

Enhancing the Anti-Red Tape Act (ARTA) Report Card Survey (RCS): *A Report to the Civil Service Commission*

February 25, 2015

Authors:

Joy Aceron
Marlon Cornelio
Jany Crismo

Government Watch (G-Watch)/ Political Democracy and Reforms (PODER)
Ateneo School of Government

Commissioned/ Supported by:
Integrity for Investments Initiative (i³)
USAID/Philippines
Office of Economic Development & Governance

Table of Contents

Table of Contents	2
List of Tables & Figures	5
I. Introduction	1
II. Research Design	2
Objectives and Questions.....	2
Approach	3
The ARTA-RCS System	4
Tracking and Documentation.....	5
Tool Enhancement	5
Feedback from Agencies on the Usefulness of ARTA-RCS.....	6
Scope of Key Informant Interviews (KII) and Focus Group Discussions (FGD).....	6
Secondary Materials and Documents Review	7
III. Review of Related Literature	8
Defining Red Tape.....	8
Measuring Red Tape	8
Response to Red Tape.....	9
IV. Findings – Tracking and Documentation	10
Standards Mapping	10
Planning (Project Management).....	10
Implementation.....	11
Review of the Report Cards and Feedback.....	12
Deviations from Standard Processes	13
Inspection checklist	13
Conducting the survey.....	14
Interview not conducted verbatim.....	14
Researchers have no copy of Citizen’s Charter; do not show CC to respondent	15
Researchers give preliminary report (exit call) to head of service office	15
Data encoding and report writing	15
Researchers do not use prescribed template for report writing.....	15
Discussion/Exit Conference	16
Other Practices not covered in the Standard Process.....	16
Pre-RCS	16

Data encoding and report writing	16
V. Findings – Tools Enhancement	17
Reviewing ARTA-RCS Objectives	17
Clarifying the Objectives of the ARTA-RCS	17
Results Framework.....	19
Assessment of the ARTA-RCS Tool vis-à-vis Core Objectives.....	20
Lack of Feedback on Compliance of Agency’s Citizen’s Charter.....	21
Agency’s Performance is based on Client Satisfaction	21
Incomplete Measure of Agency’s Compliance with Other ARTA Provisions	21
Exacting Accountability from Agencies Needs Improvement	22
Factors Affecting Adequacy and Reliability of Information	22
Contextual Considerations	22
Sampling and Representativeness.....	22
Capacity and Objectivity of the Researchers.....	23
Beyond Minimum Compliance	23
Balancing negative feedback.....	23
Employee’s Satisfaction.....	23
Services through ICT	23
Other Similar Measures.....	24
Ease of Doing Business	24
Cities and Municipalities Competitiveness Index.....	24
Red Tape Assessment.....	25
The Difference of CSC’s ARTA-RCS	25
VI. Findings – Usefulness of ARTA-RCS	26
Results Attributable to RCS.....	26
Physical Improvements	26
Reduced Red tape	26
Employees’ Behavioral Change	27
Ways to Improve ARTA-RCS Assistance.....	27
General briefing and orientation on ARTA-RCS.....	27
Citizen’s Charter formulation and review	27
General capacity-building to improve compliance.....	27
Facilitating Factors to Agency’s Improvements	28

Leadership	28
Lack of Manpower	28
Techonological Capacity	28
Communicating Results	28
Special Section: CASE STUDY on Successful ARTA Implementation: The Naga City Experience	29
VII. Recommendations	31
Ensure Consistency in the Conduct of ARTA-RCS	31
RCS Kit/Materials are complete and ready	31
Administering the Inspection Checklist	31
Review of Interval Sampling	32
Spot Check on Researchers	32
Standard Translations of Survey Questionnaire to Key Local Languages	32
Review of ARTA-RCS Processes/Timeline	32
Develop a Program Management Framework for ARTA-RCS	32
Clarify Results Framework.....	32
Include additional indicators in identifying what agencies to be covered	32
Human Resource	33
Enhance the Tool to Ensure Adequate and Useful Information to Agencies.....	33
Measuring Actual Compliance of Citizens Charter	33
Substantive Compliance to other ARTA Provisions	34
Information Usefulness and Reliability.....	35
Specific information lacking from the RCS	36
Provide Enhanced Support to Agencies in Improving ARTA Compliance and Frontline Service Delivery..	36
Technical assistance that the CSC can provide agencies	36
Initiative to be recommended to both the CSC and the agencies.....	37
Additional enhancement to be recommended to the agencies.....	38
List of References.....	39
List of Key Respondents and Interview Date.....	41
List of Focus Group Discussion Participants	42
List of Annexes	43

List of Tables & Figures

Table 1 Standards Mapping Tool	5
Table 2 Category of Agencies to Be Covered	7
Table 3 Core and Specific Objectives of the RCS	18
Table 4 Assessment of RCS Core Objectives	20
Figure 1 ARTA-RCS System	4
Figure 2 General ARTA-RCS Process	10
Table 4 Assessment of RCS Core Objectives	19

I. Introduction

The R.A. No. 9485 or the Anti-Red Tape Act of 2007 (ARTA) is a piece of legislation that aims to improve the efficiency and prevent graft and corruption in the delivery of government services by reducing bureaucratic red tape, and increasing accountability and transparency in governance.

The Report Card Survey (RCS), implemented by the Civil Service Commission (CSC), is a component of R.A. No. 9845. It is “an evaluation tool that provides quantitative measure of actual public service user perceptions on the quality, efficiency and adequacy of different frontline services, as well as a critical evaluation of the office or agency and its personnel” (Rule II, Section 2 (k), ARTA IRR).

The RCS uses a survey questionnaire and inspection checklist that the National Statistical Coordination Board (NSCB) (now Philippine Statistics Authority or PSA) has approved. Researchers interview 30 clients per service office of an agency and tabulate the scores obtained from the survey questionnaire and inspection checklist. Government offices are then rated from “Excellent” to “Failed.”

In 2010, the CSC piloted the RCS and has conducted the survey nationally for 4 years now. While there are observations that the ARTA has gained ground due to the RCS, the survey can still be improved to further ensure the agencies’ compliance with the ARTA Law, with the objective of consistently improving the quality of frontline services in the country.

The RCS is instrumental in assisting the CSC in identifying compliance of government offices with the ARTA. However, enhancements can be made to make the ARTA-RCS more consistent and accurate. The information and data generated through the ARTA-RCS can also be enriched to further improve the diagnosis of CSC. A more responsive and detailed RCS will provide the CSC with more indicators from which it can provide better assistance to the agencies. This is expected to enhance compliance of agencies with the ARTA.

Compliance with the ARTA, among other things, reduces opportunities for corruption in the delivery of government services. This leads to the decrease in bureaucratic red tape and increase in transparency and accountability, which contributes to improved delivery of public services and to lower transaction costs in government, therefore, giving a trade and investment environment that promotes open and fair competition.

II. Research Design

There is a need to look at how the RCS can be improved in assisting the frontline agencies in ensuring “prompt, efficient, honest and high quality” delivery of services.

Objectives and Questions

This research aims to provide recommendations to the CSC on how the ARTA-RCS can be improved in effectively assisting the frontline agencies in reducing red tape in their delivery of services by:

- Reviewing and rapidly assessing how the ARTA-RCS is being implemented;
- Determining whether the information and diagnostics being produced through the ARTA-RCS tool are sufficient/responsive to what agencies need in improving the efficiency, transparency and accountability of their service delivery; and
- Identifying how the CSC, through the ARTA-RCS, can contribute more effectively in the anti-corruption efforts of the agency.

The research will answer the following general questions:

- How is the ARTA-RCS being implemented?
- What are the factors that affect the ARTA-RCS in effectively improving the level of efficiency, transparency and accountability in frontline agencies?
- How can the ARTA-RCS be more effective in affecting improvement in the bureaucracy?

The specific questions to be answered by the research include:

- What are the processes and activities undertaken to implement and administer the ARTA-RCS? Who are responsible for it? And what is the general capacity of those undertaking the ARTA-RCS?
 - a. Are there related processes and activities undertaken by other offices/agencies?
 - b. What is the feasibility of simplifying different anti-red tape grading systems initiatives of other agencies into a unified ARTA-RCS and make recommendations?
- What does the ARTA-RCS measure? What data does it produce?
 - a. What are the factors relating to the ARTA, good governance and anti-corruption in general that the present RCS is unable to measure or is inadequately measuring?
 - b. What enhancements or amendments to the RCS will enable it to measure factors abovementioned?
 - c. How feasible are and what recommendations can be given on unique RCS criteria per Key Result Area/Cabinet Cluster (as mentioned above)? What criteria will allow the CSC to measure how a certain government agency is performing in achieving its targeted result area?
 - d. What recommendations will allow the CSC to measure government agencies in terms of ease of doing business as per APEC’s Ease of Doing Business (EoDB) Goals for 2015?
- What happens to the result of the ARTA-RCS? How is it processed, analyzed, communicated and responded to?
 - a. Are there best practices on how frontline agencies streamlined identified business processes using the ARTA-RCS?
 - b. What are the lessons learned and how can the new RCS measure said lessons?
 - c. What Monitoring and Evaluation Plan will allow measurement of the improvement in the RCS and measurement of the actual performance/delivery of designated frontline services?

The proposed improvements in the ARTA-RCS will center on:

- How the ARTA-RCS is implemented, including how it can be rationalized vis-à-vis related anti-red tape undertakings of other agencies;
- What the ARTA-RCS measures—the indicators and measures it uses and the kind of data it generates;
- How the result of ARTA-RCS is used—how to improve its effectiveness in generating response from frontline agencies in improving their efficiency, transparency and accountability.

Approach

The study has 3 parts.

First, it seeks to assess the process/methodology followed in the conduct of the RCS in terms of consistency. Is the process consistently and uniformly followed to ensure the integrity of data and results? This is to standardize the process/methodology and identify ways to ensure compliance with standards.

Second, it seeks to diagnose the tool being used in terms of its sufficiency. Does the tool capture what it aims to measure? How can it be enhanced to provide a more effective diagnosis and recommendations to agencies that will improve their performance in fighting red tape?

Third, it seeks to understand the factors that come into play in making the agencies respond to the result of the RCS, and identify ways the CSC, through the RCS, can be most helpful to agencies in improving their performance (results and outcome) in addressing red tape.

This is an *Action Research*. The objective of the research is to provide information and recommendations that are useful and relevant to decision-makers in improving the specific area of governance being studied. It recognizes that the actors and stakeholders of the topic of the study are experts who must be involved in the conduct of research, with the research being a learning process for them facilitated by the researcher. The research output is based on the balanced mix of objective information generated from hard data and subjective assessment of the actors and stakeholders.

This action research will be largely guided by the approach called *Appreciative Inquiry (AI)*. AI posits that "... all research only makes sense within a community of discourse and, that social science research, in particular, constructs the world it studies ... any theory or method is not about 'the truth' but, rather, that every theory and method is a human construction that allows for some things to be seen and done and for other things to be overlooked or unavailable" (Cooperrider and Srivastva, 1987).

From this vantage point, "what is," "why," and "how" are the only important areas of inquiry in AI, inasmuch as these questions help those concerned to discern what could be. The strength of the answer to "what could be" depends on the involvement of the stakeholders in the process of inquiry and their ownership of the answers of the research. The research engages the stakeholders in a dialogue about the topic being studied, a dialogue that will identify ways and means that can be undertaken to address the issues and improve the process being studied. The shared understanding of the stakeholders on what is desired (in terms of process and outputs/outcomes) is most critical as this will serve as their guide in identifying the ways and means of improvement.

This research adopts AI's idea that inquiry into the social potential of a social system should begin with appreciation. It should be collaborative, provocative and applicable (Cooperrider and Srivastva, 1987).

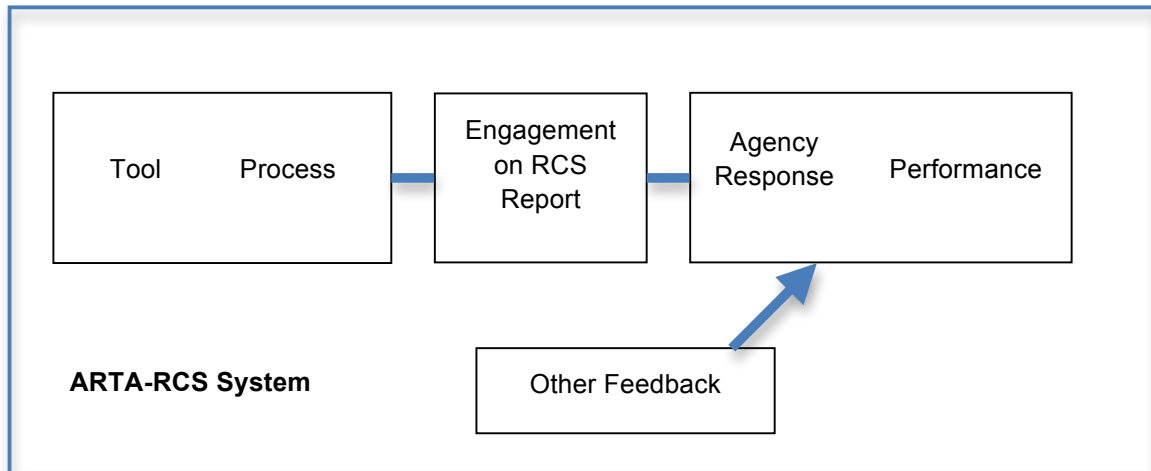
The general method involves a collective discovery process using the following:

- (1) grounded observation to identify the best of what is;
- (2) vision and logic to identify ideals of what might be;
- (3) collaborative dialogue and choice to achieve consent about what should be; and
- (4) collective experimentation to discover what can be (Bushe, 2012).

The ARTA-RCS System

The study looks at the ARTA-RCS system consisting of 3 parts: (1) the conduct of the RCS, which includes the collection, processing and consolidation of data and the preparation of the report; (2) the engagement between the CSC and the frontline agency concerned (both at the service office and central office levels) with regard to the RCS results; and (3) the response of the agency and its performance.

Figure 1: ARTA-RCS System



The following are the critical actors in the ARTA System:

- The decision-makers in CSC,
- The designer and overall point person/unit of the ARTA-RCS,
- The collectors and processors of data,
- Those who communicate the result of the ARTA-RCS/engage the agencies on the results of the ARTA-RCS at the local and national levels,
- The point person/unit for ARTA-RCS in the frontline agencies,
- The decision-makers in the frontline agencies,
- The larger decision-makers on the government's anti-corruption efforts, particularly its fight against red tape and in improving the efficiency, transparency and accountability of service delivery.

Accuracy and usefulness of the RCS results are crucial in generating the response of the agency, which is why the integrity of the RCS methodology and the usefulness of the information it provides are crucial.

There are, however, other factors that make an agency effectively respond to feedback with respect to improving performance, which in this case, refers to performance in fighting red tape. The engagement of the CSC with the agencies should factor in other support agencies need to respond positively and more effectively to the findings of the RCS. Other feedbacks to an agency and the context within which the agency responds must also be considered.

Tracking and Documentation

For the first part, process tracking and documentation of the conduct of the RCS were conducted to clarify the standard process. This consisted of 5 steps:

- Establish the standard processes in conducting the ARTA-RCS (as written);
- Establish the standard processes in conducting the ARTA-RCS (as conventionally practiced);
- Observe the actual conduct of the ARTA-RCS;
- Identify the variance, i.e. the difference between the standard and actual;
- Discuss the variance with the point person/unit to find out possible explanations and issues and to clarify the standard.

This covered all critical steps from the beginning to the end until the report has been prepared and submitted to the agencies. The researchers, as far as practicable, observed the actual conduct of all the steps.

The study observed the actual conduct of different RCS processes. Observations on the conduct of Inspection Checklist and Survey Questionnaire were undertaken in Regions III, VII and X (one service office per region), chosen through random sampling.

The result of the Tracking and Documentation served as inputs in manualizing the ARTA-RCS process.

The matrix in Table 1 served as the main data-gathering tool for this part of the research.

Table 1: Standards Mapping Tool

Standard Process (as written)	Standard (as practiced)	Actual Conduct (as observed)	Variance (Standard vs. Actual)	Explanation for the Variance

Standards Vs. Deviations

On one hand, standards pertain to the expected processes, time, cost, quantity and quality based on rules, guidelines, policies and laws. On the other hand, deviations or variance refer to the difference between the stated standards and what was actually observed during the study. The deviations or variance noted in this study pertain only to the observations conducted in 3 regions, which were chosen through random sampling. While these observed deviations only pertain to the processes in these regions, the mere fact that these deviations were observed merits a response. Similarly, these deviations, which cannot be generalized, pose a challenge to the accuracy and usefulness of the data collected.

Tool Enhancement

For the second part, the sufficiency of the tool was assessed to recommend enhancement. There is a sentiment that the RCS tool has to be enhanced and improved to ensure that it measures what it intends to measure.

The approach in putting forward recommendations to enhance the ARTA-RCS tool took 3 steps: (1) Establish what the ARTA-RCS is supposed to measure; (2) Assess whether the RCS tool is measuring what it is supposed to measure (as established in step 1); and (3) Determine how the RCS tool can be enhanced to sufficiently measure what is supposed to be measured.

To determine what the RCS tool is supposed to measure, it is important to know:

- (1) How is the information from the ARTA-RCS useful in the efforts of the agencies to reduce red tape/improve their service delivery?
- (2) What is the role/function of the ARTA-RCS in the overall mandate of the CSC in the fight against corruption, or what does the CSC want to achieve through the ARTA-RCS?
- (3) What is the role/function of the ARTA-RCS in the overall strategy of the government to fight corruption/red tape and make frontline services effective?

For the first question, Key Informant Interviews (KII) with the point person of the agencies at the central office and Focus Group Discussions (FGDs) with representatives from the service offices were conducted. For the second question, the decision-makers in the CSC were interviewed: the Chair, the head of the point unit of ARTA-RCS, the institutional development/planning office head and any other officers responsible for the anti-corruption/anti-red tape efforts of the CSC.

For the third question, the decision-makers on the government's overall anti-corruption efforts, as well as other agencies responsible for fighting red tape and stopping corruption in frontline service delivery, were interviewed. The target informants for this part are concerned persons in the following agencies: (1) the Department of Budget and Management (DBM), (2) the Department of Interior and Local Government (DILG), (3) The Office of the Ombudsman (4) The National Economic and Development Authority (NEDA), and (5) The National Competitiveness Council (NCC).

Another FGD with relevant actors in the CSC was facilitated to validate the preliminary analysis and findings of the researcher on the sufficiency of the RCS tool and how it can be improved.

Feedback from Agencies on the Usefulness of ARTA-RCS

For the third part of the research, which is to understand how the agencies use the ARTA-RCS results in improving their delivery of frontline services, 2 steps were undertaken: (1) look at the results of the past ARTA-RCS and check if there are patterns or trends on the ratings of the agencies/ offices—whether there is an improvement on the ratings across agencies, across service offices in every agency, across service offices in every region, etc.; and (2) engage the agencies in a dialogue as to how they use the ARTA-RCS report and how the CSC, through the ARTA-RCS, can be more helpful in their fight against red tape and in improving their service delivery.

KII with the point persons of ARTA-RCS at the central offices of the agencies and FGDs with representatives from service offices were conducted. This is where the pattern of their RCS rating will be presented as the take-off point of the discussion.

From this, recommendations were drawn on how the CSC through the ARTA-RCS can be most helpful to agencies in improving their performance (results and outcome) in addressing red tape.

Scope of Key Informant Interviews (KII) and Focus Group Discussions (FGD)

The conduct of KII and FGD for both the second and third part of the research covered the 9 agencies the CSC targeted to cover for ARTA-RCS in 2014. These agencies were grouped into 3, according to the nature of services they provide. The table below presents the grouping.

Table 2: Category of Agencies to be covered

Category A: Licensing and Documentation	Category B: Social Welfare	Category C: Revenue Collection
LTO LRA PRC NSO	SSS GSIS PAG-IBIG PhilHealth	BIR

There were 9 KII conducted, with at least 1 informant per agency.

For the service offices, 3 FGDs, 1 for every category of agencies, were conducted in 3 regions, 1 per island-region (Luzon, Visayas and Mindanao). The regions were randomly selected, unless the CSC deemed it better to purposively identify the regions. Nine FGDs, 3 per region (Regions III, VII and X), were conducted. A total of 117 participated in the FGDs (52 in Region III, 31 in Region VII, and 34 in Region X).

For every agency in each of the 3 regions to be covered, 4 service offices were selected purposively:

- Service office with improvement in RCS rating;
- Service office that maintained an excellent mark;
- Service office that maintained a failed mark; and a
- Service office that got a lower rating in the succeeding RCS.

In this purposive sampling, the different feedback of agencies which received different marks from RCS was taken into consideration. Furthermore, improvements or changes in the agencies which can be attributed to their performance in the RCS can be determined.

The service offices invited belonging to the categories above were determined in consultation with the CSC.

Secondary Materials and Documents Review

To provide a background and a complete picture of ARTA-RCS, all relevant literature, secondary materials and documents were reviewed. This consisted of:

- (1) an initial desk review, including a review of the ARTA and the RCS documents and reports, relevant anti-corruption laws, executive orders, CSC policies, etc.;
- (2) review of the documentation of CSC programs and framework for administration of the RCS, review of any prior reports, studies, recommendations on the ARTA and its implementation, review of any studies, surveys or reports on the effectiveness, success or limitations of the ARTA conducted by third parties, citizens groups, etc.;
- (3) review of any training materials provided to those who have conducted the RCS in the past; and
- (4) a review of similar Citizen’s Charters, Report Card Surveys, and related studies from other jurisdictions.

The Consultant also conducted a review of existing and planned Anti-Red Tape initiatives of other government agencies and other entities such as the Office of the Ombudsman, the DILG, the NCC that are similar in scope or overlap, with the aim of providing, if necessary, a recommendation for a comprehensive or unified grading system.

III. Review of Related Literature

The review of related literature is focused on providing a grounding on red tape, specifically answering 3 primary questions:

- (1) how red tape is being defined;
- (2) how it is being measured; and
- (3) what the responses to red tape are.

Defining Red Tape

The ARTA Law does not provide a definition for the term “red tape.”

Defining red tape can come from 2 divergent views. One is from the client’s point of view and the other is from the point of view of the service provider or organization.

In 1977, Kaufman described red tape as “[when] people rail against red tape, they mean that they are subjected to many constraints that many of the constraints seem pointless, and that agencies seem to take forever to act.” Subsequently, in 1984, Rosenfield defined red tape as “guidelines, procedures, forms, and government interventions that are perceived as excessive, unwieldy, or pointless in relationship to decision making or implementation of decisions.” From a clientele’s point of view, 2 necessary conditions for red tape are highlighted: (1) no benefit with respect to specific objective of the rule or procedure, and (2) some compliance cost.

According to Davis, et.al. (2011), many public management scholars engaged in red tape often conceptualize red tape implicitly or explicitly as an organizational-level characteristic. Organizationally, red tape is seen as pathology and, therefore, either distinctive from formalization (the process or the setting up of rules and procedures) or as a subset of formalized rules and procedures (Bozeman and Dehart-Davis, 1999; Bozeman and Kingsley, 1998; Bozenman and Scott, 1996; Pandey and Bretschneider, 1997; Pandey and Scott, 2002).

The diverging views on red tape lead individuals outside the organization to see some rules and procedures as red tape while individuals within the organization see it as representing necessary procedures and safeguards.

In both perspectives, there is a necessity to set up agreeable rules and procedures. In this manner, the birth of the citizen’s charter marked a paradigm shift in doing the business of government. The charters serve as a contract between the public and the state/government on how services are to be provided (Hague, 2007).

Measuring Red Tape

Internally, red tape can be measured by organization members, particularly the managers and employees. Externally, it can be measured by the transacting public or clients (Bretschneider, et.al., 2008).

The basis of measurement for effective and efficient delivery of service in both instances – internal and external – is the established practices or mechanisms. Excellent service can only be obtained from an agency that has established effective practices or mechanisms (Citizen’s Charter) aimed at improving public service delivery and preventing red tape and graft and corruption (Esber, 2012).

In this regard, the key in measuring red tape is a “service charter,” also known as the “citizen’s charter.”

Response to Red Tape

According to Organization for Economic Cooperation and Development (OECD) (Policy Brief, 2007), strategies to responding or preventing red tape have 2 dimensions. First is restricting new regulations. Before a new regulation/process is introduced, it is examined for administrative burden, e.g. the Regulatory Impact Assessment (RIA), to ensure that the new regulation is necessary and that it will not add unnecessary additional burden. Second is administrative simplification. As the name implies, this requires reforming existing burdensome regulations or processes. It usually involves process reengineering to cut red tape. One-stop shops are also set up for businesses and citizens to obtain all information or services necessary for their query or transactions.

The OECD also described 4 essential organizational models responding to red tape:

- **Single purpose entities** – promote one particular aspect of simplification, i.e. plain-language use, cutting red tape for particular groups or sectors.
- **Administrative simplification agencies** – promote simplification across the board rather than focusing on one particular tool.
- **Regulatory reform agencies** – mandated to cut red tape as part of improving the quality of regulations.
- **External committees** – a body set up by the government to cut red tape, usually made up of civil society organizations.

ARTA mandates the review and reengineering of frontline services to cut red tape and enhance efficiency, transparency, and accountability in the delivery of public services. It requires the formulation and publication of a Citizen's Charter, "an official document, a service standard, or a pledge, that communicates, in simple terms, information on the services provided by the government to its citizens. It describes the step-by-step procedure for availing a particular service, and the guaranteed performance level that they may expect for that service" (RA 9485 IRR, 2008). The Citizen's Charter manifests the service benchmark and the reengineered systems and procedures of the agency.

The CSC was mandated to implement a Report Card Survey to measure a frontline agency's performance and its compliance with its Citizen's Charter.

The Citizen's Charter was first introduced in the Great Britain in 1991. In the Philippines, it was first introduced in the City of Naga in 2001, 6 years before the passage of the ARTA Law. Meanwhile, the use of a citizen report card or community report card was pioneered in 1993 in Bangalore, India (Saguin, 2012).

The conduct of report cards have 3 common models: (1) independent civil society organizations undertake the initiative (India); (2) service providers themselves seek client feedback directly (United Kingdom); and (3) an oversight agency undertakes the initiative (USA and the Philippines).¹

¹ http://ww2.unhabitat.org/cdrom/transparency/html/2_5.html

IV. Findings – Tracking and Documentation

From the policy guide and RCS Manual of Instructions from the CSC, the standard process of ARTA-RCS was mapped out. Based on this, a simple tracking tool was developed to check whether the standard processes are observed and to note variance, if any. With this tool, the researchers observed the different processes undertaken by the CSC for ARTA-RCS.

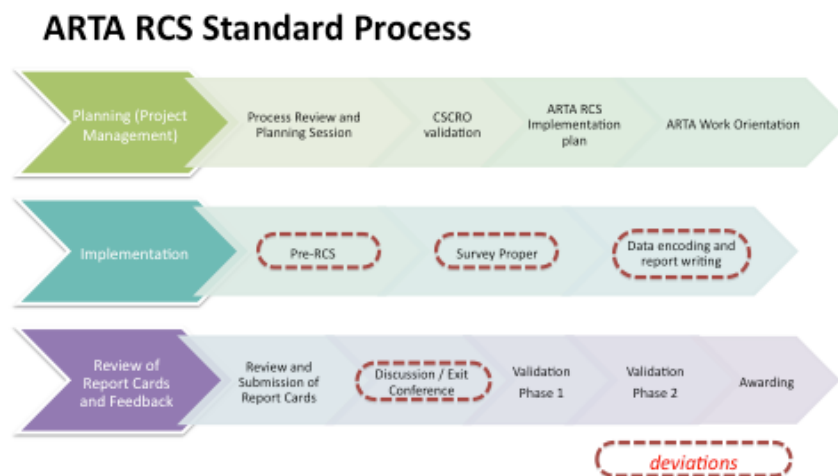
From the survey process to the exit conference, observations on some of the processes of ARTA-RCS were done in Regions III, VII, and X. The three-day survey process was observed in LTO Tarlac City on May 14-15, in LTO Dumaguete City on May 20-22, and in 3 service offices in Iligan City (NSO, GSIS, and SSS) on June 3-5. Observations on data encoding and report writing were done at Civil Service Regional Office (CSCRO) III on May 16, CSCRO VII on May 26, and CSCRO X on June 6.

Debriefings were also observed in Regions VII and X, where feedback on the researchers' work was gathered, observed variance were discussed, and suggestions for the improvement of the ARTA-RCS process were solicited from the ARTA Coordinator, Assistant ARTA Coordinator, and the researchers. Exit conferences conducted in the 3 regions were also observed: LTO Bataan on July 3, BIR Cebu City on July 21, and LTO Cagayan de Oro City on August 5. In addition, an interview with the Assistant Regional Director of Region VII was done on October 21 to solicit additional comments and recommendations for the improvement of the ARTA-RCS process.

Standards Mapping

The RCS Process is divided into 3 parts: Planning, Implementation, and Review of Report Cards and Feedback. Figure 2 provides the general standard process of ARTA-RCS.

Figure 2: General ARTA-RCS Process



Planning (Project Management)

In preparation of the RCS Implementation, the Public Assistance and Information Office (PAIO) shall organize the process review and planning session. This is done at least once a year, and preferably every end of the implementation year cycle. After this, PAIO shall issue a memorandum to CSCROs to validate the target offices for the RCS within their regions.

All offices and agencies providing frontline services shall be subjected to a Report Card Survey (Section 10, Anti-Red Tape Act of 2007). Since its implementation in 2010, different criteria for selecting agencies were used and only 1 criterion remained constant (2011-2014): high-density/ high-impact agencies.

Following are the agencies prioritized in the implementation of RCS:

- 2010: 50 government offices in 16 regions
- 2011: First 20 provincial government offices
120 LGUs sparkplugs for economic development
Agencies that deal with commerce transactions
High-density/ high-impact agencies
- 2012: Agencies that deal with commerce transactions (offices/ agencies
identified in Administrative Order No. 241 prioritized)
High-density/ high-impact agencies
- 2013: Agencies that deal with commerce transactions
High-density/ high-impact agencies
Most complained-about agencies
- 2014: High-density/ high-impact agencies previously surveyed (2012/2013)
Most number of ARTA-related complaints based on Contact Center ng
Bayan data (Sept 2012-Sept 2013)

CSCROs shall then validate whether the identified target offices qualify to be surveyed. They shall request the agencies for their daily average number of clients to determine the top 3 frontline services and then submit a report containing the number of validated service offices for their RCS and the top 3 frontline services of each agency to PAIO.

By the end of November of the year before the RCS Implementation, PAIO shall submit a proposed RCS Implementation Plan for the approval of the Commission. When the plan is approved, the Commission shall then issue the ARTA-RCS Implementation Plan through an office memorandum, prescribing the agencies that shall be surveyed for the year. The Chairman shall also issue a letter to target agencies, informing them of the conduct of the RCS. PAIO shall give the CSCROs copies of the letters. After that, researchers for the ARTA-RCS shall be hired and the pool of validators shall be created.

All hired ARTA staff, including the Regional ARTA Coordinators, shall be required to attend the ARTA Work Orientation conducted by PAIO. This is where they will be oriented about the ARTA-RCS and survey mechanics, and where the researchers and validators will be provided with ARTA kits. The ARTA kits contain the materials that the researchers and validators will need for the conduct of the RCS. The ARTA kits contain the ARTA Handbook, Inspection Checklist (IC), Survey Questionnaire (SQ), pen, clipboard, call sheet, and show cards.

The researchers and validators shall also receive a daily expense allowance and transportation allowance. The CSC shall also allocate funds for the expenses on supplies/materials for the survey, the wall-mountable seal, the awarding ceremony, and the cash reward for the recipient agency.

Implementation

The RCS Implementation stage covers the pre-RCS, the survey proper, and the data encoding and report writing.

Pre-RCS

The Regional ARTA Coordinators shall inform the researchers of their assigned areas for the RCS, and the researchers shall prepare all necessary materials for the survey. The researcher must also have a copy of the service office's Citizen's Charter to familiarize himself/herself with the agency's frontline services and to serve as reference for the respondents during the survey interviews.

Survey Proper

The survey proper will be conducted in 3 days. The IC and the SQ shall be used during the three-day survey.

The IC shall be accomplished on the first day of the RCS. The researcher shall be at the assigned area before 8 a.m. and conduct an inspection during the entire morning of the first day, lunch break included. After accomplishing the IC, the researcher shall make a courtesy call to the head of the service office or agency where he or she is assigned. The researcher shall proceed with the survey after the courtesy call.

Thirty client-respondents shall be interviewed within 3 days, 10 respondents per day, and shall be selected through interval sampling. In addition, only clients who have availed of the service office's or agency's top 3 frontline services and have finished the transaction will be considered as client-respondents. The interview shall be conducted *in verbatim*, with the researcher in the SQ recording the client-respondents' answers to the questions. The researcher will also note all comments and remarks made by the client-respondents.

Data encoding and report writing

The researcher shall encode the data from the IC and SQ in the latest MS Access Tool. The MS Access Tool automatically computes the scores encoded and generates the report card. The researcher shall then draft the survey findings using the template the PAIO has given. The researcher shall submit the report card and survey findings and the MS Acs database to the Regional ARTA Coordinator by the fourth day of the conduct of the RCS.

Review of the Report Cards and Feedback

This stage covers the review and submission of report cards, discussion/exit conference, validation, and awarding of the Citizen's Satisfaction Center Seal of Excellence (CSC SEA).

Review and Submission of Report Cards

The Regional ARTA Coordinator shall review and validate the encoded survey data in the MS Access database within 2 days. Once validated, the report card and survey findings and the MS Access database shall be submitted to PAIO the following day.

PAIO shall submit the national Report of Findings of an agency to the Commission within 10 working days after the submission of the last database of a surveyed office.

Discussion/Exit Conference

The Regional Director or the Field Director shall conduct the exit conference/discussion of the RCS results on the service office level within a month from the conduct of the RCS on the service office surveyed. On the other hand, the PAIO shall conduct the discussion of the national Report of Findings with the head of agency 10 working days after the Commission's acceptance of the report.

Validation

Service offices that get an "Excellent" rating will automatically be considered as finalists in the CSC SEA. A two-phase validation will be conducted to confirm the result.

Phase 1

Not later than the eighth day from the conduct of the RCS, CSCROs shall submit to PAIO the complete copies of the filled out ICs and SQs of service offices that got an “Excellent” rating/final score of 90 and above. Two days after the receipt of required documents, PAIO shall conduct a table validation of the encoded data on the MS Access database based on the actual ICs and SQs. After that, PAIO shall send a memorandum to CSCROs regarding the result of the first-phase validation.

Phase 2

PAIO shall notify validators to validate the office-candidates. Validators will be assigned only to office-candidates outside of the region they are officially stationed. An Office Order shall be issued for the purpose. Validators shall also be provided with the materials for the validation: Report of Findings and additional information (requested from PAIO/CSCROs) gathered by PAIO.

Within 7 days from the receipt of the Office Order, the validator shall visit an office-candidate and use the ARTA-RCS Satisfaction Center Seal of Excellence Validation Report. The accomplished validation report and scorecard shall be submitted to PAIO. In a draft resolution, reports and inputs from the various sources will be consolidated and submitted along with the recommendations to the Commission for final approval. The Commission shall decide on the resolution, and a copy of the signed resolution shall be forwarded to the CSCRO exercising jurisdiction over the awardee office.

Awarding

The PAIO or the Commission shall then organize the National Awarding of the CSC SEA.

Deviations from Standard Processes

Based on debriefings with ARTA staff and the conducted FGDs with the 9 agencies in 3 regions, it can be said that the project management standard processes were consistently followed.

Standard processes in the Implementation Stage were also generally followed. The following section details the common standards in the RCS Process that, based on the research observations conducted, the researchers were not able to follow and the explanations for their deviations. The deviations in the standard processes are discussed under the different parts of the Implementation Stage: conduct of Inspection Checklist, Conduct of Survey Questionnaire, Data Encoding and Report Writing, and Conduct of Exit Conference.

Some practices which are not covered in the standard process are also discussed at the end this section.

Inspection checklist

Late Conduct of Inspection Checklist

Standard: Researchers should be at the service office before 8 a.m. to check if the service office/agency opens on time and conduct the inspection the entire morning until lunch time so as to observe the No Noon Break Policy.

Deviation observed: Researchers arrived at the service office past 8 a.m. and conducted the inspection for only a few minutes up to an hour. Some ARTA-RCS researchers also were not able to ask the Public Assistance and Complaints Desk (PACD) personnel standard questions to test their knowledge.

Possible explanations: The travel to the assigned area is usually done on the morning of the first day of the RCS so the researchers have less time to conduct the inspection (Region VII is composed of island provinces, making travel difficult for researchers, especially with little budget for food and accommodation. The ARTA staff in Region VII agreed that researchers will travel to the area on the first

day of conducting the RCS but that they be in the service office/agency by 10 a.m. or 11 a.m. so as to observe the No Noon Break Policy. Another reason that the inspection was conducted for only a few minutes is that it is hard for the researchers to interview 10 respondents for that day if they were to wait until after lunch to conduct the survey (Region X).

Conducting the survey

Sampling Interval not Observed

Standard: Interval sampling should be observed in selecting the respondents for the RCS (sampling interval = average number of clients of a service office/number of target interviewees for a day). If the client-respondent refuses to be interviewed, interval sampling should still be followed.

Deviation observed: The researchers in all the 3 regions were not able to fully comply with this. The researcher in Region III followed the sampling interval during the first half of the morning but did not sample or randomly choose respondents for the remaining time. The researcher in Region VII randomly sampled through the pile of for-releasing documents: he chose a paper among the pile, called the name indicated on the paper, and conducted the survey. Researchers in Region X had different ways of sampling: 2 researchers selected respondents on a time-interval basis (every 15 to 30 minutes), and 1 alternated among the top three frontline services offered by the agency.

Possible explanations: In general, interval sampling is hard to observe. While the researchers were given the daily average number of clients for a day, the volume of clients coming and finishing a transaction is sometimes smaller than this. Even if the daily average number of clients meets the actual number of clients during the RCS, the volume of clients coming to the service office is unequally distributed throughout the day. This is a factor because, if there are many people coming in and finishing a transaction for a day, it is hard for the researcher to count the number of clients finishing a transaction, especially if there are different releasing sections per frontline service provided (Region VII; SSS, Region X). Another factor is that the researcher cannot possibly count the number of clients finishing a transaction while interviewing a client-respondent (Region III). Rejection of client-respondents for an interview also counts as a factor in making the interval sampling hard to follow (since the researchers would have not much of a choice who to interview to meet the 10 target respondents in a day).

On the issue of the researcher holding on to the paper of the client-respondent before the interview/survey, the problem is on the researcher. This is clearly not allowed and the reason of the researcher for doing so (to address the high rejection rate) is deemed unacceptable.

Interview not conducted verbatim

Standard: Researchers should conduct the interview in verbatim.

Deviation observed: Researchers conducted the survey/interview in their mother tongue (*Tagalog* and *Bisaya*).

Possible explanations: To ensure that the questions are standardized across the country, the questions should be asked in English. But as client-respondents have different educational backgrounds, which leads to a situation wherein not everyone understands the English language, the researchers translate the questionnaire using the client-respondents' mother tongue so that the client-respondents can understand the questions better.

However, in such instances, translation errors may occur, which may affect the adequacy and reliability of information provided by the RCS.

Researchers have no copy of Citizen's Charter; do not show CC to respondent

Standard: Researchers must have a copy of the Citizen's Charter and show it to respondents during the survey/interview.

Deviation observed: Some of the researchers did not show the copy of the Citizen's Charter to client-respondents. Instead, they pointed to the posted Citizen's Charter of the service office for reference (Region VII researcher asked the service office for a copy of their Citizen's Charter but did not show it to client-respondents during the survey; two of Region X researchers have their copies but rarely showed it to client-respondents).

Possible explanations: The briefing-orientation provided to researchers is common to all, hence, this deviation observed is largely attributable to the researchers themselves.

Researchers give preliminary report (exit call) to head of service office

Standard: At the end of the three-day survey, the researcher shall make an exit call to the head of the service office and ask for the certificate of appearance. Researcher does not disclose any information gathered during the three-day survey.

Deviation: Based on interviews and FGDs conducted, some researchers disclosed preliminary findings/information, while some researchers did not (RCS conduct in the previous years).

Possible explanation: Briefing-orientation provided is common to all researchers; hence, deviation is attributable to the researchers themselves. However, unclear instructions from the management during the previous years may also be a factor.

Data encoding and report writing

Data encoding and report writing took additional day

Standard: Data encoding and report writing is done on the 4th day of the RCS.

Deviation observed: Data encoding and report writing and submission of reports were done in 2 days, on the 4th and 5th day of the conduct of RCS. Researches also did data encoding at the end of each day.

Possible explanations: In instances when the researcher needs to extend another day for the survey, the fifth day of the RCS becomes allotted for the data encoding, report writing and submission of reports. In Region VII, the standard for the data encoding, report writing and submission of reports is 2 days. (This may also affect the deadlines/submission of reports to PAIO).

*It is not clearly stated in the Standard Process when and where the data encoding should be done. Researchers, however, observe and do the same thing: they could choose to encode the data they gathered at the end of each survey day or encode all the data in their respective regional offices on the fourth and/or fifth day of the conduct of RCS. Likewise, reports are sent electronically, i.e. e-mail to the Assistant ARTA Coordinator, who validates the encoded data against the questionnaires and checks the written reports.

Researchers do not use prescribed template for report writing

Standard: The template given by PAIO should be used in report writing.

Deviation observed: Researchers used their own templates in writing the reports during the first one to 2 weeks of the RCS conduct.

Possible explanations: The templates were not given to the researchers during the ARTA Work Orientation. According to them, during the orientation, they were tasked to do their own template for the survey findings. While Region III received the template early, Region VII received it 2 or 3 weeks after they conducted the RCS, and Region X received it only in June.

Discussion/Exit Conference

Exit conferences are inconsistently conducted

Standard: Exit conference/discussion of the RCS results on the service office level shall be done by the Regional Director or the Field Director within a month from the conduct of the RCS on the service office surveyed.

Deviation observed: Based on interviews and FGDs conducted, exit conferences for RCS done during the previous years were inconsistently held. Although there were instances when the regional/field office conducted exit conferences (within 2 weeks' time to 6 months to a year), a greater number of the service offices confirmed that they did not have exit conferences and were just informed of the results through newspapers.

Possible explanations: The standards/guidelines of the RCS were given to the CSCROs/FOs through a memorandum, therefore, the CSCROs/FOs should be responsible for these standards/guidelines. Another possible factor for the delayed conduct of exit conferences is the delay in the submission of reports to PAIO and then back to the CSCROs, before finally sending the reports to the field offices that will be conducting the exit conferences.

Other Practices not covered in the Standard Process

It was also observed that the regional offices practiced 2 major standards which were not included in the written standards PAIO had set.

Pre-RCS

Process: ARTA Coordinator tells researchers of their assigned areas.

Each regional office has its own way of informing the researchers of their schedules for the RCS. Region III informs the researchers of their assigned areas a day before the conduct of the RCS. Region VII gives the researchers their schedules for the whole duration of the RCS, while Region X gives the researchers their RCS schedules monthly.

Data encoding and report writing

Process: Researcher encodes data from inspection checklist and survey questionnaire in the latest MS Access tool, generates the report card, drafts the survey findings using the template given by PAIO, drafts the survey findings using the template given by PAIO, and submits it to the Regional ARTA Coordinator on the fourth day of the conduct of the RCS.

Only Region III has a standard practice that is not in the written standards PAIO had set. The ARTA staff in Region III conducted a *cross-validation*, a process wherein after encoding the data from the inspection checklist and the survey questionnaire in the latest MS Access tool, the researchers exchange databases and documents and cross-check each others' works before finally drafting the survey findings using the template PAIO had given.

(See Annex 1 for the detailed standards mapping.)

V. Findings – Tools Enhancement

Clarifying RCS objectives, identifying its intended use and outlining its results framework are essential. These provide the basis for assessing the RCS. Inputs from KII and FGDs, as well as the ARTA-RCS documents, are the basis of the discussion below.

Reviewing ARTA-RCS Objectives

According to the ARTA Law, the RCS is used to obtain feedback on how the provisions of the Citizen's Charter are being followed and how the agency is performing (ARTA, 2007). The Implementing Rules and Regulations (IRR) of the law further describes the RCS as an evaluation tool that provides a quantitative measure of actual public service perception on the quality, efficiency, and adequacy of different frontline services, as well as a critical evaluation of the office or agency and its personnel. RCS is an instrument that also solicits user feedback on the performance of public services, for the purpose of exacting accountability and, when necessary, proposing change.

Based on the different legal documents (ARTA Law, ARTA IRR, and the NSCB, which developed the current RCS with the NSC), the RCS is supposed to generate/provide the following information:

- Feedback on how the provisions of the CC are being followed (Law, IRR, NSCB)
- Feedback on how the agency is performing (Law, IRR)
- Qualitative measure of actual public service perception (quality, efficiency, and adequacy of frontline services) (IRR)
- Critical evaluation of office and personnel (Law, IRR)
- User feedback on performance of public services (IRR)
- Exacting accountability (IRR)
- Feedback on improving frontline services and CC (Law, IRR)
- Information and/or estimates of hidden costs (bribe, payment to fixers, etc) (Law, IRR)
- Compliance on ARTA provisions (No Noon Break, no fixing, IDs/Nameplates, PACD) (NSCB)
- Check client satisfaction (IRR, NSCB)
- Highlight best practices (Law, IRR)
- Provide incentives for excellent service delivery (Law, IRR)

Furthermore, according to the IRR, the RCS may also generate information on the following:

- The service provider – personal disposition of the employee providing the service
- The quality of service – how the service was provided to the client
- The physical working condition – how the physical set up/layout of the office affects the performance, efficiency, and accessibility of the service provided

Clarifying the Objectives of the ARTA-RCS

The diverse objectives that we have identified and listed from different documents can be overwhelming. However, these can be categorized into 4 core component objectives:

1. Provide feedback on compliance of agency's Citizen's Charter.
2. Measure agency's performance based on customer satisfaction.
3. Measure the agency's compliance with other ARTA provisions.
4. Exact accountability from agencies.

Table 3 categorizes the many and diverse objectives into 4 core objectives.

Table 3: Core and Specific Objectives of RCS

Core Objectives	Specific Objectives
Feedback on Agency's Compliance of Its Citizen's Charter	<ul style="list-style-type: none"> ▪ Feedback on how the provisions of the CC are being followed
Measure Agency's Performance/Customer Satisfaction	<ul style="list-style-type: none"> ▪ Qualitative measure of actual public service perception (quality, efficiency, and adequacy of frontline services) ▪ Feedback on how the agency is performing ▪ Critical evaluation of office and personnel ▪ User feedback on performance of public services ▪ Check client satisfaction (NSCB)
Measure the Agency's Compliance with Other ARTA Provisyions	<ul style="list-style-type: none"> • Information and/or estimates of hidden costs (bribe, payment to fixers, etc) • Compliance on ARTA provisions (No Noon Break, no fixing, IDs/Nameplates, PACD) (NSCB)
Exacting Accountability	<ul style="list-style-type: none"> • Feedback on improving frontline services and CC • Highlight best practices • Provide incentives for excellent service delivery

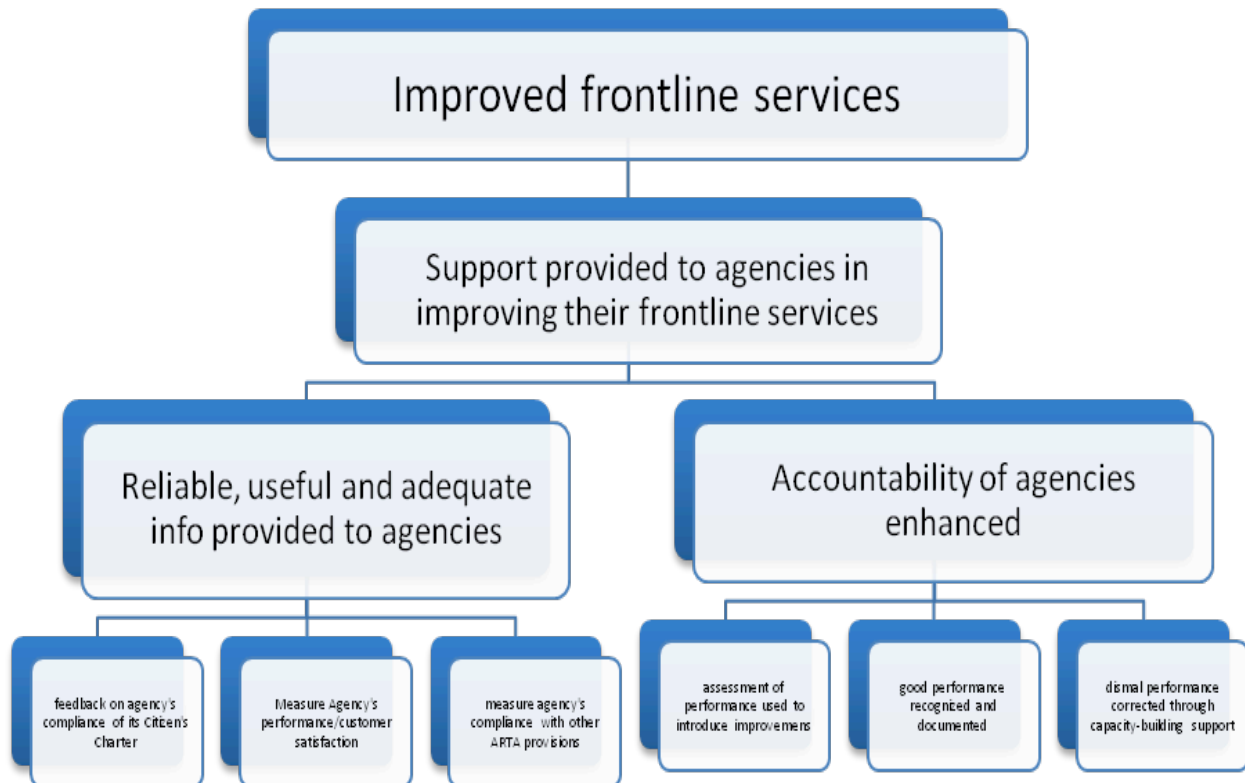
The current RCS covers 2 core areas, namely: (1) compliance with ARTA provisions; and (2) overall client satisfaction. On one hand, the presence/posting and completeness of the agency's Citizen's Charter, the presence of anti-fixer campaign materials, observance of no hidden cost, presence of a Public Assistance/Complaints Desk (PACD) and PACD personnel, observance of the No Noon Break policy, and the use of readable identification cards or nameplates of personnel are being measured under Component 1. On the other hand, the overall client satisfaction, basic facilities, physical layout, service quality, and frontline service provider are being measured under Component 2.

The RCS does not cover the additional information it may include according to the IRR, such as the service provider and the effect of physical working condition on service delivery. These 2 points have been raised repeatedly in the KII and FGDs as necessary information for the RCS.

Results Framework

To better understand and effectively assess the RCS, it is necessary to look at its results framework. Presented below is an approximation and appreciation of the overall results framework of the ARTA-RCS based on research. It should be noted that there is no official document from the CSC outlining ARTA-RCS results framework. A results framework is essential in outlining the overall direction of the project and in identifying measurable indicators, which serve as basis for a monitoring and evaluation mechanism.

Figure 3: The ARTA-RCS General Results Framework (Proposed)



The ARTA-RCS' overall goal is to improve frontline services in the country. Its purpose is to provide support to agencies in improving their frontline service. This purpose is achieved through 2 sets of actions: (1) providing reliable, useful and adequate information, and (2) enhancing accountability in agencies. The first component consists of: provided feedback on agency's compliance to their Citizens' Charter, measured agency's performance based on customer satisfaction and measured agency's compliance with other ARTA provisions. The second component consists of the following: the assessment of performance is used to introduce improvements, documentation and recognition of good performance and capacity-building support to correct bad performance.

Assessment of the ARTA-RCS Tool vis-à-vis Core Objectives

The established objectives, use and results framework for RCS serve as the basis for this assessment.

This research finds that RCS could not meet its objectives due to its current limitations. The current RCS is insufficient in providing data about the actual compliance of agencies with their Citizen's Charter. The agency's performance is assessed based on client satisfaction. Compliance with other ARTA provisions is procedural and does not account for usefulness of these mechanisms. Furthermore, measures for exacting accountability are lacking. Table 4 presents the highlights of these findings.

Table 4: Highlights of the Assessment on RCS Core Objectives

Core Objectives	Assessment, Weakness and Gaps
Feedback on Agency's compliance of its Citizen's Charter	<ul style="list-style-type: none"> • RCS only measures posting compliance and completeness of Citizen's Charter information – a procedural check. • The Survey Questionnaire provides a perception measure through client feedback, which is problematic due to low awareness of clients on CC. • There is no actual measure of compliance of the agency's Citizen's Charter.
Measure agency's performance based on customer satisfaction(CS)	<ul style="list-style-type: none"> • There is no aggregated, time-series data to track performance. • CS is measured in survey questionnaire through a general question and specific questions. • Performance measure based on perception may be limited due to low awareness of CC/performance pledge. • Sampling is questioned as not representative.
Feedback on agency's compliance of other ARTA provisions	<ul style="list-style-type: none"> • Usefulness of such mechanisms, particularly the PACD and feedback system, is not measured. • Knowledge/usefulness of the PACD officer is not being measured. • The actual presence of a feedback mechanism is not being checked. Furthermore, the usefulness/relevance of this mechanism is also not being assessed.
Exact accountability from agencies	<ul style="list-style-type: none"> • For incentives, agencies are awarded with the Seal of Excellence; RCS Results are publicized (serves as public recognition or shame). • RCS Results are used as additional basis for performance-based bonus (PBB). • RCS Results are used to provide inputs for agencies to improve their CC and frontline services. • Some reports are not furnished or furnished late to offices for their action. • The "best practices" are not collected/documented. • The response of agencies to feedback is not taken into account in RCS. • Providing feedback and demanding improvements on the frontline service and Citizen's Charter are not considered in the tool itself as manifested in the absence of measurement on feedback mechanism. • Regular updating/review/revision of Citizen's Charter is not tracked.

Lack of Feedback on Compliance of Agency's Citizen's Charter

There is no actual measure of compliance with the provisions of the agency's Citizen's Charter. Currently, the RCS only measures posting compliance and completeness of Citizen's Charter information. The Survey Questionnaire (SQ) measures compliance of the Citizen's Charter through client feedback; thus, actual compliance of Citizen's Charter provision is limited to perception. Perception measure is challenged due to the fact that the clientele has very low awareness of the Citizen's Charter.

There is a problem of information gap – clients-respondents are asked to rate based on a standard that they are not familiar or aware of. This problem is supposedly addressed by showing the service standards during the interview. However, based on the research observation, there were instances when this process was not followed. And even if this was followed, there was very little time for the client to fully understand and comprehend the service standards used as basis for rating. Furthermore, clients are only interested on relevant information (not the entire CC) pertaining to the service that they had availed.

Agency's Performance is based on Client Satisfaction

The overall client satisfaction and detailed measure of client satisfaction are measured in the SQ. Measures of overall time to complete a transaction and overall satisfaction of office physical setup and basic facilities are also measured in the SQ and in the IC.

There is no aggregated, time-series data to track the performance of the specific agencies or the government in providing frontline services in general. The absence of such data can be attributed to 2 things, namely: to the changing criteria that determines what agencies to prioritize by the survey, and the CSC's lack of resources that prevent the coverage of all agencies. As a result, there is no consistency in subjecting agencies under RCS.

Incomplete Measure of Agency's Compliance with Other ARTA Provisions

The measure of compliance with other ARTA procedures is incomplete. The procedural check on other ARTA provisions is a first step. The current RCS, however, covers only the first step. The second step entails measuring the relevance and usefulness of these mechanisms.

It is common perception among agencies that RCS is too focused on, if not merely measuring, superficial compliance. The usefulness of such mechanisms, particularly the PACD and feedback system, is not measured.

While the presence of a PACD and officer are being checked, the knowledge/usefulness of the PACD officer is not being measured. While there are guide questions to test the knowledge of the PACD officer in the Inspection Checklist, the researcher does not give importance to it to the extent that it is sometimes not even used at all.

The presence of feedback mechanism is not measured in both IC and SQ. Presence of feedback mechanism is only tested during the validation phase when an office is evaluated for awards. While the presence of a provision on feedback mechanism is being checked under the Citizen's Charter, the actual presence of a feedback mechanism is not being checked. Furthermore, the usefulness/relevance of this mechanism is also not being assessed.

Some agencies can collect customer feedback, however, the response of said agencies to the feedback is not measured. The public has little appreciation for giving feedback as can be seen from the number of feedback agencies collect. It is also a common view of citizens that agencies take no action on the complaint, thereby making feedback a futile exercise.

Exacting Accountability from Agencies Needs Improvement

Exacting accountability is exercised through giving incentives/sanctions to agencies. However, providing feedback and demanding improvements on the frontline service and the Citizen's Charter is not considered in the tool itself. The response of an agency to feedback or recommendations in the RCS results is not being checked. This is manifested in the absence of a measurement for feedback mechanisms.

The regularity of the receipt of RCS results reports is a primary issue for agencies because the delay, and sometimes failure to furnish said reports, prevents the agencies to act on the results of the RCS.

Capturing or documenting best practices is not included or not purposive in the RCS tools, except in the validation phase. The CSC captures and documents best practices through other mechanisms outside the RCS.

While agencies note the assistance given by the CSC in developing and reviewing their citizen's charters, there is no aggregated data on the number of reviews and revisions conducted. The version/edition of the agency's Citizen's Charter is not noted. Furthermore, most interviewed agencies reported that their citizen's charters have undergone one or two revisions since the ARTA Law was implemented.

Factors Affecting Adequacy and Reliability of Information

Different factors affect the adequacy and reliability of information provided by the RCS. These include: contextual considerations, sampling and representativeness, capacity and objectivity of researchers, and the medium/language used in gathering data.

Contextual Considerations

The different situations and contexts of the varied service offices are not taken into consideration. Factors like client density, ratio of employees to clients and frontline service provided, the urban and rural location, peak versus low seasons, restrictions between rented and owned building/office, and the kind of frontline services provided are not taken into account and are identified as limitations in the current RCS.

Agency performance outputs and outcomes are often compared to the RCS report card. Due to the nature of their organizations, agencies like the BIR and LTO measure performance based on tax collections and traffic violations. Agencies argue that the volume of tax and fine collections go against client perception of the agency, which affects overall client satisfaction.

Sampling and Representativeness

Agencies complain that the 30 samples covered in the SQ are not representative of the average traffic of clients in an agency. In agencies with lesser volume of transactions, researchers have a hard time completing the required number, forcing them to extend for another day. In agencies with high volume of transactions, the representativeness of a 30 sample is questioned.

Researchers have also raised the difficulty in following the required number of respondents per day and per transaction. Researchers are forced to skip intervals to ensure that the required number of interviews is met. Most interviews are thus conducted towards the end of the day.

During the FGDs, agencies raised the question on sample representativeness. This is understandable because of the limited sample taken in the RCS. There are other constraints that have to be considered such as time and resources that cannot be avoided.

Similarly, the wisdom of only getting clients who have completed a transaction is challenged. It could be assumed that the clients who have completed a transaction would have a more favorable assessment of

the service compared to clients who have not completed a transaction. This makes the results skewed towards the more satisfied clientele.

Capacity and Objectivity of the Researchers

The capacity and objectivity of researchers are commonly questioned. To allay suspicions on the capacity of researchers, the hiring process and their qualifications should be made known to the agencies. Furthermore, it should be emphasized that the CSC provides adequate training to researchers to accomplish their tasks.

In specific instances, the researchers are also asked of their personal opinion/judgment on accessibility, convenience, cleanliness and orderliness, lighting and ventilation, and overall physical layout of the service unit. The researchers are given leeway for subjectivity in this instance (“Answer according to the standards or quality you think should be provided to the clients” - p 12 ARTA-RCS Manual).

Based on KII and FDGs, the ARTA-RCS also lacks other specific and important information, such as information beyond minimum compliance, employee’s satisfaction and frontline services through ICT.

Beyond Minimum Compliance

It is a shared observation among KII and FDG respondents that the RCS only measures the minimum. It does not take into account commendable initiatives, such as agency information and education campaign on the Citizen’s Charter, queue management mechanisms, innovative feedback mechanism systems, etc.

Balancing negative feedback

While RCS tools have provisions for remarks from the evaluator and client-respondents, respondents used it mostly to give a negative feedback on the agency’s performance. It is also an observed practice that the clients generally give feedback to criticize or complain about a bad service but not to give commendation for good service. The RCS results have been demoralizing for government employees. Positive feedback should also be encouraged to balance off the negative perception.

Employee’s Satisfaction

Frontline service employees complain that only the welfare of the clients is being looked after. Employees are always assumed to deliver efficient and effective service. However, working conditions highly affect the ability to provide such quality of service. Employees’ performance is affected by the following factors: workload, work environment, personnel, salary, promotion and political intervention, among others. The RCS can also gather data about the working conditions of employees as additional information. In fact, the ARTA Law includes this as an area for the RCS to assess as well.

Services through ICT

Some frontline services are already being delivered via new information and communication technology (ICT) channels. This mode of service delivery is more efficient and is projected to be the means to deliver services in the future. The RCS is not measuring ICT delivery of services, which is considered to be the most convenient mode.

Other Similar Measures

There are 3 measures similar to ARTA-RCS: (1) the Ease of Doing Business (EOB), (2) the Cities and Municipalities Competitiveness Index, and (3) the Ombudsman's Red Tape Assessment.

Ease of Doing Business

The NCC tracks the Doing Business Report of the World Bank that uses the Ease of Doing Business (EOB), a tool that looks at 10 indicators, namely, Starting a Business, Dealing with Construction Permits, Getting Electricity, Registering Property, Getting Credit, Protecting Investors, Paying Taxes, Trading Across Borders, Enforcing Contracts, and Resolving Insolvency.

The main goal of the EOB is to assess the indicators as per time, cost and number of processes/documents required to avail a specific service. Through the years of running the EOB, the Philippines has been successful in being able to decrease the number of processes, documents needed for the processing of requirements, time and cost. It looks at several national government agencies in charge of the services being checked per indicator.

Cities and Municipalities Competitiveness Index

The NCC also conducts the Cities and Municipalities Competitiveness Index, a tool that looks into the economic dynamism, infrastructure and government efficiency of the cities and municipalities in the country.

Economic dynamism refers to activities that create stable expansion of businesses and industries and higher employment. It assesses 8 indicators: (1) Size of the Local Economy (as measured through business registrations, capital, revenue, and permits,) (2) Growth of the Local Economy (as measured through business registrations, capital, revenue, and permits), (3) Capacity to Generate Employment, (4) Cost of Living, (5) Cost of Doing Business, (6) Financial Deepening, (7) Productivity and (8) Presence of Business and Professional Organizations.

Infrastructure refers to the physical building blocks that connect, expand, and sustain a locality and its surroundings to enable the provision of goods and services. It looks at 10 indicators: (1) Existing Road Network, (2) Distance from City/Municipality Center to Major Ports, (3) DOT-Accredited Accommodations, (4) Health Infrastructure, (5) Education Infrastructure, (6) Availability of Basic Utilities, (7) Annual Investments in Infrastructure, (8) Connection of ICT, (9) Number of ATMs, and (10) Number of Public Transportation Vehicles.

Government efficiency includes the quality and reliability of government services and support for effective and sustainable productive expansion. It is divided into 8 indicators: (1) Transparency Score in Local Governance Performance Management System, (2) Economic Governance Score in Local Governance Performance Management System, (3) Ratio of LGU-Collected Tax to LGU revenues, (4) LGU Competition-Related Awards, (5) Business Registration Efficiency, (6) Investment Promotion Compliance to National Directives for LGUs, (7) Security, and (8) Health and Education.

Similarly, in 2014, the DILG has started implementing the "Seal of Good Local Governance (SGLG)" which replaced the Seal of Good Housekeeping (SGH), which was introduced in the 2011. Expounding from SGH, the new Seal has 6 basic components: (1) good financial keeping, (2) disaster preparedness, (3) social protection, (4) business friendliness and competitiveness, (5) environment management, and (6) peace and order.

Red Tape Assessment

As one of the oversight agencies in the implementation of R.A. No. 9485 (Anti-Red Tape Act), the Office of the Ombudsman (OMB) is mandated to reduce red tape and expedite transactions in the government. With this mandate, the OMB, through its Research and Special Studies Bureau, conducts the Red Tape Assessment (RTA). The project was rolled out in 2011. Annually conducted, it covers selected national government agencies, local government units, and government corporations. The RTA simplifies administrative procedures in government agencies involved in business regulation with the end view of easing administrative burdens on businesses. The RTA is used as a tool in analyzing an identified regulatory process to determine the sources of red tape. In essence, the RTA tool looks into the rationalization of the documentary and other requirements, fees to be paid, and the steps in the procedure prescribed for accessing the frontline service of a government agency. The OMB recommends various measures to reduce red tape, mitigates its effects, enhances the process, improves customer satisfaction, and addresses certain corruption typologies particular to the agency concerned.

The Difference of CSC's ARTA-RCS

While the ARTA-RCS seeks to measure the compliance of the agencies with the provisions of the ARTA to reduce red tape, other similar measures reduce red tape through assessing the different standards (time, process, cost) and putting forward recommendations on how to cut the process and limit documentary requirements to save time and cut costs. The ARTA-RCS is the only tool that looks at client's feedback/satisfaction in the process. The other tools are administered by either (1) the agency themselves, or (2) a contracted private firm. While the ARTA-RCS is designed to cover other frontline service delivery of agencies/LGUs, the other measures are more focused on business-related transactions.

The strength of ARTA-RCS as compared to the other mechanisms lies on its focus on citizen's feedback. It complements the other initiatives which are driven by the agencies and local government units. While complementation can be explored, integrating these systems may not be feasible at the moment since there is no pressing reason for it. These systems take off from their own respective purposes in the institutions that implement them and at least for now, they are better off validating and complementing each other than being one integrated system.

VI. Findings – Usefulness of ARTA-RCS

This section tries to account for the actual usefulness of the ARTA-RCS to the stakeholders, particularly the agencies after 5 rounds of implementation. This information is generated through the feedback gathered from what the agencies provided in this research. Agencies also identified different factors that affect their compliance with RCS recommendations and the support mechanisms that they expect from the CSC.

A special section is also included here: a case study on Naga City. The LGU of Naga City is considered to have the best practice in efficient and effective service delivery. The *Cities and Municipalities Competitiveness Index* in 2014 ranks Naga as the third most competitive city in the country. It ranks number 1 in government efficiency. The case study on Naga City highlights the following factors critical in ensuring efficient service delivery based on the experience of Naga City: the use of Citizen's Charter, the use of feedback mechanisms, and how the LGU informs the clients and builds ownership of service providers through the performance pledges.

Results Attributable to RCS

In general, the agencies find RCS results useful. The results agencies attribute to ARTA-RCS include physical improvements in the service offices, reduced red tape, and behavioral change among employees.

Physical Improvements

Results of the ARTA-RCS serve as basis for the agencies to improve their facilities. Needs of the service office are identified and improvements are made fast, making service offices at par with private offices.

The changes/improvements recommended by ARTA-RCS become one of the priorities of the agencies, which are immediately included in the agencies' mid- year/term proposals. CCTVs are added (e.g., LTO), comfort rooms are maintained clean, air-conditioners are put up to ensure that clients are comfortable while waiting, and IDs are revised to make them more readable to transacting clients. Service offices also made sure they have PACD officers in their office either by rotating the employees or assigning a person permanently at the desk.

While the agencies acknowledge that the ARTA-RCS results help them improve their office, they also raise the fact that there are restrictions on the changes or improvements they can make, such as the fact that they rent the space and the area size itself. Also, some agencies (e.g., Region III) commented that because large IDs make their names known to the public, their names are sometimes used by other people inappropriately.

Reduced Red tape

Agencies also find the ARTA-RCS to be significant in curbing red tape as it helps promote transparency. The agencies also agree that because of the posted Citizen's Charter, employees become aware of their accountability to the public. Work processes are followed, requirements for a certain service are clarified, and under-the-table transactions are diminished. For the agencies, the ARTA-RCS is also a way of reviewing the frontline service delivery, streamlining of documents, and shortening the processing time.

Agencies also claim that the number of fixers who come to the service office lessened due to the anti-fixer posters in the service offices and the penalty imposed. However, researchers note that this perception is attributed to fixers having learned a different modus and positioning that the agencies are not yet aware of.

This is most critical to ordinary citizens and businesses alike as this ensures that official documents and papers needed for other transactions are accessed efficiently. This also reduces the possibilities of

corruption that impose additional costs on citizens and businesses. Agencies report that ARTA-RCS lowers or totally removes the need for fixers, which also adds up to the costs.

All of this is most critical to businesses that transact with government more frequently and regularly. The streamlining of processes leading to more efficient accessing of services is likely to reduce the cost of doing business in the country.

Employees' Behavioral Change

Through ARTA-RCS results, service offices know if clients are satisfied with the services rendered to them and what or where their weaknesses are in terms of service delivery. This helps them improve their performance in delivering frontline services. It keeps them on their toes, and they do their best to comply with the posted standards and ensure fast delivery of service so that clients are satisfied with the services they render.

Ways to Improve ARTA-RCS Assistance

Aside from the technical assistance the CSC provides to agencies/service offices through the ARTA Watch, agencies requested additional support on the following: information drive, Citizen's Charter formulation and review, and general capacity-building to improve compliance.

General briefing and orientation on ARTA-RCS

While most agencies find RCS Results as significant and relevant in terms of physical improvements, red tape reduction, and employees' good behavioral change, they still note that the CSC is lacking in providing leveled-off information on ARTA-RCS, specifically its overall purpose, target results and design, including the design of its tool and how the result is processed and graded. Some agencies were not given an orientation on the ARTA and the RCS, resulting into weak or lack of overall understanding of the purpose, design and scoring of the RCS, especially during the early years of the program. This results to some agencies' resistance to adhere to the process, or to some agencies following the process only for compliance with the law.

Citizen's Charter formulation and review

Agencies see the importance of their Citizen's Charters in providing better services. It empowers the clients by providing relevant information on the service being availed. Thus, agencies observed that citizens tend to complain more when the Citizen's Charter is not followed.

Agencies also realize that some of the contents of their Citizen's Charters are unrealistic or are not suitable for their service office. Agencies then seek the assistance of the CSC in the review and revision of their charters. It was also noted that the CSC provided assistance in developing agencies' Citizen's Charters, particularly in complying with complete information required in the Citizen's Charter.

General capacity-building to improve compliance

The individual capacity of personnel also contributes to the improvement of frontline services. Agencies see the need for employees to continuously improve their capacities. Agencies believe that the free and continuous trainings the CSC or any third party can give them will help improve their compliance with the ARTA. They also want assistance on trainings for PACD officers to ensure that they are equipped and knowledgeable.

Facilitating Factors to Agency's Improvements

In the FGDs, stakeholders identified key factors that facilitate or hinder the improvements on service delivery in their agencies. These factors include leadership, capacity of personnel, resources, and communicating results.

Leadership

As in other governance undertakings, leadership is seen as a key factor that contributes to compliance with the ARTA and improvements in the service office. Leadership often comes from the highest level, or the head of the agency. If leaders are keen on improving frontline services, they will really look into the results and take action.

Agencies note the creation of a special unit that is focused to a local service unit's compliance with the ARTA as instrumental in their compliance with and use of RCS recommendations. In fact, some agencies conduct an internal RCS to measure the service unit's preparedness for the actual RCS. The unit prioritizes all requests related to ARTA compliance. In addition, some agency heads have issued marching orders for 100% compliance or passing rate for the RCS in their field offices. Others have also instituted incentive mechanisms, both awards and sanctions, to encourage greater awareness and compliance with the ARTA.

Lack of Manpower

The capacity of personnel is critical in improving frontline service delivery.

One major constraint agencies face in providing better frontline service is the limitations on their staffing or manpower. Most agencies complain that regular positions have not been filled, resulting to inadequate manpower that can attend to clients. Agencies see that the CSC can intervene by reviewing the staffing/manpower of each agency for them to be able to function effectively and respond to the demands of clients.

Technological Capacity

The technological capacity of an agency is also a factor in improving agencies' services. Computerization helps improve a service office/an agency's performance. Online systems, if good, can also ensure ease of processes and faster delivery of frontline services.

Communicating Results

Since the results serve as feedback to the agencies on how they are performing, it matters that they get detailed results on time.

However, most of the service offices of the 9 agencies complained about either not participating in exit interview and merely receiving their report cards, or only knowing the results when they are published on the newspapers. Results were very rarely communicated to service offices, thus, rendering the RCS almost useless to the agencies. The agencies are not made aware as to what they lack or where they failed,, therefore, they are unable to make the necessary changes to improve their performance and/or their ratings, especially if the results were given after a year of the conduct of the RCS, or sometimes, not given to them at all.

Agencies also expressed the need for a debriefing right after the three-day survey in order to give them a chance to explain their sides in order to level off the information the researcher has gathered with the current situation of a certain service office.

Special Section: CASE STUDY on Successful ARTA Implementation: The Naga City Experience

Naga City is known for its many commendations on good local governance. Naga City has won around 150 international awards and more than 50 individual awards on effective urban management and good governance.

Naga City has received distinction from various government and non-government organizations for providing decent shelter for its urban poor, for developing effective and efficient use of information and communications technology, for promoting good governance, for public service, for being the most business-friendly city, for participatory planning, for good practices and innovations in government procurement, for being clean and green, for being women-friendly and child-friendly, and for being a hall-of-fame awardee on innovation and excellence in local governance. As a result of these accomplishments, Naga was chosen as DILG's Regional Model for its Anti-Red Tape Act Campaign in 2002.

In this year's Cities and Municipalities Competitiveness Index (CMCI), from No. 9 in 2013, the City of Naga rose to No. 3 with a 49.07 score in the overall ranking of the most competitive cities throughout the country. The overall ranking is based on indicators that measured each LGU's economic dynamism, government efficiency, and infrastructure. This year's CMCI featured 136 cities and 399 municipalities, wherein in 2013, only 122 cities and 163 municipalities participated.

The central factor in Naga City's efficiency is the involvement of citizens. Naga City LGU facilitates citizen participation in frontline services through the Citizen's Charter, information-education drive, and a working feedback system.

In 1995, the administration created the *Productivity Improvement Program (PIP)*, the mother of all of Naga's award-winning programs, which is focused on the productivity of the LGU employees to improve the city's delivery of public services in terms of adequacy, efficiency, effectiveness, and equity. The program has institutionalized a functional performance metric system through departmental *Performance Pledges* which has a three-column structure -- service, response time, and responsible persons. These pledges can be found in each city department, detailing their respective service commitments.

As a result, the program continuously upgrades the skills and competence of the employees and encourages them to think of viable ideas to further improve productivity. In 2001, during the 53rd celebration of Naga as a charter city, the city launched a new framework for addressing local governance challenges, the **i-Governance Program**. The i-Governance was built on a bedrock principle of "information openness," where the LGU actively discloses data on local government finance, budgeting, procurement, legislation, and service delivery to the public. It incorporates the city's Information Communication Technology (ICT-DEV) initiatives, while placing a new emphasis on greater participation of individual citizens in all governance matters.

The following LGU Naga projects operationalize the i-Governance Program:

Naga.gov (www.naga.gov.ph) – a richly redesigned city website which harnessed cutting-edge IT that provides web-enabled citizens and visitors with accurate and relevant information about Naga City's profile, statistics, tourist attractions, and investment possibilities and also provides downloadable tables and maps.

Netserve – an online component of Naga.gov that provides response time and detailed procedural and contact information for city government services, city financial information, bidding and public offering postings, a directory of city officials, and ordinances and resolutions. This project works to ensure that all citizens are afforded equal access to services and opportunities.

Textserve – an innovative service which allows citizens to send requests and complaints to the city government on its policies, programs, and services using cellular phone-based text messaging and receive same-day response and appropriate action directed to the relevant agency. These messages are connected and registered in the city's e-mail inbox and are responded to within the day.

Naga City Citizen's Charter – a guidebook developed by the city government for Naga residents who lack access to the Internet. It catalogued approximately 140 services describing the key city government services. Its strength lies in the way the services are presented. Along with a detailed description of each service is a step-by-step guide on how to use the service, the standard response time for its delivery, and the city hall officers and staff responsible for its operation. This information is complemented by a list of requirements that a customer must comply with to facilitate service delivery, including maps sketching the location of the department handling the service. One of the measures established by the city government to institutionalize the i-Governance program by legislation is the revision of the website and the Citizen's Charter every 3 years. The second edition was released in 2006. By the time the ARTA took effect in 2008, Naga was on the third edition of its Citizen's Charter, which contains additional enhancements on the previous releases.

A **Citizens Board** containing copies of the annual city budget, financial statements, ordinances and executive orders, and other important documents was mounted at the city hall building for easy reference.

According to the study conducted by the Innovations in Technology and Governance Project, significant gains were achieved through the i-Governance Program. These are:

- Improvements in local finances in the form of increased local revenues able to sustain Naga City's growth, and a reduction in operating costs through improved productivity;
- Reduction in procurement costs due to ICT-DEV and i-Governance transparency mechanisms for city procurement, bidding, and awards; and
- Increased efficiency and effectiveness in service delivery due to process streamlining and application computerization.

Another program being implemented by the city at present is the i-SERVE or Innovative Service & Value Entitlement, which maximizes the use of the ICT. It is designed to verify client information, record and monitor service delivery. It also serves as a management tool to assess office performance. It serves as the City Hall Information Center to assist Nagueños and other clients in any service they need from the city and facilitate the frontline offices' delivery of services.

Just recently, the city mayor established an office, the City Events, Protocols and Public Information Office, dedicated to monitoring social media and responding to requests posted through Facebook and other platforms on a daily basis. The social media has been proven to be effective in the city. The city's Facebook page has been powerfully used in the wake of Typhoon Glenda, with over 2 million people using it as a source of information. The city was able to gather support because of social media connectivity.

VII. Recommendations

The study's main recommendations are clustered into three— (1) improvements on how the ARTA-RCS is being implemented; (2) developing a program management framework for ARTA-RCS and enhancing the tool; and (3) how to improve the effectiveness of the results of ARTA-RCS in generating response from frontline agencies in improving their efficiency, transparency, and accountability.

Ensure Consistency in the Conduct of ARTA-RCS

The integrity and usefulness of the ARTA-RCS results are put into question when the processes of collecting information are deemed inconsistent. Based from the observation conducted by the researchers and the input from KII and FGDs, several inconsistencies in the process were identified:

- Late conduct of Inspection Checklist
- Sampling interval not observed
- Interview not conducted *in verbatim*
- Researchers have no copy of Citizen's Charter; do not show CC to respondent
- Researchers give preliminary report (exit call) to head of service office
- Data encoding and report writing took additional day
- Researchers do not use prescribed template for report writing
- Exit conferences are inconsistently conducted

It is generally recommended for the CSC to review the standard processes on the conduct of RCS given the above observations. Possible revisions on the standard process can be undertaken in some instances, while measures to ensure strict compliance of the implementing personnel can also be instituted in most instances when personnel did not observe the standard procedures.

Specific recommendations to address the observed deviations are discussed in detail below.

RCS Kit/Materials are complete and ready

A primary cause of deviation from the standard processes is the lack of completeness and readiness of the RCS Kit/materials come the actual conduct of the RCS. It is important to ensure that all materials are ready and completely provided to the researchers before the conduct of the RCS. Soliciting inputs or suggestions from the researchers during the ARTA Work Orientation that affect the mechanics or materials for the RCS conduct would create unnecessary confusion and delay. This should be done during the process review and planning session.

Administering the Inspection Checklist

The significance of the conduct of inspection should be emphasized during the ARTA Work Orientation. While there could be logistical challenges, measures to ensure that the first half-day of the RCS is not compromised should be put in place.

Aside from conducting the Inspection Checklist, while the researcher is "undercover," a time-and-motion study to check the actual compliance of the service office/agency to the Citizen's Charter can be undertaken. In this instance, the researcher assumes the role of a client availing a particular service. Aside from the time-and-motion (or a routing slip check), a check on the usefulness of the Public Assistance and Complaints Desk (PACD) officer should be undertaken. While acting as a client, the researcher can check the knowledge of the PACD officer. In sum, the researcher will conduct the inspection checklist, undertake a time-and-motion study, and assess the usefulness of PACD officer.

Review of Interval Sampling

The interval sampling could be reviewed to see if changes/modifications can be made to ensure that it is followed. If the interval sampling has to be strictly followed, however, it is recommended that there be 2 researchers for each service office to ensure strict compliance with interval sampling.

Spot Check on Researchers

To ensure that the researchers comply with the standard processes, the ARTA-RCS Coordinator can do spot checking of the researchers while the latter are conducting the field interviews.

Standard Translations of Survey Questionnaire to Key Local Languages

It is recommended that the survey questionnaire be translated to different major languages to lessen the probability of the researcher translating the question differently, or the client-respondent misunderstanding the question. The translated questionnaire should be pre-tested before handing it down to the regional offices.

The questions should still be asked in one standard language, which is English, but when respondents request for translation to the local language, the researchers are guided accordingly. In this manner, improvisation and less standardized translations are prevented.

Review of ARTA-RCS Processes/Timeline

Perhaps there is a need to look at the timeline for the preparation and implementation of the whole RCS process. Likewise, it is suggested that a preliminary list of target agencies be prepared ahead of time to give CSCROs ample time to make preparations for the next RTA-RCS.

Develop a Program Management Framework for ARTA-RCS

An overall results framework for ARTA-RCS has to be developed. This is important for the institutionalization of ARTA-RCS. It also ensures that the ARTA-RCS is achieving its objectives efficiently and consistently. A clear program management framework for ARTA-RCS will also support improved ownership of the implementers of the ARTA-RCS, and will aid in the understanding and appreciation of its clients and stakeholders.

Clarify Results Framework

The RCS measures the compliance of agencies with the ARTA. Ultimately, it contributes to the improvement of frontline service delivery. The CSC, considering the study's recommendation, needs to clarify the results framework for the RCS. At the moment, the ARTA-RCS has no results framework. It is essential that verifiable indicators be set and a monitoring and evaluation system be designed. The RCS results framework should consider the complementing mechanisms and efforts of the CSC to fight red tape and improve frontline service delivery. It should serve as the primary guide for the planning, implementation, monitoring, and evaluation of the RCS. The proposed results framework in this study can be the take off point.

Include additional indicators in identifying what agencies to be covered

There should be a more consistent and strategic selection criteria for agencies to be covered every year. At present, agencies covered are determined according to the results from previous RCS and the volume of complaints received by the Contact Center ng Bayan. These criteria must be consistently taken into account to enable multi-year analysis of RCS results in the future.

In addition, performance and trust surveys conducted by private polling institutions can also be taken into account. This will ensure that the agencies the public perceive to be corrupt will also be included. The CSC might also want to consider expanding their idea of critical frontline services to cover government institutions and bodies not commonly viewed as frontline agencies, but are providing critical services to the citizens, such as the Commission on Elections (for the registration of voters, accreditation of parties), and the courts.

To cover all the critical agencies and to measure the overall satisfaction of clients in transacting with the government, services provided by agencies can be clustered according to its clients: frontline services that cater to citizens (birth to death), and those that cater to businesses (ease of doing business). This can support a more integrated streamlining of processes at a client level. This will generate an aggregate data on the overall state of frontline service delivery from the perspective of a specific set of clients.

Agencies covered per year can also be clustered according to service primarily given to ordinary citizens (birth to death), and to businesses (ease of doing business). Prioritization per year can take into account the clustering of agencies.

Human Resource

Depending on the agreed results framework, necessary organizational structures, staffing, and functions have to be identified, developed, and set in place. Given its cope, a separate unit to handle the RCS should be considered.

The recruitment and performance of field enumerators/researchers should be reviewed. The criteria for hiring researchers with strong research background must be followed consistently. The character of an applicant should be thoroughly checked (through the character references).

Enhance the Tool to Ensure Adequate and Useful Information to Agencies

The primary enhancements on the RCS Tools include: (1) providing information on actual compliance with the Citizen's Charter through a time-and-motion study; (2) adding checks for substantive measure of compliance with other ARTA provisions and exacting accountability; (3) addressing issues of information usefulness and reliability; and (4) introducing new elements to address information gaps.

Measuring Actual Compliance of Citizens Charter

Time-and-Motion Study

A time-and-motion study, which was also suggested in the KII and FGDs, is being proposed to effectively measure compliance with agency's Citizen Charter. This complements the Inspection Checklist, which only checks the presence/absence/completeness/posting of the Citizen's Charter. It addresses the Survey Questionnaire's limitation, which insufficiently measures compliance of the Citizen's Charter due to the very low awareness of clients providing the rating/feedback.

The interviewer, aware and knowledgeable of the agency's Citizen's Charter, will conduct the time-and-motion study during the conduct of inspection and act/"undercover" as a client availing a particular service.

A mapping of each agency's primary or essential services should be conducted to determine which could be subjected to the time-and-motion study. A piloting of a time-and-motion study should also be undertaken before it is fully implemented to fine-tune the tool and surface possible challenges in its conduct. The impact on the overall mark/grade of the agency should also be further studied.

Focus on Service Standards

It has been observed that clients oftentimes do not take notice of the Citizen's Charter. One cited reason for this is the tendency of clients to ask for information rather than read posted signs. Another reason cited is the voluminous information provided in the Citizen's Charter and its immediate relevance to the client availing a particular service.

With these considerations, it is proposed that information materials provided in the Citizens Charter could focus on the service standards/performance pledge. The questions in the questionnaire need to be revised as well. The questions can be rephrased to focus on the service standards/performance pledge per transaction as these are more relevant to the clients. This rephrased question is proposed to ensure that the client-interviewee is sufficiently informed to assess the agency's compliance with its Citizen's Charter based on the performance pledge on the service availed.

Substantive Compliance to other ARTA Provisions

PACD and Feedback Mechanism

The importance of a knowledgeable PACD officer and the presence and usefulness of a feedback mechanism should be highlighted. The PACD officer is the first line of interaction of the agency with its client. Culturally, Filipinos tend to ask for information than read a signage or poster, including the Citizen's Charter. The PACD officer is tasked to provide relevant information, and/or directing clients to the information they need.

It is important to ensure that the PACD officer is knowledgeable and is able to provide useful information.

The assessment of PACD officers' knowledge and the appropriateness and usefulness of the information provided can be done by the researcher during the administration of the Inspection Checklist as an undercover client. The following questions are suggested to determine knowledge and usefulness of PACD officers:

- What is the process for a specific frontline service (i.e. to secure a driver's license)?
- What are the requirements?
- What fee/s will be paid?
- How long is the processing time?
- How can I make a complaint or give a feedback? (To be asked by the interviewer after he/she has availed of a service)

Based on the PACD officer's answers to these questions, the Interviewer can provide insights on whether the officer is knowledgeable or not, and provide appropriate recommendations.

On the other hand, a feedback mechanism provides clients the opportunity to voice their satisfaction or dissatisfaction on the service they received. Culturally, Filipinos use this feedback mechanism to express dissatisfaction or file a complaint. In rare instances do clients provide a commendation or good feedback.

However, the value of feedback mechanisms has been decreasing due to the fact that the public sees that no actions are being done on their complaints/feedback ("why waste time"). A section on feedback mechanism should be included in the Inspection Checklist. This section shall measure the presence/absence of an actual feedback mechanism and its usefulness/relevance. A memo circular from the CSC reminding the use of feedback mechanism and publicizing the service office's response to feedback could be useful to reinforce the practice of using the feedback mechanisms provided.

(See Annex 2&3 for the Proposed Enhanced Inspection Checklist and Survey Questionnaire and Annex 4 for the details of the proposed enhancements.)

Information Usefulness and Reliability

Different factors affect the adequacy and reliability of information the RCS provides. These include contextual considerations, sampling and representativeness, capacity and objectivity of researchers/ field enumerators, and the medium/language used in gathering data. These factors are discussed separately and in detail below.

Contextual Considerations

Agencies during KII and FGDs propose the classification of service offices based on the following factors: client density, ratio of employees to clients and frontline service provided, the urban and rural location, rented or owned building/office, and the kind of frontline services provided. Similarly, grading systems shall be adjusted accordingly and comparison on service offices performance could be limited to similar category or classification.

Sampling and Representativeness

The limitation of ARTA-RCS sampling is something that cannot be avoided. However, this remains a limitation that, if addressed, can strengthen the integrity of the RCS. The CSC might consider exploring a purposive sampling to take into account the profile of clients of the agencies. For instance, using purposive sampling, the ARTA-RCS can have as respondents those who did not complete the process, those who availed services online, etc.

Based on the classification of frontline offices on their client density, kind of services being availed, and other criteria, the sample size is proposed to be adjusted to increase representativeness.

A further study is proposed to assess the impact of excluding clients who have not completed a transaction on the overall RCS grades.

Furthermore, the CSC may consider that instead of covering 100% of the frontline offices of the agencies covered, they would only take a sample of the frontline office using a sampling design that is representative and will take into account the number of clients, uniqueness of context/ condition and past performance. The CSC can push this further to even consider sampling the top 5-10% frontline offices of all the frontline agencies in the country. With a good sampling design, this can still serve the purposes of the ARTA-RCS. The awareness-educational impact of ARTA-RCS can be achieved through other programs, such as ARTA Watch, that cover all the selected agencies.

Capacity and Objectivity of Researchers

The capacity and objectivity of researchers can be addressed in the hiring and training processes, as earlier mentioned.

To lessen subjectivity of the Interviewer, specific sub-indicators shall be used to assess accessibility, convenience, cleanliness and orderliness, lighting and ventilation, and overall physical layout of the service unit.

Specific contexts/environment/situation, including whether the space is rented or owned by the agency, number of clients being serviced, and peak/off-peak seasons, shall be considered.

Specific information lacking from the RCS

Based on KII and FDGs, the RCS lacks other specific and important information, which include information beyond minimum compliance, employee's satisfaction, and frontline services through ICT.

Beyond Minimum Compliance

As the RCS has a specific objective of highlighting best practices, adding a question/indicator in the RCS tool to collect innovative practice is recommended. This question/indicator need not be given a corresponding point for the RCS report card. However, it must still be included in the RCS narrative report.

Positive feedback

An analysis of the RCS results has to be undertaken to validate the claim that it generates mostly negative feedback. If this is the case, positive feedback should be encouraged by specifically asking for good feedback or commendation from the clients, if there are any. This is to ensure that both the good and the bad are meted out.

Employee's Satisfaction

The wisdom of including information on the service provider or the employees in the RCS is recognized in the law. Agencies have also raised it. However, a separate mechanism or tool should be developed separately from the RCS for this purpose. This mechanism can go along with the proposal for the CSC to look into the organizational structure of agencies and the number of positions filled to ensure that the agency has the manpower/personnel to perform its functions.

Services through ICT

At this moment, the inclusion of services through the ICT is a limitation of the RCS. There should be a mapping of agencies providing services delivered through ICT. This is an initial step towards a long-term goal of including this feature under the RCS.

Provide Enhanced Support to Agencies in Improving ARTA Compliance and Frontline Service Delivery

This covers initiatives that the CSC, including the agencies, can take up to improve agencies' compliance with the ARTA. Primary to these are the technical assistance in formulating and reviewing their Citizen's Charter, providing a checklist or guidelines to ensure compliance with the ARTA, and providing training or guidance for local resource mobilization. Additionally, these also include instituting additional mechanisms to maximize the use of client feedback and the PACD officers, as well as to deter fixing. Finally, information and education campaigns, targeting both employees and the general public, will facilitate agencies' better compliance with the ARTA.

Technical assistance that the CSC can provide agencies

Citizens' Charter formulation and review

There is no aggregated information on the number of review and revisions of agencies' citizen's charters. The ARTA Law, enacted in 2007 and took effect on 2008, mandates the regular review and updating of the Citizen's Charter at least once every 2 years. To strictly comply with the law, agencies should have had at least 3 editions/updates of their respective Citizen's Charters by 2014.

The CSC, along with the Development Academy of the Philippines (DAP), is tasked to provide support for the development and review of agencies' Citizen Charters. A mechanism to provide technical assistance

to agencies should be developed. Monitoring of agencies' compliance with regularly updating their Citizen's Charter should be included in existing mechanisms of the CSC, such as ARTA Watch.

The CSC should ensure, possibly through a memo, that review and formulation of the Citizen's Charter includes the participation of the different stakeholders, primarily those in the frontline services and the citizens.

The review of the Citizen's Charter should strongly consider participation of officers at the service office level. This is to ensure that the updated charter reflects ground realities and commands ownership of frontline service employees, as well as citizens.

Checklist on mechanisms and systems that must be present to ensure good performance on ARTA-RCS

To empower agencies to comply with the ARTA, it is necessary to provide them with a checklist of indicators, mechanisms and systems that are measured in the RCS. This will aid agencies in complying with ARTA provisions, as well as prevent possible abuse or bias of field researchers.

The checklist or guideline could contain: general information on the ARTA-RCS (what are measured and how are these measured), common issues and concerns (such as No Noon Break policy vis-à-vis the Administrative Code which stipulates work hours) of agencies in complying with the ARTA and how these can be addressed, and examples of best and worst practices.

A common constraint in complying with RCS recommendations is resources. While some agencies prioritize and facilitate funding for ARTA compliance, other agencies remain caught with this constraint. Other agencies report pulling together personal contributions just to comply with RCS recommendations. While noble, this is not sustainable. The CSC may include in the checklist training and guidance for local resource mobilization to ensure local offices are able to comply with RCS recommendations.

Improve monitoring after RCS

For the service offices/ agencies up to receive an award, immediately after the RCS, checking on the mechanisms/systems that will sustain good performance can be done, specifically during validation. This will ensure that mechanisms sustaining good performance are put in place, thus, increasing the chances of more sustained good performance. For those who did not fair well, the CSC should continue its SDEP intervention and explore other ways to assist the agencies, such as engaging civil service organizations (CSOs).

Independent bodies may also be considered in monitoring agencies/service offices to check if the changes or improvements made are sustained. This is where CSOs can strategically provide support to the CSC in achieving the goals of ARTA-RCS.

Initiative to be recommended to both the CSC and the agencies

Education/ information efforts

Information gaps at different levels, which result to different sectors misunderstanding and misconceptions on ARTA and ARTA RCS, should be addressed.

The low awareness on the Citizen's Charter, along with the different misconceptions on the ARTA, requires a concerted information and education effort of both the CSC and the various agencies. On its 7th year of enactment, ARTA continues to face the challenges of poor understanding and appreciation of what its purpose is and how such purpose is achieved. An example of this is that of the transacting public seeing the Citizen's Charter as a top-down imposition on frontline service officers, instead of being a primary source of information and accountability.

The ARTA Watch is directed towards creating awareness on the ARTA and the Citizen's Charter. This initiative should be continued and improved in terms of coverage. The CSC may also enlist the help of citizen groups/civil society in focusing attention to the Citizen's Charter to ensure its usefulness to the transacting public.

Additional enhancement to be recommended to the agencies

Maximize use of Client Feedback

Client feedback should be highly encouraged through different mechanisms. One way is to show clients that the feedback generated is being addressed and that it is being used to improve service delivery.

Addressing feedback could also be maximized in the office's information and education drive on their Citizen's Charter or office services. Complaints or feedback regarding perennial concerns that bring about miscommunication or misunderstanding, such as the No Noon Break policy, queuing time, and incomplete documents, must be attended to more closely.

Record of Transactions to Deter Fixing

Agencies that have high number of transactions and are prone to fixers may adopt the computerized system of recording clients doing the transactions, such as in Naga City. Clients having repeated transactions at a given period of time may be considered as a red flag for fixing. Clients with repeated transactions can be identified and investigated for possible fixing activity. Aside from identifying fixers, the said system can also be used by agencies in profiling their clients as well as in tracking performance.

Maximize use of PACD Officer

Other agencies have already realized the importance of PACD officers and have been able to maximize them to improve frontline services. PACD officers are able to give the needed information, ensure that concerns are addressed, and direct the flow of clients for faster interaction with frontline service providers. These should be replicated in other agencies. Furthermore, a training course may be developed specifically for this purpose.

List of References

- Borry, E. L. (2013). Red Tape: A New Measurement. Paper presented at the 11th Public Management Research Conference, Madison, Wisconsin. Retrieved from <http://www.union.wisc.edu/pmra2013/Paper%20Submissions/Renamed/Red%20Tape%20A%20New%20Measurement.pdf>
- Bozeman B. (2000). *Bureaucracy and red tape*. Upper Saddle River, NJ: Prentice-Hall.
- Bretschneider, S., et.al. (2008). A New approach to measuring red tape from survey data: Controlling for perceptions of formalization.
- Casayuran, M. (2013, September 22). Recto moves to cut red tape in GSIS. *Manila Bulletin*. Retrieved from <http://www.mb.com.ph>
- Cavalluzo, K. S. & Ittner, C. D. (2003, January). *Implementing performance measurement innovations: evidence from government*. Retrieved from http://papers.ssrn.com/sol3/papers.cfm?abstract_id=396160
- Cho, S. & Gillespie, D. (2006). A Conceptual Model Exploring the Dynamics of Government—Nonprofit Service Delivery. *Nonprofit and Voluntary Sector Quarterly*, 35(3), 453-509. doi:10.1177/0899764006289327
- Civil Service Commission. (2013). *Anti-Red Tape Act Report Card Survey: 2013 Nation Report Findings*. Civil Service Commission. (no date). *Anti-Red Tape Act (ARTA) Report Card Survey Manual of Instructions*.
- Civil Service Commission. (2011). *ARTA RCS Implementation Plan for 2012*.
- Civil Service Commission. (2012). *ARTA Watch Report. 2011*.
- Civil Service Commission. (2013). *OM 2013 Policy Guidelines on the Conduct of ARTA-RCS*.
- Civil Service Commission. (2010). *Onwards to Lasting Transformation in the Philippine Bureaucracy: The CSC Strategic Reform Agenda*.
- DaHart-Davis, L. & Pandey, S.K. (2005). Red tape and public employees: does perceived rule dysfunction alienate managers? *Journal of Public Administration Research and Theory*, 15(1), 133-148.
- Davis, R., Pandey, S. K., Wright, B. E. (2011). *What do Measures of Bureaucratic Red Tape Register? Individual Perceptions or Organizational Property*. Prepared for the 11th National Public Management Research Conference, Syracuse, NY. Retrieved from https://www.maxwell.syr.edu/uploadedFiles/conferences/pmrc/Files/Davis_What%20do%20Measures%20of%20Bureaucratic%20Red%20Tape%20Register%20Individual%20Perceptions%20or%20Organizational%20Property.pdf
- Dorotan, E. & Ublade, L. (2010). *Best Practices in Promoting Public Transparency at the Local Level*. Retrieved from http://peranatinito.net/index.php?option=com_content&view=article&id=71:best-practices-in-promoting-public-transparency-at-the-local-level&catid=44:stories&Itemid=94
- Esber, V.F. (2012). *The ARTA – Report Card Survey as a Tool in Participatory, Accountable, and Transparent Governance*. Presentation at the ASEAN Conference on Promoting Social Accountability in Public Service, Makati City, PH.
- Feeney, M. (2011). *Organizational red tape: the conceptualization of a common measure*. Prepared for the 11th Annual Public Management Research Conference: Syracuse, N.Y. Retrieved from https://www.maxwell.syr.edu/uploadedFiles/conferences/pmrc/Files/Feeney_Organizational%20Red%20Tape%20The%20Conceptualization%20of%20a%20Common%20Measure.pdf
- Australian Council of Social Service. (2012). *Improving community sector effectiveness and efficiency: priorities for reducing red tape*. Retrieved from http://acoss.org.au/images/uploads/Final_ACOSS_priorities_for_reducing_red_tape.pdf
- Kaufman, H. (1977). *Red Tape: Its Origins, Uses and Abuses*. D.C.: The Brookings Institution.
- Local Government Academy (LGA), Department of Interior and Local Government. (2008). *Primer on RA 9485: The Anti-Red Tape Act of 2007*.
- Lim, F. (2010, August 12). Point of Law: Is the Anti-Red Tape Law working? *Philippine Daily Inquirer*. Retrieved from <http://business.inquirer.net>
- NSCB. (2012, March 27). *NSCB renews clearance of Anti-Red Tape Act Report Card Survey*. Retrieved from http://www.nscb.gov.ph/pressreleases/2012/PR-201203_PP1_02_arta.asp

- Organisation for Economic Co-operation and Development. (2003, June). From Red tape to Smart Tape: Administrative Simplification in OECD Countries. OECD Policy Brief. Retrieved from <http://www.oecd.org/regreform/regulatory-policy/2790042.pdf>
- Organisation for Economic Co-operation and Development. (2007). Cutting Red Tape: National Strategies. OECD Policy Brief. Retrieved from <http://www.oecd.org/site/govgfg/39609018.pdf>
- Pandey, S. & Bretschneider S. (1997). The impact of red tape's administrative delay on public organizations' interest in new information technologies. *Journal of Public Administration Research and Theory*, 7(1), 113-130.
- Pandey, Coursey, & Moynihan. (2007). Organizational Effectiveness and Bureaucratic Red Tape: A Multimethod Study. *Public Performance & Management Review* 30(3), 398–425.
- PCIJ (2006, August 23). Cutting red tape. Retrieved from <http://pcij.org/blog/2006/08/23/cutting-red-tape>
- Phil-OGP Country Assessment Report. (March 2013).
- Philippine Development Plan 2011-2016.
- Ranada, P. (2014, April 4). All-in-one PH gov't services portal in the works. *Rappler*. Retrieved from <http://www.rappler.com>
- Saguin, KIC. (2012). Implementing the Citizen's Charter in the Philippines: Insights from Selected Local Government Units. Ecole Polytechnique Federale De Lausanne.
- Sebastian, J. G., Skelton, J. & West, K. P. (n.d.). Principle 7: There is feedback to, among and from all stakeholders in the partnership, with the goal of continuously improving the partnership and its outcomes. Retrieved from https://depts.washington.edu/ccph/pdf_files/summer7-f.pdf
- The Philippine Star Editorial (2013, April 16). Cutting red tape. *The Philippine Star*. Retrieved from <http://www.philstar.com>
- World Bank. (2010). Doing Business in the Philippines 2011: Comparing Business Regulations in 25 Cities and 183 Economies. Retrieved from <http://www.doingbusiness.org/~media/GIAWB/Doing%20Business/Documents/Subnational-Reports/DB11-Sub-Philippines.pdf>

List of Key Respondents and Interview Date

Mr. Francisco T. Duque III, Chair, Civil Service Commission (CSC). 30 May 2014.
Development Academy of the Philippines (DAP). 17 June 2014.
Mr. Wilfredo Prilles, Naga City Planning and Development Officer. 28 May 2014.
Mr. Virgilio Fulgencio, Executive Director, National Competitiveness Council, Department of Trade and Industry (DTI-NCC). 25 June 2014.
Ms. Marilou del Rosario, OIC Assistant Commissioner, Bureau of Internal Revenue (BIR). 05 May 2014.
Mr. Eduardo Fernandez, Vice President, Luzon North Office, Government Service Insurance System (GSIS). 05 May 2014.
Mr. Joseph Philip Andres, Vice President, Luzon South Office, Government Service Insurance System (GSIS). 05 May 2014.
Ms. Salvacion Mate, Vice President, Visayas Office, Government Service Insurance System (GSIS). 05 May 2014.
Mr. Frederick Javillo, Executive Assistant, VisMin Group, Government Service Insurance System (GSIS). 05 May 2014.
Mr. Dionisio Ebdane, Senior Vice President, VisMin Group, Government Service Insurance System (GSIS). 05 May 2014.
Ms. Abby, Government Service Insurance System (GSIS). 05 May 2014.
Mr. Mario Ang, Government Service Insurance System (GSIS). 05 May 2014.
Ms. Marie-Jean Victorio, OIC, Internal Division Audit Central Office, Land Transportation Office (LTO). 20 June 2014.
Mr. Sandy Sandigan, National Statistics Office. 15 April 2014.
Ms. Jerrilynn Landicho-Pilar, Department Manager, Member Relations Department, Home Development Mutual Fund (HDMF). 07 April 2014.
Ramon F. Aristoza, Jr., PhilHealth Executive Vice President/Chief Operating Officer, Philippine Health Insurance Corporation (PhilHealth). 23 April 2014.
Ms. Evelyn Bayua, OIC Chief, Human Resources, Professional Regulation Commission. 22 April 2014.
Ms. Susie Bugante, Social Security System (SSS). 28 April 2014.
Atty. Jose Andrada, Social Security System (SSS). 28 April 2014.
Ms. Avice Cariño, Corporate Policy and Planning Department, Social Security System (SSS). 28 April 2014.
Ms. Luz Punzalan, Human Resource Management Division, Social Security System (SSS). 28 April 2014.

List of Focus Group Discussion Participants

Region III

Land Transportation Office, Land Registration Authority, National Statistics Office. 07 July 2014.

Government Service Insurance System, Home Development Mutual Fund, Philippine Health Insurance Corporation, Social Security System. 04 July 2014.

Bureau of Internal Revenue. 07 July 2014.

Region VII

Land Transportation Office, Land Registration Authority, National Statistics Office. 21 July 2014.

Government Service Insurance System, Home Development Mutual Fund, Philippine Health Insurance Corporation, Social Security System. 22 July 2014.

Bureau of Internal Revenue. 22 July 2014.

Region X

Land Transportation Office, Land Registration Authority, National Statistics Office. 04 August 2014.

Government Service Insurance System, Home Development Mutual Fund, Philippine Health Insurance Corporation, Social Security System. 04 August 2014.

Bureau of Internal Revenue. 05 August 2014.

List of Annexes

Annex 1: Standards Mapping

Annex 2: Enhanced Inspection Checklist

Annex 3: Enhanced Survey Questionnaire

Annex 4: Explaining the Proposed Enhancements