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Department of Environment and Natural Resources
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MEMORANDUM

TO : **ALL REGIONAL EXECUTIVE DIRECTORS**

THE DIRECTORS
Forest Management Bureau
Land Management Bureau

FROM : **THE UNDERSECRETARY**
Field Operations and Environment

SUBJECT : **ACTIONS/ACTIVITIES TO BE UNDERTAKEN RE:
COMPLIANCE TO THE PROCESS RESULT
REQUIREMENTS OF FY 2021 PBB**

DATE : **DEC 09 2021**

Referred to your Office is the memorandum from Dir. Gavin Adjawan, HEA and Interim Director, Internal Audit Service and Head. Sub-CART on SPICS regarding the aforementioned subject.

As such, we would like to remind your respective Offices to accomplish Modified Form A on the different processes and services that are enrolled and for assessment and evaluation under the SPICs. Attached is the copy of the ARTA process reengineering manual for your guidance and ready reference.

Should you have any queries and clarifications, please coordinate directly with For. Jake Lorenz C. Aldovino of the Management Audit Division of the IAS at cellphone number 09168297683 and/or thru email at ias.mad@denr.gov.ph.

For compliance.


ATTY. JUAN MIGUEL T. CUNA, CESO I

c.c.

Mr. Gavin Adjawan
Interim Director Internal Audit Service
Head. Sub-CART on SPICS

MEMO NO. 2021 - 839



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MEMORANDUM

FOR : The Undersecretary
Field Operations and Environment

Attention : **Joselito Eyal**
Ma. Cristina Francisco

FROM : The Interim Director, Internal Audit Service, and
Head, Sub-CART on SPICS

SUBJECT : ACTIONS/ACTIVITIES THAT SHALL BE UNDERTAKEN IN LINE
WITH THE COMPLIANCE TO THE PROCESS RESULT
REQUIREMENT OF THE FY 2021 PBB

DATE :

Per AO 25 IATF Memorandum Circular No. 2021-1 on the "Guidelines on the Grant of the Performance-Based Bonus (PBB) For Fiscal Year (FY) 2021 under Executive Order No. 80, s. 2012 and Executive Order No. 201, s. 2016", one of the dimensions which will be assessed to evaluate the performance of government agencies is the Process Results/SPICS.

As member of the Sub-CART, the representatives from your office shall perform the following tasks:

1. facilitate the Field Offices' accomplishment of the *Modified Form A* (consolidated per Region) on the fifteen (15) processes/services categorized below, in coordination with the concerned process owners (AS-RMD, FMS-AD, AS-PSMD-PMS, FMB, and LMB)
 - a. forestry (7)
 - b. lands (4)
 - c. administration and finance (4)
2. assist in ensuring compliance to the PBB requirement on Process Results.

Also, for purposes of simultaneous inputting, review, and finalization of data for the FY 2021 SPICS, an editable Modified Form A was created using Google Sheets.

For questions and further clarifications, the concerned LMB personnel may contact **For. Jake Lorenz C. Aldovino** of the Management Audit Division, IAS at cellphone number 09168297683, or email us at ias.mad@denr.gov.ph.

For your information and appropriate action.


GAVIN D. EDJAWAN, MNSA

cc : The Director, Financial and Management Service, and Co-Head, Sub-CART on SPICS



REENGINEERING MANUAL

Supporting the Whole-of-Government Approach in Streamlining
Philippine Government Systems & Procedures
in Delivering Public Services

Version 1.07 Jun 2021

Acknowledgements

This Reengineering Manual supports the Whole-of-Government (WOG) approach to streamlining government systems and procedures in delivering public services as a result of the Memorandum of Understanding (MOU) between the United Kingdom (UK) Government and Anti-Red Tape Authority (ARTA) signed on 4 February 2020. The UK Foreign, Commonwealth and Development Office and the UK Department for Business, Energy, and Industrial Strategy (BEIS) provided all the necessary resources and expertise for ARTA to develop this manual. This is in line with the ASEAN Regulatory Reform Program, part of the ASEAN Economic Reform Program, and funded by the UK Prosperity Fund.





Message from the
Office of the President

President Rodrigo Roa Duterte

My warmest greetings to the Anti-Red Tape Authority (ARTA) as it publishes the Whole of Government Reengineering Manual.

This pioneering document will be an important technical guide in the reengineering of intra- and inter-agency systems and processes of government agencies, local government units and other government instrumentalities, whether here in the Philippines or abroad.

I commend the ARTA for working on this manual, in collaboration with the National Economic Development Authority, Department of Budget and Management, and the Civil Service Commission. I also acknowledge the technical assistance given by the United Kingdom's Department for Business, Energy, and Industrial Strategy.

As we continue to streamline our government services to eliminate redundant processes and improve efficiency, I trust that this reference will inspire greater accountability, transparency and integrity in the bureaucracy.

Together, let us pursue a government that is responsive to the evolving needs of the entire nation.

Congratulations and mabuhay po kayong lahat.

A handwritten signature in black ink, appearing to read "Rodrigo Roa Duterte".

RODRIGO ROA DUTERTE

The President of the Philippines

Malacañan Palace, Manila, November 2021





Message from Anti-Red Tape Authority
Secretary Jeremiah Belgica

One of our core beliefs at the Anti-Red Tape Authority (ARTA) is that better services can be delivered through collaborative approach of government agencies toward their work. It’s about time that silo system is replaced by collaboration.

Rule III, Section 3 of the Implementing Rules and Regulations (IRR) of Republic Act No. 11032 provides that ARTA must implement a Whole-of-Government (WOG) approach in reengineering and streamlining government services. This means that relevant processes and their applicable laws, rules, and regulations, and which have dependencies with other agencies, will be reviewed and interpreted in a way that is consistent across all government agencies. This should make transactions more resource-efficient and faster.

To realize this, the Whole-of-Government Reengineering Manual, the first of its kind, was created. It is an important and very useful guide in our advocacy to streamline processes to improve government services and make the lives of the people easier. It provides comprehensive and practical guidelines and examples to help the readers adopt a more integrated and efficient approach to delivering services.

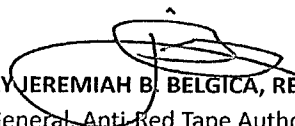
After eight months of drafting, consulting, and finalizing, ARTA, together with our partners, is proud to present this manual to those who wish to join us in our campaign to eliminate red tape.

Any government agency, office, or bureau, and even local government units, can use this manual as a guide to streamline their processes.

We are grateful and honored to work with the United Kingdom Government and our expert consultant Engr. Juan Talamayan, whose invaluable expertise and resources have helped us immensely in drafting the manual.

ARTA would also like to recognize our partner agencies, namely the Civil Service Commission (CSC), Department of Budget and Management (DBM), and National Economic and Development Authority (NEDA) for their consistent support throughout the drafting of the manual.

We are also deeply grateful to the Office of the Presidential Adviser on Streamlining of Government Processes (OPASGP), Department of the Interior and Local Government (DILG), Development Academy of the Philippines (DAP), Department of Information and Communications Technology (DICT), and Department of Finance (DOF) for their indispensable insights during our consultation meetings.


SECRETARY JEREMIAH B. BELGICA, REB, EnP
Director General, Anti-Red Tape Authority





Message from British Ambassador
to the Philippines Daniel Pruce

I commend the Anti-Red Tape Authority (ARTA) for its excellent work on the country’s regulatory reform agenda since its formation in 2018. The Reengineering Manual: Supporting the Whole-of-Government Approach in Streamlining Philippine Government Systems and Procedures in Delivering Public Services is testament to ARTA’s unwavering commitment to provide efficient and well-coordinated government services that help build an enabling business environment.

The Reengineering Manual could not have been launched at a more suitable time as the country embarks on its recovery efforts. The adoption of a whole-of-government streamlining initiative is a vital step towards creating a more dynamic market and robust economy. Streamlined government procedures and integrated systems and services enhance confidence for businesses, investors, consumers and the general public, which in turn nurtures a more conducive investment climate that fosters job creation, sustainable growth, and economic recovery.

Through the ASEAN Economic Reform Programme, the UK is proud to support the government of the Philippines in the development of the Reengineering Manual. The UK is delighted to share experience from its own reform process on improving the regulatory environment in a way that better serves the needs of its citizens and businesses by simplifying processes, using technology to expedite delivery, and maintaining constant engagement to understand changing needs and contexts. The UK also recognises that reengineering and streamlining are a continuous process of improvement, and that leadership, a service-oriented culture, collective action and capacity building are essential for effective government service. We hope this Reengineering Manual provides the impetus for the government’s continued pursuit of reform in public service delivery.

As we launch this manual on the backdrop of the commemoration of 75 years of UK-Philippine diplomatic relations, we celebrate another milestone in our strengthened partnership and shared vision of a development framework for long-term growth and mutual prosperity. We thank ARTA for allowing the UK to be part of this important undertaking and wish ARTA every success in its aspiration for better regulation. Maraming Salamat!

DANIEL PRUCE

British Ambassador to the Philippines




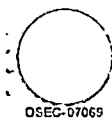


Message from National Economic and
Development Authority Secretary
Karl Kendrick T. Chua

The government has been pursuing reforms to build more transparent, accountable, and effective institutions as part of its medium-term development plan. While we have strong foundations to withstand the shocks from the COVID-19 pandemic, this crisis has highlighted institutional weaknesses and challenges to our regulatory framework that have yet to be addressed.

During this time, we commend the Anti-Red Tape Authority for continuing to pursue initiatives to improve public service delivery. The release of the Whole-of-Government Reengineering Manual is timely as it emphasizes the need to harmonize these initiatives and streamline processes across government agencies. By working towards making our systems interoperable and interconnected, we can lower barriers and make transactions simpler and more efficient by reducing non-value adding activities.

Our recovery from this crisis hinges on the stability of our foundations. Hence, we need to begin these structural reforms in our own institutions through technological innovation and active collaboration. It is through these collective efforts that we can achieve a more open, efficient, and well-functioning government for the benefit of all Filipinos.


KARL KENDRICK T. CHUA 
Socioeconomic Planning Secretary
JUN 17 2021



UK Government



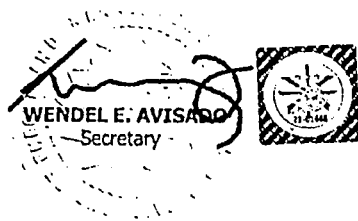
Message from Department of Budget
and Management Secretary
Wendel E. Avisado

In his 5th State of the Nation Address (SONA), the President directed¹ the DBM, Department of the Interior and Local Government, and Anti-Red Tape Authority to expedite the streamlining of all pertinent transactions in the whole-of-government approach; and enjoin all agencies concerned to make the respective transactions available online and facilitate the ease of doing business by the general public.

Guided by the Department’s mandate to promote sound, efficient, and effective allocation and utilization of government resources as means of achieving national socioeconomic and political development goals, the DBM sustains and intensifies the continuous transformation of the budget and management processes for all government institutions to implement, towards efficient service delivery to the public under the context of the new normal. DBM is one with ARTA in ensuring that all agencies, just like the various components of a well-oiled machinery, work as one efficient and coherent Government.

The Whole-of-Government Reengineering Manual is a landmark achievement in revolutionizing the entire bureaucracy for synchronicity and efficiency in public services. It is an enabling mechanism for all agencies to rationalize, streamline, and reengineer their systems and procedures. It is a ground-breaking tool that weaves together all government efforts and initiatives for the common goal of efficient, effective, and responsive governance.

The Department is looking forward to the Manual’s implementation that is seen to propagate a dynamic culture that upholds service excellence for improved quality of life of every Filipino.



¹ Per SONA Directive 2020-007, the President directed all government departments and agencies, including GOCCs and LGUs to simplify their processes and make their services truly responsive to the needs of the public.



Message from Civil Service Commission Chairperson Alicia dela Rosa-Bala

Regarded as a “landmark legislation” and a “gamechanger” in improving the delivery of services, Republic Act No. 11032 or the Ease of Doing Business and Efficient Government Service Delivery (EODB-EGSD) Act of 2018 mandates all government agencies to streamline regulatory practices through reengineering of systems and procedures, of conducting regulatory impact assessment, and repealing of outdated and redundant laws and issuances.

The Civil Service Commission (CSC) congratulates the Anti-Red Tape Authority (ARTA) and all agencies involved for coming up with the Whole-of-Government (WOG) Reengineering Manual. With this, government agencies now have a go-to guide as they undertake the arduous journey of streamlining and reengineering systems and procedures. This is a solid initiative for our country as we hasten the pace and move with the rest of the world in conducting business. For its part, the CSC continues to come up with HR programs designed to future-proof the government workforce in consonance with Section 16 of the EODB-EGSD, which mandates the Commission “to utilize Report Card Survey findings for purposive and integrated government-wide human resource systems and programs toward efficient delivery of government service”.

We are on crunch time as the new normal forced upon us by the COVID-19 pandemic has made it imperative for government agencies to maximize the opportunities afforded by Information and Communication Technology or ICT, specifically that of going digital in the delivery of government services. The CSC has espoused for the automation of government systems and processes to pave the way for interconnectivity of government agencies such that public sector operations shall be anchored on online submission of applications, e-payment systems, e-query and feedback mechanisms, and electronic issuance of certificates and permits.

At this juncture of reengineering government processes, the CSC lends its support through the crafting of learning and development programs to enable government workers to face the challenges of not necessarily going high-tech but of using appropriate technology. The CSC looks forward to the continued productive partnership with the Authority in upholding public service excellence toward increased competitiveness, ease of doing business, and sustained public trust in government institutions.

Mabuhay ang ating mga lingkod bayan! Mabuhay ang serbisyo publiko!


ALICIA dela ROSA-BALA
Chairperson



ARTA
ANTI-RED TAPE AUTHORITY
OFFICE OF THE PRESIDENT


Department for
Business, Energy
& Industrial Strategy



UK Government

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Introduction

“The NEHEMIA program shall break down the silo system and the lack of interconnection among government agencies. Our government must be a singular unit serving the country, with the citizens being our primary client. Through the reforms that will be created by NEHEMIA program, we will be aligned with the President's directive to eliminate 'overregulation' in the government”

ARTA Director General Atty. Jeremiah Belgica March 2020

Governments around the world seek to reduce the cost of government while improving their performance. A challenge is that government agencies and their offices tend to function independently from each other, creating redundant processes that procure the same information repeatedly from citizens and businesses.

That is why NEHEMIA (National Effort for the Harmonization of Efficient Measures of Inter-related Agencies) program was launched on 4 March 2020 ‘to make life easier for our citizens’. To deliver this vision, a Whole-of-Government approach in the streamlining of government services is required, redesigning and replacing ineffective work processes to serve the needs of the public more effectively.

Achieving performance improvements and cost savings should always be based on the citizen’s experience. It nearly always requires agencies to redesign the processes they use to accomplish their work.

Phase 1 of the NEHEMIA program targets the five priority sectors:

- Telecommunications towers and interconnectivity
- Housing
- Food and pharmaceutical
- Logistics
- Energy

The objective of NEHEMIA program is a reduction in

1. Actual requirements;
2. Processing time; and
3. Cost.

Its ambition is to reduce time, cost, and requirements in sectors of economic and social importance by 52 percent within 52 weeks, only retaining the essential aspects of what is needed in the five priority sector areas. The Implementing Rules and Regulations (IRR) of Republic Act (R.A.) 11032 outlines key factors in getting rid of the red tape that envelops the government: Reengineering of Systems and Procedures, Citizen’s Charter, and Information and Communications Technology.



Why streamline our processes?

The end purpose of streamlining our processes is to realize the vision of the Filipino people in “AmbisyonNatin 2040”. We are required to streamline our processes by Section 5 of R.A. 11032, Reengineering of Systems and Procedures and Section 3, Rule III of the IRR of R.A. 11032. Aside from the legal requirements to streamline, governments strive to deliver services that bring maximum benefit to both citizens and businesses – the ultimate ‘clients’.

Citizens need security, safety, healthcare, housing, utilities, transportation, education, social support and a pleasant, safe environment. Governments should take a holistic approach backed by a deep understanding of data collected from *citizens*. We need a sound formulation of regulations to protect the general interest of the clients but not cause an additional burden to other *citizens*, including businesses. One way to do this is to use *process reengineering* methodology.

NEHEMIA program is the current flagship program that values streamlining and more initiatives could follow.

Definitions and Principles

Process reengineering can transform performance and reduce costs in the public and private sectors. It involves analysing current processes and workflows within and between organizations. Then, working out how to get rid of any that could be improved. The approach is like rebuilding an old car, you’ll have to replace a lot of parts to get it running smoothly.

“Business Process Reengineering is the fundamental rethinking and radical redesign of business processes to achieve dramatic improvements in critical, contemporary measures of performance, such as cost, quality, service and speed”
Michael Hammer and James Champy (1993). Reengineering the Corporation: A Manifesto for Business Revolution

Gaining knowledge of process reengineering enables government personnel to improve government functioning through:

- 1. Improved citizen experience
- 2. Minimized process complexity, cost, and service delivery time
- 3. Increased transparency levels
- 4. Reduced administrative burden and
- 5. Adoption of best practice

When Business Process Reengineering (BPR) concepts are applied to Government they are often referred to as Government Process Reengineering (GPR).

“ .. the analysis and design of workflows and processes **within and between organizations**. Business activities should be viewed as more than a collection of individual or even functional tasks; they should be broken down into processes that can be designed for maximum effectiveness, in both manufacturing and service environment”
Davenport, Process Innovation: Reengineering Work Through Information Technology 1993

This manual

This guide focuses on the reengineering of systems and procedures. It aims to support government agencies towards a new way of service delivery, giving better services for citizens through improvements in government agencies working in a more integrated, Whole-of-Government approach.

It takes the reader through the process reengineering methodology, providing practical tools to support your reforms and seeks to inspire you to collaborate and pursue the Whole-of-Government approach in the streamlining of government services. To deepen your understanding of how to practically apply these techniques, the guidance uses actual examples drawn from the Telecommunications Sector.

This guide is divided into four parts:

- 1. **Discovery:** identifying the biggest problems your clients face
- 2. **Design:** use tools such as time and motion studies and your creativity to redesign those problem areas and using benchmarking to set your improvement targets
- 3. **Delivery:** making the changes quickly and successfully, overcoming any resistance
- 4. **Continuous Improvement:** monitoring performance and being ready to act again.

Phases and Milestones of the Manual

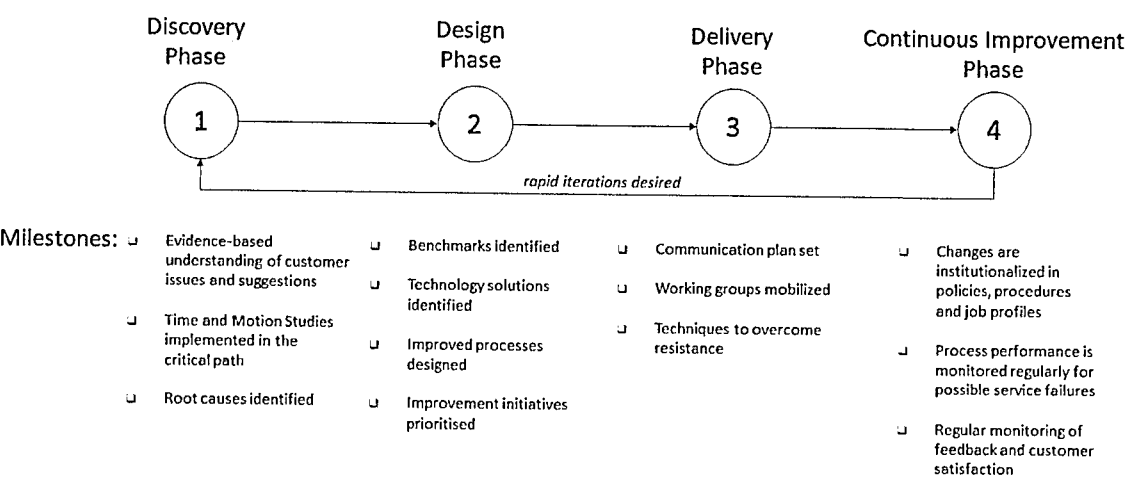


Figure 1: Main process reengineering steps and milestones

ARTA, in partnership with the UK BEIS developed this Reengineering Manual. It has been developed with the input of all members involved in the current inter-agency reengineering efforts across NEHEMIA program. The manual can be used by any government entity that wishes to streamline their processes including Local Government Units. As process reengineering is a method, it can be used within any political context.

This manual is drafted in compliance with the following legal bases on R.A. 11032:

1. Section 5
2. Section 17 and
3. Rule III, Sections 1 to 7 of the IRR.

Lastly, the manual will be reviewed and updated in the light of implementation and feedback. In the event further iterations are needed in the future, ARTA may create a TWG that will review, evaluate, and recommend the amendments needed for approval of the oversight committee. The oversight committee will be composed of ARTA, DBM, NEDA, and CSC with optional participations from DAP and DICT.



Roles in Managing Reengineering Initiatives

ARTA shall oversee and support the agencies and offices in carrying out their reengineering efforts. This shall start with the agencies belonging to the priority sectors under NEHEMIA program. The lead agency in inter-agency reengineering efforts must take charge in the process - as being practiced in NEHEMIA program. One agency can initiate the process and call in the others, but the inter-agency process reengineering can be a collective initiative as well. In cases where it becomes challenging to convene agencies concerned or to enjoin particular agencies that are integral to the process, the agencies taking charge may seek the assistance of ARTA. ARTA shall also spearhead the rollout and monitor the implementation of the agencies’ reengineering efforts until agencies have embedded the system for its own strategy of implementation.

DICT aligns e-government transformation and reliable interconnectivity structure of the whole of government by advising/providing technology solutions for agencies and clients which then support and enable streamlining. DICT’s specific thrust is to provide technical guidance and assistance to agencies in their own digitalization efforts. It is incumbent upon each agency to perform a review of its own processes, and upon its own Information Technology Service/Managed Information Systems Service to plan and implement its IT strategy, with DICT’s technical assistance and guidance. Pursuant to Section 4, Rule 10 of the Implementing Rules and Regulations of R.A. 11032, DICT shall also issue the technical standards and operational guidelines for the establishment of appropriate equipment, connectivity, and ICT platform for all agencies.

The agency’s Committees on Anti-Red Tape (CART) is vital to the implementation of the streamlining². Under the Republic Act 11032, each agency shall designate a unit ‘to reduce bureaucratic red tape and processing time, and to promote efficiency and simplicity of processes’. Moreover, the CART Chair of the agency can appoint process owners (e.g. department heads) to initiate reengineering and perform continuous improvement with respect to processes they are involved in.

Moreover, the respective CART of the agencies is expected to do the intra-agency reengineering efforts of each agency. As for inter-agency reengineering, ARTA deems it best if inter-agency working groups will be formally organized so that responsibilities are defined, agreements are put in writing, and timelines are set and observed. ARTA, in line with its long-term empowerment strategy, will monitor and evaluate the compliance of the agencies with the entirety of the reengineering process through such means which include receiving progress or accomplishment reports from these agencies.

² ‘Amongst other roles, the CART shall conduct compliance cost analysis, time and motion studies, evaluation and improvement of all their government services, and reengineer the same, if deemed necessary, in order to reduce bureaucratic red tape and processing time.’ JMC2019-001 Implementing Rules and Regulations of Republic Act No.11032. See also Section 6.2 of ARTA Memorandum Circular No. 2020-07 Series of 2020 on the Functions, Duties and Responsibilities of the CART.

1. Discovery

The first step is to understand the client journey and gain an overview of processes inside your agency and across other agencies. It provides benchmarking of processes and an evidence base against which to prioritize areas for improvement. This enables inefficiencies to be identified in areas such as processing time and staff time. The results can be input into Time and Motion Studies. This step gives insights into the barriers to improvements.

1.1. Discover the current state

“In current practice, government agencies and their offices function independently from each other, creating redundant processes that procure the same information repeatedly but achieve minimal results.”
Anti-Red Tape Authority Accomplishment Report 2019-2020

- 1.1.1. Understanding what processes are affected by the current situation is the first step to find where clients experience issues and what improvements could be made. This manual will help you think through what you already know, investigate in more depth and then plan and implement the changes.
- 1.1.2. The key areas to focus on to start with, and examples of data sources, are detailed in the table below. You can also consult with relevant agencies – those that are involved in the process being assessed and/or owners of data and information that will help understand the situation:



Key Questions	Supplementary Questions	Data Sources
Step 1: What are the legal mandates/ requirements of your agency?	<div>a. Has the agency reviewed the prevailing laws and mandates that created your agency? How was the review done? Do current services serve the agency mandates and objectives as prescribed in the Legal Charter/Enabling Law that created your agency? How do you plan to consult with the client?</div> <div>b. Has the agency conducted an internal assessment of compliance to the provisions of R.A. 11032 (e.g. No Contact Policy, Citizen’s Charter, Prescribed Processing Times, E-Signatures, etc.)</div>	Government issuances, e.g., Republic Acts and Implementing Rules and Regulations, Memorandum Circulars, Ordinances
Step 2: Who are the clients?	<div>a. What are their needs?</div> <div>b. What are their pain points? What is the hardest part in coordinating with agencies?</div> <div>c. What additional support from the government do you think you need? What do you most and least like with the current set-up? How do you think the service can better be delivered?</div> <div>d. How would you define success for this government service?</div>	Past client surveys Complaints register Interviews and other related historical data

<p>Step 3:</p> <p>Who are the other relevant government agencies and how are they interconnected and harmonized?</p>	<p>a. What are the issues?</p> <p>b. What do you think is the overall success measure for this government service? Which other agencies are involved in the client getting permission to go ahead?</p> <p>c. What is the hardest part of coordinating with other agencies?</p> <p>d. How do you think the service can be better executed?</p> <p>e. How do you think the service can be better monitored?</p>	<p>Compliance with the Citizen's Charter</p> <p>Strategic plans/goals to see inter-agency alignment gaps</p> <p>Areas identified through the previous Project Repeal process; Government Issuances (e.g. in websites)</p> <p>Key regulations governing their services</p> <p>Performance monitoring reports/results</p> <p>Organizational charts</p> <p>Financial reports and Audit reports</p>
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1.1.3. The next step is to **map the client journey**. Agencies implementing this task should be aware where this “client journey” started. It started from the “convergence journey”, where we address over regulation across agencies to achieve common goals that bring the most benefits to the citizens. While streamlining all of these should be the objective, in practice, agencies cannot know everything / all policies circulating in different agencies - thus the reason why we created a subset of convergence journey which we call the client journey. Client journey mapping details a process from the client's perspective - which along the mapping exercise will cover inter-agency involvement (e.g. NGA to NGA, NGA to LGU or vice versa, etc.) and intra-agency involvement (Central/Head Office to Regional offices). It is important that this mapping is undertaken and validated with all agencies and offices involved in the end-to-end process. For purposes of a ‘how to’ manual for agencies, it is reasonable to expect the client to raise the issue if it relates to them having to seek information from a third party, such as a supplier. Efficiency Ratio is equal to Value-Adding Time divided by Total Time Spent in the end-to-end process. An overview of the client journey is provided in figure 2.

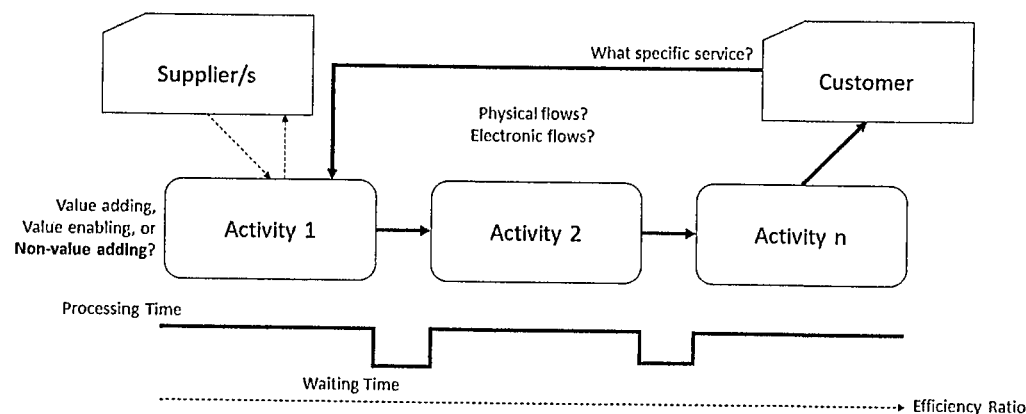


Figure 2. Hypothetical Overview of the client journey

1.1.4. Understanding the client journey involves knowing **what clients are being asked to do** to complete a process while anchoring on the ultimate intended destination of the government for them with respect to the strategic plans laid down for the sector. For example, an application for the construction of a shared Passive Telecommunications Tower Infrastructure for Macro Cell Sites (PTTIs) requires several permits, certificates and resolutions. The **clients** of this process are Telecommunication Companies and the Independent Tower Sector such as Smart Communications, and Broadband Philippines. An overview of some of the written permissions required is detailed in figure 3.

- ☐ Permit - Mayor's (initial)
- ☐ Permit - Digging and Excavation along National Road
- ☐ Permit - Operate
- ☐ Certificate - Hazardous Waste Generators I.D
- ☐ Permit - Special Land Use
- ☐ Resolution - Sangguniang Bayan
- ☐ Certificate - Non-Compliance Clearance
- ☐ Resolution - Special Use Agreement in Protected Area
- ☐ Certificate - Non-Overlap Precondition (IPRA 8371 of 1997)
- ☐ Permit - Building, Mechanical, Electrical, Electronic, Fencing
- ☐ Permit - Height Clearance/Limitation
- ☐ Resolution - Barangay (RA 7160)
- ☐ Permit - Mayor's (renewal)
- ☐ Permit - Radiofrequency Radiation Evaluation
- ☐ Permit - Individual Mayor's (Work/Occupational)
- ☐ Permit - Individual Health
- ☐ Certificate - Annual Fire Safety Inspection
- ☐ Certificate - Final Electrical Inspection Clearance
- ☐ Permit - Occupancy
- ☐ Certificate - Non-Coverage
- ☐ Permit - Sanitary
- ☐ Certificate - Annual Inspection Mechanical
- ☐ Certificate - Architectural Safety and Public Safety / Structural Safety
- ☐ Resolution - PAMB
- ☐ Permit - Public Employment Service Office
- ☐ Permit - Tourism
- ☐ Certificate - Fire Marshall
- ☐ Certificate - Environmental

Figure 3. Requirements to apply for the construction of a shared Passive Telecommunications Tower Infrastructure for Macro Cell Sites



1.1.5. We need to understand more about the activities. There are three types and these are detailed in figure 4. They are:

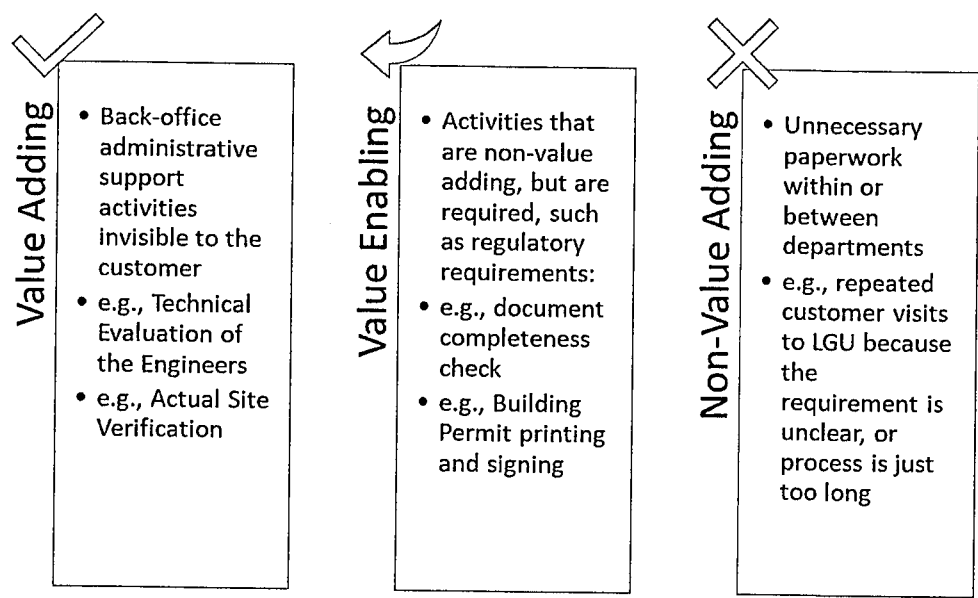


Figure 4. Types of activity and how they create or detract value³

- 1.1.6. A **Lean Process** is when at least 75% of the time spent of the client in her/his entire journey is worthwhile/ with added value to her/him. Value-adding activities are activities that transform required inputs to desired outputs that are seen by the client as reasonable. Lean means maximizing client value while minimizing waste or so-called non-value adding activities. This approach is applied to help organizations create more value for clients whilst reducing the resourcing burden on the government.
- 1.1.7. Then we need to understand the **agencies** that are involved in the process and how they are interconnected. Obtaining licences and permits require authorisation from multiple government agencies at the national and local government level. This can be burdensome, time-consuming and costly for businesses.
- 1.1.8. That is why we focus on improving inter-agency working. Reducing silo working has been a primary focus of NEHEMIA program and a Joint Memorandum Circular No.: 01 s. 2020 was signed 23 July 2020, advocating for an inter-agency approach, to streamline requirements and reduce procedural delays in securing necessary permits, licenses, clearances, certificates, and other requirements in constructing a common tower.

³ Known as Value Added Analysis (to identify which steps/processes are of value to clients and government)



1.1.9. In the example case of the construction of a common tower, many agencies are involved in giving permissions such as many different departments within Local Government Units including at Barangay level and DICT Certificate of Registration. DICT is a key agency in the common tower application process, an excerpt of their role is shown in figure 5.

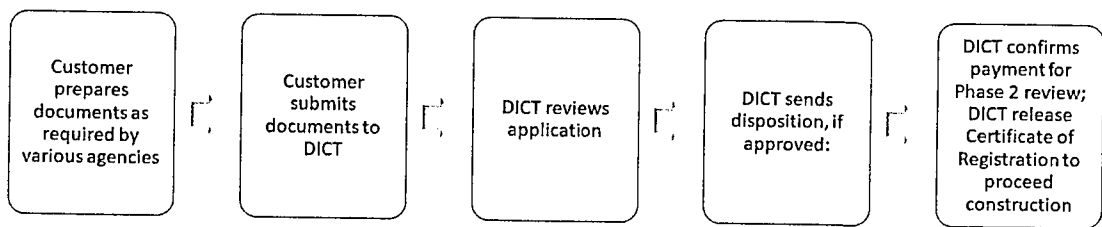


Figure 5. The Department of Information and Communications Technology role in the application for construction of shared Passive Telecommunications Tower Infrastructure for Macro Cell Sites

1.1.10. The critical path can be identified to assess the interconnection of agencies and the documents involved in service and identify where the **problems** are - e.g. bottlenecks, longest queues, highest client complaints. This is the **critical path**. These need to be validated against volume, time and cost data. Figure 6 shows the process⁴.

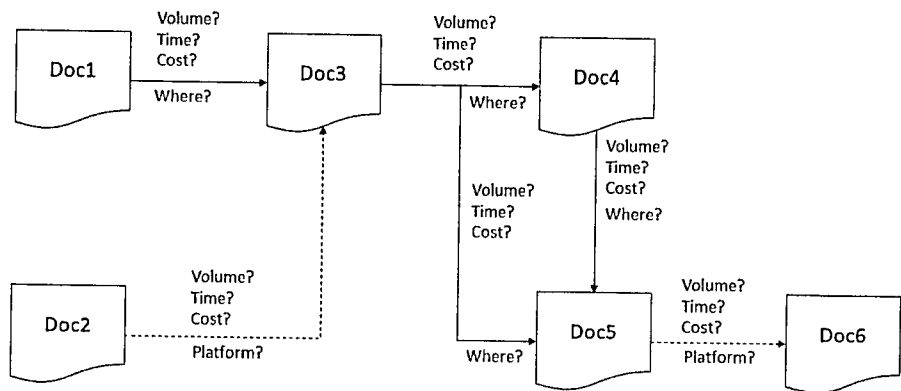


Figure 6. Mapping the interconnections of agencies and documents in a process

⁴ Similar to Flow Analysis and Simulation Techniques

1.1.11. With this technique, you will identify issues such as where many submitted documents are being rejected. This will enable you to start finding ways to shift design towards identifying common data that is required across government and explore ways to do that. A practical example is given in Figure 7 showing this critical path for a common tower application. Agency data or interviews can provide the data on the time taken at each stage.

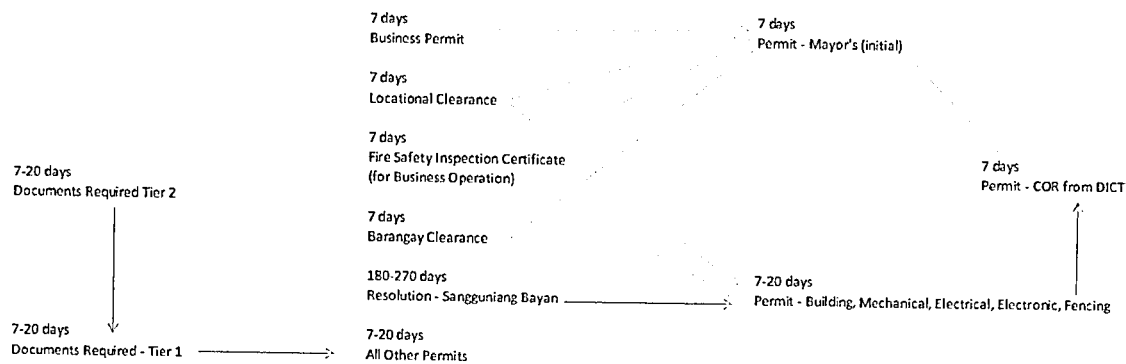


Figure 7. Establishing a critical path in the common tower application process

1.1.12. We can visualize the interdependencies, certificates, and other requirements in constructing a common tower, as seen in figure 8.

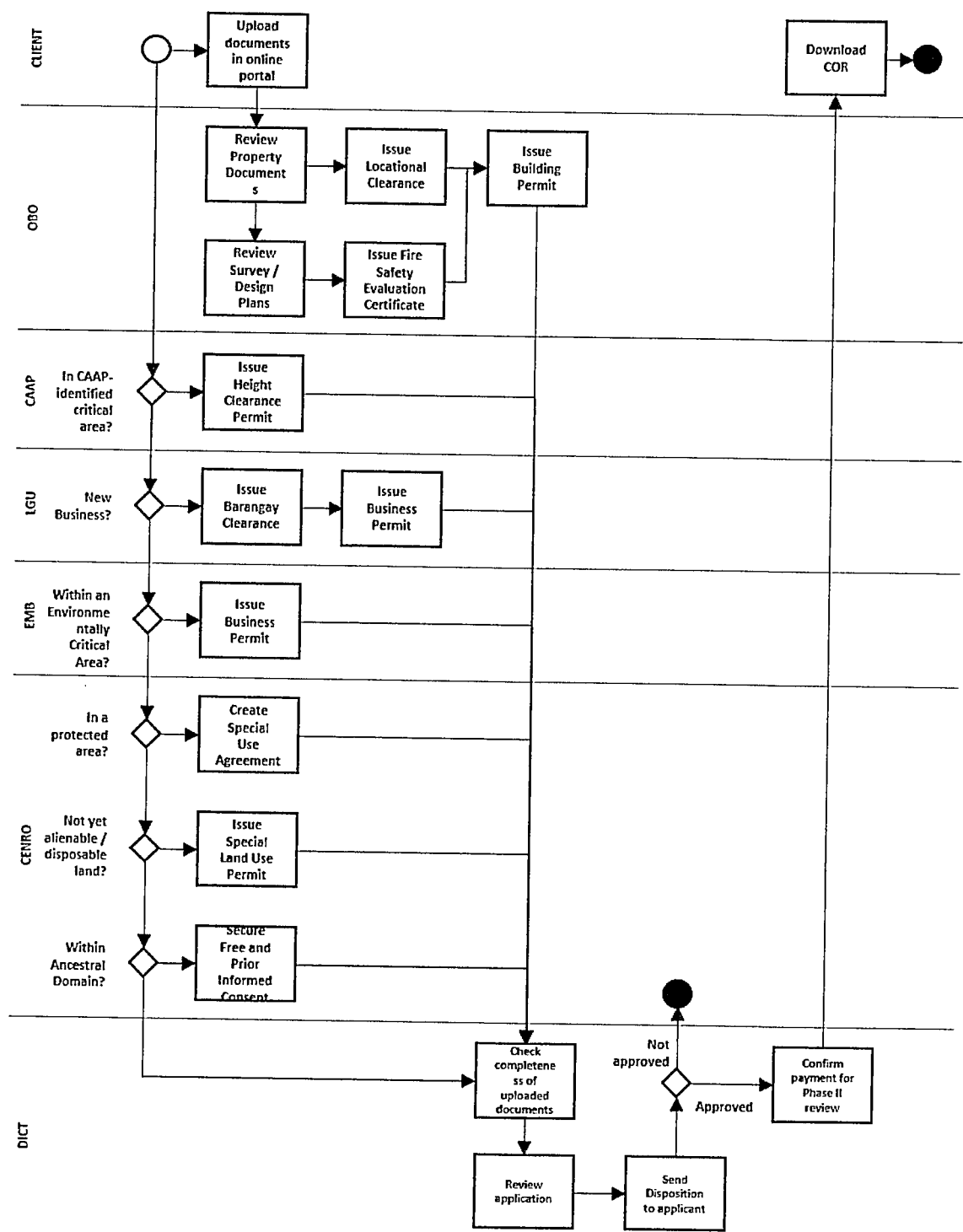


Figure 8. Visualize the requirements in constructing a common tower

1.1.13. Process assessment needs to include consideration of the level of complexity. R.A. 11032 requires each agency to classify all transactions and services according to the level of complexity and abide to appropriate processing times based on the classification of the applications or requests. The maximum processing time imposed by the law are as follows: three working days for simple transactions, seven working days for complex transactions, and 20 working days for highly technical transactions or those that pose a danger to public health, public safety, public morals, or public policy. It is for agencies to classify their processes.

1.2. Conduct Time and Motion Studies

Under Section 5 of R.A. 11032, the agencies may find it helpful to reengineer their systems and processes; one way is through the conduct of a Time and Motion Study. Per Section 4 of R.A. 11032 Implementing Rules and Regulations, a Time and Motion Study is a tool to track the progress of client interface, processing, queuing, and waiting times, and linked processes that are within and beyond the control of the service office. It is an essential step in the process mapping of services for the formulation and/or updating of the Citizen's Charter⁵.

1.2.1. A Time and Motion Study (TMS) is a method of analysis of work procedures to determine the most efficient methods of operation and standardization of work. It is a process that can help agencies deliver improvements to the ease of doing business and that is why the R.A. 11032 indicates that agencies can reengineer their systems and processes through TMS. TMS should be targeted on the critical paths which have the most time spent on them. A step-by-step TMS template and example is given at Annex A.

⁵ Under Section 3-5 of R.A. 11032, Government agencies under the executive branch determine whether they should use a reengineering process, "reengineering may or may not be required".



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- 1.2.2. To start the TMS, list down all the work items or all tasks in the critical path, then identify ways to collect and tabulate three types of data illustrated in figure 9.

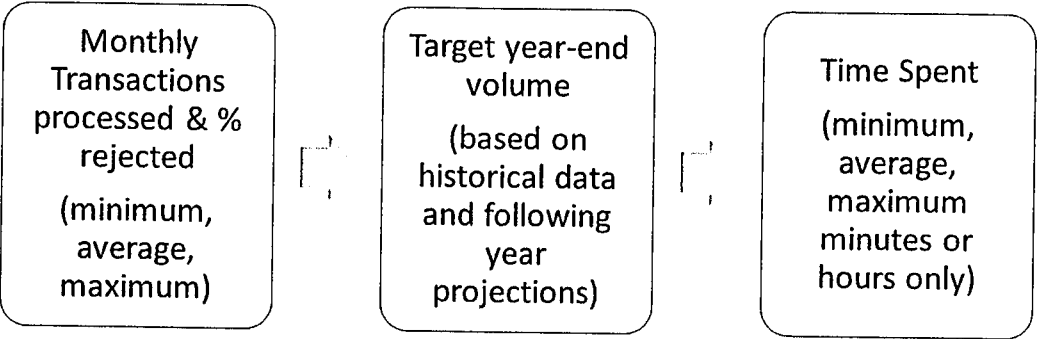


Figure 9. Data required to begin a Time and Motion Study

- 1.2.3. Do TMS for each individual role or entities within a critical path detailing each role in the process, the specific tasks they complete and a range of quantitative data that enables current performance to be understood. Data includes monthly transactions processed, % rejected, target volume and actual time spent. For example, a TMS was conducted for activities identified in the critical path within the common towers application. Figure 10 shows the data for the building permit application activity done by the LGU’s Office of Building Official. Red color is used to highlight the high volumes and time taken.

Role	Work Item	Target Yearend Volume	Actual Volume per Month			% of Volume Rejected	Actual Time Spent per Unit			Total Actual Time Spent
			min @ Q1	ave @ Q2	max @ Q3-4		min In mins	ave	max	
TMS - QC LGU										
Technical Support Staff (7)	Check administrative completeness of application > Counter-check physical documents submitted based on online registration > Print Letter of Instruction	45632	1521	3042	5324	10%	15	30	45	57040
Administrative Support Staff (7)	Encode in Building Permit System application once confirmed complete > Transmit physically the documents to the evaluators > Notify the applicant re. follow-up slip	41069	1369	2738	4791	0%	5	10	15	17112
Technical Evaluators - Architect (3-5)	Evaluate the application	41069	1369	2738	4791	20%	25	38	50	85360
Technical Evaluators - Engineers (20-25)	Evaluate the application	287483	1369	2738	4791	20%	25	38	50	598923
Site Verifiers (12-15)	Visit the actual site to check if site conforms to the docs submitted	32855	1095	2190	3833	20%	96	96	96	262840
Billing Staff (5)	Assessment of permit / certificate fees	26284	876	1752	3066	0%	15	20	30	32855
City Building Official (1)	Review / Approve / Sign the permit / certificate	26284	876	1752	3066	0%	5	10	15	10952
Releasing Staff (10)	Release the order of payment and letter of instruction	26284	876	1752	3066	0%	20	30	45	43807
	Performs quality checks before releasing permit / certificates	26284	876	1752	3066	0%	5	10	15	10952

Figure 10. TMS for the Office of Building Official role in the common tower application



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1.2.4. We need to analyze the root causes of the pain points identified as well as the productivity and capacity of personnel accordingly. An example of this assessment for common towers is provided in figure 11. The data is taken from interviews and is indicative of everyone's experience.

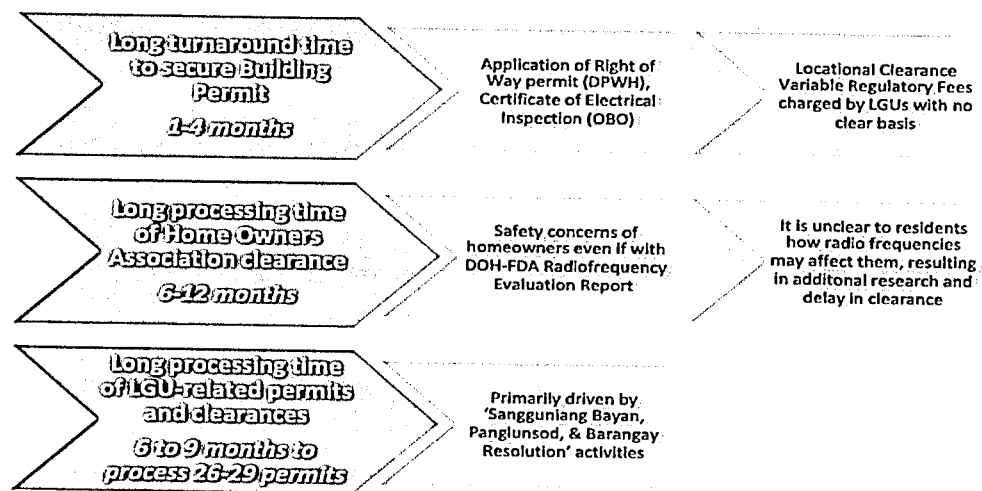


Figure 11. Examples of pain points experienced in common tower applications

1.2.5. Next, prioritize⁶ work items with high volume and most time spent and then explore whether and how activities can be eliminated to make the whole process simpler and faster. The process to undertake this is illustrated in figure 12.

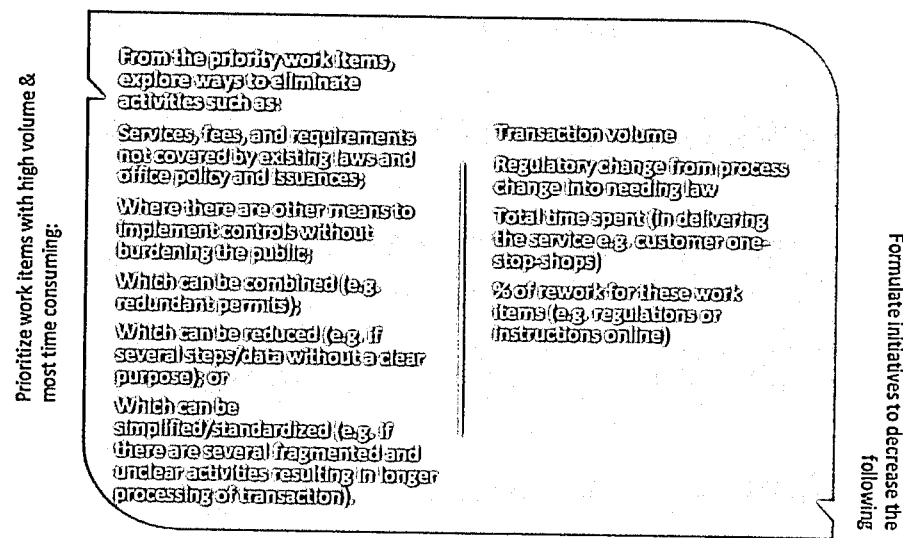


Figure 12. Key activities to eliminate and reduce to streamline a service

⁶ Similar w/ Pareto principle and PICK Charts to help prioritize issues to be addressed that will give most impact

- 1.2.6. Once this step is complete, estimate the benefit which could be achieved, by approximating the hours to be saved from improvements identified in the TMS. When the total processing time is shortened, other details such as operating cost (of the government) and opportunity cost (for the applicant) will automatically follow. While this is the case, Compliance Cost Analysis can be done to validate the cost reduction of proposed changes. This is needed especially for cases where agencies need to quantify the result of implementing such change (e.g., administration costs on the part of the government and compliance costs on the part of the transacting public). There are readily available references to aid the agencies in doing Compliance Cost Analysis⁷.
- 1.2.7. There are common non-value-adding activities within government and business processes. Some of the most common are detailed in figure 13. Thinking through these will help you further analyze the root causes of issues you have discovered.

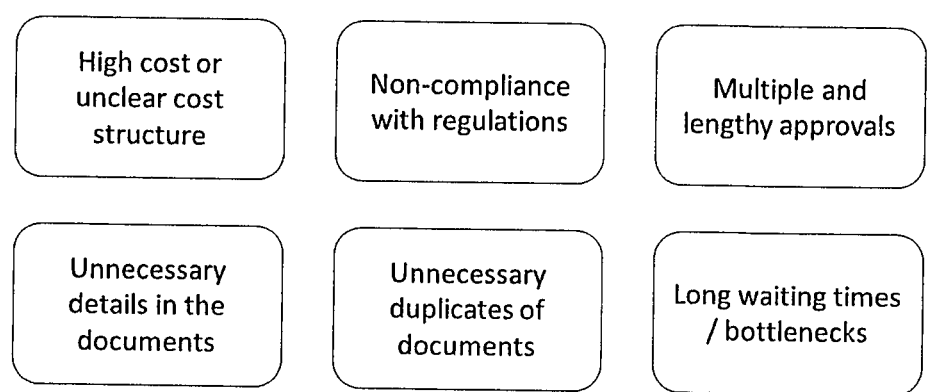


Figure 13. Common non-value-adding activities

- 1.2.8. Using the acronym TIMWOODS can help you check for any other wasted time⁸ and effort in the process.

⁷ Refer to Development Academy of the Philippines' Guidance Note on Regulatory Cost Model (http://rcm.dap-systems.net:8080/rcms/externalFile/RCM_Guidance_Note.pdf) and Anti-Red Tape Authority's Manual on Regulatory Impact Assessment > Standard Cost Model Section.

⁸ Related to Waste Elimination (to eliminate those causing waste like duplication, over regulation, waiting, unnecessary movement etc.)

Activity Type	Example
T - Transport (unnecessary movement)	You need to go to have the document stamped; going from one workstation to another; travelling to physical meetings which are not necessary; returning a processed document to the client for them to submit the document to the next processing office/department.
I - Inventory (excessive items)	Waiting until there is a pile of applications before sending them for approval.
M - Motion (unnecessary steps)	Too many or very complicated steps, too many hand-offs / pass-on activities, too many exceptions to the standard; spending time on mechanical tasks such as data re-entry that could be automated or done only once
W - Waiting (frequent delays)	Always have to wait for information from a particular agency/team, batch or sequential processing when could be done in parallel; long waiting times / 'bottlenecks', several and long approvals
O - Over-producing (output more than necessary)	Unnecessary details in the documents (details that are not used or have been given before); sending reports that never get looked at; Offices within a government agency each requiring clients (i.e., regulated entities) to submit photocopies of documents submitted when photocopying of processed documents for reference purposes should have been their responsibility from a client service-oriented perspective. Also, excessive review and approval, repeated manual entry of data, unneeded formatting and long reports.
O - Over-processing (effort more than necessary)	Inputting data from one system to another because the data or the systems are incompatible; systems are paper-based and/or manual
D - Defect (rework/reject/return)	Unclear requirements means you have to go back to the client/another team and wait again for resubmission; repeating the same task twice because you forgot to check an item
S - Skills not utilized	Employees who are frustrated, bored, have uneven workloads, low morale, can't make suggestions

2. Design

From the last chapter, you have identified the priority part(s) of the process for improvement and what can be eliminated or improved. This chapter will help you set targets and design the improvements you have prioritized.

The reengineering process shall include an inter-agency review of key permitting and licensing laws, rules, and issuances, with the end in view of eliminating undue regulatory burden from the transacting public.
Section 3, Rule III of the IRR of R.A. 11032

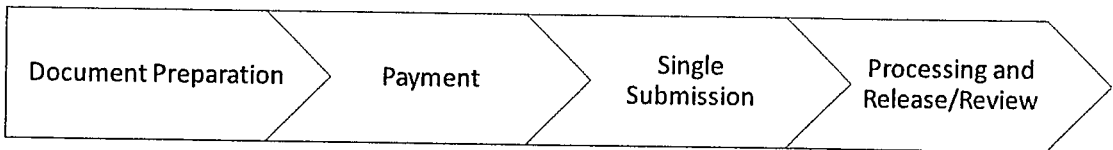
2.1. Benchmark best practices and key metrics

- 2.1.1. You have already identified key problems and opportunities for improvement and estimated the time that could be saved. Now check whether you could do even better. Take each identified priority area in turn. For example, in the communications tower example in figure 10, the Homeowners Association clearance time. Find out how well the step can be done:
- a. How does the best barangay/city/state or team do it?
 - b. How does a comparable organization do it - a similar process in another group of agencies or another country? How do they organise their service and manage it?
 - c. How do they monitor their performance? Are their metrics different from yours? Are there commonly agreed metrics that you can follow?
- 2.1.2. Use what you have learned to check or reset your target improvements. Benchmark with caution as adapting best practice without thorough understanding or consideration on the context may do more harm than good to the process.

2.2. Design the desired state

Now you will bring everything you have done together. First, review what you have learned about and from your clients.

- 2.2.1. Think of the process from end-to-end, from the start when the client is preparing the application until issuance of a successful permit. Make it as straight-through as possible. At this stage, don't focus on who does the work but on making the process as straightforward as possible.



- 2.2.2. Can you make it easier for the client e.g. collect data once and share it with others to avoid the client having to fill in the same information several times, giving the client a single point of contact who can advise where they are in the process? How about segmenting processes based on business size or type for example? What did the client say would make it easier for them?
- 2.2.3. If staff or clients have found shortcuts/workarounds, design these if they are good or prevent them if they introduce risk/errors. You want everyone to follow the same good practice.
- 2.2.4. Think about what you have learned from staff in all the agencies involved. Review pain points and areas of delay and waste. Don't stop at the process flow, really think about every level:

- Level 1** Name of Service
- Level 2** Agencies Involved
- Level 3** Process Flow
- Level 4** Activity Description
- Level 5** Document Flow
- Level 6** Data Flow

- a. Consider clustering activities to minimize, if not remove, handoffs. Every time you hand it over to another person, they have to take the time to get up to speed with that application. Could fewer people/teams be involved?
- b. Can you eliminate or reduce dependencies? Could more be done in parallel to reduce the time taken overall?

- c. Find ways to error-proof process activities, documents and/or systems involved. For example, can you set rule-based parameters or automatically create flows?
 - d. Can there be fewer approval layers? Think about the risk against the level of sign-off required.
- 2.2.5. Where the workload is erratic and there can be bottlenecks, consider sharing resources and redistributing work to balance the load across the organization. This might need existing employees to be trained to be multi-skilled to enable cross-posting.

2.3. Embrace digital

- 2.3.1. Digitalization can reduce duplication and errors, speed up handling, and give data to use in further improving services. Digitalization is much more than just converting paper documents onto computer forms: it can enable the whole process to be improved. DICT is the lead agency for supporting digitalization in the government.
- a. One area that digitalization has been successfully applied is to the telecommunications tower application process. The Joint Memorandum Circular No. 01 s. 2020, signed 23 July 2020, was an inter-agency approach to streamline requirements and reduce procedural delays in securing necessary permits, licenses, clearances, certificates, and other requirements in constructing a common tower. Under the online procedure, applicants fill out the application form and attach the complete required documents at the single ITC Registration Page. The procedure, list of complete documentary requirements, and information on how to qualify as an ITC can be found in the Common Tower Registration Portal⁹.
 - b. This has stimulated new entrants. The DICT has received letters of intent from 13 other tower companies, beyond the 24 that were already engaged and many have indicated they will look at unserved and underserved areas such as Visayas and Mindanao.

⁹ DICT Circular 008 and 011, the JMC No.1 s.2020 streamlining the common tower permitting.

2.3.2. A few ideas to help you embrace digital are detailed at figure 14.

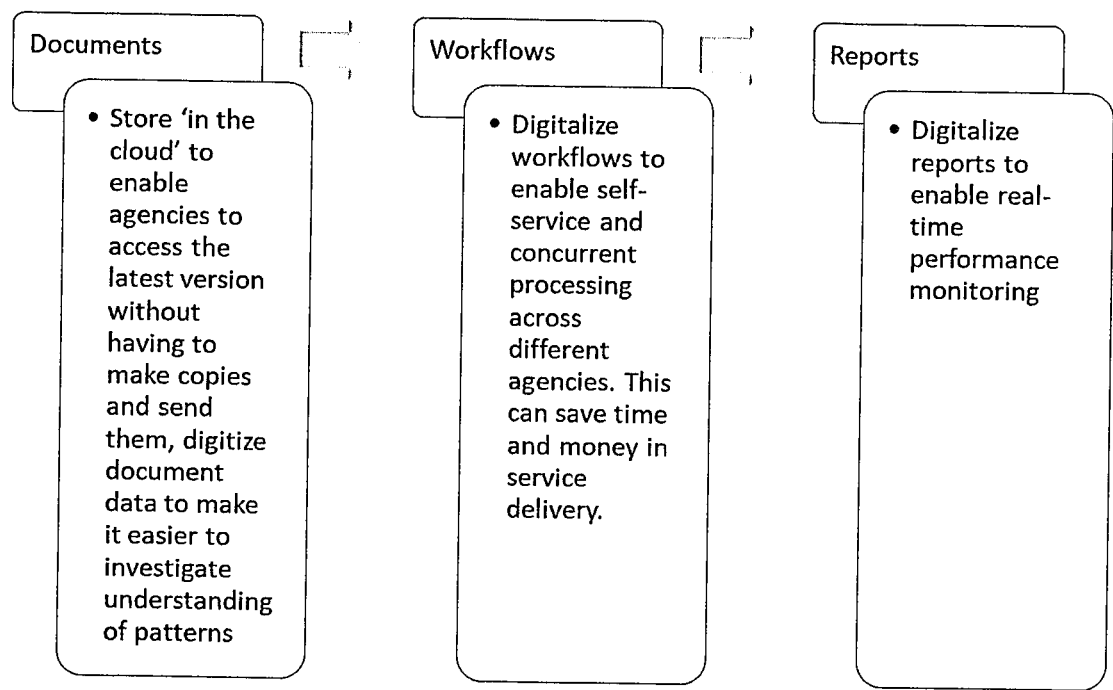


Figure 14. Ideas to help embrace digital¹⁰

2.4. Check that you have not removed necessary controls

- 2.4.1. Once you have found ways to simplify the process, step back and think about any risks in the new, simpler process. How likely is something to go wrong, how bad could it be, when would it become apparent? Check if you have maintained sufficient check-and-balance activities, such as doing cross-validation (having a different person to check), to detect errors and avoid conflicts of interest. This may be physically done or through system logs.
- 2.4.2. It is important that the cost of control should be less than the value of the risk identified. Do not add extra checks unless they are really needed.

¹⁰ Refer to Philippine Government Cloud First Policy as provided for in DICT Department Circular No. 2017-002; PRESCRIBING THE PHILIPPINE GOVERNMENT'S CLOUD FIRST POLICY and DICT Department Circular No. 010, s. 2020: AMENDMENTS TO DEPARTMENT CIRCULAR NO. 2017-002. A cloud-based strategy will result in more improvements in the processing of applications as it can provide for controlled and secure access to documents required in the review of applications.

2.5. List what you want to change

2.5.1. You have now developed your list of potential improvements. Set them out clearly, explaining the issue, who it involves and what you would change. For each, describe the improvement it would give and what metric you would use to track the performance.

Activity and issue	Who is involved	The change	The improvement	Indicator to measure the improvement
Handover from Agency A to Agency B: Agency A sends the certificate but keeps getting questions back about it	Agency A team (6 people) Agency B submissions team (2 people)	Create a standard checklist of information to hand over to Agency B with the certificate	Reduced rework time for both agency teams Reduced processing time for client Cost reduction for client	Ideal: time from issue of certificate to Agency B being able to process (not measured currently) Actual: time from Agency A issue of certificate to Agency B issuing decision

Figure 15. Example of potential improvement record

2.6. Prioritize the list of changes

2.6.1. Usually there are too many possible improvements to make all at once. Prioritization of improvement initiatives is important as process reengineering work goes through various areas in an organization, generating a chain of values that clients would appreciate. Given the vast areas of opportunity for a radical improvement of strategic processes, tasks must be implemented at certain intervals because the technologies, goals and clients’ expectations that are inherent to organizations are changing and becoming more complex in an increasingly globalized world (Fragoso, 2015). Consider the following to help prioritize them:

- a. Cost/Benefit¹¹: You have already estimated the savings possible from specific improvements when you did the TMS. Now check whether you have updated those targets and put a value on the savings from each new improvement identified. Also, at

¹¹ Refer to the Compliance Cost Analysis tool used from section 1.2.6. to ensure continuity from Discovery stage.



- this point, you can refer back to the Compliance Cost Analysis performed earlier. You may need to prioritize initiatives with the greatest net benefit. As before, you may need to assign a value to each person’s time: Human Resources Department may be able to give you the organization’s cost per hour of employing someone (if not, use a rule of thumb based on their approximate salary +30%)
- b. Don’t forget there is probably a cost to making each improvement too. Think about the one-off cost (e.g. equipment, training) but also all the recurring expenses. The improvement must lead to savings - if it needs investment, prepare beforehand the source of the budget, how long will it take to pay back?
 - c. Complexity: Does regulation/law have to be changed, change involving several teams (maybe across different agencies), or a relatively simple SOP change for one team?
 - d. Time: How long will it take to implement; divide into quick wins (2 weeks to 1 month), 1 to 3 months, and 3 months to 1 year.
 - e. Control: How much does the change depend on other things being done? Are they all within your control or will other people have to give approval and make their own related improvements too?
 - f. Finally, judge the priority of all your potential improvements, for example as high, medium, or low.

The table below can be used as a template when undertaking the improvement prioritisation exercise.

Improvement	Owner	Control: who else must give approval	Complexity: what kind of change?	Time: quick win, 1-3 months, or longer	Cost / Benefit (saving)	Priority
1. Create standard checklist for Agency A to hand over to Agency B with certificate	Head, Agency A certification team	No other approval needed. Just agreement from Head, Agency B submissions team	Simple: internal process	Quick win	8hrs per submission, each team – value in Pesos	High
2.						
3.						

3. Delivery

At this step, your goal is to implement the improvements and gain the expected benefits. It is also to manage these changes in a way that makes everyone feel engaged, supporting a culture of continuous improvement.

3.1. Improvements are change

- 3.1.1. Implementing an ambitious program such as NEHEMIA program requires a change in approach throughout our government. It needs us to think and act differently. Whilst we all have a role in implementing change, change needs to be visibly championed and led by the Top Management.
- 3.1.2. Through leadership, governance and consistent communication, they signal how seriously an organization takes the change. Our personal situations, and external influences such as the Covid-19 pandemic, all affect how fast the journey can go for the majority. Each of us is different. Some thrive on new challenges and embrace the change; others find it hard and need greater support and encouragement. Change is achieved most successfully when it is well managed.
- 3.1.3. There are theories and research evidence that detail how to drive change in an organizational setting¹². The three essential factors to successfully embed change are set out in figure 16.

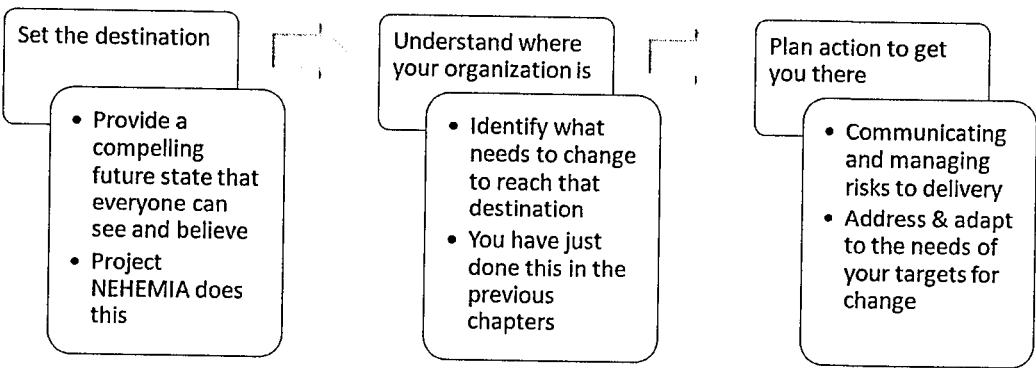


Figure 16. Factors needed to embed change

¹² Managing Transitions, William Bridges (2009), Leading Change, John P Kotter (2012), The Effective Change Manager’s Handbook, Richard Smith, David King, Ranjit Sidhu and Dan Skelsey (2014)

3.2. Make your improvement plan

3.2.1. Consider your identified improvement initiatives. Set out a plan of which changes will be made when and the roles and responsibilities to deliver the plan. Be ambitious but realistic!

Make change easy ➤ Adding additional projects does not translate to outcomes. Establish measurement systems to help track performance changes for new initiatives

3.2.2. Identify who has which role in making these changes. This is detailed in the table below.

Description of role	Function
Overall change governance	A team should hold the overall plan, and monitor progress and impact. They are responsible for inter-agency relationships, understanding the cumulative impact on staff and clients. Staff responsible for HR, communications, and IT may be included if they are not yet involved.
Project owners and teams	<p>They will do the detailed planning and implementation of particular improvements, including who to involve, making sure staff are aware of all changes that affect them and their work and training, as well as policy and systems development.</p> <p>For NEHEMIA program improvements, the team may need to be cross-agency. How will you manage this?</p> <p>Set up measurement of the key indicator(s) and report progress to the review team. Note: for changes that will take more than 3 months, think of what change you expect to see each quarter until the implementation is complete.</p>

3.2.3. Whenever possible, find ways to test the changes/improvements quickly on a small scale, ‘pilot’ environment. If it doesn’t work the first time, fail fast then learn and try again. This is an example of agile deployment.

Make change easy ➤ Change can feel risky. How can we make it safer? Start small then scale-up.

3.3. Gain support and overcome resistance

3.3.1. At different stages of implementing a change program such as NEHEMIA program, you are likely to encounter resistance. It shows that people are engaged but reflects the reality that people worry about change. The 8-step change management process is a model that sets out a roadmap for change based on common errors made by organizations, in figure 17. A form of resistance could be that proposals for improving processes are deemed as not viable because of existing rules and regulations that prevent their implementation. While this may sometimes be valid, in other times, this could be due to a misunderstanding of what the rules and regulations are intended for (Fragoso, 2015). Certain staff are faced with the requirements of new activities in terms of commitment and effort, both physical and intellectual, invariably seeking to avoid new responsibilities or an alteration to the current state of organization settings, referring to rules and regulations as an excuse not to undertake actions to improve processes. In this regard, it is important to promote the understanding that the application of regulations is not the aim of government agencies but, rather, to satisfy citizens’ expectations through delivering effective services and programs.

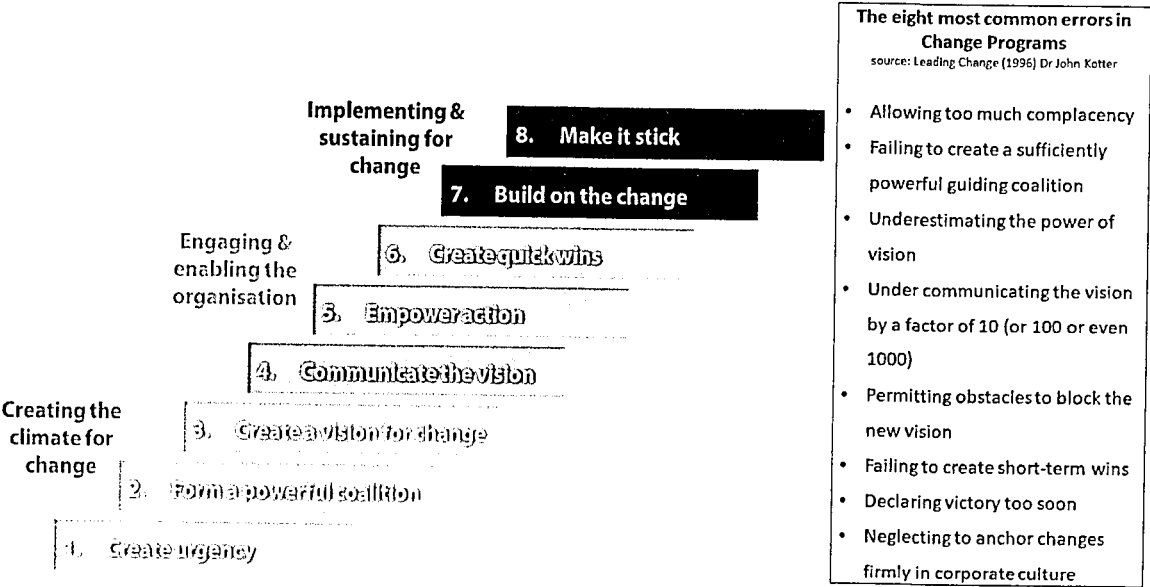


Figure 17. 8 Factors needed to embed change

3.3.2. In managing transitions, Leaders and Managers need to do 4 things to increase adoption and reduce resistance (Bridges, 2009):

- a. Describe in detail what will be different.
- b. Do not dismiss any 'loss' expressed by staff however small – have empathy.
- c. Let people know what will not change.
- d. Identify why the current situation cannot continue.

3.3.3. When you are preparing to communicate internally, anticipate and prepare for the 'what is in it for me' questions. Questions such as:

- Will I lose my job?
- Will this result in additional work?
- Will someone teach me what I'm expected to do?
- What will happen if I do something wrong?

3.3.4. Assigning people to work on the project empowers them and increases ownership. Make it clear what individuals are expected to do. Involve them in monitoring performance in a transparent way. Also, don't forget to celebrate successes.

Make change work ➤ Successful change implementation requires organization-wide ownership & commitment to change, regular & effective prioritization and the deployment of the right resources & capabilities

3.4. Think about the culture of improvement that you are building

3.4.1. By encouraging everyone to continue to look for improvements and to be part of solving problems, you are building a culture of accountability.

Make change easy ➤ Check the table about Culture of Blame vs. Culture of Accountability (Michael Timms, 2017). Where do you think your organization is at the moment?



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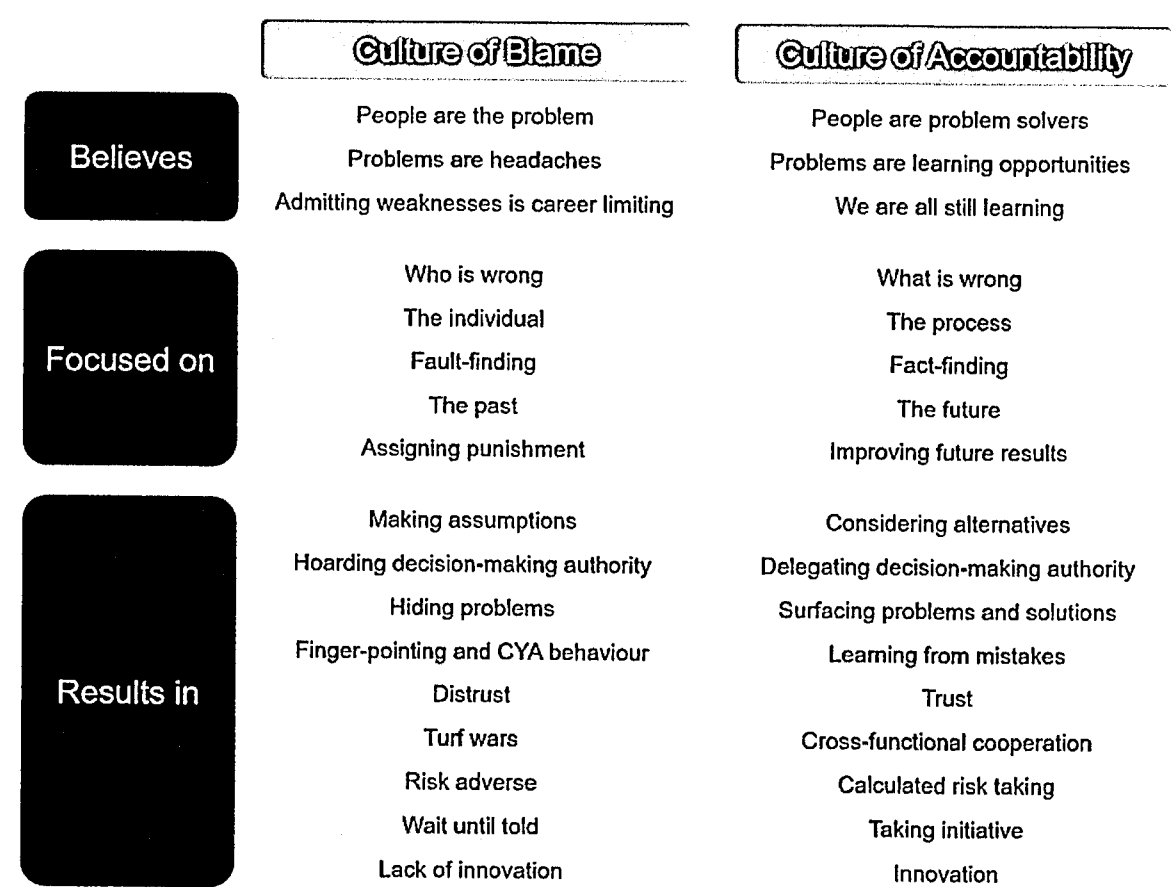


Figure 18. Creating a Culture of Accountability

This figure illustrates two paradigms. Organizations flourish and clients are best served by organizations with a culture of accountability, which supports a working environment where team members feel empowered and motivated to identify and propose solutions to problems and spot opportunities for further improvement.

3.5. Keep your clients close

- 3.5.1. Your improvements are changes for clients too. They also have to adapt, change their internal processes, and possibly retrain staff. They need to understand the purpose of the change and have time to adapt to it.
- 3.5.2. You involved them in identifying the problems. Keep them engaged now so they can see you are listening and are taking action. Think about how you will keep them up to date (with successes or delays).



4. Continuous Improvement

NEHEMIA program has set a huge ambition: to reduce time, cost, and requirements in sectors of economic and social importance by 52 percent within 52 weeks. But this is not the end of improvement. The knowledge of the processes and skills you have gained by doing are preparation to continue improving the service you deliver.

This chapter is a guide to monitoring process performance so you can continue to spot opportunities for the next improvements.

4.1. Institutionalize changes in policies, procedures, and job profiles

4.1.1. The improvements you have made are now your 'new normal', your baseline. Check if you have updated your systems, recording the processes that you have identified and standardized so they are clear for everyone, especially for any new staff. Keep it straightforward by focusing on the following elements and check if the whole team is trained:

- a. Name of service and rationale
- b. Clear definition of process start and end points as well as process segments
- c. Process stages and activities in each stage, with any system/s and documents involved
- d. Roles - processing and approval: make sure individuals job descriptions/targets are updated
- e. Handling Exceptions

4.2. Monitor performance and regularly review service failures

4.2.1. When designing the process, you compare your performance with other teams or similar processes elsewhere and set yourself targets. This is while considering the estimated volume of client transactions to better prepare your capacity to serve and achieve expected service times. You should continue to monitor your performance against those targets, perhaps monthly or quarterly? and check against the wider benchmarks regularly. Recall that goal setting must be



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anchored on a measurable outcome. While a given goal is cascaded in the organization, activities become more detailed. You may want to use a ‘dashboard’ to display key indicators, an example of which is at figure 19. Everyone should be able to see this so they can be engaged with the impact of their efforts.

Telecommunication Development Dashboard

Volume and Aging of Applications

Internet Connectivity Speed Monitoring

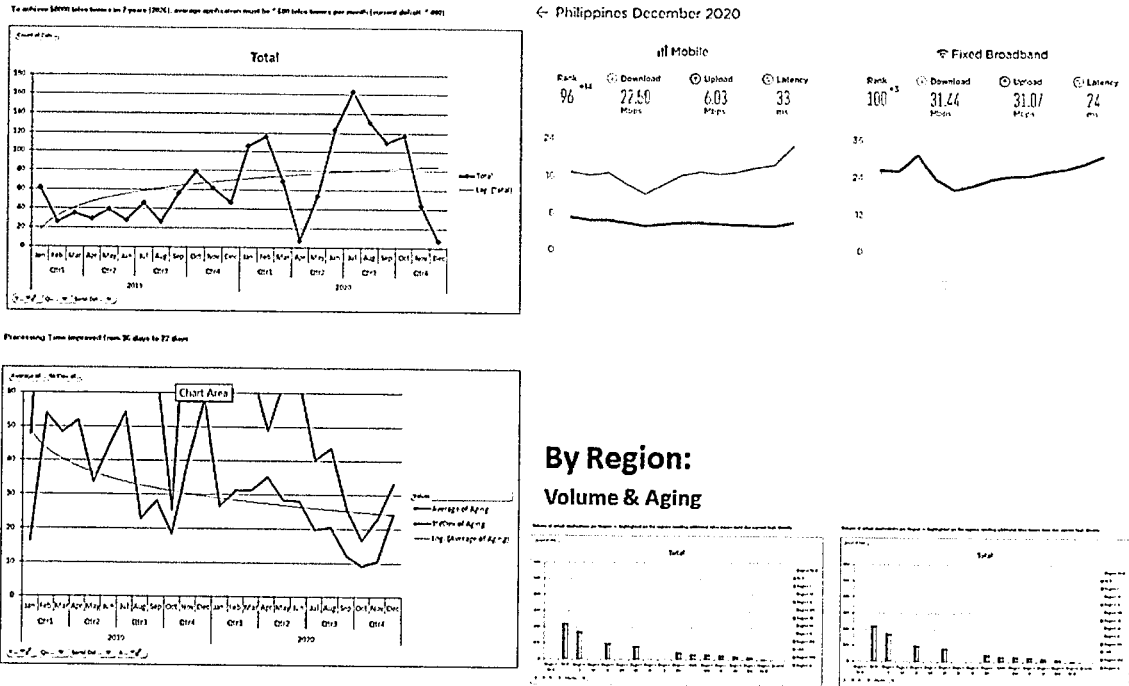


Figure 19. Telecommunication Development Dashboard

- 4.2.2. The indicators might include overall processing volume and time, time taken in the critical path step(s), how many cases did not go smoothly, client satisfaction or number of complaints.
- 4.2.3. Your own staff and other agency teams involved in the process are best placed to find ways to make things simpler and will be the first to know if there is a problem. Thus, we need to assign Key Performance Indicators (KPIs) and align individual's Key Results Area (KRA) and reward achievement of KPIs¹³. Consider the trends. Don't forget to consider trends as well as one-off events. Visualize and analyze by tallying pain points / non-value-adding / wastes and your

¹³ Examples of these are Strategic Performance Management System, Performance Governance Scorecard, or the Philippine Quality Award amongst others. Rewards in this context pertain to forms of recognition provided such as awarding, public announcement, etc.

performance against them in order to eliminate the issue and improve. Use this as the basis for the prioritization of your next improvement ideas. An example of this is shown in figure 20.

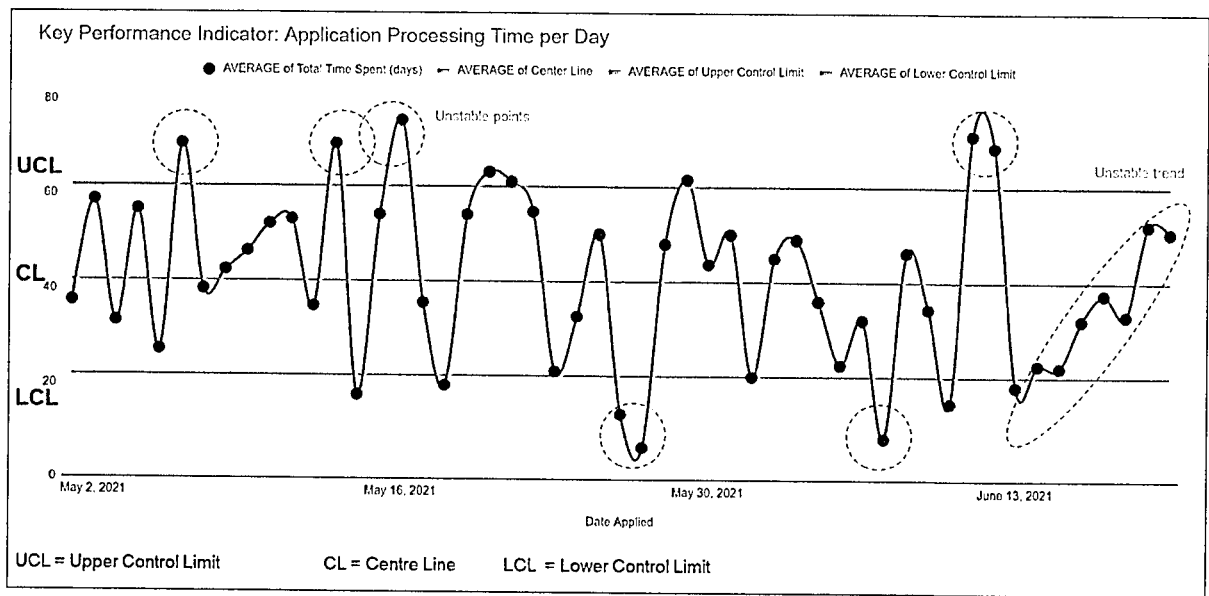


Figure 20. Visualization of pain points, non-value adding activities and wastes

The following are the steps for how to develop a chart similar to the one presented above:

- a. For example, if you want to monitor actual time spent on a given activity, you can create a register / record of actual time spent for every transaction on a regular time interval (e.g. on a daily basis).
- b. Plot the average time spent per day in a line chart
- c. Get the overall average time spent for the entire data collection period (e.g. for a month)
- d. The overall average time spent will now be the Centre Line (CL)
- e. Calculate standard deviation of daily incidents for the entire data collection period (to compute for standard deviation using a spreadsheet, just use the formula `stdev()`)
- f. Standard deviation computed will now be used to set the Upper Control Limit (UCL) (add the standard deviation to the CL) and the Lower Control Limit(LCL) (subtract standard deviation from the CL)
- g. Now use the CL, UCL, and LCL to continue monitoring the performance of the process for the next days / months / etc.
- h. Whenever there is a day when the performance breaches a limit, or if there are any unstable points or trends observed in the line chart, this is a learning event. Hold a continuous improvement meeting immediately, if possible, to understand what happened and propose solutions.
- i. If the cost-benefit is clear, proposing the change is made immediately. This is what continuous improvement means. If not, make it clear why and that the idea will be 'saved' for a bigger review.

- 4.2.4. Remember when determining fees (e.g. permit charge), agencies must focus only on identifying the total cost to deliver the service¹⁴. This is not to generate additional revenue - tax already serves such a purpose. Moreover, by setting a threshold or rate ceiling, better governance can be imposed without over-standardization.

Become agile ▶ To speed-up customer response time while ensuring attention is given to high-impact issues, find ways to consolidate customer complaints across all channels with sentiment analytics, such as satisfaction levels

- 4.2.5. Client complaints are a good source of information but clients may only complain when they feel the problem is big. You also want to know what is frustrating them or their ideas for simplification. So think about arranging a regular forum with clients and ask them whether they have suggestions or problems. Make it clear how their views will be dealt with and give them feedback on progress.
- 4.2.6. There are technical process health diagnostics tools inspired by Hammer's Process and the Enterprise Maturity Model and Lean Six Sigma techniques. These tools are used in cases where the team needs to set a baseline rating before implementing future process improvement initiatives and to see where you may put your efforts.
- 4.2.7. Lastly, remember that service failures are to be reviewed regularly. Think about how you will keep the clients up to date (with successes or delays). Increase client engagement through, e.g. effective information dissemination, open feedback lines from citizens to government, etc. Note that feedback lines can work in two ways: (1) The government agency can consolidate reports and gain first-hand feedback from clients, ensuring that the data they gather is relevant to its direct end-users, and (2) citizens can be empowered to know that there is a government line they can report to in case they would like to submit a feedback report on the performance of particular government service (Makati Business Club, 2016). There is value in emphasizing the importance of the agency's quick or even real-time response on client feedback.

¹⁴ References in existing issuances on the computation and imposition of fees and charges are: Administrative Order 31 series of 2012, issued by the Office of the President; DOF-DBM-NEDA Joint Circular No. 1-2013; DOF National Tax Research Center Procedures of the Task Force on Fees and Charges; DOF Special Research and Technical Services Branch Cost Computational Guidelines and Template in the Determination of the Rate of Fee issued on 13 June 2019; and Other relevant government rules and issuances on the imposition of fees and charges.



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Way Ahead

NEHEMIA program introduces a Whole-of-Government approach to streamlining government services. This manual is designed to help you redesign work processes to more effectively serve the needs of the public. R.A. 11032 mandates agencies to conduct reengineering as deemed necessary. This goes beyond the implementation of NEHEMIA program.

While this manual sets out process reengineering steps and tools which you can use to identify and make these enhancements, there is room for creativity and innovation. Engage your teams and clients, be clear about what you are changing and monitor performance closely. You can deliver our ambition and create a changed culture where you will continue to improve your service, and deliver the vision of AmBisyonNatin 2040.



Frequently Asked Questions

Q: What is NEHEMIA program?

A: NEHEMIA program is sectoral-based streamlining that is designed to deliver the Socio-Economic Agenda of the Duterte Administration. It seeks to reduce the time, cost, requirements, and procedures in sectors of economic and social significance by 52 percent within 52 weeks. It was launched on 4 March 2020. If you want to know more, ask ARTA for access to an informative video.

Q: Do I need to be an expert in process reengineering?

A: No. This guidance tailors the most relevant parts of the methodology to help you implement your needs to reduce requirements, time, and costs in your agency. The expertise of consultants may be considered in technical matters pertaining to the reengineering of the government's systems and procedures, if needed.

Q: What is Government Process Reengineering (GPR) and is it different from Business Process Reengineering (BPR)?

A: Every business or government process is a set of activities which is initiated by an event, transforms information/materials/business commitments, and produces an output. While a business targets financial profit for shareholders, government targets benefits for society – but the principles of streamlining the processes are the same.

Q: How does this guidance relate to the complexity of transactions under Republic Act No. 11032?

A: R.A. 11032 requires each government agency to classify transactions and services according to the level of complexity – whether simple, complex, or highly technical – and abide by the proscribed processing times. The latest 2019 Citizen's Charter Guidelines, directs agencies to report on their performance on issues such as processes, fees, and the maximum time to complete the process through the annual report and through the Citizen's Charter. See Section 6 of R.A. 11032, ARTA MCs 2019- 002 and 2019-002 A.

Q: What is a Time and Motion Study and how do I do it?

A: A Time and Motion Study (TMS) is a method of analysis of work procedures to determine the most efficient methods of operation to standardize work. Interviews and data from systems are used to understand the specific tasks in a role with complete and current performance, such as monthly transactions processed, % rejected, target volume and actual time spent. TMS may be used to highlight problems and to find good practice and standardize it.



Glossary

Agency - a term to cover all government offices, agencies including local government units, Government-Owned and Controlled Corporations (GOCCs), and other instruments of government.

Agile - an iterative approach to delivering a project throughout its life cycle. Iterative or agile life cycles are composed of several iterations or incremental steps towards the completion of a project.

Agile Deployment - the need to implement solutions more iteratively and in a more modular way. A team plans activities in relatively shorter periods, develop and pilot the solutions, revising based on actual experience and then deploy on a larger scale once ready.

Business Process Reengineering (BPR/‘Process Reengineering’/‘Reengineering’) - a process to streamline, standardize and digitalize processes to improve the quality of services, reduce processing time and cost. Processes must be anchored in the organization’s mandates and strategies. BPR involves using a shared understanding of the actual process to formulate / update policies or regulations to aid in management decision making, align personnel functions and organizational structure, and clarify how IT can support the end-to-end process from the client’s perspective. While BPR is traditionally defined to focus on radical redesign of business processes, current definition of BPR now includes both radical and incremental improvements. This approach could be more appropriate given the more rigid nature of public sector contexts (Fragoso, 2015).

Committee on Anti-Red Tape (CART) - This committee performs functions in *Section 6.2 of ARTA MC 2020-07*, as well as other roles stated in the Act. CART is an inter-office task force that requires no additional budget or the creation of new plantilla positions to facilitate its creation by the agency head; responsible for periodically reviewing the agency’s Citizen’s Charter and ensuring that the agency complies with the prescribed processing time for transactions and the zero-contact policy (Section 6.2, ARTA MC 2020-07).



Critical Path - The sequence of activities or tasks experiencing the longest bottlenecks or with most client issues cited, validated against volume, time, and cost data collected. It is critical because any delay in this sequence delays the whole process.

Government Process Reengineering - an approach that critically examines, rethinks, and redesigns processes that deliver government products and services. It seeks to achieve performance gains from the perspective of clients and stakeholders. It has evolved from applying BPR concepts to a government setting.

Lean - maximizing value from the clients' perspective by eliminating wastes. See *Waste*.

Non-Value adding activity - activities a client would not be willing to pay for. Most often, these are the unnecessarily sophisticated back-office administrative or support activities being done, invisible to client's eyes.

Operating cost - all costs and expenses related to delivering the service.

Opportunity cost - the loss of clients' potential gains – what else they could have done with the time and/or money – due to an inefficient government process or service where they have no choice but to use.

Sector - a large segment of the economy. Industry and sector are usually used synonymously to describe businesses that operate within the same economic segment.

Silo System - a description of poorly coordinated bureaucratic structures – “silos”. Historically, these were created as a way to structure processes and manage human resources. To improve the efficiency of the public sector, structural changes will be necessary to implement a *Whole-of-Government* approach. Commonly known as the silo mindset, this describes agencies that do not readily share processes and information with other agencies. This approach reduces government efficiency.

Time and Motion Study - *Section 4 of R.A. 11032 IRR* defines it as a tool to track the progress of client interface, processing, queuing, and waiting times, and linked processes that are within and beyond the



control of the service office. It is an essential step in the process mapping of services for the formulation and/or updating of the Citizen's Charter.

Value-adding activity - activities clients are willing to pay for since these are the activities seen as reasonable by them in covering the cost of delivering the service; work that physically transforms the product (or document/information) and work that is done right the first time. Value-adding activities in this manual's context are the cost of delivering a public service and how much fee is needed to recover the cost of delivering the public service seen as reasonable from the client's perspective.

Value enabling activity - or activities that are actually non-value adding but, you cannot remove it because it enables a value adding activity to take place in the next step of the process.

Waste – any action or step in a process that does not add value to the client. See *Value-adding activity*.

Whole-of-Government (WOG) Approach - WOG approach refers to government systems and processes that work seamlessly together, that puts the needs of citizens and businesses first, and often requires a shift away from single-purpose organizations. It involves fostering greater cross-governmental collaboration, breaking organizational silos, and harnessing technology. Implementing a WOG approach requires a more integrated approach to public service delivery, policy making, interoperability of government processes, government to businesses, and government to government (Section 4, IRR, R.A. 11032).



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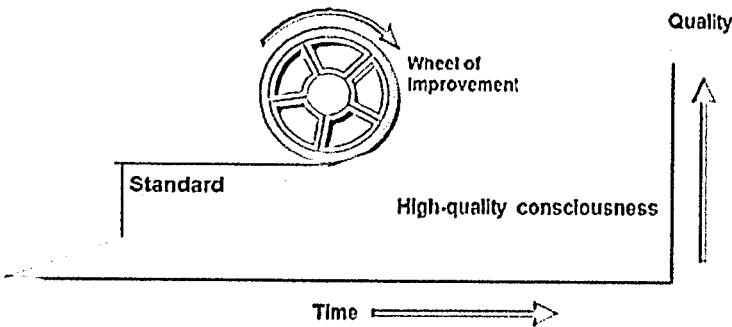
Annex A: Time and Motion Study (TMS) Guide

1. Setting the stage

- a. Understand first the “Ad Hoc” Work Dilemma: Do you consider the bulk of your work as a ‘project’ or a ‘process’?

Project	Process
Definite Duration	Continuous
Unique	Many instances
Scheduled	Transaction-driven

- b. If we consider most of the things that we do as projects for the long run, then sustaining improvement is hard. If there is no wedge (the standards) that prevents the wheel (improvements) from rolling back the hill (level of quality over time), then our efforts are not considered sustainable.



- c. Why is this relevant in TMS? Basically, because TMS was created to promote work and time standardization. This then helps make improvements more sustainable.



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2. What is TMS? What is its Legal Basis?
- a. Under Section 5 of R.A. 11032, the agencies are expected to reengineer their systems and processes; one way is through the conduct of Time and Motion Study (TMS).

b. Citing Section 4 of R.A. 11032 IRR, Time and Motion Study is a tool to track the progress of client interface, processing, queuing, and waiting times, and linked processes that are within and beyond the control of the service office. It is an essential step in the process mapping of services for the formulation and/or updating of the Citizen’s Charter.
3. Why TMS?
- a. Because our common goal is to promote operational efficiency by standardizing work to benefit our client (transacting applicant).

i. To standardize work, there is a need to standardize time.

ii. Reality-check however, we know that the work needs to be improved first so that good practices are the ones being standardized.

b. Because we want to explore how we can make better use of personnel’s time.

c. Because we want to better understand resource requirement allocations in a department / office / unit (if this is the case, # of personnel involved for a given role is needed to be known).

d. “Same goal yet different approach”. TMS originated in the manufacturing sector which can be traced back from the early 19th century. It originated in the said sector as an approach to determine the time required to perform a job. It then eventually gained popularity in the service sector.

Goods Manufacturing	Service Delivery
Controlled Environment	Uncontrolled Environment
Single-assignment	Multi-assignment
Statistical sampling	Quantitative estimation

4. When to do TMS?
- a. When roles taking the most time spent in the critical path are already identified in the process. (Refer to the Reengineering Manual to gain a big-picture perspective of the reengineering works and see when TMS is used). TMS is usually applied for mission-critical activities.

5. How to do TMS?
- a. To start the TMS, identify the roles and the number of people doing them. List all the tasks assigned to the personnel doing each role.

TMS template containing this example is also available in this link:
https://drive.google.com/file/d/10I55brmGz1sV_tVBWeYtr48AwSKPfifM/view?usp=sharing

Example: (note that the number beside the role is their current headcount)

Role	Work Item
TMS - QC LGU	
Technical Support Staff (7)	Check administrative completeness of application > Counter-check physical documents submitted based on online registration > Print Letter of Instruction
Administrative Support Staff (7)	Encode In Building Permit System application once confirmed complete > Transmit physically the documents to the evaluators > Notify the applicant re. follow-up slip
Technical Evaluators - Architect (3-5)	Evaluate the application
Technical Evaluators - Engineers (20-25)	Evaluate the application
Site Verifiers (12-15)	Visit the actual site to check if site conforms to the docs submitted
Billing Staff (5)	Assessment of permit / certificate fees
City Building Official (1)	Review / Approve / Sign the permit / certificate
Releasing Staff (10)	Release the order of payment and letter of instruction
	Performs quality checks before releasing permit / certificates

- b. Identify the number of work items which have to be targeted to achieve your agency/sector plans (based on historical and following year clients demand projections¹⁵)

Role	Work Item	Target Yearend Volume
TMS - QC LGU		
Technical Support Staff (7)	Check administrative completeness of application > Counter-check physical documents submitted based on online registration > Print Letter of Instruction	45632
Administrative Support Staff (7)	Encode In Building Permit System application once confirmed complete > Transmit physically the documents to the evaluators > Notify the applicant re. follow-up slip	41069
Technical Evaluators - Architect (3-5)	Evaluate the application	41069
Technical Evaluators - Engineers (20-25)	Evaluate the application	287483
Site Verifiers (12-15)	Visit the actual site to check if site conforms to the docs submitted	32855
Billing Staff (5)	Assessment of permit / certificate fees	26284
City Building Official (1)	Review / Approve / Sign the permit / certificate	26284
Releasing Staff (10)	Release the order of payment and letter of instruction	26284
	Performs quality checks before releasing permit / certificates	26284

¹⁵ Also known and related to Cycle Time Analysis (the goal is to generate cycle time efficiency to be able timely serve the demand and comply with EODB timelines set)

c. Identify monthly transactions processed and % rejected (note min, average, max)

Role	Work Item	Target Yearend Volume	Actual Volume per Month			% of Volume Rejected
			min @ Q1	ave @ Q2	max @ Q3-4	
TMS - QC LGU						
Technical Support Staff (7)	Check administrative completeness of application > Counter-check physical documents submitted based on online registration > Print Letter of Instruction	45632	1521	3042	5324	10%
Administrative Support Staff (7)	Encode In Building Permit System application once confirmed complete > Transmit physically the documents to the evaluators > Notify the applicant re. follow-up slip	41069	1369	2738	4791	0%
Technical Evaluators - Architect (3-5)	Evaluate the application	41069	1369	2738	4791	20%
Technical Evaluators - Engineers (20-25)	Evaluate the application	287483	1369	2738	4791	20%
Site Verifiers (12-15)	Visit the actual site to check if site conforms to the docs submitted	32855	1095	2190	3833	20%
Billing Staff (5)	Assessment of permit / certificate fees	26284	876	1752	3066	0%
City Building Official (1)	Review / Approve / Sign the permit / certificate	26284	876	1752	3066	0%
Releasing Staff (10)	Release the order of payment and letter of instruction	26284	876	1752	3066	0%
	Performs quality checks before releasing permit / certificates	26284	876	1752	3066	0%

d. Identify time spent (in minutes or hours only; min, average, max)

Role	Work Item	Target Yearend Volume	Actual Volume per Month			% of Volume Rejected	Actual Time Spent per Unit			Total Actual Time Spent In mins
			min @ Q1	ave @ Q2	max @ Q3-4		min In mins	ave	max	
TMS - QC LGU										
Technical Support Staff (7)	Check administrative completeness of application > Counter-check physical documents submitted based on online registration > Print Letter of Instruction	45632	1521	3042	5324	10%	15	30	45	57040
Administrative Support Staff (7)	Encode In Building Permit System application once confirmed complete > Transmit physically the documents to the evaluators > Notify the applicant re. follow-up slip	41069	1369	2738	4791	0%	5	10	15	17112
Technical Evaluators - Architect (3-5)	Evaluate the application	41069	1369	2738	4791	20%	25	38	50	85560
Technical Evaluators - Engineers (20-25)	Evaluate the application	287483	1369	2738	4791	20%	25	38	50	598923
Site Verifiers (12-15)	Visit the actual site to check if site conforms to the docs submitted	32855	1095	2190	3833	20%	96	96	96	262840
Billing Staff (5)	Assessment of permit / certificate fees	26284	876	1752	3066	0%	15	20	30	32855
City Building Official (1)	Review / Approve / Sign the permit / certificate	26284	876	1752	3066	0%	5	10	15	10952
Releasing Staff (10)	Release the order of payment and letter of instruction	26284	876	1752	3066	0%	20	30	45	43807
	Performs quality checks before releasing permit / certificates	26284	876	1752	3066	0%	5	10	15	10952

The estimate should be the actual time spent for that work item only. If a different activity interferes with a work item, separate it out. This different activity should have its own entry in the work item column with corresponding actual time spent.

- e. Total Actual Time Spent can also be computed by multiplying volume with time. In this way, you will see which activities consume the most resources in the entire process under study.
- f. If the study has to particularly look at capacity utilization or how many people are needed, then the headcount number will be useful. To get the capacity utilization rate, simply divide Total Actual Time Spent with the total available time of the personnel doing the role. You get the headcount required then divide required headcount with actual headcount. For example, with Technical Support Staff, that will be $57040 / (7 * 22 \text{ days per month} * 480 \text{ minutes available time per day} * 90\% \text{ to account personal allowance}) = 6$. Then $6 \text{ required headcount} / 7 \text{ actual headcount} = 85.7\% \text{ capacity utilization rate}$.
- g. After conducting TMS, evaluate the following: processing of data such as variance (committed processing in the Citizen's Charter less the actual processing time and waiting time), total waiting time, total actual processing time, steps added or omitted, and documentary requirements added or omitted. You can use this as a basis in updating your Citizen's Charter. Also, revert to the main part of this manual to guide you on how to proceed with the analysis, design and implementation of the improvements desired.

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To God be the Glory!

