

PASADA: Pilot Test

Public Service Delivery Audit

Civil Service Commission + Public Assistance and Information Office

Promoting Responsive, Accountable, Transparent and
Ethical Governance Through the Deployment of Undercover
Volunteers to Test the Quality of Frontline
Government Services

The Civil Service Commission maintains a pivotal role in instituting bureaucratic reforms, specifically in enhancing government institutions and boosting government employees' performance. Mandated by the 1987 Constitution to promote morale, efficiency, integrity, responsiveness, and courtesy in government service, CSC is vigorously instituting mechanisms to improve government frontline services.

Public Service Delivery Audit (PASADA) is CSC's proactive mechanism installed to systematically check the performance of government frontline services. PASADA focuses on the creation and deployment of a pool of CSC undercover auditors who will repeatedly and methodically test out public services. The idea is for CSC undercover auditors to simulate and empathize with the experiences of the public, good or bad, as they transact business with the government.

PASADA likewise seeks to highlight best practices and recommend strategies for improvement on problem areas in frontline service. With this mechanism in place, monitoring frontline services can be performed in a methodical manner and troubleshooting will be directed exactly where it is needed most.

General Objective

PASADA aims to improve public service delivery to build on the public's trust in its credibility by systematically increasing the operational efficiency of government units.

Specific Objectives

1. To create a pool of undercover auditors who will monitor how government frontline services are carried out by simulating the experiences of clients
2. To identify, document, commend and promote best practices in public service delivery;
3. To provide assistance in correcting audited agencies' identified inefficiencies; and
4. To involve the civil society and the public in the bureaucracy's drive to improve its frontline service delivery.

PASADA is projected to run in three phases. The first phase underscores the pilot testing of the project which is seen to set the stage for a methodical and credible investigation of public services. The pilot test will commence on November 24 to December 12, 2003 and will cover government frontline services in Quezon City.

The second phase, to commence on the first half of 2004, involves the enhancement of PASADA's program concepts and mechanics based on the results of the pilot test. Members of the civil society and the academe will be invited to work with CSC as undercover volunteers who will test government frontline services in the National Capital Region. The findings of the pool of undercover auditors will be used to identify agencies that need assistance in improving service delivery efficiency.

The third phase, to commence on the second half of 2004, involves the capability building of CSC Field Officers in identifying best frontline practices and diagnosing and curing deficiencies in public service delivery. These Field Officers will provide assistance to agencies with inadequate public service delivery systems.

The third phase likewise involves the testing of frontline services nationwide.

PASADA PILOT TEST ***Concept Formulation and Pilot Implementation of PASADA***

With the aim of establishing a proactive mechanism that will monitor the manner by which government agencies carry out their services, a pilot test will be executed with the end in view of enhancing the concepts and procedures of PASADA in time for its full operation next year.

PASADA Undercover Auditors

The first pool of PASADA undercover investigators will come from the CSC Central Office, CSC National Capital Region, and CSC Regional Office IV. A memorandum and an announcement will be issued to each office inviting officials and employees to work as PASADA undercover auditors. Ideal target number of undercover auditors for the pilot test is pegged at a minimum of 45 to a maximum of 90 volunteers.

PASADA undercover auditors will be briefed on their duties on November 13. A checklist, which will guide them in their sleuthing, will also be discussed in the briefing. The undercover auditors are obliged to be extensive, albeit furtive, in observing the frontline services of the office assigned to them. They will be

requested to submit a summary of their experience in testing out the services of the office assigned to them.

Expenses incurred for the audit will be reimbursed following COA guidelines.

Area

Quezon City, the area designated to be covered in the pilot test, was chosen on the basis of close proximity to the CSC Central, NCR, and Region IV offices from where the PASADA undercover auditors will come from. Quezon City also houses major agencies with customer-intensive frontline services and is thus a rich, diverse field of study.

Audit Strategy

The actual audit will commence for three weeks beginning November 24 and ending on December 12, 2003.

Quezon City houses approximately 120 government agencies, 25% (30 agencies) of which will be covered by PASADA. The 30 agencies, considered to have the most sought-after services based on the bulk of their clients include:

- ❖ Bureau of Internal Revenue – Cubao District Office
- ❖ CSC Central Office
- ❖ CSC NCR
- ❖ CSC Regional Office No. IV
- ❖ Department of Agriculture-Bureau of Animal Industry
- ❖ Department of Agriculture-BFAR
- ❖ Department of Agriculture-NMIC
- ❖ Department of Agrarian Reform
- ❖ Department of Environment and Natural Resources - Environment Management Bureau
- ❖ Department of Interior and Local Government
- ❖ Department of Justice-Public Attorneys Office
- ❖ Department of Social Welfare and Development
- ❖ Government Service Insurance System
- ❖ Home Development Mutual Fund
- ❖ Land Bank – Batasan Branch
- ❖ Land Registration Authority
- ❖ Land Transportation Franchising and Regulatory Board
- ❖ Land Transportation Office
- ❖ National Bureau of Investigation
- ❖ National Food Authority

- ❖ National Housing Authority
- ❖ National Labor Relations Commission
- ❖ National Statistics Office
- ❖ Philippine Charity Sweepstakes Office
- ❖ Philippine Postal Corporation
- ❖ Philippine Veterans Affairs Office
- ❖ Quezon City Central Police District
- ❖ Quezon City Government
- ❖ Social Security System
- ❖ Telecommunications Office

PASADA will sweep through a maximum of three frontline services offered by each of these 30 agencies. Hence, a maximum of 90 frontline services would have been audited by December 12, the last day of undercover auditor deployment.

30 Agencies x (3 frontline services) = 90 frontline services

Since audit duration spans three weeks, a total of 10 agencies or 30 frontline services will be monitored each week.

	3 weeks	1 week	1 day
Agency	30	10	2
Frontline Service	90	30	6

Three different undercover auditors will test each frontline service on three different occasions.

For the general parameters to be considered in the actual conduct of the PASADA Pilot Run, please refer to Annex A.

Checklist

A checklist will be provided to auditors to *guide* them in their observations (see Annex B). It must be stressed that the checklist is designed merely to aid them in their inspection and reporting. The checklist must not in any way restrict auditors in documenting their observations. Auditors are encouraged to submit journal type essays recounting their experiences for the day.

The checklist to be provided to the undercover auditors focuses on three major areas – the frontline service provider, the systems and procedures, and the physical working conditions.

Evaluation of PASADA Pilot Test

Public Assistance and Information Office and the undercover auditors will meet to discuss the strengths and weaknesses of PASADA's mechanics. Results of the discussion will be used to improve PASADA before the NCR and nationwide implementation in 2004.

2003 PUBLIC SERVICE DELIVERY AUDIT (PASADA) ACCOMPLISHMENT REPORT

Public Service Delivery Audit (PASADA) is one of the anti-corruption projects under the United Nations Development Program (UNDP-Anti-Corruption Cluster) which focuses on the creation and deployment of a pool of undercover volunteers who will repeatedly and methodically test out public services rendered by government agencies. Through said program, the Philippine Civil Service Commission (PCSC) likewise seeks to highlight best practices in government agencies and recommend strategies and extend assistance to improve problem areas/inefficiencies in frontline service delivery.

The highlights of said program's accomplishment for 2003 are as follows:

A. Development of Project Concept

PASADA is the Civil Service Commission's proactive mechanism which complements its existing service delivery improvement initiatives such as the "**Mamamayan Muna, Hindi Mamaya Na!**" Program and TEXTCSC. Said program shall initially be limited to frontline government services and shall cover the following areas: (1) customer satisfaction (2) operational efficiency and (3) areas vulnerable to corruption.

The CSC, with its long years of experience and in-house expertise as an oversight agency on human resource management, through the Public Assistance and Information Office (PAIO), shall take the lead in implementing the project.

The PASADA project is not just fleeting in character but rather a continuous and on-going project of the Commission. Hence, after the completion of the pilot implementation, the results would be consolidated, analysed and evaluated to be able to come up with refinements on the project's concept, tools and volunteers' capability and eventually come up with substantive recommendations/plans for PASADA Phase II, that is, the conduct of the National Capital Region (NCR) audit. These refinements would not only be used to determine what plans to take for the orientation-seminar of the volunteers for the NCR audit but would also pave the way for the identification of best practices in government agencies, strategies to be recommended and assistance to be rendered in improving problem areas/inefficiencies in frontline service delivery.

B. Promotion and Publicity

As part of its information campaign on the program, the CSC disseminated promotional materials in the likes of flyers as well as press releases. One such press release was that which was entitled "**CSC goes undercover**", published on December 18, 2003 at the Philippine Daily Inquirer and Business World, respectively, which gave a graphic illustration of the direction that the program will take. It also made mention that through partnership and linkages, the civil society organization and the private sector will likewise be tapped to support and take an active part in the program as PASADA

volunteers, as well as the intended establishment of a rewards system for recognizing best practices in frontline service delivery and the development of a technical assistance strategy to help agencies with identified service delivery inefficiencies, to include among others, the strengthening of CSC personnel's capacity to spot and diagnose areas prone to corruption.

To boost the credibility of the program further still, PASADA became a part of the discussion in three (3) radio programs in December 2003, to wit:

- Phone patch with **DZME-1530, "Lingkod Bayan"**, with CSC Director Editha M. Dela Peña as guest official on December 19, 2003
- Phone patch with **DZMM-630, "Paksa"**, with CSC Chairperson Karina Constantino-David as guest official on December 26, 2003
- Phone patch with **DZAS-702, "Oras Na, Pilipinas"**, with CSC Chairperson Karina Constantino-David as guest official on December 29, 2003

C. Creation of CSC Pool of PASADA Volunteers

PASADA focused on its setting up of volunteers via the preparation of flyers, announcements and invitations for CSC officials and employees in the Central Office, National Capital Region and Regional Office No. IV to sign up as PASADA volunteers. In this regard, **Office Order No. 719 series of 2003** was prepared to establish the CSC pool of PASADA volunteers to be deployed to the different agencies of the government who will simulate and empathize with the experiences of the public as they transact business with the government.

In view of the nature of the task and responsibility required of the PASADA volunteers, two (2) Orientation Workshops were conducted on November 25 and December 2, 2003, respectively, to brief the volunteers with their roles and responsibilities, the project concept, which includes, among others, audit strategy/instruments, to develop enhancement skills program for them and to formulate implementation plan and map out agencies to be audited by them. A total of one hundred fifteen (115) CSC employees participated in the said orientation workshops. In this connection, **CSC Resolution No. 03-1274**, signed on December 15, 2003, was issued relative to the grant of allowances to the PASADA volunteers, deemed necessary to defray the costs of food, transportation and other incidental expenses they may incur in the conduct of audit.

D. Conduct of the Pilot Implementation

The Pilot implementation of the program commenced with the conduct of research on the frontline services being rendered by approximately one hundred twenty (120) government agencies located in the Quezon City area. Quezon City was chosen as the pilot area on the basis of close proximity to the CSC Central, NCR and Region IV Offices. Further, QC houses major agencies with customer-intensive frontline services. However, for purposes of identification of what specific agencies to audit, the CSC

limited its selection to those agencies with the most number of clients and whose frontline services are most sought after, hence, trimming down its agency pool to thirty (30) or around (twenty-five) 25% of the total number of government agencies based in the pilot area. Said research on agency frontline services was deemed necessary to aid the building of database for the actual conduct of the pilot run of PASADA in the QC area.

The agencies considered to have the most sought-after services based on the bulk of their clients are the following:

- Bureau of Internal Revenue – Cubao District Office
- Civil Service Commission Central Office
- Civil Service Commission National Capital Region
- Civil Service Commission Regional Office No. IV
- Department of Agriculture – Bureau of Animal Industry
- Department of Agriculture – Bureau of Fisheries and Aquatic Resources
- Department of Agriculture – National Meat Inspection Commission
- Department of Agrarian Reform
- Department of Environment and Natural Resources – Environment Management Bureau
- Department of Interior and Local Government
- Department of Justice – Public Attorneys Office
- Department of Social Welfare and Development
- Government Service Insurance System
- Home Development Mutual Fund
- Land Bank – Batasan Branch
- Land Registration Authority
- Land Transportation Authority
- Land Transportation Franchising and Regulatory Board
- Land Transportation Office
- National Bureau of Investigation
- National Food Authority
- National Housing Authority
- National Labor Relations Commission
- National Statistics Office
- Philippine Charity Sweepstakes Office
- Philippine Postal Corporation
- Philippine Veterans Affairs Office
- Quezon City Central Police District
- Quezon City Government
- Social Security System
- Telecommunications Office

Furthermore, a maximum of three frontline services offered by each of the thirty (30) agencies was targeted. Each frontline service of these agencies was tested out by three (3) different PASADA volunteers on three (3) different occasions.

The PASADA volunteers were equipped with an instrument, specifically a checklist, as well as its guidelines, so designed to establish data to describe findings/experiences on audited agencies on the areas of: *(1) frontline service providers, (2) systems and procedures and (3) physical working conditions*. The results of the pilot audit will provide essential inputs to succeeding project activities such as the capability-building activities for the volunteers, enhancement of the checklist itself and the development of PASADA volunteers' handbook, to mention a few.

The actual conduct of the pilot implementation commenced on December 2, 2003. As of the end of December 2003, said pilot run covered twenty one (21) Quezon City-based agencies and a total of twenty-eight (28) volunteers were deployed. The completion of the actual audit of agencies was deferred to the 1st quarter of 2004 considering the impracticality of pushing through with the project during the Christmas season.

E. Administrative Concerns

PASADA implementation was started by the PCSC in the second semester (October to December) of 2003. The CSC-PAIO is now in the process of completing the deployment activities for the said pilot run, sending PASADA volunteers to those agencies which have not been audited as of the end of December 2003. Consolidation of the PASADA volunteers' audit results is also being done at the moment.

To assist and guide the CSC-PAIO Project Team during the project implementation, it is proposed that the services of a Project Consultant be availed of.

The hiring of a project consultant is essential to competently introduce to the PCSC technical/essential project implementation support to the project. Specifically, the consultant shall help evaluate the project's initial outputs and help clarify and reaffirm PASADA project concept, strategies and direction vis-à-vis the PCSC's mandate and vision and the project's target of improving government agencies' frontline service delivery and attaining public participation and satisfaction. More importantly, the project consultant shall help train and ensure a pool of human resource capable of administering/undertaking PASADA and other similar governance projects.

The project consultant shall be directly responsible to, directly reporting to and seeking approval/acceptance of output from the Chair of the PCSC. He/she is to interact/collaborate/meet with the personnel of the PCSC's PAIO, the project implementing office and shall likewise interact with the officials and staff of the PCSC and PASADA volunteers whenever necessary. Further, the PCSC and the project consultant shall jointly set, schedule and determine venue of specific activities that both parties may undertake relative to the project. PAIO's Project Team shall provide reference documents on PASADA and shall assist and render coordination work for the project consultant.

**General Parameters to be Considered in the Actual Conduct of the
Public Service Delivery Audit (PASADA) Pilot Run**

- The Actual Conduct of the PASADA Pilot Run shall be for three weeks, from November 24, 2003 to December 12, 2003.
- During the conduct of the PASADA pilot run, three (3) frontline services of thirty (30) QC-based agencies shall be tested by the CSC PASADA undercover auditors. By the end of the pilot period, ninety (90) frontline services of all the pilot agencies combined shall have been tested.
- To ensure objectivity and establish consistency in the way agencies conduct their frontline services, each of the thirty (30) agencies shall be visited by three (3) CSC PASADA undercover auditors to *independently* test out each of the three (3) frontline services rendered by the respective agencies on three (3) different occasions. By the end of the pilot run, approximately 270 PASADA runs shall be conducted among the pilot agencies.
- PAIO's PASADA Coordinating Team shall assign the agencies where the PASADA undercover auditors shall be deployed and the frontline services to be tested out. This shall be dependent on the number of PASADA undercover volunteers who signified their interest by the end of the invitation period for such on November 7, 2003. PASADA undercover auditors shall have the discretion* as to when they shall conduct their PASADA runs within the three-week pilot period. The said assignments shall be distributed among the PASADA undercover auditors during the Orientation-Briefing/Workshop to be conducted on November 13, 2003, Thursday.

*During the Orientation-Briefing/Workshop, a short session shall be allotted to allow PASADA undercover auditors with similar agency assignments to discuss among themselves who and when they shall conduct the first, second, and third PASADA visits to ensure that they will be able to independently test out each of the three (3) frontline services within the pilot period.

PAIO's PASADA Coordinating Team shall prepare all the necessary budgetary requirements to be needed by the PASADA undercover auditors before they conduct their PASADA runs. On the other hand, PASADA undercover auditors shall have the responsibility of keeping receipts, accomplishing all reimbursement expenses receipts (RERs) and their respective OB pass slips which shall form part of the administrative requirements needed to facilitate the liquidation of expenses for the project and the usual necessary monitoring of their attendance.

Guide in Accomplishing the PASADA Checklist

1. The PASADA Checklist shall serve as a guide for the Volunteers to assess the frontline services of the agencies. They are encouraged to fill up the said tool as far as practicable. They may use extra sheets of paper if necessary.
2. Please bear the following in mind:
 - a. In accomplishing the “Actual Transaction Period”, kindly indicate time of audit, e.g. 8:00 a.m. to 11:00 a.m...
 - b. In accomplishing the “Role Played and Personality Assumed...”, the volunteer may have one or a combination of two or more responses.

Kindly indicate a check (/) mark in all adopted/applicable responses.

- c. In accomplishing the actual Checklist, the number of checks in the indicators enumerated under each dimension does not necessarily affect the numerical value to be given to the said dimension in general

The numerical value to be given to each dimension would depend on the volunteer’s perception and experience with the service provided him or her on that particular period.

e.g. In the dimension ***Knowledgeable of procedures***, it may be that only three of the indicators under it, namely, *acts/responds immediately; guides clients properly; provides accurate and adequate data*, may have garnered a check mark, while the other indicators, namely, *gives advice/suggestions to clients on what to do; refers queries and concerns to the right person; can explain details*; may not have a check mark. This does not mean that the overall value to be assigned to said dimension should be lower than 5. It may be that while only three indicators were given a check mark, these were enough to have satisfied the volunteer, hence, the said dimension could be given a numerical value of 5.

- d. It may be noted that all the indicators under each dimension are positively stated. However, if in case no check mark could be given to any of the positive indicators under a particular dimension, it would only mean that the volunteer did not see any of the positive aspects stated to be present, hence, he or she should indicate in the appropriate space provided what negative indicators were present and the reasons why no check marks were given.

3. In instances when the agency frontliners have no ID/name tag/plate, kindly give identifying marks, e.g., old fat lady in window 1; dark slim bald man in window 2
4. When there are two or more frontline service providers in the service being audited, please use Checklist I-B.
5. For any clarification and questions during the actual PASADA pilot run, volunteers may coordinate with the Public Assistance and Information Office (Director Editha M. dela Peña, Mayette Porio and Christine Espejo) through telephone numbers 931-68-50/51; 931-79-93; and local 249. They may also send messages/queries to TEXTCSC at 0917-8398272.

PRESS RELEASE

Ref.: Publications & Media Relations Division
931-8119/931-4180

CSC goes undercover

Be quick, courteous and efficient in dealing with clients. For all you know, the client you are attending to may just be a bait out to check and report on how well you perform your job.

So warns the Civil Service Commission (CSC) as it checks on-the-spot the performance and efficiency of government agencies through its Public Service Delivery Audit.

The Public Service Delivery Audit (PASADA) is the Commission's proactive mechanism to systematically check the delivery of government frontline services. Serving as proactive monitoring and feedback mechanisms on the manner with which government agencies and employees carry out their official functions, the PASADA program basically aims to increase government operational efficiency to curb corruption and red tape.

PASADA further aims to identify and promote best practices in public service delivery as it also seeks to provide assistance in correcting agencies' identified inefficiencies.

CSC Chair Karina Constantino-David said a pool of volunteers will be deployed to test out public services rendered by government agencies. "The idea is for PASADA volunteers to simulate and empathize with the experiences of the public, good or bad, as they transact business with the government," the CSC chief pointed out.

David said PASADA volunteers are initially composed of CSC officials and employees who shall be deployed to test out frontline services of Quezon City-based agencies for the pilot phase.

As the program gears toward full implementation next year, David said PASADA routes will be expanded to include agencies in the National Capital Region and eventually, throughout the country. Through partnership and linkages, civil society organizations and the private sector will likewise be tapped to support and take active part in the program as PASADA volunteers.

A rewards system for recognizing best practices in frontline service delivery will also be established. A technical assistance strategy will also be developed by the Commission to help agencies with identified service delivery deficiencies. Forming part of such strategy is the strengthening of CSC personnel's capability to spot and diagnose areas prone to corruption. ###