



## **ASSESSING THE CITIZEN'S CHARTER FORMULATION AND IMPLEMENTATION AT THE BUREAU OF CUSTOMS PORT OF CLARK AND THE CLARK DEVELOPMENT CORPORATION**

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**ABSTRACT** – Since the passage of Republic Act No. 9485 or the Anti-Red Tape Act (ARTA) of 2007, assessments of Citizen's Charter (CC) formulation and implementation have been done mostly on local government units (LGUs) and national government agencies (NGAs) in the National Capital Region. None have been previously performed on equally important NGAs and government-owned or controlled corporations (GOCCs) inside one of the country's major global gateways and special economic zones – the Clark Freeport Zone (CFZ). This study was conducted to: (1) check whether the Bureau of Customs (BOC) Port of Clark and the Clark Development Corporation (CDC) comply with the information requirements on CCs as stipulated by the ARTA's Implementing Rules and Regulations; (2) determine how the two agencies formulated and implemented their CCs; and (3) see if they comply with their service standards.

The study found that the two case agencies: (1) did not comply with the required information on the procedure for filing complaints, the allowable extension period for unusual circumstances, and the contact numbers for giving feedback; (2) had a bottom-up approach in CC formulation and implementation, and performed some customization and work simplification; (3) disseminated their CCs in English although Filipino or any local dialect was an option; and (4) were compliant with their service standards. Since the BOC Port of Clark's 63% compliance rate and the CDC's 67% were below the Civil Service Commission's 70% passing mark on its Report Card Survey (RCS), the study concluded that both agencies failed the assessment.

The study recommended that they: (1) supply the missing information in their CCs to pass future assessments; (2) consider the needs and participation of clients in the revision of their CCs; and (3) make their revised CCs more inclusive by disseminating them both in English and Filipino or any local dialect. A longer time and motion study in the two agencies should be conducted to check whether they can consistently comply with their service standards.

Key words: red tape, Citizen's Charter, anti-corruption tool, and quality assessment instrument

## **Introduction**

According to Merriam-Webster's 11<sup>th</sup> Collegiate Dictionary, the etymology of the noun "red tape" was from the red tape or ribbon formerly used to bind legal documents in England in 1736. It now means an official routine or procedure marked by excessive complexity which results in delay or inaction.

The complaints about red tape are many, from long, messy, outdated, and costly government transactions to insane demands of bureaucrats. At the same time, however, red tape is how government protects its citizens from unfair labor practices, contaminated food, and substandard products. In short, one person's red tape is another person's protection (Kaufman, 2015).

But over the years in the Philippines, red tape has been increasingly denounced as a bureaucratic problem that is highly associated with graft, corruption, and inefficiency in government (Reyes and De Leon, 1983: 4 as cited in Calina, 2015: 40). Moreover, it has long been embedded in Philippine culture with Filipinos having to deal with voluminous requirements and seemingly endless processes to simply secure certificates or licenses (Local Government Academy, 2008: 2).

In response to the urgent need to establish an effective system that will eliminate bureaucratic red tape, fight graft and corruption, and improve the efficiency of government frontline service delivery, Republic Act No. 9485, otherwise known as the Anti-Red Tape Act (ARTA) of 2007, was signed into law by President Gloria Macapagal-Arroyo on June 2, 2007 (Local Government Academy, 2008: 15).

Section 5 of the ARTA of 2007 required reengineering of governmental procedures and systems. Section 6, on the other hand, mandated all national government agencies (NGAs), government-owned or controlled corporations (GOCCs), government financial institutions (GFIs), state universities and colleges (SUCs), and local government units (LGUs) to create a Citizen's Charter for all their frontline services. Section 7, meanwhile, puts the responsibility of implementing the law on the shoulders of agency heads.

According to the law's Implementing Rules and Regulations (IRR) which came out in 2008, CCs must have the following pieces of information: (1) vision and mission of the government agency; (2) identification of the frontline services offered; (3) clients; (4) step-by-step procedure to obtain a service; (5) officer or employee responsible for each step; (6) maximum time to conclude the process; (7) documents to be presented by the client and why they are needed; (8) amount of the fees; (9) procedure for filing complaints; (10) names and contact details of the officials whom the clients can file a complaint to; (11) allowable period for extension due to unusual circumstances; and (12) contact numbers to call for recommendations, inquiries, suggestions, and complaints.

The Primer on the ARTA of 2007 defines Citizen's Charter (CC) as "an official document, a service standard, or a pledge, that communicates information on the services provided by the concerned government agency to the public. It describes the step-by-step procedure for availing a particular service, and the guaranteed performance level that they may expect for that service" (Local Government Academy, 2008: 19).

This study viewed the CC as a byproduct of a reform movement in the field of Public Administration in the late 1970s and early 1980s. This reform movement is called the New Public Management (NPM). According to Frederickson and Smith (2003), NPM refers to formal and informal processes of guiding human interaction toward public organizational objectives. They emphasize that in NPM, the units of analysis are processes of interaction between managers and workers and the effects of management behavior on workers and work outcomes. They concede that a major criticism of the NPM is that it equates corporate values with democratic values. Nevertheless, NPM can be credited for putting forward the following interrelated components that are supposed to improve public management: (1) provision of high quality services that the citizens value; (2) increase in the autonomy of public managers; (3) giving of rewards based on the achievement of performance targets; (4) ensuring the availability of human and technological resources; (5) appreciation of the virtues of competition; and (6) allowing the private sector to provide services.

Löffler (2001), on the other hand, considered the CC as one of the three commonly used quality assessment instruments. The other two are the ISO 9000 series and third party certification, and the quality excellence models. He said that the essential idea behind charters is to increase the quality of services as perceived by service users, and its ultimate purpose is to renew citizen trust not only in public services but also to the state.

There are, however, different charters for different conceptions of quality in society (Bouckaert, 1995:196 as cited in Löffler, 2001: 10). According to Löffler (2001: 10), in the British CC, the market is the point of departure, and the general purpose is to increase competition and choice. In the French and the Belgian CCs, however, the state and the democratic legal framework are the points of departure, and the main intention is to improve public service delivery by maintaining equilibrium of rights and duties among the various stakeholders. He concluded that, even though charters generally focus on quality in public administration, the underlying societal concept and the way in which quality is measured are different from each other. He said that this difference applies particularly to the concept of citizens and customers.

According to Bouckaert (as cited in Löffler, 2001), a citizen is "a concentration of rights and duties within a constitutional state, within the rule of law, and a hierarchy of laws and regulations." He emphasized that the customer is a much more limited concept since the citizen is part of the "social contract," while the customer is part of the "market contract." He also argued that when charters are used in the ideological context of NPM, charters may no longer be considered as a catalogue of rights and duties of the ruler and the ruled, but a "quality checklist" for public service users. He found this especially true for the British citizen's charter which he thought would be more appropriately called "customer's charter."

The dual conception of the CC as an anti-corruption tool and as a quality assessment instrument, together with the required twelve pieces of information on CCs as stipulated in the 2008 IRR of the ARTA served as this paper's theoretical or conceptual handles.

The CC was part of the evolution of productivity and performance measurement and quality improvement programs in the Philippines. The earliest productivity and performance measurement tool in the country, particularly for LGUs, was the Local Productivity and Performance Measurement System (LPPMS). It was conceptualized in 1980 and implemented in 1984 (Bureau of Local Government Supervision, 2006). The LPPMS was followed in 1986 by the 5S (Sort, Systematize, Sweep, Standardize, and Self-

Discipline) program of the DAP and the Asian Productivity Organization (Development Academy of the Philippines, 2005). Then, the DILG came up with the Citizen's Satisfaction Index System (CSIS) in 2000, the Local Development Watch (LDW) in 2001, and the Local Governance and Performance Management System (LGPMS) in 2004.

These were followed by the issuance of Administrative Order No. 161 in 2006 and Executive Order No. 605 in 2007 by President Gloria Macapagal Arroyo. The former mandated all national and local government agencies to adopt an ISO-aligned quality management system (QMS). The latter, on the other hand, directed them to adopt ISO 9001: 2000 as part of the government-wide QMS program (Office of the President of the Philippines, 2007). Also in 2007, Republic Act No. 9485 or the ARTA was enacted to eliminate red-tape, graft, and corruption, and to make the delivery of government frontline services efficient. In the context of public sector reform in the Philippines, Calina (2015) considered the passage of the ARTA monumental because it has become the most noticeable legal mechanism that spells out reengineering of systems and procedures for an efficient and effective delivery of government frontline services.

In 2011, DILG Secretary Jesse M. Robredo issued Memorandum Circular (MC) No. 2011-95, also known the "Seal of Good Housekeeping for Local Governments." The Seal of Good Housekeeping (SGH) was a project that recognized LGUs with good performance in internal housekeeping, particularly in the areas of local legislation, development planning, resource generation, resource allocation and utilization, customer service, and human resource management and development, as well as, in valuing the fundamentals of good governance. The 2011 SGH implementation focused on sound financial management measured through the absence of an adverse or a disclaimer COA opinion, and on transparency and accountability through the observance of the Full Disclosure Policy ("Seal of Good Housekeeping", n.d.)

In 2013, the SGH was updated and called the Seal of Good Local Governance (SGLG). In its initial implementation, it was conferred to LGUs that passed in all three core criteria of (1) good financial housekeeping, (2) disaster preparedness, and (3) social protection, and in at least one of the essential or supplementary criteria of (1) business friendliness and competitiveness, (2) environmental protection, and (3) law, order, and public safety. SGLG recipients were given a national recognition and cash awards to finance its development projects (Bureau of Local Government Supervision, 2013).

The CC's functions as an anti-corruption tool and a quality assessment instrument become more apparent when it is viewed as the main component of the ARTA of 2007. Calina (2015), for instance, considered the CC as the main component of the ARTA and clarified its requirements. The law requires all NGAs, LGUs, GOCCs, GFIs, and SUCs to: (1) identify the frontline services that it offers to citizen-customers; (2) provide information on its services; and (3) describe the step-by-step procedure for availing a particular service, its documentary and other requirements, and its service standard or the guaranteed performance that citizen-customers can expect from that service.

The other components of the ARTA are the Report Card Survey (RCS) and the ARTA Watch. Both are conducted by the Civil Service Commission (CSC). The RCS is a face-to-face survey with customers who have just availed of any frontline service being inspected (Office of the President of the Philippines, 2014). The ARTA Watch, on the other hand, is spot checking to determine agency compliance.

In the 2012 RCS, eight branches of the BOC were among the 150 government offices

that got failing marks from the CSC. This meant that they either obtained a final score of below 70% in the RCS or failed in at least one of the two core areas of the ARTA of 2007, namely: (1) compliance with the law's provisions such as the availability of a CC that is visible to transacting clients and an anti-fixing campaign, among others; and (2) overall client satisfaction (Punongbayan, 2013).

Since the passage of the ARTA of 2007, assessments of CC formulation and implementation have been done mostly on LGUs and NGAs in the National Capital Region (NCR). For instance, in 2012, Saguin assessed the CC implementation of the city governments of Manila, Marikina, Makati, Mandaluyong, and Pasig. Calina, in 2015, meanwhile, assessed the CC implementation of the National Statistics Office (NSO) in Quezon City and the National Bureau of Investigation (NBI) in Manila.

This study has not found similar assessments on equally important NGAs and GOCCs in one of the country's major special economic zones – the CFZ. This study, hence, was conducted to: (1) check whether the BOC Port of Clark and the CDC comply with the information requirements on CCs as stipulated by the ARTA's Implementing Rules and Regulations; (2) determine how the two agencies formulated and implemented their CCs; and (3) see if they comply with their service standards.

The CFZ was chosen as the general geographic area of interest because of three reasons. First, it is a global gateway. Many foreign and domestic tourists and businessmen enter and exit the country through the Clark International Airport (also known as the Diosdado Macapagal International Airport). Its 2,500-hectare modern aviation complex is considered as the best alternative to the congested and outmoded Ninoy Aquino International Airport (NAIA), which was built in 1981 (Rivera, 2014). Second, it is an investment haven. Its strategic location is right at the heart of growing markets in the Asia-Pacific region. Its modern infrastructure facilities, generous fiscal and non-fiscal incentives, professional support services, amenities, and other advantages make it an ideal place for investment ("Clark Vision and Mission", n.d.). Third and last, it is home to the University of the Philippines Diliman Extension Program in Pampanga, more popularly known as UP Pampanga (UPDEPP or UP Clark).

The BOC Port of Clark and the CDC, meanwhile, were chosen as the case agencies of this study because they are two of the four government agencies located in the CFZ that the UP Diliman Extension Program in Pampanga (the author's home institution) is supposed to serve in the areas of instruction, research, and extension. The other two government agencies, namely, the Bureau of Immigration (BI) Angeles Extension Office on the second floor of the CDC Building, and the Clark International Airport Corporation (CIAC) have been the subject of a similar assessment or parallel study.

The other reason why the BOC Port of Clark was chosen as one of the two case agencies of the study is because of its negative perception among the workers in the CFZ and the residents of both Angeles City and Mabalacat City.<sup>1</sup> It was interesting to find out how a government agency that is generally associated with red tape, graft, and corruption was able to formulate and implement an anti-corruption tool and a quality assessment instrument such as the CC.

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<sup>1</sup> In the First Semester of Academic Year 2014-2015, the students of Economics 191 (Development Economics) class of the UP Diliman Extension Program in Pampanga conducted a perceptions survey of government agencies in the Clark Freeport Zone. Its results were used in discussing the role of institutions in economic development.

In contrast, the CDC was chosen as one of the two case agencies of the study because of its positive image among the workers in the CFZ and residents of both Angeles City and Mabalacat City. The study carried with it the implicit assumption that CC formulation and implementation in a government agency that is perceived to be clean (e.g. CDC) was much easier than in a government agency that is perceived to be corrupt.

## **Methodology**

The data set required in assessing the compliance of the two case agencies – the BOC Port of Clark and the CDC – with the information requirements of the ARTA of 2007 on CCs was spelled out in the law's IRR which came out in 2008. The required pieces of information were the following: (1) vision and mission of the government office or agency; (2) identification of the frontline services offered; (3) clients; (4) step-by-step procedure to obtain a service; (5) officer or employee responsible for each step; (6) maximum time to conclude the process; (7) documents to be presented by the client and why they are needed; (8) amount of the fees; (9) procedure for filing complaints; (10) names and contact details of the officials whom the clients can file a complaint to; (11) allowable period for extension due to unusual circumstances; and (12) contact numbers to call for recommendations, inquiries, suggestions, and complaints.

Meanwhile, the data set required in assessing the process and content elements of CC formulation and implementation was adapted from Saguin (2012 and 2013). The elements were: (1) stakeholder involvement in the development of service standards; (2) manner of presentation and the language used; (3) customization; (4) process simplification; (5) dissemination; (6) monitoring; and (7) information contained in the citizen's charter.

Finally, the data set required in determining the two case agencies' compliance with their respective service standards consisted of the normal task times or service standards and the actual or measured times of the observed sample transactions.

The first two data sets were obtained through site observations and interviews of the case agencies' key officials and staff. The third data set, on the other hand, was obtained through the conduct of time and motion studies of the observed sample transactions.

Permission to conduct the research activities was obtained in July 2014 from the BOC Port of Clark's Office of the Acting District Collector (through the Office of the Department Collector and Passenger Service) and the CDC's Office of the Assistant Vice President for Marketing (through the Office of the Human Resources Department Manager). The former gave permission to observe only the processing of consumption entry transshipment, which is one of the BOC Port of Clark's 10 import transactions. The latter, on the other hand, gave permission to observe only the receipt and processing of inbound letters and documents at the CDC's Records Management Office (CDC-RMO). Since the business operations of the two agencies differ from each other, a single or common frontline service or transaction could not be observed.

The site observations, interviews, and time and motion studies were conducted in September 2014. Follow up observations and interviews were done in July and August 2015, and in March 2016. During the site observations, the citizen's charters posted in the premises of the two case agencies and in their websites were examined whether they contain all the 12 pieces of information required by the 2008 Implementing Rules and

Regulations of the ARTA of 2007. A full point (1) was given to an agency for every required piece of information that it has included in its citizen's charter. A half point (0.5) was given to an agency for every required piece of information that it has only partially included in its citizen's charter. No point (0) was given to an agency for every required piece of information that it has failed to include in its citizen's charter. The maximum total number of points that each agency could gather was 12. Out of this total, each of the two case agencies must get at least 8.4 points to pass the assessment. This minimum passing score was based on the CSC's 70% passing mark in the RCS.

Also, during the site visits, the officials and staff of the two agencies were interviewed on how they formulated and implemented their citizen's charters. They were asked specifically if they had: (1) attempted to customize their citizen's charters based on local conditions and the needs of their clients; (2) allowed their clients to participate in the development of their service standards; (3) done some process simplification; (4) disseminated their citizen's charters; (5) monitored compliance among their staff; and (6) already caught some violations to their citizen's charters.

On all Mondays of September 2014, time and motion studies were conducted in the two agencies in order to check whether they were following or observing the service standards that they have put in their CCs. The author could have increased the frequency or lengthened the duration of the time and motion studies. His commitment to his regular classes at the UP Diliman Extension Program in Pampanga on Tuesdays thru Saturdays, however, prevented him from doing so. This has become one of the study's limitations.

## **Results and Discussions**

The BOC Port of Clark complied with 7.5 out of the 12 required pieces of information by the ARTA on CCs. This translates to a compliance rate of about 63%. It had vision and mission statements, frontline services offered, clients, step-by-step procedure to obtain a particular service, officer or employee responsible for each step, maximum time to conclude the process, and the amount of fees. It also had a list of documents to be presented by the client, but it did not explain why such documents were needed. Hence, it received only a half point (0.5 points) for this particular item. Furthermore, its CC lacked the procedure for filing complaints, the names and contact details of the officials or staff whom the clients can file a complaint to, the allowable period of extension due to unusual circumstances, and the contact numbers for giving feedback or suggestions. Since its 63% compliance rate was below the 70% passing mark of the CSC on its RCS, it failed the assessment. It was found non-compliant with the ARTA's information requirements on CCs.

The CDC, on the other hand, complied with 8 out of the 12 required pieces of information by the ARTA on CCs. This translates to a compliance rate of about 67%. Its CC had vision and mission statements, frontline services offered, clients, step-by-step procedure to obtain a particular service, officer or employee responsible for each step, the maximum time to conclude the process, and the amount of fees. It had a list of documents to be presented by the client, but it did not offer an explanation on why the documents were needed. Hence, it received only a half point (0.5 points) for this particular item. Moreover, its CC lacked the procedure for filing complaints, the names and contact details of the officials or staff whom the clients can file a complaint to, the allowable period of extension due to unusual circumstances, and the contact numbers for giving recommendations or feedback. Since its 67% compliance rate was 3% below the

CSC's 70% passing mark on its RCS, it failed the assessment. It was found non-compliant with the information requirements of the ARTA on CCs. Table 1 on the next page summarizes the compliance of the two case agencies on the information requirements of the ARTA on CCs.

**Table 1. Compliance of the Two Case Agencies on the Information Requirements of the ARTA on CCs**

<b>Required Information</b>	<b>BOC Port of Clark</b>	<b>CDC</b>
Vision and mission of the office/agency	1	1
Frontline services offered	1	1
Clients	1	1
Step-by step procedure to obtain a service	1	1
Officer/employee responsible for each step	1	1
Maximum time to conclude the process	1	1
Documents to be presented by the client and why they are needed	0.5	0.5
Amount of the fees	1	1
Procedure for filing complaints	0	0
Names and contact details of the officials whom the clients can file a complaint to	0	0.5
Allowable period for extension due to unusual circumstances	0	0
Contact numbers to call for recommendations, inquiries, suggestions, and complaints	0	0
<b>Total Points</b>	<b>7.5</b>	<b>8</b>

According to a staff of the BOC Port of Clark's Assessment Division, their most common type of transaction was the processing of consumption entry. It was one of their 10 import transactions. Consumption entries were classified into yellow, green, and red lanes. Those in the yellow and red lanes required actual examination of contents. When consumption entries were classified as red, they were subjected to additional examinations before a final assessment was made. Those in the green lane did not have

to pass through examination and appraisal.

The BOC Port of Clark had a bottom-up approach in CC formulation and implementation. It customized its CC based on its local conditions and clientele. Its Administrative Division Head clarified that their CC was different from the one in Manila. The reason that he gave was that transactions in the BOC Port of Clark were only transshipments. This meant that the goods had already been declared and assessed from their point of origin.

The BOC Port of Clark also customized and simplified some of its processes. For instance, it is now issuing the permits to brokers and importers online. This facility is called the Transit Declaration Single Administrative Document (Transit SAD). Its Customs Clearance Area (CCA) issues a joint memorandum with the CDC. Upon receipt of the CCA and CDC joint memorandum, brokers and importers use the Value Added Service Providers (VASP) such as the E-konek and Inter-Commerce that issue and receive all documentary requirements. Their use of the E-konek is in compliance with the Customs and Tariff Modernization Act of 2008. Article 124 of the said law intended to create a paperless environment for customs operations and control.

It was noted that there had been no client participation in the BOC Port of Clark's service standards development. According to one of the agency's staff, since it usually takes 10 minutes to conclude consumption entry transshipment, 10 minutes has become their service standard or normal task time for the said transaction.

The CC of the BOC Port of Clark is in English. It was disseminated using tarpaulins or billboards, but is also available in the agency's website ([www.boc.gov.ph](http://www.boc.gov.ph)).

According to the BOC Port of Clark's Deputy Collector for Administration and Passenger Service, they were monitoring staff compliance with their CC. He said that there has been no recorded violation to date. He added that the BOC Port of Clark only has 32 employees. Due to this limited number, he was compelled to put them on multi-tasking jobs.

According to a secretary of the CDC's RMO, one of the main functions of her office is the processing of inbound letters and documents. Instead of the step-by-step execution of the job as stated in the CDC's CC, they perform some of the steps simultaneously. While their CC has a total of seven steps, their office only has these four: (1) receiving and logging of letters and documents; (2) routing of inbound and internal documents to concerned CDC departments or offices; (3) scanning of documents; and (4) encoding of the documents into the RMO database. The office considers this as a faster and more efficient way of processing inbound letters and documents.

The preceding paragraph implied that the CDC-RMO also had a bottom-up approach in CC formulation and implementation. It also showed that the office has done some customization and work simplification based on local conditions, but not on clients' needs. In addition, the office's 6-minute service standard or normal task time for the processing of incoming letters and documents was developed without client participation.

The entire CDC, not just the CDC-RMO, disseminated its CC in English, with the use of tarpaulins or billboards and its website ([www.clark.gov.ph](http://www.clark.gov.ph)). According to the head of the CDC-RMO, he has been monitoring staff compliance with their CC and no one has violated it yet.

The actions that the BOC Port of Clark and the CDC had taken to formulate and

implement their citizen's charters are summarized in Table 2 below.

**Table 2. Actions Taken by the Two Case Agencies to Formulate and Implement Their CCs**

<b>Actions Taken</b>	<b>BOC Port of Clark</b>	<b>CDC-RMO</b>
Customized citizen's charter based on local conditions and clients' needs	Yes	Yes
Allowed clients to participate in service standards development	No	No
Had done some process simplification	Yes	Yes
Disseminated citizen's charter	Yes	Yes
Monitored staff compliance with citizen's charter	Yes	Yes
Caught some violations to citizen's charter	No	No

The BOC Port of Clark's service standard or normal task time in processing consumption entry transshipment was 10 minutes. The mean of the timed consumption entry transshipment transactions, however, was only 8 minutes, or 2 minutes faster than standard. The agency, hence, was found compliant with its own service standard for the said transaction.

Meanwhile, the CDC-RMO's service standard for receiving of inbound letters and documents was 6 minutes. The mean of the timed transactions, however, was only 5 minutes, or 1 minute faster than standard. The office, hence, was found compliant with its own service standard for the said transaction.

The compliance of the BOC Port of Clark and the CDC-RMO to their own service standards is summarized in Table 3 below.

**Table 3. Compliance to the Service Standards of Selected Transactions**

<b>Agency</b>	<b>Transaction</b>	<b>Service Standard (min.)</b>	<b>Mean (min.)</b>	<b>Deviation (min.)</b>
BOC Port of Clark	Processing of Consumption Entry (Transshipment)	10	8	-2
CDC-RMO	Receiving of Incoming Letters and Documents	6	5	-1

## Conclusion

The BOC Port of Clark and the CDC failed to comply with some of the information requirements of the ARTA on CCs. Their CCs lacked the required information on the procedure for filing complaints, the allowable period for extension due to unusual circumstances, and the contact numbers to call for giving suggestions or feedback. They had a list of the required documents to be presented by their clients, but did not explain why those documents were needed. The CDC identified the department where clients can file a complaint to, but it did not indicate the names and contact details of the officer or employee responsible for receiving and handling complaints. The BOC Port of Clark, on the other hand, did not include the names and contact details of the persons whom the clients can file a complaint to. Because of these deficiencies, the BOC Port of Clark and the CDC had compliance rates of only 63% and 67% respectively. These were below the 70% passing mark of the CSC on its RCS.

The two case agencies had a bottom-up approach in CC formulation and implementation. They customized and simplified work processes and developed service standards while taking local conditions in consideration. They, however, did not consider the needs of their clients in the said customization and work simplification. They also did not involve their clients in the said undertakings.

Both case agencies disseminated their CCs in English. This was fine for foreign investors and tourists in the CFZ. But the ARTA's IRR gave government agencies and public sector organizations an option to also disseminate their CCs in Filipino or any local dialect. The intention of the law, perhaps, was to make CCs more inclusive or less discriminatory to locals who are not very proficient in English.

The BOC Port of Clark has put its 32 employees on multi-tasking jobs. Multi-tasking could make transaction processing faster or more efficient. However, it unnecessarily gives wider discretion to the staff or employees of the agency. With wider discretion, they are more prone to fixing. This worry or concern is based on Klitgaard's formula or equation for corruption:  $C = M + D - A$ . It says that corruption ( $C$ ) is equal to monopoly ( $M$ ) plus discretion ( $D$ ) minus accountability ( $A$ ) (Klitgaard, 1998 as cited in Calina, 2015). Agency employees assigned on multi-tasking jobs have more discretion and monopoly since they are deciding and acting on portions of transaction processing that used to be decided and acted upon by other employees and officials. Without additional control procedures such as monitoring, there will not be a corresponding increase in accountability that should counter the increases in monopoly and discretion. The ultimate result will be an increase in corruption such as fixing.

Both case agencies were found compliant with their respective service standards. Consumption entry transshipment processing at the BOC Port of Clark was 2 minutes faster than its 10-minute service standard. The processing of incoming letters and documents at the CDC-RMO, on the other hand, was 1 minute faster than its 6-minute service standard.

## Recommendations

Both case agencies should supply the missing pieces of required information on their CCs to pass future assessments. To reiterate, these are: (1) the procedure for filing complaints; (2) the allowable period for extension due to unusual circumstances; and (3) the contact numbers to call for giving suggestions or feedback.

They should also consider the needs of their clients in the revision or reformulation of their CCs. They should involve them in the said future undertaking. In NPM after all, the citizen-clients are at the center of public service delivery.

Client satisfaction, complaints, and suggestions for improvement should also be included in future studies on ARTA compliance and CC formulation and implementation assessment. This is to ensure that future studies will have a more balanced view. They should take into account not only the view of implementers (e.g. agency officials and staff) but also the perspective of clients.

The two case agencies should make their revised CCs more inclusive by disseminating them both in English and Filipino or any local dialect. In doing so, they can simultaneously satisfy the information needs of Filipinos and foreigners investing, working, studying, residing, and touring in the CFZ and its neighboring cities of Angeles and Mabalacat.

A longer time and motion study in the two agencies should be conducted to check whether they can consistently comply with their service standards. This study concedes that the month-long time and motion study it had performed was insufficient to conclude on the two agencies' consistency in complying with their respective service standards. The said time and motion study should also cover more types of transaction in various departments of the two agencies.

The officials and auditors of the BOC Port of Clark should intensify the monitoring of their 32 employees who were put on multi-tasking jobs. This is to ensure that they will not use their wider discretion for fixing.

The BOC Port of Clark's 10-minute service standard for the processing of consumption entry transshipment is currently not shown in its CC. To avoid confusion, it should explicitly show the service standard in its customized or revised CC.

To serve their clients better, the staff of the CDC-RMO should: (1) prioritize the processing of inbound letters and documents over their photocopying service; (2) minimize small talk with their regular clients; (3) designate a staff to process letters and documents that are received in bulk; and (4) strictly observe the "no noon break policy."

All these recommended measures will take time to implement. They will also require some financial and human resources to carry out. But once they are implemented, the CCs of the two case agencies will certainly function more effectively as an anti-corruption tool and a quality assessment instrument.

## **Statement of Authorship**

The author was solely responsible for conceptualizing, designing, conducting, writing, and revising the whole study. He, however, was helped by his Economics 191 (Development Economics) students for the First Semester of Academic Year 2014-2015 at the UP Diliman Extension Program in Pampanga in the conduct of time and motion studies at the BOC Port of Clark and the CDC.

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