Bantay Lansangan

Road Sector Status Report Card

March 2010

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A. Introduction

A.1 Overview

a. Bantay Lansangan

Among the strategies to improve business processes in DPWH is the formation of a partnership of road sector stakeholders known as Bantay Lansangan (BL). BL acts as a partner to DPWH as it performs its mandate. There are currently 17 member organizations of BL and more have signified their intention to join the Partnership.

The primary objective of the Partnership is to provide a venue for all road stakeholders that include government, private sector and civil society organizations to review, analyse, monitor, and promote advocacy of reforms in the road sector that will lead to improved national road management and greater road user satisfaction. The Partnership will endeavour to increase transparency and access to information and monitor DPWH performance in the delivery of services.

A.2 Road Sector Report

Engaging the Partners to improve road provision by tracking the performance of DPWH is one of the strategies adopted to meet the priority activities of BL. One of the early activities of the BL related to this strategy was to devise a Road Sector Status Report Card (RSSRC).

The RSSRC is an assessment tool designed to assess the operational and institutional performance of the DPWH using three criteria: effectiveness, efficiency, and impact on the road user.

It is not intended to find fault or blame or to shame the DPWH and/or its personnel, or find criminal wrongdoing.

A.2.1 Objectives of the RSSRC

- **Mobilizing Road Partnership**

The RSSRC method will bring together BL partners including DPWH and other government offices directly involved in road provision and in governance. In doing so, RSSRC will not only help DPWH receive and act on the recommendations of BL, but also help the Partnership to understand the constraints under which DPWH functions. Together they are better able to address the needs of citizens with regard to public services.

- **Raising Public Awareness**

The RSSRC findings will be placed in the public domain, including the BL website, and will be disseminated widely through the media. Because of their specific findings and the novelty of method, this will be particularly useful and attractive for the media and to continually raise public awareness.

- **Good Governance**

The RSSRC will promote transparency in the conduct of the DPWH business transactions thereby reducing transaction costs and turn-around time for road construction and maintenance, improving response times for maintenance, increasing road user satisfaction, and improving the public perception of DPWH. Transparency is a hallmark of good governance.

A.2.2 Expected Outcomes of the RSSRC

- Help DPWH to facilitate open and proactive discussions on its performance;
- Empower road users to play oversight to monitor public service agencies and local government;
- Assist in prioritizing reform efforts and allocating public resources;
- Aggregate and communicate road user issues to government officials, decision-makers and the public;
- Treat users of roads as clients or customers whose voices matter in the design, delivery and assessment of DPWH services;
- Serve as an independent, third party assessment that will provide vital information on the status and conditions of the national road sector to DPWH and to the general public as well.

A.2.3 Limitations

This exercise is a first time effort and it is expected to continue; a work in progress that would rely heavily on DPWH data.

B. Methodological Framework

B.1 Assessment Coverage

The assessment covers the operational and institutional performance of the DPWH using effectiveness, efficiency, and impact on road users and clients as criteria.

B.2 Data Gathering and Assessment Approaches and Rating System

The approaches utilized in data gathering include infrastructure report card method, public expenditure tracking survey and road user and monitors perception surveys.

B.2.1 Infrastructure Report Card

Infrastructure Report Card approach was used in data gathering and assessment of the effectiveness of the DPWH as a service provider. The process includes a review of available records in all DPWH units and assesses the condition of the critical components of the national road network and bridge system.

Areas of assessment include the following categories:

- Condition – assess the condition of roads and bridges.
- Capacity – assess the capability of the road network and bridge system to sustain the current and future traffic.
- Operation & Maintenance – consider whether the DPWH has sufficient funding levels and staff capability and capacity for the development and maintenance of its facilities.
- Environment and Road Safety – identify improvements required to assure protection of road users and identify mitigation of identifiable threats.

Data were gathered from the different units of DPWH such as the Roads and Bridges Information Application database (RBIA), the Traffic Accident Recording and Analysis System (TARAS) database, Project Monitoring Group Reports and Environment Assessment Reports.

B.2.2 Public Expenditure Tracking Survey (PETS)

Public Expenditure Tracking Survey is a tracking survey, intended to provide information about the level of resources allocated and disbursed to particular services in the coverage area. It tracks the flow of public funds to determine the extent to which resources actually reach the communities. The unit of observation is typically a service facility, in this case, the DPWH rather than a household or an enterprise. It is the tool to gather information to determine the level of efficiency of DPWH. The survey collects information on:

- Availability, amounts and timing of released funds;
- Project implementation;
- Procurement processes;
- Contracting; and
- Performance of contractors and staff.

Data sources include the National Expenditure Programs, General Appropriation Acts, Fund releases, Procurement for Civil Works Office (PCWO) records (not available at this time), Bureau of Maintenance statistics (not available at this time), Bureau of Research and Standards reports and statistics, Project Monitoring Group Reports and Personnel databases and reports.

B.2.3 Perception Surveys

Perception Surveys are assessment of public services from the point of view of users and clients. Basically, the perception survey is a "report card" on service provision by government agencies, in this case, the DPWH. Unlike an opinion poll, the Perception Surveys include only feedback from individuals who have used a particular service, again in this case, road users and DPWH clients. As a result, the Surveys take the experience of users and clients instead of just views from the general public. The Surveys process involves gathering and disseminating citizen feedback, as well as follow-up efforts, to facilitate improvements in service delivery. Carrying out Surveys does not ensure improvements in road services but the dissemination and advocacy efforts related to the surveys findings can work to trigger reforms. The Perception Surveys conducted for the Road Sector Status Report Card (RSSRC) include Road User Satisfaction Survey and Monitors Perception Survey.

These surveys were conducted between October 2008 and February 2009. Respondents included residents living or doing business and road users along national roads in the 16 regions.

B.3 General Rating System

The rating approach issues letter grades based on established criteria used to analyse various aspects. The grades are based on the following scale:

Table 1. General Rating System

Grade	Definition
A	Exceptional
B	Good
C	Fair
D	Needs Improvement
F	Failing

The evaluation criteria and their corresponding indicators for each of the approach are discussed accordingly with the indicators. The indictors are either for information or to be rated.

The rating scales for each of the indicators was established by the consultants based on their judgement and were concurred by the BL Secretariat and the DPWH Bantay Lansangan Coordinating Committee.

The general average[1] is computed by applying weights to the final rating of the three criteria.

[1] General Average = (Effectiveness x 40/100 + Efficiency x 45/100 + Impact x 15/100)

Table 2. Weights Applied to Final Rating of Criteria

Criteria	Weight in Percent
Effectiveness	**40**
1.1 Road Network Condition	75
1.3 Environment and Road Safety	25
Efficiency	**45**
2.1 Planning and Budgeting	*20*
2.2 Procurement	*15*
2.3 Road Network Development	*30*
2.4 Preventive Maintenance	*20*
2.5 DPWH Agency Performance	*15*
Impact	**15**
Total	**100**

B.4 Summary of Ratings

1. EFFECTIVENESS	=	**C**
1.1 Road Network Condition		
1.1.1 Overall Road Condition	=	C
1.1.1.1 Surface Roughness	=	C
1.1.1.2 Visual Condition Rating	=	B
1.1.2 Level of Congestion (VCR)	=	A
1.1.3 Road User Costs	=	D
1.2 Environment and Road Safety		
1.2.1 Incidence of Accidents in Accident Prone-areas	=	A
1.2.2 Reduction in Accident Black Spots	=	C

Prevalence

2. EFFICIENCY	**= C**
2.1 Planning and Budgeting	
2.1.1 Delivery of Physical Targets	= D
2.2 Procurement	
2.2.1 Number of contracts procured without bidding	= B
2.2.2 Extent of Participation In Bidding	= F
2.2.3 Foreign-Assisted Project Contracts Above Approved Budget	= D
2.2.4 DPWH ODA Projects Compliance to Procurement Timelines	= D
2.3 Road Network Development (Construction)	
2.3.1 Quality: Construction Projects with major defects	= A
2.3.2 Overruns: (2006-2008)	
2.3.2.1 ODA	= D
2.3.2.2 LFP	= A
2.3.3 Timeliness: Projects with major delays	
2.3.3.1 ODA (2006-2008)	= F
2.3.3.2 LFP	= B
2.4 Preventive Maintenance	
2.4.1 Quality: Preventive Maintenance Projects with defects	= A
2.4.2 Overruns: Contracts with variation orders whose cumulative value exceeded 10% of original contract costs	= A
2.5 DPWH Agency Performance	
2.5.1 DPWH personnel sanction/Commendation	= A
2.5.2 Action on Complaints on National Road Services	= A

3. IMPACT	**= C**	
	Net Satisfaction	Rating
3.1 Overall Rating of Road Services	+18%	C
3.2 Road Safety	+9%	C
3.3 Flow of Traffic	+43%	A
3.4 Road Surface	+33%	B
3.5 Overall bridge condition	+36%	B
3.6 Maintenance	+2%	C
3.7 Overall performance of the DPWH	+10%	B
3.8 Integrity level in DPWH	-82%	F
3.9 Sincerity in fighting corruption	-4%	D
3.10 DPWH meets concerns of the community	+76%	A
3.11 DPWH practices transparency	+33%	B

General Average	**= C**

C. Findings

C.1 Effectiveness

1.1 Road and Bridge Condition

1.1.1 Overall Road Condition[2]

By road condition, the national roads inventory is rated as good, fair, bad or poor. From July 2006 to July 2008, the distribution is shown below.

1.1.1.1 Overall Road Roughness = C

Rating Scale		Adjectival Rating
A:	IRI < 3	Good
B:	3 ≤ IRI < 5	Fair
C:	5 ≤ IRI < 7	Poor
D:	7≤ IRI < 12	Bad
F	12 ≤ IRI	Unpassable

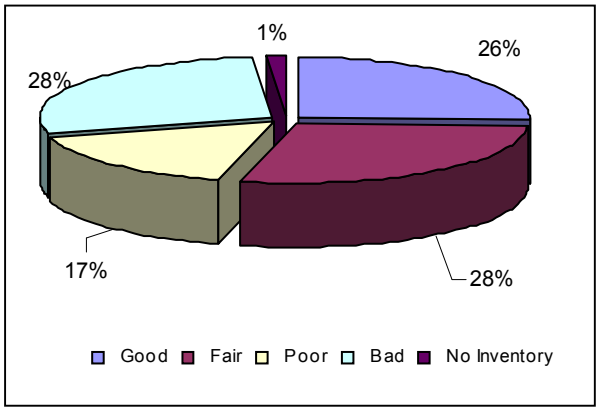


Figure 1. Surface Condition by Roughness, 2006

Roughness of roads was last measured in 2006 during the NRIMP RIMS Project. It is the measurement of the ridability or level of comfort of motorists. Roughness is measured in international roughness index (IRI). The national average of 6.8 IRI result of the 2006 Roughness Survey (Table 3) indicates that motorists suffer mild discomfort because of the poor condition of the road surface.

Table 3. Roughness in International Roughness Index, 2006

Region	Roughness
	2006
National	6.8
Luzon	*6.7*
Visayas	*6.0*
Mindanao	*8.9*

Source: DPWH-RBIA

[2] There will be a one-time baseline data collection. Base year is set in 2006

1.1.1.2 Visual Condition Rating = B

Visual Road Condition Rating is result of assessment conducted by DPWH fieldmen on the road network using a formula adopted from HDM 4. The unit of measurement for condition rating is the visual condition index. The indices have also qualitative equivalents.

Rating Scale		Adjectival Rating
A:	VCI < 70-100	Good
B:	VCI =40-70	Fair
C:	VCI =20-39	Poor
D:	VCI =1-19	Bad
F:	VCI < 1	Unpassable

In 2007 the average Visual Condition Index is 47 indicating a fair condition (Table 4). Figure 2 shows the percentage distribution of the road condition.

Table 4. Road Condition of Paved Roads in km, 2007

Group of Island	Good	Fair	Poor	Bad	Ave. VCI	Rating
National	5,025	6,013	3,205	5,075	46.8	B
Luzon	2,549	2,729	1,628	2,581	46.5	B
Visayas	1,341	1,768	890	1,480	46.1	B
Mindanao	1,134	1,515	686	1,013	48.3	B

Source: DPWH/RBIA

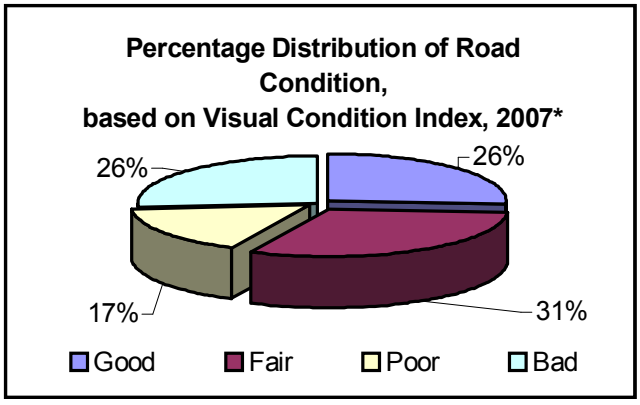


Figure 2. Road Condition based on VCI (paved only)

1.1.2 Road Capacity Sufficiency = A

Rating Scale		Adjectival Rating
A:	VCR < 0.6	Good
B:	0.6 ≤ VCR < 0.8	Fair
C:	0.8 ≤ VCR < 0.9	Poor
D:	0.9 < VCR < 1.0	Bad
F:	1.0 < VCR	Unpassable

Level of congestion[3] is measured by volume capacity ratio of a road section. It is also a measure of level of service of rural highways. In 2006 the VCR was 0.26 (Table 5).

Table 5. Volume Capacity Ratio on National Roads 2006-2007

Group of Islands	Volume Capacity Ratio
	2006
Philippines	**0.26**
Luzon	0.32
Visayas	0.15
Mindanao	0.25

1.1.3 Road User Costs = D

Rating Scale for Road User Costs	
A:	≤ 100% of IRUC
B:	101 –120%
C:	121 – 140%
D:	141 – 160%
F:	>161%

The estimated weighted road user costs in an ideal situation[4] is approximately PhP 15.03 at 2007 prices. The RUC in 2007 is PhP 21.17 (Table 6), which is 29 percent more than the ideal RUC.

Table 6. Road User Costs

Region	Road User Cost	
	2007	2006
Philippines	**21.17**	**21.13**
Luzon	21.27	21.13
Visayas	21.13	20.92
Mindanao	21.17	20.92

Source: DPWH/PMO-Feasibility Studies

Table 7. Road User Costs as a % of Ideal Road User Cost

Region	RUC as % of IRUC
	2007
Philippines	**141%**
Luzon	142%
Visayas	141%
Mindanao	141%

[3] The letter rating is equivalent to the rural highway level of service rating of ASHTO as defined in the Highway Capacity Manual

[4] A trip is travelling in a car that is well maintained along a road that is 6.7 meters wide, not flooded, 1.5 meter shoulder and on flat terrain with speed of 60 kilometers per hour. This is normally estimated using Highway Development and Management model (HDM-4). However, the DPWH does not have the latest figure, a proxy program was used. Inputs to this proxy program are roughness, volume capacity ratio and basic vehicle operating costs from the PMO-Feasibility Studies.

1.1.4 Bridge Condition = Structurally Deficient Bridges = B

Rating for Structurally deficient to total number of Bridges	
A:	≤ 10%
B:	11 – 20%
C:	21 – 40%
D:	41 – 60%
F:	≥ 61%

Presently, the DPWH group bridges into two categories namely: permanent and temporary. Permanent bridges may be concrete or steel or a combination of the two types. Bridges are classified according to the material used in the superstructure.

Structurally deficient bridges are bridges that are not strong enough to carry moving loads (Table 8). This condition may be due to age or overloading.

Table 8. Percentage of Structurally Deficient Bridges to be Repaired/Retrofitted in Years 2006 to 2008[5]

Group of Islands	Permanent	Temporary
Philippines	**9.3**	**6.5**
Luzon	9.4	5.8
Visayas	8.1	7.9
Mindanao	10.2	6.7

Percentage of structurally deficient bridge to the national total for all types of bridges is 15.8%.

1.2 Environment and Road Safety

1.2.1 Incidence of Accidents in Accident-Prone Areas = A

Rating Scale	
A:	0% – 5%
B:	6% – 10%
C:	11% – 15%
D:	16% – 20%
F:	> 20%

Accidents related to road defects constituted only a small part of the total number of accidents that occurred between 2006 and 2008. Such accidents had percentage shares of 1.83 percent in 2006, 1.48 percent in 2007 and 1.56 percent in 2008 (Table 9). By major island distribution, road-defect related accidents were highest in 2007 in Visayas at 3.28 percent and lowest the same year in Mindanao at 1.30 percent.

[5] No data. Inventory is presently being undertaken. Bridge System conditions are still being collected by DPWH and therefore there is no basis for giving ratings

Table 9. Percentage of Road-defect Related Accidents to total Cause of Accidents

Region	Percentage of Road Related Accident		
	2008	2007	2006
Philippines	**1.56**	**1.48**	**1.83**
Luzon	1.54	1.40	2.00
Visayas	no data	3.28	1.62
Mindanao	1.60	1.30	1.71

Figure 3. Accident along National Highway

1.2.3 Reduction in Accident Black Spots = C

Rating Scale for Reduction in Accident Black Spots from Baseline (2006)	
A:	75x% –100%
B:	50% – 74%
C:	25% – 49%
D:	1% < 24%
F:	=< 0

Accident black spots are road sites where accidents occur often. In 2006, there were 101 black spots nationwide of which 46 were in Luzon, 45 were in Mindanao and 10 were in Visayas (Table 10). Corrective measures taken by the DPWH resulted in the reduction in the number of black spots to 74 in 2007 or 26% decrease from 2006 (Table 11).

Table 10. Number of Accident Black Spots

Region	Number of Black Spots	
	2007	2006
Philippines	**74**	**101**
Luzon	37	46
Visayas	6	10
Mindanao	31	45

Among the major causes of road accidents cited are: (a) human error; (b) vehicular defect; (c) road defect; and (d) alcohol/drug suspected accident. Human error resulted in the most number of accidents with 6,698 accidents or 87.9 percent in 2006, 4,206 accidents or 89.4 percent in 2007 and 4,383 accidents or 83.6 percent in 2008. The accidents led to the death of 2,574 persons over the three-year period.

Table 11. Reduction in the Number of Accident Black Spots from Baseline (2006)

Region	Percent Reduction in Number of Black Spots
	2007
Philippines	**26%**
Luzon	20%
Visayas	40%
Mindanao	31%

From 2006 to 2008, the occurrence of accidents was least in Region VI with only 8 accidents, all happening in 2006. Region XI consistently registered the most number of accidents with 1,965 in 2006, 1,531 in 2007 and 1,053 in 2008.

C.2 Efficiency

2.1 Planning and Budgeting

In 2008, an amount of PhP3,591.05 million was programmed for the implementation of 874 locally-funded road projects nationwide. The bulk of the program (i.e., PhP1,728.50 million or 48.13 percent) went to the NCR, with the amount distributed among 99 projects. Region III, which had the most number of projects at 169 had the second largest programmed amount of PhP387.00 million.

As of 31 December 2008, out of the total 874 road projects, 293 projects costing PhP1,190.72 million have been completed, 206 projects priced at PhP1,094.50 million were ongoing, 368 projects with a program of PhP1,058.62 million remained unstarted while 7 projects costing PhP247.20 million have been suspended.

In addition to the above-cited road projects, 17 projects funded by Official Development Assistance (ODA) were programmed an amount of PhP270,633.71 million in 2008. These projects are in Region VI (6 projects), CARAGA Region and NCR (3 projects each), CAR (2 projects), and Regions III, V and XII (1 project each). Latest available report showed that one project in NCR (PhP152.22 million) and two projects in CAR (PhP224.27 million) were ongoing. The rest have been completed.

2.1.1 Delivery of Physical Target of Roads and Bridges = D

Rating Scale	
A:	±10%
B:	±11% – 25%
C:	±26% – 50%
D:	±51% – 75%
F:	± > 76%

In 2008 the percentage of actual new roads constructed was about a third of the target (Table 12). On the other hand, road improvement registered more than 100% in all years under study. Being off target (either above or below) indicates poor prioritisation planning and/or execution.

Table 12. Annual Percentage of Actual to Target of Roads to be Constructed, Improved and Rehabilitated, in percent

Activity	2006	2007	2008	Rating 2008
Construction of New Roads	-73	-73	-66	D
Road Improvement	-54	+417	+100	F
Road Rehabilitation	+34	+243	-73	D

Source: Planning Service and Bureau of Construction

Table 13. Annual Percentage of Actual to Target of Bridges to be Constructed, Improved and Rehabilitated, in percent

Activity	2007	2008	Rating 2008
Construction of New Bridges	-79	-75	D
Replacement of Temporary Bridges	-73	-35	C
Bridge Rehabilitation	-83	-78	D

Source: Bureau of Construction

2.2 Procurement

2.2.1 Contracts Procured without Public Bidding - B

Rating Scale = % of total no. of negotiated contracts to total no. of contracts awarded through public bidding	
A:	0%
B:	1 – 5%
C:	6 – 10%
D:	11 – 20%
F:	> 20%

The benchmark ratio of the number of negotiated contracts to the number of contracts awarded through public bidding has been set by DPWH at not more than 10 percent. Based on contracts awarded by 12 DPWH Regional Offices over a three-year period starting 2006 (Table 14), the 10 percent benchmark has been complied with by 10 Regional Offices. Offices that had more than 10 percent ratio of negotiated contract over contracts bid out are Region I, which negotiated all its contracts in 2007 and 2008 and Region V, which negotiated 23.39 percent of contracts in 2007. In the case of CAR and Region IV-B, all contracts were awarded through public bidding. It may be noted that from 2006 to 2008, the ratio of negotiated contracts to the number of contracts awarded through public bidding ranged from 1.43 percent to 5.14 percent, which is way above the benchmark.

Table 14. Contracts Procured without Public Bidding
- i.e., thru Negotiations, 2006, 2007 & 2008

Region	2006			2007			2008		
	Total Contract Awarded	Contracts Negotiated	% Negotiated	Total Contract Awarded	Contracts Negotiated	% Negotiated	Total Contract Awarded	Contracts Negotiated	% Negotiated
I	0	0	0	5	5	100.0	2	2	100.0
CAR	69	0	0	117	0	0	110	0	0
II	169	1	0.6	194	0	0	198	0	0
III	1320	3	0.2	2042	6	0.3	1793	1	0.1
NCR									
IV-A									
IV-B	3	0	0	38	0	0	7	0	0
V	524	14	2.7	791	185	23.4	571	6	1.1
VI	166	0	0	183	3	2.0	271	20	7.0
VII									
VIII									
IX	115	0	0	174	2	1.0	154	1	1.0
X	37	0	0.0	23	2	8.7	30	3	10.0
XI	455	3	0.6	563	5	0.9	436	1	0.2
XII	249	13	5.2	234	5	2.1	193	6	3.1
XIII	312	20	6.4	398	32	8.0	419	20	4.8
Central Office									
Total	**3419**	**54**	**1.6**	**4762**	**245**	**5.14**	**4184**	**60**	**1.43**

(Note: Benchmark is not more than 10% by negotiation.)
Source: Various DPWH Regional Offices

2.2.2 Extent of Participation in Bidding (drop-out rate) = F

Rating Scale = drop-out rate	
A:	0%
B:	1 – 5%
C:	6 – 10%
D:	11 – 20%
F:	> 20%

Drop-out rate is the percentage of bidders that drop out during the procurement process usually after they are shortlisted. Thirteen Regional Offices submitted the requested information (Table 15). On the whole, the drop-out rate for the period 2006 to 2008 ranged from 38 percent to 63 percent. Across regions, however, performance was varied. Among the regions with high drop-out rates over the three-year period were Regions CAR, III, IV-A and VI. In contrast, there were no drop outs for Region I (2006 and 2007), Region IV-B (2006 and 2008) and Region XIII (2006 to 2008).

Table 15. Extent of Participation in Bidding, 2006, 2007 & 2008

Region	2006				2007				2008			
	Ave. No. of LOI	Ave. No. Eligible	Ave. No. of Bids	Drop-out rate	Ave. No. of LOI	Ave. No. Eligible	Ave. No. of Bids	Drop-out rate	Ave. No. of LOI	Ave. No. Eligible	Ave. No. of Bids	Drop-out rate
I	59	54	54	0.00	104	63	63	0.00	245	171	170	0.58
CAR	2	2	1	50.00	2	2	1	50.00	3	3	1	66.67
II	28	25	24	4.00	28	25	24	4.00	29	28	25	10.71
III	6	5	4	20.00	6	5	3	40.00	5	4	3	25.00
NCR												
IV-A	92	92	33	64.13	113	113	46	59.29	104	104	5	95.19
IV-B	5	4	4	0.00	8	7	6	14.29	15	13	13	0.00
V	63	53	52	1.89	70	61	59	3.28	94	79	77	2.53
VI	803	742	88	88.14	359	303	48	84.16	680	803	273	66.00
VII												
VIII												
IX	18	16	9	43.75	39	37	33	10.81	23	17	15	11.76
X	13	10	9	10.00	14	10	9	10.00	20	15	14	6.67
XI	89	73	68	6.85	94	82	77	6.10	84	72	66	8.33
XII												
XIII	103	88	88	0.00	187	171	171	0.00	175	167	167	0.00
Total	**1283**	**1164**	**436**	**62.54**	**1030**	**883**	**544**	**38.39**	**1484**	**1481**	**834**	**43.69**

(Note: Benchmark is minimum of 5 submitted bids per contract.)

2.2.3 DPWH Foreign-assisted Projects Compliance to Procurement Timelines = D

Rating Scale = variance (expressed in %) of actual processing time to RA 9184 prescribed timeline	
A:	0%
B:	1 – 20%
C:	21 – 35%
D:	35 – 60%
F:	> 60%

Republic Act 9184 or the Government Procurement Reform Act prescribes no more than 4.4 months to complete the procurement process of civil works contracts from submission of bids to the issuance of Notice-to-Proceed (NTP). In the case of DPWH, the process was completed over an average time of 6.8 months in 2006, 7.0 months in 2007 and 6.9 months in 2008, overshooting the prescribed timeline by at least 52.3 percent (Table 16).

Table 16. Summary of DPWH Procurement Process, 2006-2008

Milestone	Processing Time (months)		
	2006	2007	2008
Submission of bids to completion of evaluation	2.4	1.2	1.5
Completion of evaluation to contract award	2.0	4.1	3.6
Contract award to issuance of NTP	2.4	1.7	1.6
Total	**6.8**	**7.0**	**6.7**
% variance vs. RA 9184 timeline	**54.5**	**59.1**	**52.3**

Note: The number of contracts looked into was 12 in 2006, 8 in 2007 and 5 in 2008; all for ODA loan-funded projects.
Source: NEDA

2.3. Road Network Development (Construction)

Source: PID, DPWH

Figure 4. Road Under Construction

2.3.1 Quality of Construction: Projects with Major Defects = A

Rating Scale = % of projects with major defects to total number of projects	
A:	< 20%
B:	21 – 40%
C:	41 – 60%
D:	61 – 80%
F:	> 81%

Over a three-year period between 2006 and 2008, the quality of road construction projects was assessed for major defects (Table 17). The results of the assessment show that 2007 was the most positive year since it had the least number of projects with major defects (e.g., 37 out of 2,918 projects assessed, or 1.27 percent). Previous to this, in 2006 there were 353 projects with major defects out of 2,838 projects assessed (12.44 percent). Sustaining the quality of projects appears to be an issue such that in 2008, the percentage share of projects with major defects again increased to 9.95 percent (216 out of 2,171 projects assessed).

In the 2008 assessment, three regions (i.e., NCR, IV-A and XI) fared much better than the national performance, after registering far lower ratios of projects with major defects to the number of projects assessed (from 4.3 percent to 5.3 percent) compared to the nationwide ratio of 9.9 percent. Seven other regions (i.e., Regions I, II, IV-B, VI, VII, VIII and X) performed slightly better and had only slightly lower ratios, while six regions and the PMO had less satisfactory performance when compared to the national level ratio.

In the case of PMO projects, 42.1 percent of projects assessed were found to have major defects. This indicates a worsening performance over the three-year period since the ratio of projects with major defects over the number of projects assessed was 21.1 percent in 2006 and 0 percent in 2007.

Table 17. DPWH Projects with Major Defects, 2006-2008

Region	2006			2007			2008		
	No. of Projects Assessed	No. of Projects with Major Defects	% to Total No. of Projs	No. of Projects Assessed	No. of Projects with Major Defects	% to Total No. of Projs	No. of Projects Assessed	No. of Projects with Major Defects	% to Total No. of Projs
I	136	8	5.88	180	5	2.78	106	10	9.43
CAR	188	26	13.83	155	2	1.29	138	15	10.87
II	154	62	40.26	111	3	2.70	91	8	8.79
III	156	13	8.33	230	1	0.43	139	18	12.95
NCR	253	55	21.74	197	2	1.02	150	8	5.33
IV-A	250	6	2.40	247	4	1.62	188	8	4.26
IV-B	162	37	22.84	211	2	0.95	169	15	8.88
V	230	12	5.22	84	1	1.19	132	18	13.64
VI	150	27	18.00	225	5	2.22	122	12	9.84
VII	155	2	1.29	255	0	0.00	178	13	7.30
VIII	200	12	6.00	167	0	0.00	129	12	9.30
IX	139	18	12.95	148	2	1.35	110	20	18.18
X	185	15	8.11	166	2	1.20	109	10	9.17
XI	145	15	10.34	232	0	0.00	133	6	4.51
XII	113	6	5.31	138	5	3.62	119	16	13.45
XIII	184	31	16.85	131	3	2.29	139	19	13.67
PMO	38	8	21.05	41	0	0.00	19	8	42.11
Total	**2838**	**353**	**12.44**	**2918**	**37**	**1.27**	**2171**	**216**	**9.95**

2.3.1 Overruns

2.3.1.1 ODA Projects = B

Rating Scale = Percent of ODA Projects with >10% Overruns to Total Number of Projects	
A:	0 – 5%
B:	6 – 10%
C:	11 – 15%
D:	15 – 20%
F:	>20%

Cost overrun is defined as additional cost incurred over the original contract cost. Under EO 744 series of 2008, projects with cost overrun of 10 percent or more are remanded to ICC for re-evaluation. From 2006 to 2008 there were 12 out of 86 Official Development Assistance (ODA) projects with cost overrun (Table 18). By Implementing Office, the PMO-PJHL and PMO-IBRD each accounted for 4 (33.3 percent) of the projects. This was followed by the PMO-KFAED (2 projects; 16.7 percent). In six cases (or 7 percent of 86 projects), the cost overrun was greater than 10 percent. The largest cost overruns were more than 25 percent of the original cost, as incurred by two IBRD-assisted projects. Among others, cost overrun arises from the following: (a) implementation delays; (b) variation orders and supplemental agreements; (c) price escalation; and, (d) increase in unit prices.

Table 18. Number of ODA Projects with Cost Overrun (CY 2006 – 2008) [6]

Implementing Office	Cost Overrun as Against Total Project Cost (%)													
	< 5%	%	5 - 10%	%	11 - 15%	%	16 – 20%	%	21 - 25%	%	> 25%	%	Total	%
PMO-IBRD	0	0.0	0	0.0	2	50.0					2	100.0	4	33.3
PMO-KFAED	0	0.0	1	33.3	1	25.0					0	0.0	2	16.7
PMO-PJHL	1	33.3	2	66.7	1	25.0					0	0.0	4	33.3
PMO-TEAM	1	33.3	0	0.0	0	0.0					0	0.0	1	8.3
PMO-URPO	1	33.3	0	0.0	0	0.0					0	0.0	1	8.3
Total	**3**	**100.0**	**3**	**100.0**	**4**	**100.0**					**2**	**100.0**	**12**	**100.0**

Source: DPWH/PMG

The cost overrun of the 12 above-cited projects amounted to P821.11 million (Table 19), or 8.6 percent of original total project cost of P9,380 million.

Table 19. Amount of cost overrun of ODA Projects, in thousand pesos

Implementing Office	Percent Cost overrun						
	< 5%	5 - 10%	11 - 15%	16 - 20%	21 - 25%	> 25%	Total
	Volume of Cost Overrun in (P000)						
PMO-IBRD			141,759.2			61,730.1	203,489.3
PMO-KFAED		77,290.0	34,982.2				112,272.2

2.3.1.2 Locally-funded Projects = A

Rating Scale = Local projects with 10% increase in cost Projects Original cost (Level of Overruns)	
A:	0 – 5%
B:	6 –10%
C:	11 – 15%
D:	15 – 20%
F:	>20%

There were 244 out of 18,470 locally-funded projects (1.32 percent) that incurred cost overrun of at least 10 percent of original contract cost from 2006 to 2008. The number of projects which incurred cost overrun was greatest in 2007 (Table 20).

Over the three-year period, the cost overrun amounted to P331.05 million (Table 21). The cost overruns incurred by both ODA and locally-funded projects could have otherwise funded the construction of some 67 km national roads based on a unit cost of P17.2 million per km. (Refer to DPWH Atlas, 2008.)

[6] Based on Physical Status of Project Implementation (As of January 31, 2009)

Table 20. Number of LFP where Contract Cost Increased by Greater Than 10%

Region	2006	2007	2008	Total LFP (2006-2008)	% LFP with Contract Cost Increase > 10%
CAR	3	15	1	862	2.20
NCR	0	0	0	838	0.00
I	3	4	1	1507	0.53
II	3	5	4	1050	1.14
III	2	1	1	1839	0.22
IV-A	1	3	0	2479	0.16
IV-B	2	13	1	740	2.16
V	2	7	4	1796	0.72
VI	5	36	27	1588	4.28
VII	11	22	2	1244	2.81
VIII	9	12	5	1302	2.00
IX	0	1	0	635	0.16
X	1	14	9	763	3.15
XI	1	1	1	783	0.38
XII	1	2	2	559	0.89
XIII	2	4	0	485	1.24
Total	**46**	**140**	**58**	**18470**	**1.32**

Source: DPWH/PMG

Table 21. Amount of cost overrun of LFP, in thousand pesos

Region	2006	2007	2008	Total
CAR	136.2	3,064.4	18.7	3,219.3
NCR	0.0	0.0	0.0	-
I	8,090.7	4,111.6	360.8	12,563.1
II	220.1	47,522.4	23,231.2	70,973.7
III	573.5	1,333.8	3,107.8	5,015.1
IV-A	14,869.1	2,640.2	0.0	17,509.3
IV-B	299.3	106,959.7	0.0	107,259.0
V	605.5	30,784.1	5,781.6	37,171.2
VI	603.3	19,992.7	6,692.9	27,288.9
VII	2,245.2	3,353.7	2,761.9	8,360.8
VIII	2,475.7	4,785.6	5,516.7	12,778.0
IX	0.0	967.7	0.0	967.7
X	492.3	7,622.9	7,928.0	16,043.2
XI	44.1	275.0	185.0	504.1
XII	1,484.8	540.5	243.8	2,269.1
XIII	682.0	4,258.4	4,184.4	9,124.8
Total	**32,821.9**	**238,212.7**	**60,012.7**	331,047.3

Table 22. Percent of LFP with Cost > 10% above Original Contract Cost

Year	Percent of Project with cost > 10% ABC
2006	1.20
2007	1.65
2008	0.95

Source: DPWH/Project Monitoring Group

2.3.2 Projects on Schedule/with Delays

2.3.2.1 ODA Projects on schedule = F

Rating Scale = Percentage of no. of ODA Projects on Schedule	
A:	≥ 95%
B:	85% – 94%
C:	75% – 84%
D:	65% – 74%
F:	< 65%

Table 23. Number of ODA Projects with Delay (CY 2006 – 2008) [7]

Implementing Office	Delay of in Months and Percentage to Number of Projects, 2006 – 2008													
	No delay	%	< 6	%	6-12	%	13-18	%	19-24	%	> 24	%	Total	%
PMO-ADB	0	0.0	0	0.0	1	5.9	0	0.0	3	60.0	3	30.0	7	8.1
PMO-IBRD	4	42.9	1	4.8	2	11.8	1	9.1	0	0.0	1	10.0	9	10.5
PMO-KFAED	1	0.0	0	0.0	0	0.0	1	9.1	0	0.0	2	20.0	4	4.7
PMO-MPE	0	0.0	0	0.0	1	5.9	0	0.0	0	0.0	0	0.0	1	1.2
PMO-PJHL	13	14.3	5	23.8	9	52.9	8	72.7	1	20.0	2	20.0	38	44.2
PMO-RRNDP	1	0.0	5	23.8	1	5.9	0	0.0	0	0.0	1	10.0	8	9.3
PMO-Special Bridges	3	42.9	8	38.1	1	5.9	1	9.1	1	20.0	0	0.0	14	16.3
PMO-TEAM	0	0.0	2	9.5	0	0.0	0	0.0	0	0.0	0	0.0	2	2.3
PMO-URPO	0	0.0	0	0.0	2	11.8	0	0.0	0	0.0	1	10.0	3	3.5
Total	22	100.0	21	100.0	17	100.0	11	100.0	5	100.0	10	100.0	86	100.0

Source: PMG-BOC, DPWH

2.3.2.2 LFP Projects on schedule = B

Rating Scale = % of LFP on schedule	
A:	≥ 95%
B:	85% – 94%
C:	75% – 84%
D:	65% – 74%
F:	< 65%

Aside from the 64 delayed ODA projects, there were 2,794 out of 18,470 locally funded projects (LFP) that were delayed over the three-period 2006-2008, indicating that 85 percent of all LFP are on schedule (Table 24). With respect to the locally funded projects, the number of delayed projects in 2008 decreased by 8.0% from 2007 although there was significant increase from 2006 to 2007 (Table 25). By region, the bulk of delayed number of projects during the period was in Region V (311 projects). This was followed by Region IV-A (250 projects) and Region VI (229 projects). By percentage share of delayed projects Region XIII had the biggest (39 percent). In most cases, the delays arose from late/non-release of funds (1,104 projects affected or 70.1 percent). Other causes of delay in order of frequency include: (a) pre-construction/ construction problems (i.e., failure of biddings, realignment of funds due to site problems, revision of plans/program of work, inaccessibility of project site, and absence/slow processing of permits); (b) inclement weather conditions; (c) right-of-way/obstructive utilities; (d) contractor's delays (i.e., breakdown/lack of equipment, delayed mobilization, etc.); (e) critical peace and order situation; and (f) political intervention.

[7] *Based on Physical Status of Project Implementation (As of January 31, 2009)*

Table 24. Number of LFP Projects with Delay (CY 2006 – 2008)

Region	2006 – 2008				
	Projects w/o Delay	% of Projects w/o delay	Projects w/ Delay	% of Projects w/ delay	Total Projects
CAR	697	80.9	165	19.1	862
NCR	706	84.2	132	15.8	838
I	1,303	86.5	204	13.5	1,507
II	835	79.5	215	20.5	1,050
III	1,739	94.6	100	5.4	1,839
IV-A	2,229	89.9	250	10.1	2,479
IV-B	640	86.5	100	13.5	740
V	1,485	82.7	311	17.3	1,796
VI	1,359	85.6	229	14.4	1,588
VII	1,027	82.6	217	17.4	1,244
VIII	1,145	87.9	157	12.1	1,302
IX	514	80.9	121	19.1	635
X	575	75.4	188	24.6	763
XI	671	85.7	112	14.3	783
XII	455	81.4	104	18.6	559
XIII	296	61.0	189	39.0	485
Total	**15,676**	**84.9**	**2,794**	**15.1**	**18,470**

Table 25. Percentage of LFP Projects Delayed

Year	Percent of Projects delayed
2006	14.30
2007	18.70
2008	10.70

Source: DPWH/Project Monitoring Group

2.4 Preventive Maintenance[8]

Source: PID, DPWH

Figure 5. DPWH Personnel Doing Maintenance Work

[8] No information of Project cost and implementation period for preventive maintenance

2.4.1 Quality: Preventive Maintenance Projects with Defects = A

Rating Scale : Quality	
A:	< 20%
B:	21 – 40%
C:	41 – 60%
D:	61 – 80%
F:	> 81%

Based on reports from nine Regional Offices, there were a total of 607 cases of road defects reported (Table 26). The reports involved mostly potholes (421 cases), damaged pavement (71), clogged drain (81) and damaged shoulder (33). In all cases, response time to repair the reported damages was within the allowable time.

Table 26. Timeliness: Cases Where DPWH Response Time to Repair Reported Road Defects Exceeded the Allowable Time

Region	Cases Where Repair Response Time Exceeded the Allowable Time							
	Pothole		Damaged Pavement		Clogged Drain		Damaged Shoulder	
	No. of Cases	% Of Total of Projects that were Repaired in Allowable Time	No. of Cases	% of Total	No. of Cases	% of Total	No. of Cases	% of Total
I	150	100	1	100	0	0	1	100
CAR	0	0	0	0	0	0	0	0
II	166	0	8	0	2	0	0	0
III	0	0	5	29	0	0	1	8
NCR	31	100	28	100	26	100	1	100
IV-A	0	0	0	0	0	0	0	0
IV-B	2	100	1	100	0	0	0	0
V	0	0	0	0	0	0	0	0
VI								
VII	0	0	0	0	0	0	0	0
VIII								
IX								
X	32	100	8	100	31	10	8	100
XI	1	100	0	0	0	0	0	0
XII	33	85	8	87	12	81	10	84
XIII	6	95	13	11	10	10	5	100
Total	**421**	**40**	**72**	**29**	**81**	**15**	**33**	**18**

Source: DPWH/ various DPWH Regional Offices

2.4.2 10% Increase of Locally funded Preventive Maintenance Projects Original Costs = A

10% Local Projects Original cost (Level of Overruns)	
A:	0 – 5%
B:	6 –10%
C:	11 – 15%
D:	15 – 20%
F:	>20%

There was no recorded increase in the costs of preventive maintenance projects in the period under review.

2.5 Agency Performance

2.5.1 Personnel Sanctions/Commendations = A

Rating Scale = % of personnel sanctioned vs. total no. of DPWH personnel	
A:	<40% sanctioned
B:	41 – 80%
C:	61 – 80%
D:	81 - 90%
F:	91 - 100%

From 2006 to 2008, the average personnel size of DPWH was 25,138 (Table 27).

Based on data submitted by DPWH, there were 13 personnel belonging to five DPWH Regional Offices who were sanctioned for poor performance between 2006 and 2008 (Table 28). On the other hand, 103 personnel, mostly assigned to Regional Office XI were commended for exemplary performance over the three-year period. The number of personnel sanctioned represented less than one percent of the average number of DPWH personnel over the period 2006-2008.

Table 27. DPWH Personnel Size, 2006-2008

Type of Personnel	Number of Personnel		
	2008	2007	2006
Permanent	15,901	16,410	16,982
Contractual	839	864	911
Casual	7,626	7,793	8,087
Total	**24,366**	**25,067**	**25,980**

Source: DPWH/ Administrative and Manpower Management Service

Table 28. DPWH Personnel Sanctioned/Commended for Poor/Exemplary Performance 2006, 2007 & 2008

Region	2006		2007		2008	
	No. of Staff Sanctioned	No. of Staff Commended	No. of Staff Sanctioned	No. of Staff Commended	No. of Staff Sanctioned	No. of Staff Commended
I	0	0	0	0	0	0
CAR	0	-	4	0	0	3
II	2	0	0	0	0	1
III	0	0	0	0	0	0
NCR	0	0	0	0	0	0
IV-A	0	0	0	0	0	0
IV-B	0	0	0	0	0	0
V	0	1	0	3	1	3
VI	0	2	0	11	0	11
VII	0	0	0	0	0	0
VIII						
IX	0	0	0	0	0	0
X	0	0	0	0	0	8
XI	0	10	0	14	0	26
XII	2	3	2	4	1	3
XIII	0	0	0	0	1	0
Central Office						
Total	**4**	**16**	**6**	**32**	**3**	**55**

Source: DPWH/various DPWH Regional Offices

2.5.2 Action on Complaints on National Road Services = A

Rating Scale = % of complaints acted on	
A:	91 – 100 % action
B:	81 – 90%
C:	61 – 80%
D:	41 – 80%
F:	< 40%

Complaints received by Regional Office VII for the past three years (2006-2008) at 10 complaints each year were acted on by said office within 8-24 hours by referring the complaints to the District Offices concerned for immediate action.

In addition, there were 297 complaints received and acted on by the Internal Affairs Office. Most of these complaints occurred between 2006 and 2008 in Region I (24 cases), Region III, NCR and Region V (Table 29). The year 2008 had the most number of complaints received and acted on (i.e., 138 cases, respectively). In 2007, the DPWH Central through Text2920, letter referral, walk-in referral, email and phone-in received 935 complaints.

Table 29. Action on Complaints on National Road Services, 2006, 2007 & 2008

Region	2006		2007		2008	
	Complaints Received	Complaints Acted On	Complaints Received	Complaints Acted On	Complaints Received	Complaints Acted On
I	1	1	15	15	8	8
CAR			1	1	1	1
II	2	2	3	3	10	10
III	18	18	16	16	18	18
NCR			51	51	54	54
IV-A	0	0	0	0	0	0
IV-B	0	0	0	0	0	0
V	18	18	17	17	14	14
VI	3	3	2	2	16	16
VII	10	10	10	10	10	10
VIII						
IX	0	0	0	0	0	0
X						
XI	5	5	3	3	1	1
XII	5	5	3	3	3	3
XIII	2	2	4	4	3	3
Central Office	64	64	125	125	138	138

Source: DPWH/various DPWH Regional Offices

C.3 Impact

Rating Systems for Impact are based on net satisfaction.

Rating	
A:	NS > 40%
B:	20 – 40%
C:	0 – 20%
D:	-20 – 0%
F:	NS < -20%

Road Users' Satisfaction Survey

Surveys covering 560 randomly selected road users (408 male and 152 female) were conducted in seven regions (i.e., CAR, I, II, V, VI, VII and IX) to assess the present status of certain roads comprising the Philippine national road system and establish road users' satisfaction of the assessed national roads. The conduct of similar surveys in all other regions (except ARMM) was likewise requested but results of said surveys are not available to the BL Secretariat. Responses per region were based on the assessment of a specific road located in each region to include: (1) Halsema Highway in CAR; (2) Ilocos Norte-Cagayan Road in Region I; (3) Dalton Pass in Region II; (4) Ligao-Pio Duran Road in Region V; (5) Oton-Iloilo-Sta. Barbara Road in Region VI; (6) Osmeña Blvd, Cebu City in Region VII; and, (7) Barcelona, Dapitan City-Manukan National Highway in Region IX. The frequency of use of the national road by the concerned respondents was fairly distributed; about one-fifth stated that they pass the road daily, another one-fifth said they used the road a few days a week, and still another one-fifth said use is once a month. Regional volunteers in action are shown in Appendix 1.

3.1 Overall Rating of Roads = C

On the overall, 59.5 percent of the respondents expressed satisfaction on the assessed road at different levels (9.8 percent very satisfied and 49.7 percent somewhat satisfied), 34.9 percent were dissatisfied (30.2 percent somewhat dissatisfied and 4.2 percent very dissatisfied), while the balance of 5.5 percent was undecided whether satisfied or not. Overall satisfaction was evident in the use of the Barcelona, Dapitan City-Manukan National Highway in Region IX. In said road, 99 out of 100 respondents expressed satisfaction in road use. Other respondents where the majority voiced satisfaction are those from Region I (77.3 percent); Region VI (69.0 percent) and Region VII (81.6 percent). On the other hand, majority of respondents from Region II and Region V were dissatisfied (86.6 percent and 59.5 percent, respectively). There was an almost equal distribution of user satisfaction/dissatisfaction in the use of Ilocos Norte-Cagayan Road in Region I.

3.2 Road Safety = C

Taken collectively, about 41.8 percent of the respondents were satisfied with the overall safety of the roads, 32.9 percent were dissatisfied, while the remaining 25.4 percent were undecided whether satisfied/unsatisfied or refused to answer. By road facility/region, respondents who were satisfied outnumbered those dissatisfied with the overall safety of the Ilocos Norte-Cagayan Road, Ligao-Pio Duran Road, Oton-Iloilo-Sta. Barbara Road and Osmeña Blvd, Cebu City. On the other hand, a large percentage of the respondents expressed dissatisfaction in the use of the Halsema Highway and the Dalton Pass. Meanwhile, 93.0 percent of respondents in Region IX were undecided on the overall safety of the Barcelona, Dapitan City-Manukan National Highway. The surveys also looked into users' perception of the aspects of road safety taken individually. These aspects involved: (1) functional roadway lighting; (2) functional traffic lights or signals; (3) width of lanes; (4) traffic signages; (5) crossing the concerned roads; (6) road markings, striping and reflectors; (7) guardrails; (8) road curviness or curves along the road; and (9) road ups and downs.

3.3 Flow of Traffic = A

On the whole, about 69.2 percent of the respondents expressed satisfaction with the overall flow of traffic, 26.2 percent were dissatisfied, while the 4.5 percent balance were undecided whether satisfied or dissatisfied. Majority of the respondents in all regions covered by the survey, except in Region II, expressed satisfaction with the overall flow of traffic in the roads assessed. The survey also looked into road users' satisfaction on the flow of traffic under certain situations (i.e., during rush hours, when there are accidents, when there are road works, and timing when traffic light changes signal) and/or road features and other factors (i.e., number of lanes, availability of information during traffic delays, traffic enforcers, and patrols for roadside assistance). Based on survey response, it appears that the greatest source of dissatisfaction is during times when there are accidents or road works are being undertaken.

3.4 Road Surface = B

On the whole, 65.4 percent were satisfied with the overall road surface, 31.0 percent were dissatisfied and 3.6 percent were undecided whether satisfied or dissatisfied. However, perception differed among regions. While majority expressed satisfaction with the overall road surface of the assessed roads in Regions I, V, VI, VII and IX, the opposite was seen in Region II where 86 percent of respondents expressed dissatisfaction. Meanwhile, in CAR, those who expressed satisfaction and dissatisfaction were evenly distributed. There were slight variances in perception when the features that contribute to overall road surface are considered separately. Among these features are road smoothness, durability, quietness of the ride, traction and surface appearance. On smoothness, while 47.5 percent were satisfied, there was a large percentage (19.6 percent) which was undecided whether satisfied or dissatisfied. Those undecided were mostly the ones who personally assessed the Barcelona, Dapitan City-Manukan National Highway in Region IX. This was also the case on road appearance; 44.7 percent satisfied but 21.6 percent undecided. On durability

and traction, 34.0 percent and 30.2 percent, respectively were undecided with the rest almost equally shared by those satisfied and those dissatisfied.

3.5 Overall Bridge Condition = B

On the whole, with respect to the overall condition of the bridges along the assessed roads, satisfaction level was quite high at 68.4 percent. Majority were also satisfied with the safety, durability and appearance of the bridges. On a regional basis, satisfaction was highest in Regions IX and V at 98.0 percent and 96.2 percent, respectively. On the other hand, in Region II, 86.6 percent of the respondents expressed dissatisfaction.

3.6 Maintenance = C

Taken as a whole, survey response showed a slight satisfaction with the overall maintenance of the roads assessed. Nonetheless, with dissatisfaction expressed by more than 33 percent of the respondents, there is a need to improve on maintenance measures. Inadequate maintenance is perceived in the areas of litter or garbage removal; repair of potholes; maintenance of road markings, stripings and reflectors; and response time to a problem. User satisfaction was lower than user dissatisfaction in these areas. On roadside drainage, satisfied road users outnumbered those who were dissatisfied but the difference was very slight (46.3 percent vs. 44.3 percent; the rest undecided). This was also the case in repair of guardrails (37.1 percent satisfied vs. 35.9 percent dissatisfied; the rest undecided) and maintenance of traffic lights or signals (31.8 percent satisfied vs. 26.2 percent dissatisfied; the rest undecided). An area perceived to have ample maintenance is in grass cutting.

3.7 Overall Performance of DPWH = B

On the whole, 48.0 percent of respondents expressed satisfaction while 38.3 percent voiced dissatisfaction on DPWH's overall performance. The rest were undecided. Perception differed among regions with Regions I, V, VI, VII and IX having a greater number of satisfied road users than dissatisfied users. In contrast, CAR and Region II had a greater number of dissatisfied road users than satisfied users.

3.8 Integrity Level in DPWH = F

Only 534 out of the 560 total road users covered by the survey responded to this question. On the whole, 62.0 percent perceive some corruption in the DPWH, 22.3 percent are of the opinion that there is a lot of corruption in DPWH, 7.1 percent feels that there is a little corruption and 8.6 percent says there is no corruption in DPWH. For CAR and Region VI, majority of respondents (54.2 percent and 53.8 percent) believe that there is a lot of corruption in DPWH; for Regions II, IX respondents and I perceive some corruption (60.6 percent, 91.8 percent and 99.0 percent, respectively). It is only in Region V that there is a large part of the respondents (49.3 percent) who express that there is no corruption in DPWH.

3.9 Sincerity of DPWH in fighting Corruption = D

Taking the survey as a whole, 42.3 percent of respondents were of the opinion that DPWH is insincere (36.2 percent somewhat insincere and 6.1 percent very insincere) while 38.2 percent thinks there is sincerity (1.6 percent very sincere and 36.6 percent somewhat sincere). The balance of 19.5 percent was undecided. Significant percentages of the respondents in CAR, Region I and Region VII were undecided on DPWH's sincerity. Notwithstanding, in the case of Region I, 66.7 percent of the respondents believed there is sincerity.

Monitors' Perception Survey

3.10 DPWH meets concern of community = A

A similar survey to establish monitors' perception of DPWH performance and degree of transparency and advocacy was conducted. The survey covered nine monitors and thus results may not be conclusive. For discussion purposes, however, it would appear that there is clear agreement that the DPWH projects meet the concerns and interest of the community in terms of functionality (8 out of 9 respondents).

3.11 DPWH Practices Transparency = B

DPWH practices transparency (6 out of 9). Responses to the other topics are too distributed to get a clear perception.

3.12 Threats

Among the threats experienced when passing roads are: (1) reckless drivers; (2) landslides and falling rocks; (3) road accidents; (4) large vehicles; (5) road failures and damages; (6) speeding vehicles; (7) sharp curves/curves without guardrails; (8) crossing pedestrians; (9) road bandits; (10) unlighted road sections; (11) inadequate traffic signages; and (12) unmanned intersections. Taking the results of the regional surveys as a whole, road accidents is the greatest threat (29.8 percent), largely due to the response of the 99 out of 100 respondents in Region IX. By regional distribution, landslides and falling rocks or sharp curves/curves without guardrails were identified as the greatest threats by majority of the respondents in CAR, Region II and Region V, due to the mountainous terrain of the roads assessed in said regions. Inadequate traffic signages is the greatest threat in Halsema Highway. A significant number of the respondents (i.e., from 25.0 – 33.7 percent) in Regions I, V, VI and VII were of the perception that there are no threats experienced when passing the assessed roads.

3.13 Aspects for Improvement

Results of the survey show that DPWH should give the greatest importance to reducing corruption in road construction and maintenance (323 respondents), improving safety (180 respondents) and expanding existing highways by building more lanes (180 respondents). Other aspects where improvement is wanting include making highways more attractive (67 respondents; 4th priority), making road surfaces last longer (42 respondents; 5th priority), making roads smoother (34 respondents; 6th), reducing traffic congestion (19 respondents; 7th) and performing routine maintenance like pothole repair (4 respondents; 8th).

3.14 Dissemination of Road Information

On the whole, 50.9 percent of respondents were of the opinion that the television would be the best way by which DPWH should disseminate road information. Response from CAR, Regions I, V, VI and VII were consistent with the overall opinion. A far second means of effective information dissemination would be through radio (26.8 percent). In the case of Region IX, 99.0 percent of the respondents stated that the radio was the more appropriate means. Meantime, 52.0 percent of respondents from Region II believe that information dissemination through newspapers is the best option. Other means cited for disseminating information, although at much lower frequency/effectiveness, are billboards and Internet website. Factors that may have contributed in the differences in survey responses are cost involved and availability of facility.

3.15 Perception of mandate of DPWH

Respondents rank construction of national roads as the main mandate of the DPWH, followed by building seaports. Other activities of the DPWH which also ranked high in the order of importance as perceived are construction of government hospitals, and construction of barangay roads and bridges. It is noteworthy that only 2.6% of the respondents correctly understand the mandate of the DPWH, i.e. construction and maintenance of national roads, bridges and flood control systems.

3.16 Awareness of Bantay Lansangan

Overall, about 95 percent of respondents were not aware of the existence of Bantay Lansangan or have heard of it prior to the survey. Among regions, awareness was best in Region VI (7 out of 30 respondents or 23 percent). The BL was completely unheard of in Region II prior to the survey.

C.4 For information

4.1 Road Network and Bridge System Status

4.1.1 Road Network Status

Regional Distribution

As of July 2008, there were 29,034.55 km of national roads nationwide, representing a 1,649.21 km or 6.0 percent increase over July 2006 figure (Table 30). Of the total 14,827.97 km or 51 percent were in Luzon, 7,195.78 km (25 percent) were in the Visayas and 7,010.80 km (24 percent) were in Mindanao. Regions VI, VIII and IV-A accounted for the most national road lengths while the National Capital Region had the least road length.

Table 30. Major Island Distribution of National Roads, 2006-2008

Region	2008		2007		2006	
	km	%	km	%	Km	%
Luzon	14,827.97	51.07	14,038.93	49.54	13,759.89	50.25
Visayas	7,195.78	24.78	7,289.19	25.72	6,764.17	24.70
Mindanao	7,010.80	24.15	7,009.81	24.74	6,861.28	25.05
Total	**29,034.55**	**100.00**	**28,337.92**	**100.00**	**27,385.34**	**100.00**

Source: DPWH-RBIA

By surface type, national roads are classified into asphalt, concrete, gravel or earth roads. (Figures 6 to 9)

Figure 6. Portland Cement Concrete

Figure 7. Asphalt Concrete

Figure 8. Earth Surface

Figure 9. Gravel Surface

From July 2006 to July 2008, the distribution was as follows:

Table 31. Summary National Road Distribution by Surface Type, 2006-2008

Surface Type	2008		2007		2006	
	km	%	km	%	km	%
Asphalt	7,898.82	27.20	7,310.13	25.80	7,014.24	25.61
Concrete	13,302.80	45.82	12,664.44	44.69	12,149.08	44.36
Gravel	7,752.21	26.70	8,287.35	29.24	8,222.02	30.02
Earth	80.72	0.28	76.00	0.27	0	0.00
Total	**29,034.55**	**100.00**	**28,337.92**	**100.00**	**27,385.34**	**100.00**

Source: DPWH-RBIA

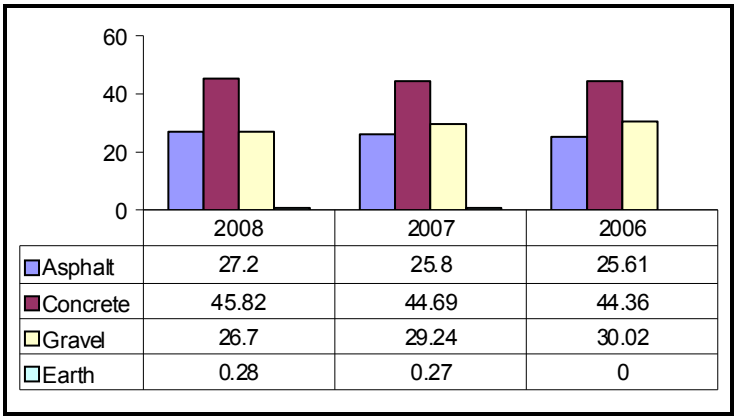
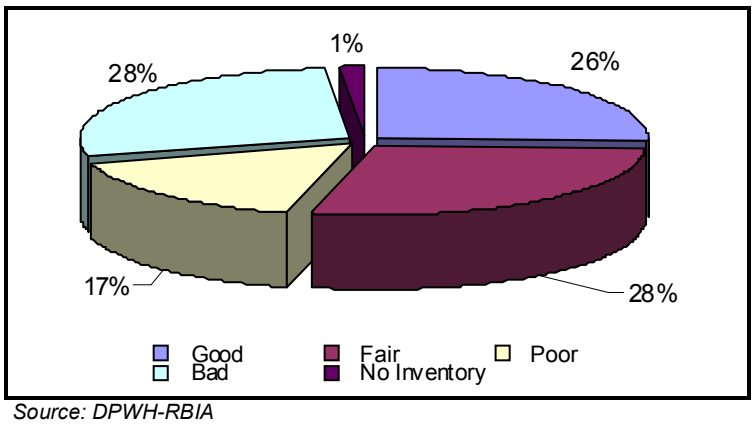


Figure 10. National Road Percentage Distribution by Surface Type

Except for gravel roads, all road surface types increased in length over the two-year period. It is most likely that the decrease in the length of gravel roads is due to an upgrade to either cement concrete or asphalt concrete road (Figure 10).

The national Paved Ratio, which is the ratio of the length of paved road to the total length of the road network, was 0.70 in 2006. It declined in 2007 to 0.69 but significantly increased in 2008 to 0.73. By major island group, paved ratio in 2008 was highest in Luzon at 0.73 and lowest in Mindanao at 0.65.



Source: DPWH-RBIA

Figure 11. National Road Paved Ratio

Bridge System Status

Figure 12. NAIA Interchange

Figure 13. Animal Passage Culvert

Figure 14. Bailey Bridge

Figure 15. San Juanico Bridge

Regional Distribution

As of July 2008, there were 7,694 bridges nationwide of which 4,001 bridges or 52 percent were in Luzon, 2,129 bridges (28 percent) were in Visayas and 1,564 bridges (20 percent) were in Mindanao (Table 34). These bridges have a total length of 289,970 lm. (Table 32)

Bridge Type

Bridges are classified into concrete, steel, timber and bailey (Figures 12 to 15). Table 33 shows a decrease in the length of timber and bailey bridges over the two-year period between July 2006 and July 2008. This can be attributed to an upgrade to either concrete or steel bridge.

Table 32. Regional Distribution of Bridges along National Roads by Bridge Type, CY2008

Region	Concrete		Steel		Timber		Bailey		Total	%
	Number	%	Number	%	Number	%	Number	%		
Philippines	**6,309**	**100.0**	**565**	**100.0**	**178**	**100.0**	**642**	**100.0**	**7694**	**100.0**
Luzon	3,360	53.3	272	48.1	55	30.9	314	48.9	4001	52.0
Visayas	1,740	27.6	148	26.2	68	38.2	173	26.9	2129	27.7
Mindanao	1,209	19.2	145	25.7	55	30.9	155	24.1	1564	20.3

Source: DPWH-RBIA

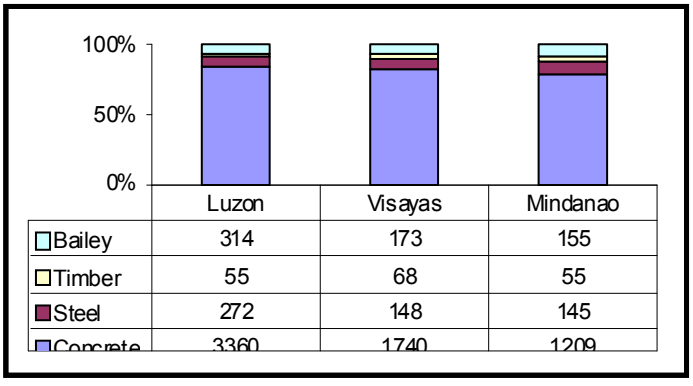


Figure 16. Geographical Percentage Distribution of Bridges by Type, 2008

Table 33. Summary of Bridge Distribution by Bridge Type, 2006-2008

Type	2008		2007		2006	
	Lm[9]	%	lm	%	lm	%
Concrete	236,295	81.49	232,932	81.98	222,936	81.67
Steel	39,122	13.49	36,941	13.00	35,203	12.90
Timber	2,534	0.87	2,400	0.84	2,695	0.99
Bailey	12,019	4.14	11,862	4.17	12,126	4.44
Total	**289,970**	**100.00**	**284,135**	**100.00**	**272,960**	**100.00**

Source: DPWH-RBIA

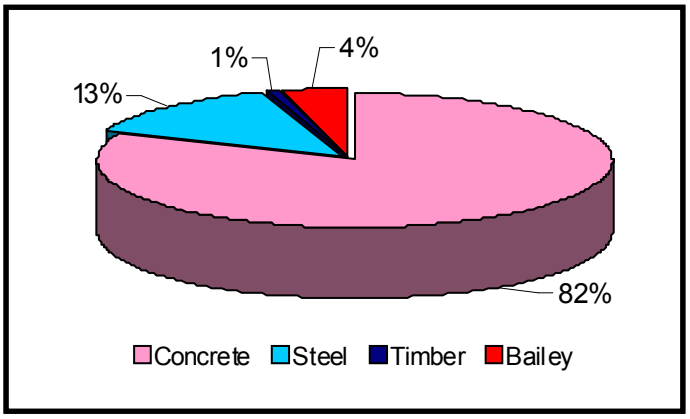


Figure 17. National Distribution of Bridges by Type

Table 34. Permanent Bridge Ratio Along National Roads, Year 2006-2008

Region	Permanent Ratio		
	2008	2007	2006
Luzon	0.91	0.90	0.89
Visayas	0.89	0.90	0.87
Mindanao	0.96	0.98	0.99
Total	**0.89**	**0.89**	**0.88**

Source: Planning Service

The permanent bridge ratio along national roads (Table 34), which is the ratio of the length of steel and concrete bridges to the total length of bridges, remained almost equal between July 2006 and July 2008 (i.e., at .88 or .89).

4.1.3 Traffic Information along National Roads

Table 35. Total Vehicles along National Roads, CY2006-2007, in thousands

Region	2007			2006		
	Light Vehicles	Heavy Vehicles	Total	Light Vehicles	Heavy Vehicles	Total
Philippines	**9,277**	**2,086**	**11,363**	**5,615**	**1,809**	**7424**
Luzon	5,174	1,406	6,580	3,052	1,212	4,264
Visayas	2,521	354	2,875	1,627	234	1,860
Mindanao	1,581	326	1,907	936	363	1,299

Source: DPWH-TARAS

[9] linear meters

In 2007, there were 11.363 million vehicles along national roads as registered in automatic counters installed by the DPWH (Table 35). This represents an increase of 3.939 million vehicles or 53 percent over the number of vehicles along national roads in 2006. The total number of vehicles in 2007 was comprised of 9.277 million light vehicles and 2.086 million heavy vehicles. By type, the total number of vehicles in 2007 was made up of 5.744 million private passenger transport, 3.169 million public transport and 2.450 million commodity transport (Table 36).

Table 36. Total Vehicles along National Roads by Type, CY2006-2007, in thousands

Region	2007			2006		
	Private Passenger	Public Transport	Commodity Total	Private Passenger	Public Transport	Commodity Total
Philippines	**5,744**	**3,169**	**2,450**	**3,226**	**2,198**	**2,001**
Luzon	3,299	1,711	1,570	1,821	1,201	1,242
Visayas	1,456	892	527	805	662	394
Mindanao	988	566	352	600	335	365

Source: DPWH/Planning Service

In 2006, operational weighbridges/weighscales detected 47.2 percent of trucks as overloaded (Table 37). The figure slightly increased to 47.6 percent in 2007. The DPWH is not deputized to apprehend overloaded trucks.

Table 37. Percentage of Overloaded Trucks Along National Roads, Year 2006-2008

Region	2007	2006
Philippines	**47.6**	**47.2**
Luzon	48.4	46.2
Visayas	34.3	36.1
Mindanao	55.9	57.1

Source: DPWH-TARAS

By major island group, more than half of the trucks along national roads in Mindanao in 2006 and 2007 were overloaded (i.e., 57.1 percent and 55.9 percent, respectively), which was the highest among the major islands.

4.1.4 Accident Risks

The probability of accident involvement in Mindanao is greater than the national average in 2006 and 2007 (Table 38).

Table 38. Accident Risks

Region	Accident Risk per 100 vehicles	
	2007	2006
Philippines	**5.83**	**6.53**
Luzon	2.41	2.54
Visayas	1.06	1.98
Mindanao	15.61	21.35

Source: Planning Service

4.2 Public Investment and Expenditure

For construction of national roads, the total estimated and actual budget in 2008 amounted to PhP47,907 million and PhP45,320 million, respectively. The actual budget represents a 12.31 percent increase over the PhP40,351 million actual budget for national roads construction in 2007. Year on year, the Gross Domestic Product (GDP) remained almost at the same level (0.60 percent in 2008 vs. 0.59 percent in 2007).

4.2.1 General Appropriations Act and Motor Vehicles User Charges

For maintenance of national roads, the total estimated and actual budget in 2008 amounted to PhP17,030 million and PhP23,075 million, respectively. The budget sources include the General Appropriations Act (GAA) and the Motor Vehicles Users' Charge (MVUC)10 Act (Table 39). The actual budget in 2008 represents a 58.69 percent increase over the PhP14,541 million actual budget for maintenance in 2007 (Table 40). Year on year, there was a marked increase in GDP (Table 41) (0.31 percent in 2008 vs. 0.23 percent in 2007).

Table 39. Sources of Budget for National Roads (PhP billion), 2007-2008

Source	2008			2007		
	Estimate	Actual	Variance	Estimate	Actual	Variance
Construction, GAA	47,907	45,320	2,587	36,085	40,351	(4,266)
Maintenance[11]	17,030	23,075	(6,045)	11,533	14,541	(3,008)
MVUC	7,925	7,017	908	7,533	10,541	(3,008)
GAA	9,105	16,058	(6,953)	4,000	4,000	-
Total (PhP M)	**64,937**	**68,395**	**(3,458)**	**47,618**	**54,892**	**(7,274)**

Source: JICA Road Sector Study, 2008

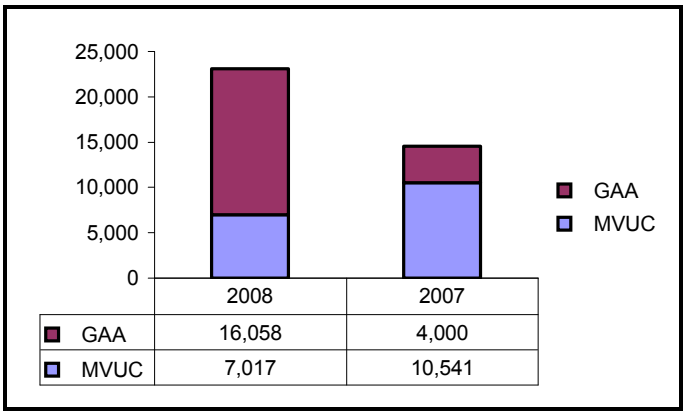


Figure 18. Distribution of Fund Sources, in PhP billion

[10] The MVUC is the equivalent of a "road user tax" and is earmarked as a source of additional funds for the DPWH and the DOTC.12 The total MVUC collected from 2003 to 2008 amounted to PhP43.5 billion, or approximately PhP7 billion annually. As mandated the collected charges shall be used exclusively for: (1) road maintenance and improvement of the road drainage; (2) installation of adequate and efficient traffic lights and road safety devices; and (3) air pollution control. It is administered by the Road Board

[11] Maintenance include routine ad periodic. Periodic maintenance include structural overlay of ACP and replacement of less than five slabs of PCCP

Table 40. Budget for National Roads, 2007-2008

Budget Allocation (PhP M)	2008	2007	Difference	
			Amount	%
Construction	45,320	40,351	4,969	12.3
Maintenance	23,075	14,541	8,534	58.7
Total	**68,395**	**54,892**	**13,503**	**24.6**

The budget for national roads to GDP was only 0.91 percent in 2008, an improvement from 0.82 percent in 2007.

Table 41. Percentage of Budget for National Roads to Gross Domestic Product

Construction-Maintenance Ratio	2008	2007	Difference	%
GDP (PhP M)	7,494	6,788	706	10.4
% of GDP				
Construction	0.60	0.59	0.01	1.7
Maintenance	0.31	0.23	0.08	34.8
Total	0.91	0.82	0.09	9.89

Source: JICA Road Sector Study, 2008

The ratio of regional road investment to gross regional domestic product indicates the portion of regional domestic production spent on road maintenance and development. Across regions, in 2008 investments in NCR was approximately only a quarter of one percent of its GRDP to attain a paved ratio of one. In comparison investment in Region I was more than four per cent of the Region's GRDP to attain a paved ratio of 0.90 (Table 42).

Table 42. Road Investment as Percentage of Gross Regional Domestic Product

Region	2008	2007
Luzon	0.91	0.80
Visayas	1.54	1.27
Mindanao	1.38	2.02
Philippines	0.60	0.59

Source: DPWH and National Statistics Office
Statistical Yearbook, 2007 and 2008

It is observed that the extent of the paved road network is strongly correlated to trends in per capita GRDP[12]. This indicates that income disparities among regions can be attributed, in part, to regional differences in level of paved roads.

Table 43. Investment for Roads and Bridges (PhP M/km)

Region	2008		2007	
	Foreign-assisted[13]	Local funds	Foreign-assisted	Local funds
Philippines	**0.25**	**2.03**	**0.65**	**1.07**
Luzon	0.34	2.39	0.81	1.36
Visayas	0.31	1.91	0.83	0.79
Mindanao	-	1.38	0.13	0.75

Source: PMG-DPWH

[12] Correlation coefficient =0.50
[13] Based on on-going projects

4.2.2 Official Development Assistance

In 2008, active[14] Official Development Assistance loans of DPWH amounted to US$2.4 billion, 12.1 percent lower than the 2006 level of US$2.7 billion but 13.8 percent over the US$2.1 billion of ODA loans in 2007. The Japan International Cooperation Agency (JICA), former Japan Bank for International Cooperation (JBIC) accounted for more than 61 percent of the assistance over the three-year period (Figure 19).

There were significant decreases in investment for foreign-assisted projects in all regions except Region XII in 2008 compared to 2007. NCR and CAR registered the largest fall in investment for foreign-assisted projects as no fresh loans were made.

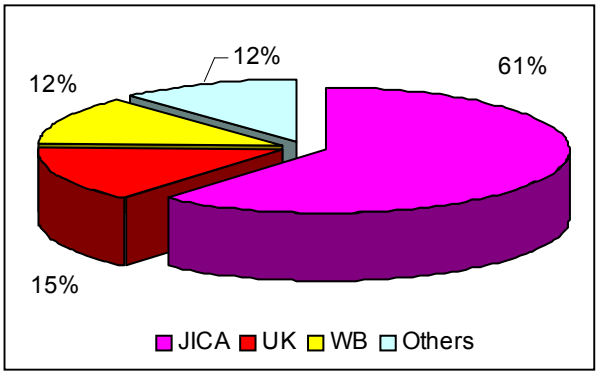


Figure 19. Percentage Distribution of Loans by International Financing Institution

4.3 Construction and Maintenance Costs

The standard unit road construction costs estimates vary depending on the region, terrain (e.g., flat, rolling or mountainous) and surface type/scope of work. As an example, for the period 2006-2007, construction of a new 1-km PCCP road with a carriageway width of 6.1m over a flat terrain in Region XIII and Region VII would cost PhP17.86 million and PhP11.21 million, respectively. If the road were to be constructed in the same regions but over rolling terrain, the unit cost would be PhP22.51 million for Region XIII and PhP17.83 million for Region VII. Costs would even be higher over mountainous terrain at PhP23.61 million for Region XIII and PhP18.89 million for Region VII. Average unit cost across all regions for flat terrain is PhP15.10 million, PhP19.37 million for rolling terrain, and PhP20.47 million for mountainous terrain. The said average unit costs represent increases of PhP0.71 million, PhP0.92 million and PhP1.47 million over the average unit costs in 2005-2006. Details on cost estimates for the period 2006-2007 and 2005-2006 are shown in the tables below.

[14] Active loans are those with undisbursed amounts at the beginning of the year and loans signed and/or made effective within the year.

Table 44. Road Improvement Costs in PhP million

Activity	2006 to 2007	2005 to 2006
(6.7 m)		
Road Improvement		
Gravel to PCCP	10.40	10.05
ACP to PCCP	12.13	11.62
Structural Overlay	4.80	4.34
Re-blocking	13.57	13.45
(6.1 m)		
Road Improvement		
Gravel to PCCP	9.57	9.24
ACP to PCCP	11.14	10.50
Structural Overlay	4.37	3.95
Re-blocking	12.37	12.24

Source: DPWH/Bureau of Construction

Table 45. New Road Construction (6.7 meter wide) Costs in PhP million

Activity	2007-2006	2006-2005
Flat Terrain		
PCCP	16.16	15.40
ACP	11.85	10.82
Gravel	6.34	5.79
Rolling		
PCCP	20.39	19.37
ACP	16.11	14.90
Gravel	8.65	7.73
Mountainous		
PCCP	21.48	20.34
ACP	16.53	15.94
Gravel	9.50	8.77

Source: DPWH/Bureau of Construction

Table 46. New Road Construction (6.7 meter wide) Costs in PhP million

Activity	2007		2008	
	Slope		Slope	
	without	with	without	With
ACP to ACP (Reseal 50 mm)	7.39	16.78	5.74	13.72
ACP to ACP (removal 50 mm)	9.65	19.04	7.06	15.04
PCC to PCC 230 mm)	16.09	25.48	11.91	19.89

Source: DPWH/Bureau of Construction

4.4 Investigations and Sanctions of Contractors

Based on reports from DPWH Regional Offices, there were 37 cases pertaining to national road (Table 47). The investigations led to services investigated in 2006 sanctions/prosecutions in 12 cases. Another 35 cases were investigated in 2007 of which nine were imposed sanctions. Investigations continued in 2008 for another 35 cases with 10 sanctions/prosecutions. Overall, over the period 2006-2008, there were 107 investigations conducted, of which 31 or 29 percent led to sanctions. In the case of Region V, it appears that the sanctions imposed were not heavy enough such that the number of cases investigated remained almost the same over the three-year period.

Table 47. Investigations and Sanctions Pertaining to National Road Services, 2006, 2007 & 2008

Region	2006		2007		2008	
	Investigations Conducted	Sanctions / Prosecutions	Investigations Conducted	Sanctions / Prosecutions	Investigations Conducted	Sanctions / Prosecutions
I	0	0	0	0	0	0
CAR	13	7	12	3	10	5
II	0	0	0	0	1	0
III	0	0	0	0	0	0
NCR	0	0	0	0	0	0
IV-A	0	0	0	0	0	0
IV-B	0	0	0	0	0	0
V	20	2	18	2	20	2
VI	3	2	3	2	3	2
VII	0	0	2	2	1	1
VIII						
IX	0	0	0	0	0	0
X						
XI	0	0	0	0	0	0
XII	1	1	0	0	0	0
XIII	0	0	0	0	0	0
Central Office						
Total	**37**	**12**	**35**	**9**	**35**	**10**

Source: DPWH/various DPWH Regional Offices

4.5 Blacklisted Contractors

Based on data submitted by the Procurement Office – Civil Works (Table 48), there were three[15] blacklisted contractors (2 in 2007 and 1 in 2008), all in Region IX. The reason for blacklisting was not specified. No contractors were blacklisted in 2006 and 2007. Region VI had the most number of reported irregularities although no contractor was blacklisted.

[15] These do not include those that were blacklisted in the NRIMP1 Projects.

Table 48. Blacklisting of Contractors, 2006, 2007, 2008

Region	2006		2007		2008	
	Irregularities Reported	Blacklisted Contractors	Irregularities Reported	Blacklisted Contractors	Irregularities Reported	Blacklisted Contractors
I	0	0	0	0	0	0
CAR	0	0	0	0	0	0
II	0	0	0	0	0	0
III	0	0	0	0	0	0
NCR						
IV-A	0	0	0	0	0	0
IV-B	0	0	0	0	0	0
V	42	0	32	0	33	0
VI	101	0	282	0	669	0
VII						
VIII						
IX	54	0	307	2	147	1
X	0	0	0	0	0	0
XI	0	0	0	0	0	0
XII	0	0	0	0	0	0
XIII	0	0	0	0	0	0
Central Office						

Source: DPWH/various DPWH Regional Offices

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Appendix

Iloilo Code, NGOs Inc. (ICODE)
Bantay Lansangan Monitoring Best Practice

The Iloilo Code NGOs Inc (ICODE) presented their monitoring experiences during the recently concluded Bantay Lansangan Roadshow (Visayan Leg) in Residence Hotel, Iloilo City with Mr. Dan Pursuelo, Regional Volunteer Network VI (RVN-6)Team Leader, as presentor.

Training

October 24, 2008
The Team met in the ICODE Office to discuss the planning strategies on monitoring. The significant topics agreed upon were:

- Realization Check
  BL as a constructive venue to air grievances on DPWH
- Risk Perception
  Collective delegation on monitoring and survey activities
- Unity on allowances
  Pool-in allowances and divide equally among survey team members

The Team also initiated the translation of the English-written RUSS questionnaire into the local dialect which is Ilonggo. A mock survey among members was conducted to check sentence structure of the Ilonggo version of the RUSS tool.

Pre-Testing of Survey Instruments

November 11, 2008
The ICODE Monitoring team conducted a pre-test of the RUSS Ilonggo version on local households and public transport terminals.

Coordination and Pre-departure Briefing

The monitoring team coordinated their activities with DPWH Regional Office. The Team met with the Regional Director to introduce Bantay Lansangan and discuss its objectives. DPWH welcomed BL and its monitors and requested a copy of their monitoring results.

Before setting off to the field, the monitoring team conducts a briefing session which includes review of survey materials and instruments, site orientation and a final check on schedules and logistics.

Pre-monitoring briefings allows the team to adjust or modify strategies in case of unexpected circumstances or logistic deficiencies.

Actual Road Monitoring

January16, 2009 – Oton-Mambog Road leading to Iloilo International Airport

February 16, 2009 – Dungon Bridge

March 17, 2009 – Iloilo-Capiz Road, (Pototan Slip Section)

Road monitoring activities were conducted successfully in the above mentioned locations. DPWH and its contractors assigned their field engineers to orient and assist the BL monitoring team on the scope of work of the different projects visited by the team.

The Monitoring Team noted the untimely cracks and scaling on several concrete slabs along the Oton-Mambog Road. BL reports on these observations were submitted to the Regional Office.

The BL findings together with the DPWH Quality Assurance Unit (QAU) reports led to the removal and replacement of the defective concrete slabs in the expense of the contractor. The remove-and-replace activity was conducted in July 25, 2009 which was witnessed by the BL monitoring team and representatives from the DPWH Regional Office.

Actual Road User's Satisfaction Survey

January 16, 2009 – Oton-Mambog Road

February 16, 2009 – Iloilo-Sta. Barbara Road

March 16, 2009 – Passi-Capiz Bdry Road

March 18, 2009 – Iloilo-Catiklan Road

The RUSS (Ilonggo version) was conducted successfully along four selected national roads in the region. The Team was divided into two groups to conduct the road monitoring activity and the RUSS simultaneously in a particular location.

The survey was conducted in schools, public transport terminals, inside vehicles and in households along the target road. There were a number of cancelled interviews due to the respondent's limited time they have during the interview. Some respondents find the interview to be too lengthy. The use of the local dialect as interview medium proved to be very effective. The interviewer and respondents can communicate more freely and openly.

Assessment Meetings

In-between activities and on the end of the work, an assessment meeting is conducted to gather feedbacks, issues and concern gathered from the field. This is where mistakes are corrected and good points are adopted.

The financial status of the group is presented and checked during the meeting.

Conclusion

Facilitating Factors

- DPWH – Bantay Lansangan (Region VI) – Partnership and cooperation has taken off.
- Majority of volunteers are direct stakeholders and are organized (drivers' association)
- Local Network (ICODE) assist in realization of project.

Impeding Factors

- Budgetary constraints
- Very broad scope and area of work with very little volunteers
- Lack of community awareness and participation as stakeholders

Recommendations

1. Further enhance DPWH-Bantay Lansangan Dialogue and Partnership
    - Regularize engagement between DPWH and BL in regional level.

2. Broaden the Bantay Lansangan for more community and stakeholders involvement in road projects.
    - Road users unwittingly contribute to the defects of road pavements (overloading vehicles and using prematurely cured road pavements for traffic convenience).
    - The community can contribute in safeguarding road projects if they understand their role as stakeholders.
3. Inclusion of social aspects in construction budgets
    - Capability building and enhancement of communities for road monitoring (i.e. Baraga Infra Committees, Transport Associations, etc.).
    - Institutionalize finance support for volunteers (i.e. BAC Observer allowances included in total infra-project cost).

BANTAY LANSANGAN ROAD SERVICE HIGHLIGHTS during the INITIAL FIELD MONITORING ACTIVITIES

COALITION FOR BICOL DEVELOPMENT (REGION V)

The Coalition for Bicol Development (CBD) monitored 3 road projects which were locally funded in the province of Camarines Sur and one (1) ODA-funded road project in Albay. For the initial field monitoring report, CBD submitted a Red Flags Reporting Form for the Rehabilitation of Ligao-Pio Duran, Albay. The volunteers for this region found that there was no project billboard to provide detailed information for the said project. There was no lamp post observed in some points of the road where it is supposed to be needed including guardrails. It was also observed that scattered aggregates were used as warning for motorist.

During the initial visits, poor project implementation by the contractor for the Road Blocking of Danao-Pasacao Road, Pasacao, Camarines Sur was also observed. There was lack of traffic signs, guardrails, garbage disposal and information on damage road to warn the motorists. The monitors also observed that that the contractors and workers lacked the safety gear and equipment, and there was poor workmanship and execution in doing the road blocking.

Potholes, corner cracks and pokmarks were also observed as road distress in the San Isidro-Hanwan road, Iriga City. There was also no project billboard for the said project.

CBD volunteer monitors Ligao-Pioduran Road Project

Going to Ligao-Pioduran Road

Ligao-Pioduran Road

Fraternidad-Biak na Bato-Elias Angeles Street

San Isidro-Hanawan Road, Iriga City

Danao-Pasacao Road, Camarines Sur

On the other hand, CBD reported positively on the two other local projects—the Rehabilitation of Danao-Pasacao Road and Iriga City-San Isidro-Hanawan Road noting that the projects met the concerns and interest of the community, most especially in terms of its functionality.

In addition, the monitors are glad to report that the DPWH Region V had been very accommodating to them. During their field monitoring activities, they were even provided transportation to the project sites.

MINDANAO COALITION OF DEVELOPMENT (REGIONS IX, X, XI, XII, CARAGA)

The Mindanao Coalition of Development NGOs (MINCODE) together with its volunteer organizations also gave positive reports about the projects in their regions. The first set of reports included four on-going constructions, four completed projects, and seven other projects which have not been started which according to DPWH Head Office, are projects which have not been bid out yet.

On-going construction in Davao del Norte
(Widening/Rehabilitation of Surigao-Davao Road, Apokon Section)

Ann Felicio of REACH Foundation

A completed project in December 2008: Rehabilitation/Reconstruction of Quezon-Mapawa-Capalayan-Espina-Navarro Road in Agusan del Sur was rated fair by a volunteer monitor. The road construction was fair, although there was a report of pavement distress.

The photo below is on a proposed road project in Davao del Norte concerning improvement and concreting of additional two lanes along Davao-Cotabato Road.

KALINGA APAYAO RELIGIOUS SECTOR (CORDILLERA ADMINISTRATIVE REGION)

KALINGA APAYAO RELIGIOUS SECTOR (KARSA) is monitoring the improvement and widening of Bontoc-Tabuk-Tuguegarao Road (Labuagan-Pingao Section, Dao Bridge-Cobaet Bridge Section, Pingao-Dao Bridge Section, and Dalimono Section) in Tabuk City. This is a locally-funded project which started in July 2008 and is expected to be completed this year.

Cobaet Bridge-Gonogon Section last visited by monitors in November 2008. Road is still under construction.

Monitors noted the use of undersize stones on the rip rapping work which is “typical of all the completed riprap on the three adjoining projects under constructed by the OCDC.”