● Dismantling first the most hazardous billboards, especially those installed in the right of way limits ● Cooperation with the LGU where the issuance of permit for the billboards ● Informing the advertisers by the supervising engineer of DPWH on proper installing of billboards ● Routine inspection be done regularly

Considering that Personnel and Funds were the categories that were found to be the lost in their level of adequacy and level of effectiveness, the recommended intervention strategies concerning those items should be given more emphasis. Rationalization of fund allocation should mean not concentrating much on the basic salaries of personnel but on incentives for the personnel such as food allowances. Moreover, funds for the necessary tools and equipment should be allocated and properly spent so that the effective implementation of procedures could be enhanced.

CONCLUSIONS

The researcher derived the following conclusions based on the findings of the study: 1) An assessment of the implementation of Operation “Baklas Billboards” by the DPWH Region V showed that the level of adequacy for most categories of indicators was “Adequate.” The category of indicators which had the highest level of adequacy was “Personnel” while the indicator with the lowest was “Funds”; 2) An assessment of the implementation of Operation “Baklas Billboards” by the DPWH Region V showed that the level of effectiveness for most categories

of indicators was “Effective.” The indicator which had the highest level of effectiveness was “Personnel” while the indicator with the lowest was “Funds”; 3) The correlation test resulted to significant relationship between level of adequacy and level of effectiveness of implementation of Operation “Baklas Billboards” by the DPWH Region V. The views of the respondents on adequacy and effectiveness of implementation were significantly associated; 4) The problems that were encountered in the implementation of Operation “Baklas Billboards” in the Bicol Region were varied but were mostly related to personnel, funds, and information dissemination; and 5) There were recommended intervention strategies given by the respondents on the improvement of the Program to very adequate level, which focused on policy formulation and enhancement of implementation. They also addressed the problems met in implementation.

Good governance in terms of adequacy and effectiveness in infrastructure project implementation in public works may imply the minimized level of graft and corruption since the outputs can be judged as on par with standards and the implementation has followed administrative rules and regulations. It can, therefore, be implied that the high level of adequacy and effectiveness of the components of “Operation Baklas Billboards” as implemented in Bicol Region, Philippines provides basis for inferring the low level of graft and corruption in project implementation. This, however, needs further in-depth research to determine the veracity of such claim.

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