

Implementation of Municipal Ordinance No. 425, Series of 2019 (The Use of Proper Reusable Cups/Glasses) in The Municipal Government of Bansalan, Davao del Sur

By: Bea Eloisa B. Balunan

ABSTRACT

This quantitative study looks at the factors— (1) Information; (2) monitoring strategies; and (3) awareness of the existence of operational plans— that influence the implementation of the Municipal Ordinance No. 425, Series of 2019 in the Municipality of Bansalan, Davao del Sur. This study was anchored on Edwards III's Policy Implementation Model, which asserts that factors (communication, resources, disposition, and bureaucratic structure) influence the extent of implementation. The respondents in the study were establishment owners in the municipality's public market affected by the ordinance, to whom survey questionnaires were distributed. The respondents are the establishment owners reflected in the masterlist given by the Local Economic Enterprise Management Office, specifically from the grocery section, eater/carenderia, bakeshop, softdrinks retailer and refreshment. The results show that the level of implementation of the ordinance is high. However, it is not fully implemented due to factors such as a lack of consistency of implementation, which can be attributed to the lack of monitoring strategies. Indeed, the extent of implementation is influenced by the three specific factors focused on in this study.

Keywords: *implementation, policy, factors, local ordinance*

INTRODUCTION

In a local community, safeguarding social order through making and implementing local legislation is crucial (Del Rosario, Habon, La Madrid, & Bulloda, 2017). A local ordinance is a legislation passed by the local government to prohibit unlawful acts that could affect the welfare of the people (Del Rosario et al., 2017). These local legislations are significant in regulating the behavior of the people and in driving them away from doing negative behaviors that pose a threat to local security and peace.

Although making local legislation is essential, its implementation is crucial to its effectiveness. The implementation of the law is central to its successful enforcement (Benavides & Peters, 2015). There is an assumption that implementation occurs automatically upon the enactment of the legislation. However, relevant studies would support the proposition that this is not always true in practice due to varying factors (Cañete, Kurniawan, Nagaishi, & Premakumara, 2014). The studies by Benavides & Peters (2015) and Cañete et al. (2014) are both examples of local legislation. As will be discussed in the succeeding paragraphs, both studies delved into how the enforcement of local legislation is linked to certain factors that affect the implementation process.

In the study by Benavides & Peters (2015) on the implementation of local smoking ordinances, factors influencing their implementation have been identified. It has been an issue why, despite numerous attempts to ban local smoking, it still prevails. Their research would then show that the implementation process of the legislation plays an important role in its enforcement (Benavides et al., 2015).

Similarly, the implementation of Republic Act No. 9003, or the Ecological Solid Waste Management Act of 2000, in Cebu City was evaluated by Cañete et al. (2014). The national initiative under RA 9003 urged local government units (LGUs) to strengthen their policies and enact ordinances aligned with the Act. This study assessed the implementation process and the extent to which the national legislation has been translated into local legislation. The results of the case study would show that factors influence

the extent and effectiveness of the ordinance's implementation (Cañete et al., 2014).

The municipal government of Bansalan approved municipal ordinance no. 425, series of 2019, titled, "An Ordinance Requiring All Business Establishments, Ambulant Vendors, and/or Individuals Engaged in the Selling of Softdrinks and 'Palamig' to Facilitate the Use of Proper Reusable Cups/Glasses Instead of Plastic Bags, Disposable Cups, Straws, and Other Single-Used Plastics." The implementing office for this ordinance is the Municipal Environment and Natural Resources Office (MENRO), which observed the success of the implementation through the amount of garbage collected by the Office of the Ecological Solid Waste Management. It can be observed from the trend of the data that the amount of garbage collected in kilograms did not show a remarkable difference even after years of implementing it. Furthermore, during the campaign and election season, the amount of garbage collected peaked at 300,156.67 kg, and since then, it has been struggling to recover. There is a gap in explaining how to improve the implementation of this ordinance and in identifying other factors that may have contributed to its success and failure.

There are a limited number of studies and resources available to further support or refute the proposition that the extent and effectiveness of ordinance implementation in LGUs are influenced by certain factors. This study aims to identify the situation in the implementation of Municipal Ordinance No. 425, series of 2019, and see how certain factors, such as information (ordinance dissemination), monitoring strategy, and the existence of operational plans, influence implementation.

Theoretical and Conceptual Framework

This study was anchored in the theory of Edwards III, which argues that policy implementation is influenced by four important factors: communication, resources, disposition, and bureaucratic structures (Mubarak, Setyowati, Suryadi, & Zauhar, 2020). This model shows the relationships between these variables, which then affect the

success or failure of implementation. This model (see Figure 1) was used to evaluate the implementation of regional regulation no. 12 of 2017 concerning youth in granting youth service in West Sumatra. It is based on the idea that policy failure depends on its implementation or delivery process (Khaidir & Putra, 2019).

Communication refers to the interorganizational communication that allows implementers to have an

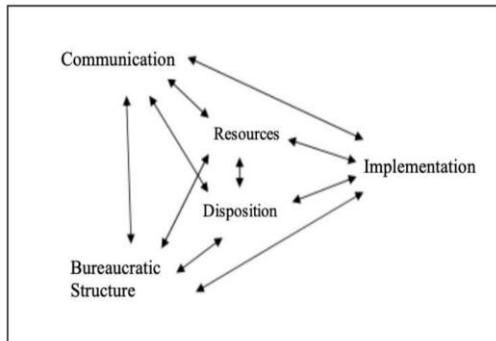


Figure No. 1: Edwards III Policy Implementation Model

understanding of what the ordinance is and how it should be implemented. This activity allows people to grasp of the intent of the policies (Khaidir et al., 2019). Information (ordinance dissemination) is a form of communicating policies. In the case study in Cebu, Information and Education Campaigns (IEC) were initiated as part of the introduction of the city's new programs and strategies (Cañete, Kurniawan, Nagaishi, & Premakumara, 2014). IEC was seen to increase people's awareness of the programs, strategies and policies set by the government which led to their participation. An increase in the extent of implementation then followed. Thus, communication is crucial to the extent of ordinance implementation as it clarifies the information about the ordinance for both the implementers and the people.

The second factor, which is resources, refers to the economic and non-economic resources that are needed in order to implement the ordinance. This factor refers to the needed materials, human and non-human, in the realization of the ordinance. Edwards III specified these organizational resources, which consist of assets like land, supplies and staff, which are all essential in enforcing the ordinance (Khaidir, et al., 2019). In the local government, it is important that the implementation of policies be supported with ample financial support and effective manpower to enforce them. In the same case study in Cebu City, the local government initiated to implement through modeling their composting programs (Cañete, et al., 2014). To make this feasible, the government allocated enough financial budget and right people support from barangays to help them make possible the composting program's promotion.

The disposition refers to the implementing attitude of implementers, whether they are motivated and directed to implement the ordinance or not. If the implementer is willing and in a good position to implement and enforce an ordinance or policy, the extent of implementation is

influenced (Khaidir et al., 2019). Edwards III emphasized that the aspects in which he is concerned are appointments and incentives. It is noteworthy that the appointed implementing agencies or personnel are dedicated and positive about the ordinance in question. This matters because if the implementers are dedicated to enforcing the ordinance to uphold the welfare of the people, they are most likely to influence the extent of implementation. However, incentives are also part of this factor because they are a strategy that could help motivate implementers by encouraging them to exert effort to meet their organizational interests.

Finally, the bureaucratic structure refers to standard operating procedures (SOPs), which allow implementers to gain a grasp of their jurisdictions within the implementation strategy (Mubarak et al., 2020). This factor also concerns the division of work in implementing the ordinance, as well as procedures for properly enforcing it. Included in this factor are the monitoring strategies and operational plans set to improve the implementation of the ordinances (Khaidir et al., 2019).

Edwards III may have argued that these factors are consistent with its influence on policy implementation; however, it is also possible that other factors, not mentioned in the model, could significantly affect implementation. Despite this disclaimer, the presence of these factors influences the extent of implementation, as observed in the aforementioned case study.

The Edwards III Policy Implementation Model is relevant to this study, as it asserts that various factors influence the successful implementation of policies. The theory also identified almost the same factors as those focused on in this study: information (ordinance dissemination), monitoring strategy, and awareness of the existence of operational plans. Unlike other theories, this theory is the best fit for this study as it reflects the specific factors that may have influenced the extent of ordinance implementation.

This research paper is intended to determine the extent of implementation of Municipal Ordinance No. 425, series of 2019, in the municipal government of Bansalan, Davao del Sur, considering three factors that are believed to influence implementation, which are information (ordinance dissemination), monitoring strategy, and awareness of the existence of operational plans. (see Figure 2)

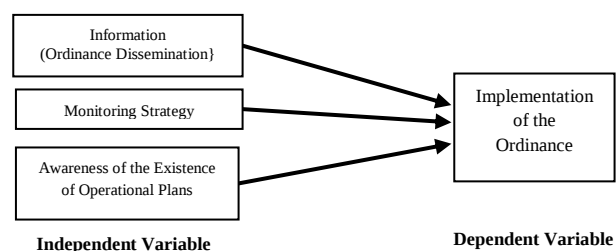


Figure No. 2: Conceptual Framework

The dependent variable is implementation because it is the study's primary focus. It is the variable that would be

measured and would manifest the effect of the influences around it. The independent variables, on the other hand, were the information (ordinance dissemination), the monitoring strategy, and the awareness of the existence of operational plans. These variables can influence the implementation of policies (Benavides & Peters, 2015).

During implementation, implementers can uniquely interpret the objectives and content of the ordinances (Jacobson & Wasserman, 1999). Communicating the ordinance's content and proper interpretation can be done through IEC, which will result in a better understanding of the ordinance and its overall content (Rokhadiyati, 2020). Thus, if ordinance dissemination is applied effectively and clearly, the extent of implementation will also be better (Del Rosario, Habon, La Madrid, & Rulloda, 2017).

Another factor that influences the success of ordinance implementation is the presence of a monitoring strategy. The consistency of implementers influences the implementation process (Benavides & Peters, 2015). Monitoring strategies are mechanisms set in place to evaluate whether implementers are following the directives provided in the ordinance. If it appears that the implementers are not disposed to implement the ordinance consistently, it will influence the extent of its implementation.

The awareness of the existence of operational plans is also an influential factor in the implementation of ordinances. Operational plans may be established through Standard Operating Procedures (SOPs), which provide the basis for clear, precise directives that implementers or implementing agencies should follow (Rokhadiyati, 2020). Additionally, an operational plan serves as an implementation strategy to ensure that the ordinance's objectives are clear and consistent for implementers and that they have an effective implementation plan or design to follow. Thus, its absence will influence the extent to which an ordinance is effectively implemented.

Information (ordinance dissemination), monitoring strategy, and the awareness of the existence of operational plans are only three of the many factors that influence the extent of ordinance implementation. However, these three variables have been evident in most of the references used in the study and are anchored in Edwards III's theory. It remains a possibility that the results of this study will indicate that there are still factors or variables that have not been addressed in this study but that have a significant influence on the implementation of the ordinance in the Municipal Government of Bansalan, Davao del Sur.

Ordinance Implementation

Local ordinances are established to ensure the preservation of justice, the protection of fundamental human rights, and the welfare of the people (Del Rosario et al., 2017). Each ordinance, therefore, entails objectives and goals that are meant to be met through implementation, which follows inherently after its establishment. However, an argument has been made that implementation does not always automatically follow the establishment of an ordinance (Cañete et al., 2014).

Since the 1970s, implementing ordinances has become a challenge, especially in developing countries (Cañete et al., 2014). Hjern (1982, as cited in Schofield, 2001) argued that "implementation research is the 'link gone missing' between the political and economic analysis of ordinance and the organizational or institutional analysis of public administration." At this time, there is still confusion about the significance of implementing research. Thus, justifications have been made to justify implementation theory as an area of interest. Then, the main reason as to why implementation studies are of interest is to "predict ordinance outcome and in so doing inform future policy design" (Schofield, 2001).

When implementation studies emerged, so did the themes of literature about them. Two of these themes entail the analytic model and the top-down and bottom-up models. The first theme was concerned with the analytic models, which included the first-, second-, and the third generations of implementation research. The first-generation model paid attention to "issues of ordinance output and quasi-scientific measurement of ordinance implementation" (Schofield, 2001), which was geared towards looking at the cost-benefit analysis in implementation. The second-generation studies were more analytical. "It sought to develop analytical typologies for predicting policy outcomes, but above all, it concentrated upon the variables that impacted either positively or negatively upon implementation" (Schofield, 2001). In this generation of studies, variables of implementation were broadly categorized into policy, organization, and people (Goggin et al., 1990, as cited in Schofield, 2001). In this generation, the model established by Mazmanian and Sabatier (1980) as cited in Schofield (2001) was born, concentrating to 16 variables in which implementation is being analyzed. If some of these variables are incongruent, then this can be engineered towards success or failure of the implementation. However, this generation has been criticized for lack of enough validation and replicability in developing explanatory theory (Goggin, et al., 1990, as cited in Schofield, 2001). The third-generation studies used a "wide range of approaches, including network analysis, content analysis, social experimentation and qualitative regression techniques, elite interviews and questionnaires" (Goggin et al., 1990, as cited in Schofield, 2001). This model is heavily influenced by North American organizations, which "incorporated interaction between the different legislative levels, suggesting that such interaction is framed in terms of inducements and constraints" (Schofield, 2001).

The second theme of implementation studies was the top-down and bottom-up models of implementation, which are relevant today in our understanding about public policy implementation (Schofield, 2001). The top-down model of implementation asserts that "implementation begins with ordinance or legislative objectives, and that the processes of implementation will follow on in a fairly linear fashion" (Schofield, 2001). However, this model was criticized for not being able to consider the street-level bureaucrats, who are also crucial in interpreting policies and thus implementing it (Thompson, 1982, as cited in Schofield, 2001). The bottom-up model of implementation, on the other hand, argues that the focus should be on local implementers,

who are more “concerned with the motives and actions of actors” (Schofield, 2001). However, this model has been criticized because it deals directly with complexity and their inability to acknowledge central actors and ordinance as factors that are crucial in the implementation.

According to Sabatier & Mazmanian (1980), “implementation is the carrying out of a basic policy decision, usually made in a statute (although possible through important executive orders or court decisions).” Implementation according to Pressman & Wildavsky (1973, as cited in Cañete et al., 2014) is the “carrying out, accomplishing, fulfilling, producing or completing a given task”; “those actions by public and private individuals (or groups) that are the achievement or objectives set forth in prior ordinance” (Winarno, 2008, as cited in Suryawati & Tamami, 2022); “an action taken after a decision is made” (Suryawati, et al., 2022). Implementation refers to the actions and initiations done and acted upon after the establishment or ratification of local ordinances. It is done to realize the objectives, goals and aims set upon as a result of a government decision.

Specifically, ordinance implementation can be viewed “as a process of interaction between goal-setting and actions that need to be taken to achieve them” (Pressman & Wildavsky, 1973); “understood as the distribution of policies carried out by implementers to target groups to realize policies” (Sormin, 2021). Ordinance implementation is significant in the realization of an ordinance’s objectives and goals in addressing certain agenda. It has been suggested that policy implementation appears to be “more important than policymaking” because policy implementation allows the actuality of the aspirations set in the policies. To understand its weight of significance, Nugroho (2018, as cited in Sormin, 2021) asserts that, for a 100% success rate of an ordinance, 20% lies in the formulation of ordinance plans, 60% for implementation, and another 20% depends on how implementation is monitored, maintained, and controlled. Thus, ordinance implementation is a difficult process to attain as it is crucial in the successful realization of the ordinance’s goals and objectives.

Internationally, the case studies concerned with the evaluation of ordinance implementations benchmarked a gap in the proposition that successful implementation follows the ratification of policies. As in the study of Benavides and Peters (2015), they questioned the inability of local smoking ban ordinances’ to be effective, regardless of the fact that citizens know the detriments that smoking itself brings. It is founded on the objective of evaluating whether the implementation of the ordinances translated after their passage.

The results of the study would later show that, aside from the behavior of the citizens that affects the successful implementation of the smoking ban ordinances, it has been realized that there are other various factors concerning the extent of the implementation. These factors included but were not limited to communication, stress management, media utilization for campaign and education, ordinance awareness and interpretation, information dissemination, planning and training, motivation, consistency in ordinance

enforcement, coordination and administrative support, and organizational authority to enforce the ordinance (Benavides et al., 2015). This study also emphasized that the implementation of the local smoking ban ordinances was more successful at the local level than at the national level.

It was observed that local government units (LGUs) in this study were more able to transmit information about the ordinance to their citizenry, which allowed citizens to be aware of the existence of the ordinance. Aside from this, interorganizational communication was also successful as the agencies and other implementers were given clear directives on the specifics of the ordinance. On the side of the implementers, it was easier for them to implement the ordinance because there was awareness and participation from the citizens and from the other implementers as well. In such policies that entail behavior modification, such as the smoking ban, it was emphasized that the behavior of the citizens was also considered in enforcing the ordinance through the social norms theory (Benavides et al., 2015). It is tempting to conclude that successful and appropriate communication can benchmark successful ordinance implementation.

It was also observed that the LGUs did not directly implement the ordinances without putting in place strategic plans and monitoring strategies to ensure consistency of implementation (Benavides et al., 2015). These plans would encourage the implementers to perform their roles and responsibilities appropriately, justly, and consistently, which contributes to the success of the ordinance’s implementation. Strategic plans facilitate the implementation of the ordinance in anticipation of future changes, amendments, and adjustments to procedures. It was seen as significant to ensure that the implementers are clear to their directives and limitations.

In a national case study done in Candon City, Ilocos Sur, Philippines, wherein the implementation of the Comprehensive Solid Waste Management Ordinance was evaluated, several factors were also realized that affected successful implementation (Del Rosario et al, 2017). These factors are communication and resources. It has been observed in this study that communication, as in information dissemination, was insufficient and inconsistent, which contributed to the unsuccessful implementation of the ordinance. Further, lack of proper equipment also hindered the implementation of the ordinance.

In the case of Candon City, communication was then flagged as a significant factor that hindered the execution of the ordinance in Candon National High School. Communication is necessary in the implementation of process to raise awareness and stir citizen participation, which eases implementation. It was recommended that an information, education and communication Campaign be conducted to strengthen information dissemination. This way, citizens will have a grasp of what to expect from the ordinance (Del Rosario, 2017).

The study conducted in Cebu City, which evaluated the implementation of RA 9003, was founded on the proposition that implementation does not always take place

automatically after the ratification of an ordinance (Cañete et al, 2013). In this specific case study, several strategies and factors believed to be influential to ordinance implementation were applied and enforced, which improved the extent of implementation. Contingency strategies, approaches to motivating citizens and implementers, clear communication, existence of the IEC, and interorganizational cooperation were present, which contributed to the improved implementation of the ordinance.

From these studies, there is a compelling reason to believe that the three (3) most apparent factors that affect implementation are ordinance dissemination (IEC), existence of monitoring strategy and operational plans. However, other factors aside from these may also affect and may have bearing on the unsuccessful implementation of policies. To support this assertion, the implementation theory of George Edwards III (1980) as cited in Suryawati et al. (2022) is anchored in this study.

The municipality of Bansalan, Davao del Sur, initiated an ordinance that would later pave the way to a plastic-free municipality. This move was prompted by the provincial agenda set by the Provincial Ordinance No. 20-38 also known as the “Selective Plastic Prohibition and Regulation and the Use of Eco-Bag Ordinance of the Province of Davao del Sur.” The municipal government of Bansalan, Davao del Sur then approved the Municipal Ordinance no. 425, series of 2019 entitled, “An Ordinance Requiring All Business Establishments, Ambulant Vendors, And/Or Individuals Engaged in the Selling of Soft drinks and “Palamig” to Facilitate the Use of Proper Reusable Cups/Glasses Instead of Plastic Bags, Disposable Cups, Straws and Other Single Used Plastics.” The Municipal Environment and Natural Resources Office (MENRO), specifically the Solid Waste Management Office (SWMO), is the implementing office for this ordinance. It may be crucial to compare the data on garbage collected from prior to the implementation of the ordinance up to present; however, the implementing office was only able to release such data for the years 2021-2022. It is important to note that in the said data, that there is a remarkable difference in the garbage collected in 2021. But, as the implementing officer would state as reflected in the data, during the campaign and election season, the amount of garbage collected peaked at about 300,156.67 kg, and it can also be observed that there remains to be a challenge in recovering from such a peak.

As of writing, the office posted in their official social media account that the implementation of the said ordinance, in view of the mandates provided in the provincial ordinance 20-38, will be strictly enforced in February 2023. Although amendments were provided for other establishment owners, the mandates of municipal ordinance no. 425 remain to be true except for the use of plastic cellophane in Ice Water products. Aside from this, the use of proper reusable cups and glasses in the selling of soft drinks and “palamig” is still upheld. However, there remains a gap in the study as to whether the regress in the implementation of the said ordinance from the past year is only caused by one factor which is the season of elections and political campaign. Based on the studies above-mentioned and discussed, it is

rather important to review and assess whether the factors such as, ordinance dissemination, monitoring strategies and awareness of the existence of operational plans, or other factors aside from these influenced the implementation of the ordinance in view of the implementation theory as argued by Edwards III.

Edwards III Policy Implementation Model

The Policy Implementation Model of Edwards III (1980) argues that there are factors that influence the success or failure of ordinance implementation. These factors are communication, resource, disposition, and bureaucratic structure (Suryawati, et al., 2022). It is rather logical at this point to follow the proposition that successful implementation does not always proceed after the ratification of a policy or ordinance because implementation itself is a process that is affected by various factors.

Communication

The first factor is communication, which is concerned with the dissemination of information regarding the specifics of an ordinance so that the citizens and implementers are aware of the ordinance and its objectives, aims and goals (Khaidir et al., 2019): “the process of delivering ordinance information from the ordinance makers to the ordinance implementers” (Budiman, Geusan, Kania, Rustiana & Ulumudin, 2018). One way of best communicating an ordinance is through the enforcement of IEC, which increases the awareness of the content of the ordinance and its strategies and procedures (Cañete et al., 2014). Communication is crucial in the extent of ordinance implementation as it sets the groundwork for complete information about the ordinance that is both beneficial to the citizens and the implementers as well.

We have seen that the absence or lack of communication can influence the extent of ordinance implementation (Budiman et al, 2018). This is because communication greatly contributes to the awareness and clarity in the views of both citizens and implementers. Thus, clearer communication manifests to implementers who know what they are doing, how they should do it and why they are implementing such policies (Suryawati, 2022).

It is necessary to note that in the implementation process, communication is also carried out between the implementers and the citizens through the IEC campaigns, which boost their perception of the ordinance’s presence. It is crucial in the implementation process that there be a correct understanding of the wholeness of the ordinance to ensure that there is participation and that the implementers are able to enact it. It seems necessary to state that in communication, various approaches must be applied to achieve successful ordinance implementation (Budiman, 2018).

Resource

Another factor stressed by Edwards III is “resource.” Resource “are organizational assets that include financial (money, equity, profit, and so on), physical (equipment, buildings, raw materials, and so on), human (experience, expertise, knowledge, and competence), not materialized (brand names, patents, reputations, trademarks, and so on), and structure or culture (history, culture, work system, work relations, and so on)” (Sormin, 2021). This factor explains

that in order for an ordinance to be successfully implemented, all significant factors instrumental to implementation must be present and available for utilization. Resource are not limited to assets but also include the manpower that is influential in the success of the implementation.

Edwards III asserted that “resource” is significant to consider in ordinance implementation. As in the study conducted by Budiman et al. (2018) which aimed to analyze the Village Law Implementation Ordinance, it was observed that the lack of village officers, who are detrimental to the implementation of the law, influenced the extent of implementation in terms of understanding the content of the law. Following such lack of human resources, a challenge in the strategic planning of the implementers which affected the implementation of the law (Sormin, 2021).

Disposition

Disposition, or attitude, is yet another factor that is influential to the successful implementation of the ordinance, as illustrated by Edwards III. Attitude is the “pattern of behavior, tendencies, or anticipatory readiness, predisposition to adjust to social situations” (Lapierre, 2013 as cited in Sormin, 2021). In terms of ordinance implementation, the disposition and attitude of the implementer are influential in the success of implementation. In this factor, implementers must know not only what should be done but also have the appropriate disposition and ability to put the ordinance into practice. That is why provision of incentives is crucial to the process of ordinance implementation.

Therefore, the implementers must be equipped with the right knowledge and information about the resources, and content of the ordinance. For instance, in the case presented by Budiman (2018), the village officer, although some are good in their service to the society, some comes late to the office and therefore causes the citizens to wait for a long time. In this case, the ease of doing business is also affected, and thus the participation of the citizens may be discouraged, which will have an influence on the implementation of the ordinance.

Bureaucratic Structure

Finally, the final factor that is influential to the implementation of an ordinance, according to Edwards III, is the bureaucratic structure. The bureaucratic structure refers to the existence of Standard Operating Procedures (SOP), fragmentation, monitoring strategies and strategic plans (Budiman, 2018). SOP refers to the “routine activity that enables the employee or ordinance implementer to do their activities as established standard (minimum standard that is needed by the people)” (Budiman, 2018). SOP allows for the implementers to have a clear grasp on how to go about their directives as provided in the ordinance. Fragmentation, on the other hand, speaks about the “effort to disseminate the responsibilities of activities or employee activities among work units” (Budiman, 2018).

The existence of bureaucratic structure is crucial to the performance of the clear directives of the ordinance implementers. Aside from this, the existence of SOPs and fragmentations would likely make it possible for the implementers to successfully perform their duties despite the deviance that will possibly occur during the implementation.

The bureaucratic structure avoids ambiguity in the implementer’s roles and contribution to the ordinance’s implementation (Suryawati, 2022).

In the study of Budiman (2018), although there was an existence of a bureaucratic structure, it was still problematic because of the previously mentioned issue with regards to lack of personnel. It is thus comprehensible that the lack of compliance with other factors may affect the successful application of other factors.

The implementation theory of Edwards III has comprehensively considered the factors of communication, resource availability, disposition, and bureaucratic structure as influential to ordinance implementation. Furthermore, relevant studies that have evaluated the extent of ordinance implementation have utilized the model of Edwards III and have been able to establish that, indeed, the factors provided by Edwards III were influential to the success or failure of ordinance implementation.

The issue on ordinance implementation is not new and it has been an area of interest since then. However, its vastness has compelled for more research and study to further understand its factors and influences. Theories on ordinance implementation that have been established also vary from the themes which they are based on. Commonly, the theories may either be bottom-up or top-bottom.

There are various studies, both internationally and nationally, about the implementation of the ordinance. These studies have enriched the theoretical and conceptual framework in which this study has been grounded on. However, there is still a lack of evidence and studies that would further support such assertions. Therefore, there is a continued need for studies that are relevant to the factors affecting implementation, especially as presented in the theory by Edwards III.

Methods

This study utilized a descriptive, hypothesis testing design. A descriptive study aims to describe one or more variables without being manipulated by the researcher (Bougie & Sekaran, 2016). Hypothesis testing design is utilized to explain the relationship between variables to establish whether the variables relate or affects the dependent variable (Bougie & Sekaran, 2016). This study utilized the descriptive, hypothesis testing design because the aim of this study is to describe the variables’ influence towards the implementation of the enacted ordinance.

This study was conducted in the local government of Bansalan, Davao del Sur, where Municipal Ordinance No. 425, Series of 2019 was enacted. The municipal government of Bansalan is in Region XI, specifically in the northwestern part of the province of Davao del Sur.

A purposive, judgment sampling procedure was used for selecting the participants in this study. This procedure was employed due to the nature of the unit of analysis. Since the unit of analysis is the ordinance, the respondents who were given questionnaires in this study were the stakeholders affected by the said ordinances.

Purposive sampling is a nonprobability sampling procedure that chooses specific groups of people as respondents (Bougie & Sekaran, 2016). It has two types, which are, judgment sampling and quota sampling. Judgment sampling is when only specific people are in the “best position to provide the information required” (Bougie & Sekaran, 2016). In this study, only specific establishment owners were given questionnaires because they are the people who are affected by the ordinance and thus have more information about its implementation.

The researcher of the study personally distributed questionnaires to the specific respondents and invited them to participate in the said study. An informed consent was provided as proof of their voluntary participation. Upon the request of most of the participants, the questionnaire was translated into Cebuano – the mother tongue of the respondents. The entirety of the questionnaire utilized the Likert scale method, a four-point scale that is “designed to examine how strongly respondents agree with a statement” (Bougie & Sekaran, 2016). The respondents can choose the appropriate scale for how much they agree with the statement.

The questions in the research instrument are constructed based on the book of Edwards III (1980) entitled, “Implementing Public Policy” and the research study of Del Rosario, et al. (2017). The questionnaire entails five (5) questions for extent of implementation; five (5) questions for the ordinance dissemination; ten (10) questions for monitoring strategy; and five (5) for the existence of operational plans. The number of questions for the monitoring strategy have more questions compared to others because it covers specific and critical areas.

This study used a multiple regression analysis and identified the mean which is one of the measures of central tendency as its statistical treatments. Multiple regression analysis is used when more than one independent variable is hypothesized to influence a dependent variable (Bougie et al., 2016). It is appropriate for this study because this study aims to see the extent of influence of the independent variables on the dependent variable, which is the implementation of the ordinances. The study also utilized in a matrix for the interpretation of the data gathered.

Results and Discussion

Generally, the result suggests that there is a high level of implementation of the ordinance. This implementation level is attributed to the following: the implementation of the ordinance is monitored until present (3.16), there is less usage of plastic bags, cups, straws, and other single use plastics (3.07), and the ordinance is implemented until present (2.98).

As to the factors’ influence to the extent of ordinance implementation, results show that 38% of the variance in the extent of implementation can be accounted for by the three predictors. Each independent variable has significant contributions to the implementation of the ordinance (see Table 1) Gleaned from those data presented, each of their computed probability values is lower than .05; therefore, the hypothesis that there are no significant contributions of the

identified independent variables to the implementation of the ordinance is not accepted.

Table1
Multiple Regression Analysis with Extent of Implementation

	Model	Unstandardized	Standard Error	Standardized	T	p
H ₀	(Intercept)	3.19	0.08		38.32	< .001
H ₁	Intercept	1.16	0.65		1.78	0.08
	Ordinance Dissemination	0.42	0.18	0.32	2.34	0.02
	Monitoring Strategy	0.74	0.25	0.41	2.91	5.22×10 ⁻³
	Awareness of the Existence of Operational Plans	-0.4	0.18	-0.24	-2.21	0.03

The results of the study, in terms of ordinance dissemination, express that while the ordinance was disseminated to the public in an understandable manner, it was not posted or announced through other forms of mass media, specifically through Facebook and radio broadcasting. Therefore, not all methods of ordinance dissemination were utilized by the LGU.

With regards to the monitoring strategy, on average, it resulted an agreeable strategy with a mean and standard deviation of 2.74 and 0.35, respectively. The results show that there are monitoring strategies utilized, however there is low level of agreeability regarding the imposition of sanctions for the implementers who fail to do their roles and feedback mechanisms (surveys and interviews) from citizens about the implementation of the ordinance.

The results of the study, in terms of awareness of the existence of operational plans, show that the citizens are well aware of the standard operating procedure of the ordinance. They are aware of the possible penalties and what they should do if they are given tickets for not following the rules and regulations set by the ordinance.

There is a viable reason to conclude that although the Municipal Ordinance no. 425, Series of 2019, of the Municipal Government of Bansalan, Davao del Sur, has a high level of implementation, it is not yet fully implemented due to the implementers’ lack of consistency in implementing the said ordinance. The lack of consistency in implementing the ordinance hindered its full implementation.

The implementation of the ordinance is influenced by information dissemination, monitoring strategies, and awareness of the existence of operational plans. It was also seen that the ordinance was well disseminated, although not fully disseminated across all possible platforms. Furthermore, the implementation of the ordinance employed monitoring strategies to ensure consistent implementation; however, the implementers did not apply these strategies. Finally, the stakeholders affected by the ordinance are not fully aware of the existence of operational plans, its Standard

Operating Procedure (SOP), implementing rules and guidelines, or its penalties.

Recommendation

The researcher recommends strengthening the monitoring strategies, specifically imposing sanctions on the ordinance implementers who fail to do their jobs. Secondly, the utilization of the mass media (radio broadcasting) and social media (e.g., Facebook) in reaching a broader scope of stakeholders for ordinance dissemination is recommended to boost information (ordinance dissemination) among the citizens of the municipal government of Bansalan, Davao del Sur.

It is further recommended that the municipal government of Bansalan consider re-evaluating the extent of implementation of the said ordinance in the future with a broader scope of participants. Finally, the researcher recommends that future researchers who wish to look at the extent of implementation of the same ordinance should cover a broader scope for its respondents.

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