

Mamamayan Muna Hindi Mamaya Na Program
/ In the City of Muntinlupa: An Evaluation
(Pilot Model at the Local Government Level)

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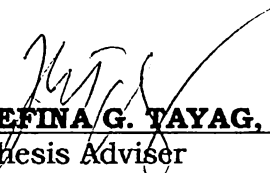
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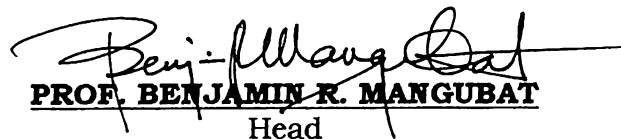
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APPROVAL SHEET

In partial fulfillment of the requirements for the degree of Bachelor of Arts in Political Science, this thesis entitled, “**Mamamayan Muna Hindi Mamaya Na In The City of Muntinlupa: An Evaluation,**” has been prepared and submitted by **Ma. Genevive Estanislao De Guzman.**


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ABSTRACT

The Civil Service Commission, as the central personnel agency of the government, provides the necessary programs to address the problems regarding the civil service. It is the agency responsible for the implementation of programs to reform the behavior and attitude of the public servants towards a more efficient, courteous, and professional public service to the people.

As one of these programs, *Mamamayan Muna Hindi Mamaya Na* aims to institutionalize quick and courteous public service as the standard norm of behavior. To provide the proper motivation to its personnel, through the program, the government seeks to confer immediate recognition on employees for acts of courtesy and prompt service to the people. And most importantly, the public can now be heard directly by the government through the redress mechanism for grievances against discourteous and arrogant employees provided by the program.

The nationwide efforts of the government to bring behavioral reform into the civil service has been decentralized and is now being implemented at the local

government level. The same objectives were aimed at the level of the cities and municipalities. Through this effort, the benefits of the program can be directly and instantly enjoyed by the people for whom the government is of service. The City of Muntinlupa was identified as the model for the program implementation at the local government level by the Civil Service Commission.

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-- Vive ☺

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DEDICATION

*With all the love in my heart,
Papa, this is for you...*

CHAPTER 1

INTRODUCTION

Agencies, departments, and offices of the government play an important role in its functioning and operation. They serve as appendages or instruments of the government in providing the peoples' basic needs through the delivery of goods and services. Through these mechanisms, the people could have a link with the government; through them the people could convey their needs and demands. They are also the links of the people to the institution that will serve their interests. In view of this, there is a need to advocate a prompt, courteous, efficient, and highly professional civil service. These are the objectives of the Civil Service Commission *Mamamayan Muna Hindi Mamaya Na*, which aims to encourage and motivate government employees to serve the public to the best of their abilities and to bring about complete behavioral reform to the government as a whole.

Statement Of The Problem

The researcher intends to answer the following questions:

1. What is the perception of the city employees of Muntinlupa regarding the program of the Civil Service Commission *Mamamayan Muna Hindi Mamaya Na?*
2. How have the city employees operationalized such a program in terms of their day-to-day performance and dealings with their clientele?
3. What are the indicators of the effectiveness of such a program?
4. What is the public opinion regarding the operationalization of the program of the Civil Service Commission in their city?

Thesis Statement

For any program to fully realize its objectives and goals the researcher hypothesize on the following: (1) the awareness of the parties involved/concerned regarding the needs for the program; (2) their belief that the needs will be answered by implementing the program; and (3) their acceptance and understanding of the program which would

motivate them to internalize its contents so that it becomes a part of their behavioral patterns.

The program *Mamamayan Muna Hindi Mamaya Na* of the Civil Service Commission at this time is still on the process of being internalized by the city hall employees of the City of Muntinlupa. Further attention is still needed to capture and to hold the dedication and commitment of the employees to fully implement and follow the principles of the program and the framework behind it—that is to serve the public with utmost dignity, efficiency, and professionalism—for the program to achieve its objectives.

General Objective

The researcher intends to study and evaluate the operationalization of the program of the Civil Service Commission *Mamamayan Muna Hindi Mamaya Na* and how the residents of Muntinlupa perceive what the city employees claim to be the achievements of the program in their city.

Specific Objectives

The researcher aims to:

1. Discuss the background of the program of the Civil Service Commission; its objectives or intended outcomes; strategies of implementation; and its achievements.
2. Present the current situation in Muntinlupa on how the program of the Civil Service Commission was introduced; its objectives and its application to the city of Muntinlupa.
3. Study the perceptions of the city employees of Muntinlupa regarding the program of the Civil Service Commission.
4. Determine how the City of Muntinlupa operationalize such a program, with both the expected and actual outcomes resulting from this operationalization.
5. Analyze whether there is congruence between what the city employees say they have been doing and the general public's perception on what they have done.
6. Give recommendation(s) for a more effective operationalization of the program of the Civil Service Commission *Mamamayan Muna Hindi Mamaya Na.*

Review Of Related Literature

In line with the program *Mamamayan Muna Hindi Mamaya Na* of the Civil Service Commission, public office as a public trust, the nature of public administration and the public service, and ethics in public service were the main concepts searched for by the researcher in the literature.

The concept of public office as a public trust is based on the principle of the social contract of John Locke. Governments and its offices, and in essence the people behind it, were the products of a contract or pact agreed upon by the people in their pursuit of self-preservation, security, and protection. The people agreed to surrender their rights, freedom, and power to a certain group of individuals who would constitute the leaders of their government. The people entrusted this group of individuals to perform the task of promoting the welfare and interests of the general public. A more thorough discussion of this subject matter will be made in the theoretical framework portion of this research.

The growing public mistrust of government and the criticisms hurled on the principles of the traditional model of public administration challenge whether this

school of thought still describes the best way to achieve the goals of an organization. In the case of the state these demonstrate that there is a need to refurbish and reform the system. Different models have surfaced to fill the deficiencies and inadequacies of the traditional model. One of the alternative schools of thought that prescribes a new solution in answer to the problems of the organization is the model of participatory government.

In the article of B. Guy Peter "New Visions Of Government And The Public Service" which appeared in the book *New Paradigms For Government* (1994) by Ingraham, Romzek and Associates, the concept of "participatory state" was introduced as an alternative to the traditional model of public administration. Traditional public administration was defined as an apolitical civil service brought about by the politics-administration dichotomy, where satisfactory performance was more important to the higher ranking public or civil servants to achieve better public administration than implementation of programs and the delivery of services, and stability and permanence of the organization within government. Under the new approach to public administration, also known as *empowerment state*, groups or units which are not included in a hierarchical

model of organizational structure will be permitted greater organizational involvement.

A hierarchical and rule-based organization that usually characterizes traditional public administration is considered a barrier to effective management and governance. Instead of concentrating attention on the upper echelons, the lower levels, or the ordinary workers, as well as the clients, should be given more attention and participation in the decision-making process of government. This approach elevated the employees and the people as the subject and object of development and mandated their involvement in the planning, implementation, and evaluation of government programs.

The weight given to the role of the public is illustrated in the effort to redefine the word "public," which puts less stress on government institutions and more emphasis on the people it serves. It depicts an administration that is not "of the public" but is more of "for and by the people," (cited in Bunyi, 1998).

The assumption is that the people who comprise the lower level of the structure and the clients of the actual production have the greatest amount of information about the program that is being implemented. If their ideas and

talents were consulted and harnessed, government would work better. Perhaps the most important aspect of the participatory approach to public administration is its attempt to involve societal interests more explicitly in governance. This model appears to enhance the role of the citizen and to attempt an inducement of democratic participation by means other than voting.

The emergence of alternatives to the traditional model of public administration proves that there is a movement to reform the system of administration to fully realize the objectives of the organization. These reforms, in turn, paved the way for the indigenization or localization of the model to best suit a particular society. The best example to this is the emergence of the model Development Public Administration as a variety of public administration as conceptualized by Ledivina Carino in her article "Administrative Accountability: A Review of the Evolution, Meaning and Operationalization of a Key Concept In Public Administration," which appeared in the book *Introduction to Public Administration in the Philippines* (1983) edited by Victoria Bautista et. al. This model focuses on the problems of the Third World Countries. Development Public Administration gives emphasis on the importance of

evaluating public agencies within the context or perspective of their own societies and "regards their activities as complemented by, if not actually incomplete or inadequate without, the empowerment of the people as participants in the process of administration," (Carino, p. 549).

Another author believes in the localization of administration models. F. Landa Jocano, in his book *Management By Culture*, disagreed with the principles of Max Weber that an organization would best serve its purposes if it is impersonal in character, is guided by rigid and strict rules and supervised under the hierarchical structure of administration. The concept of management by culture, or MBC, by Jocano (1990) is designed to focus on the need for creating a corporate culture or for strengthening an existing one. Effective management keeps in mind the cultural base of behavior so that management can be styled to become a source of inspiration, creativity, innovation and excellence rather than anxiety, frustration and conflict.

Jocano further accentuated the fact that management is not all business (p. 6). Rather, it is also a social and cultural encounter. It deals largely with human behavior,

such as relationships between superiors, peers, subordinates, and of course relationship with the clients. Tasks may be technical in nature, but motivating people to peak performance and good performance or service delivery is cultural.

For these reasons, the principles of Weber could not be expected to suit the Philippine setting. Filipinos are generally personalistic in character. It would not do for clients to be treated in such a way that they are only considered as "something" to be dealt with. Rather, administrative employees and officials must bear in mind that people have complex needs. Our attitudes towards each other are anchored on the cultural orientations that were inculcated in us since birth. The need to rethink new strategies in fields such as public administration which consider the socio-cultural peculiarities of each country, as well as the mobilization of the creative and innovative capacities of the people and social groups, is very important.

Service delivery has gained importance as a government function equated with the provision of public services. It is part of the duties and obligation of the government to

its people that prompt, efficient, and courteous service be provided to the public.

In an article entitled "Service Delivery And Public Policy" that has appeared in *New Trends In Public Administration For The Asia-Pacific Region: Decentralization* (1996) edited by Kurosawa et. al., Romeo B. Ocampo identified policy areas that failed to guide the provision of public service. Despite the promise of the government for the delivery of services, it still falls short of its obligations and responsibilities in the manner of being truly accessible to the people the goods and services. The public as clients may have to hurdle obstacles such as administratively set eligibility rules, user charges, and informal connections problems (Ocampo, 1996). These constraints may rule out large segments of the client population in having access to the services offered by the government.

Service delivery problems may also be the result of both policy and institutional issues. Accessibility to public services may be due to the fact that, for one, services are simply inadequate, discontinuous, or partial in the manner of implementation. The most common cause why a program fails to achieve its objectives is lack of

supervision and monitoring on the part of the officials whether the program is being implemented in the way that it is expressed in its Rules of Implementation. Failure to monitor the progress of the program is tantamount to disregarding the needs to be addressed by the program.

Second, services are too fragmented physically and organizationally to be enjoyed by the clients. It may be that clients have to hop from one office or department to another to get a full service thus delaying or preventing effective treatment. Or, governmental service units may belong to a different "parent agency" not familiar to the client, thus aggravating the delays imposed by the physical dispersion of government offices and units. As a recourse, the government should try to adopt measures that would promote coordination and integration of government offices, i. e. departments and units, into "one-stop-shop" for client-access purposes, (Ocampo, 1996).

What importance does ethics play in this study? Or to put it differently, why is there a need to incorporate the principle of ethics in this study? We are in the world of constant interaction and interrelation with other people and individuals. There is a need for standards or criteria that will guide and direct our behavior and actions toward

each other. We must know what is the right way or wrong way of conduct in any human relationships.

Secondly, in any associations or organizations that man is a part of, there must be agreements, understandings, principles, or rules of procedures to be followed in order to have a peaceful co-existence and an orderly social life.

Dwivedi (1978) defined ethics as a reflection of "society's perspectives on human conduct" (p. 7). Ethics involves thinking systematically about morals and conduct and making judgments about right and wrong, good and bad. It is important to remember that these judgments are "relative to the varying degrees of recognition of improprieties and aversion by individuals and communities," (Dwivedi, 8). These judgments are based on standards or criterion imposed by that particular society. What may be reprehensible in one society may not have the same reaction and treatment in another. Different societies come up with different criteria that would guide the actions of its members in relation to other people belonging to that society. Although a set of guidelines have already been laid down by others in the past, as incorporated in our traditions and culture, a constant appraisal, even criticisms, is essential in the face of the

changing environment in which we live in. We have to configure and adapt the existing values and standards to properly suit the present conditions.

The Citizens' Commission on Ethics in Government in Arlington, Virginia has come up with a Code of Public Ethics, which prescribes that all those holding public office

... are under three basic obligations. They are bound to do their best—that is, to serve with efficiency. They are bound to do what they are told to do—that is, to respect legality. And they are bound to do right—that is, to heed the commands of morality. Public ethics is part and parcel of public office, (cited in Marx, 220).

Ethics in public service goes beyond "thought and talk to performance and action," (Lewis, 3). In cases where an issue is a clear and moral one—that which presents a choice between maintaining and upholding the public good and that of furthering one's own personal or private interest—almost all societies prescribe that the former prevails, that of the public good.

Despite all of these, there is still a problem confronting the government bureaucracy and the public servants and employees regarding what really is ethical public service. Deviations from the standards of ethical public behavior and ethical public service continue to plague the bureaucracy. For Dwivedi (1978)

... a problem of ethics in the public service may be said to exist whenever public servants, individually or collectively, use positions (or give the appearance of doing so) in a way which compromises public confidence and trust because of conflicts of loyalties or values, or as a result of attempts to achieve some form of private gain at the expense of public welfare or common good, (8).

As has been pointed out earlier, what may be reprehensible in one society may not be treated as well in another. However there is also a standard list of unethical behavior or conduct for both elected, career and non-career officials alike. This includes

... bribery, graft, patronage, nepotism, influence peddling; conflict of interests (including such activities as financial transactions to gain personal advantage, accepting outside employment during the tenure in the government); misuse of inside knowledge; protecting incompetence; regulating trade practices or lowering standards in such a manner as to give advantage to oneself or to family members; [and] the use and abuse of official and confidential information for private purposes (Dwivedi, 15-16).

In general, we can say that unethical public behavior and service arises when a public employee utilizes and exploits his power, authority, and position to promote his own personal interests and concerns or those of his friends or family.

In his article that has appeared in the book *Government and Politics of the Philippines*, Raul De Guzman

discussed a number of problems of the Philippine administrative system, which the Philippine Civil Service Commission attempts to resolve. Red tape has been defined as a bureaucratic illness brought about by excessive devotion to formality, ritualized adherence to routine and overconformity in the pursuit of laws, policy, rules and procedures, which in turn lead to the duplication of paper works, delay in action or other unreasonable requirements. Red tape leads to inefficiency.

In addition, red tape could also be a source of corruption. As a result of obsessive technical approaches and adherence to excessive formality, the desire for speeding up the process of transactions with the government and its agencies, the clients are prone to offer an amount of money that some employee would readily accept in return for the extra effort on the side of the employee in getting the transaction done.

Delays and inefficiency of the administration in responding to the needs, requests, and demands of the public were aggravated by cumbersome and complicated procedures employed by the administrative personnel. An example to this is the time consuming and unsystematic government processing of papers and documents.

The 1987 Philippine Constitution under Article IX (B), Section 3 provided that

...the Civil Service Commission, as the central personnel agency of the Government, shall establish a career service and adopt measures to promote morale, efficiency, integrity, responsiveness, progressiveness and courtesy in the civil service...

Following the aforementioned principles regarding what is an effective public service and what is an effective and true-to-form public servant, the Civil Service Commission launched in 1994 the program *Mamamayan Muna Hindi Mamaya Na*. This program is a step espoused by the government to address badly needed reforms. By launching such a program, the Civil Service Commission aims to organize and reform the civil service to be able to provide prompt, efficient, and courteous delivery of goods and services. Part of its mission statement is to "initiate, develop, and propagate programs that will ensure continuous learnings, values orientation, professional growth, and career developments." *Mamamayan Muna Hindi Mamaya Na* is a nationwide client-satisfaction program that aims to (1) institutionalize courtesy and quick service to the public as standard norms of behavior among government employees; (2) confer immediate recognition on employees for acts of courtesy and prompt delivery of services; and, (3) provide the public

with a redress mechanism for grievances against discourteous employees and for red tape in government agencies (Civil Service Commission).

The principles laid down by Locke—a public office is just a representation of the people who have given up their power and authority to be governed; secondly, the “participatory state” of Peter as an alternative to the traditional model of public administration—wherein people outside the organized structure of the government were given the opportunity to voice their opinions, views, and ideas regarding particular issues and subjects that concern them, and where satisfactory performance will not be enough as an indicator in gauging effective public service but the correct and complete implementation of its programs to achieve its goals and objectives; and third, the rule of ethics that guides the conduct of the public servants are all important ingredients to come up with the best and true government of, for, and by the people.

It is important for the government to note that because public office is a public trust, opinions of the public that they serve matter. From them the government should take not so few suggestion and comments to improve its operation in serving the clients. Participation is

greatly encouraged, whether to praise or commend the public servants for their exceptional service and conduct or to criticize the workings of the government, which in turn should be taken by the government constructively as guideline to improve the delivery of basic services.

The public acts as the mirror of the government and of the public servants regarding the performance of their duties and obligations. The public will tell them that performance, much less satisfactory performance is not enough to deliver the services needed and demanded by the public, as what the government would want to believe. What matters is that programs launched by the government will be implemented for their objectives to be realized, which are to deliver the services to the public and to address the needs and problems for which the programs were set. Moreover, it is also important that the public servants be able to relate and connect to their beneficiaries at a level of interaction understood by human beings. Warmth and friendly attitude from the public servants conveys to the public that they can trust these people.

Although ethical rules are already strict in assessing and evaluating the conduct and behavior of the public servant, several ethical issues and concerns still arise in

the performance of the public servants duties. It is essential to preserve the confidence of the public to the system for its own existence by ensuring proper and strict enforcement of sanctions to erring and defiant public servant.

Theoretical Framework

The framework to be used for this research is on the essence of a democratic polity, which is government of, by, and for the people, of public office being public trust, and of public administration that lives by their ideals. This principle is a consequence of the social contract agreed upon the citizens of a particular society.

In the state of nature, according to Locke, human beings are all free, equal, and independent. No one could be subjected to the political power of another without giving or providing his/her consent. No one was restrained from doing whatever he/she wished to do, individuals were free to order their own actions and dispose of their own possessions and persons as they thought best without depending and being subjected on the will of others. But under this condition, human beings could not be sure to

have a peaceful and secure living. The enjoyment of his/her rights and properties, to include "lives, liberties and estates" (Locke), was very uncertain, unsecured, and constantly exposed to the invasion of others given the fact that every man had the same right as much as the other man.

It is in the nature of human beings to look for his/her self-preservation, security, and protection from physical harm and the continual dangers of living in such a free and natural state. However, self-reliance was bound and limited under certain circumstances to be inadequate. It was more effective to protect oneself through the organized strength of a group. Effective security is collective security. There is a need, therefore, for man/woman to become part of an organization or association to effectively protect himself/herself. It is not unreasonable that man/woman is willing to join in society with others who have a mind to unite for the mutual preservation of their properties. By agreeing with other individuals to join and unite into one community, he/she would have a means to acquire a comfortable, safe, and peaceful living, an environment for the secure enjoyment of his/her properties, and greater security against the threat of harm.

Within the community formed through the consent of its members equal with one another, those members now being the citizens of that society, a new accord is approved by the members—that is to surrender and entrust their freedom, rights, and power to a special group of individuals who would serve as the leaders and agents of the government, and who would promote and guide the whole organization to achieve its objectives. The pact that was agreed upon entails reciprocal obligation in both parties, between the public or citizens and those certain individuals. Every one of them has a set of obligations: the public toward the group of individuals they have considered as their leaders and to the association to which they are members of. According to Beran (1987) the public has the obligation "to obey the constitution of the state, officials of the state including the government... and all validly enacted laws" (p. 30). On the other hand, the individuals who have been given the political authority over the general public have the obligation and duty to fulfill what it is that they owed to them—to protect, represent, and promote the interests and welfare of the public.

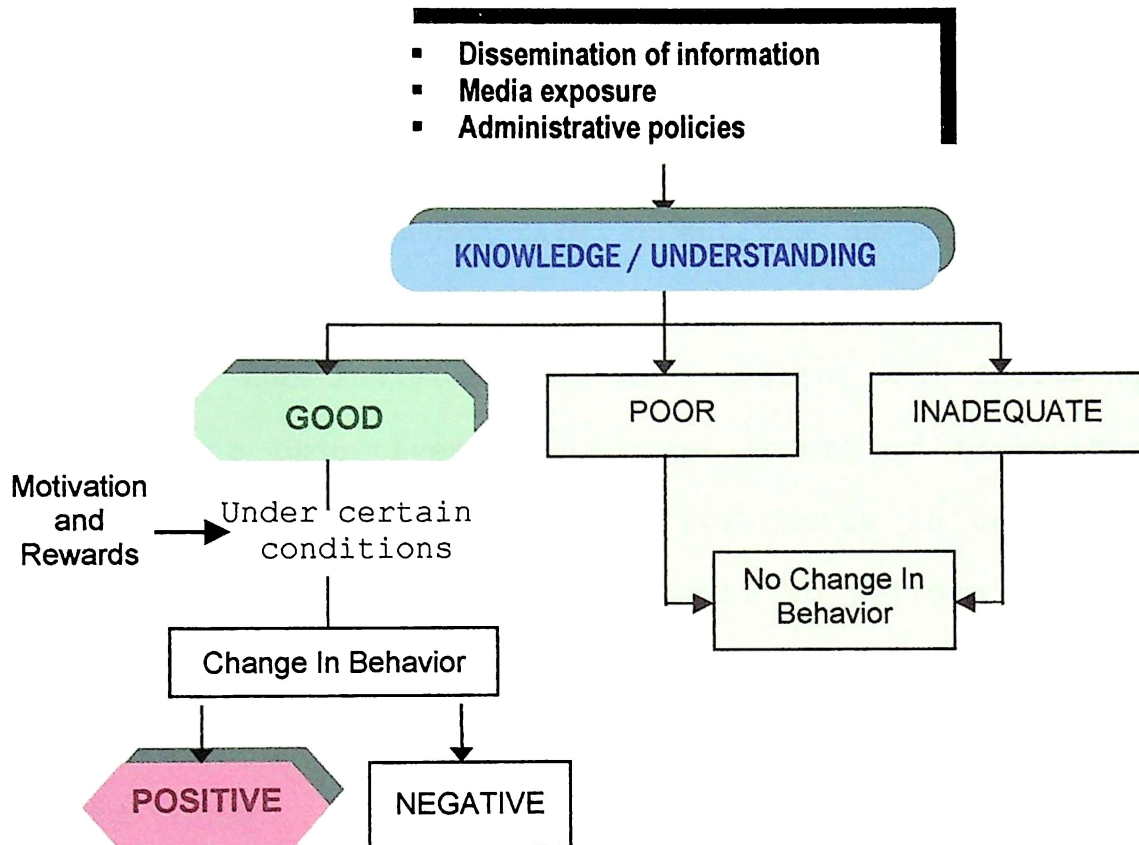
From that pact, government as an institution and its offices were thus created. Hence, positions in public

office should be taken as a duty rather than a privilege. Power came from the people. The government and its agents (i. e. agencies, departments and officials) were the creation or consequence of the pact among the people who have agreed to form such government for the purpose of the common good. Those individuals who have been trusted by the people have the loyalty, duty, and obligation to the people and to the government as a whole. The agents of the government, as representatives of the sovereign power—that is the public—must serve the people to the best of their abilities.

For the part of the government, its members, and the organization itself are expected to perform what they are assigned to do, to uphold excellence in their duties and obligations to the people, and uphold efficiency to characterize their jobs. Excellence summarizes the demands of the people, or the public opinion, to those who are in the public office providing the public service (Lewis, p. 20). This is where the confidence of the people to its government is based. Government is tended to be judged, and in essence the people who run it, by the extent to which it furthers the interests of the public (Dwivedi, p. 10). Moreover, as public servants, they are expected to

"meticulously conform to higher standards of ethical conduct," (Dwivedi, p. 7). This is central in maintaining the public trust and confidence in government. It is not enough to say that doing one's job guided by strict rules and procedures would constitute or would define a public service anchored in ethical standards. Public servants must be conscious of the humanistic needs of the public as their clients. An ethical public service is a service that is attuned to the needs of the public. The public needs demand human understanding and warmth from the government and its agencies. Attitudes of enthusiasm in providing goods and services, dedication to one's job and duties, and human understanding on complex human needs are essential elements of a good, ethical, and responsive government.

Conceptual Framework



Above is the conceptual framework against which the research will be viewed.

For any program to fully realize its objectives, encourage, and attract supporters, massive information drive is necessary on the part of the implementing body. Proper understanding of the program will depend on enough information being disseminated, through the role played by the media in distributing and evaluating the program of the government, and through the policies imposed by the

governing body, or the agency concerned. The personal values, beliefs and principles of the actors in the program implementation also play an important role in the internalization process of the program.

Monetary and non-monetary incentives as motivational rewards also contribute to the changes in the attitude and behavior of the individual in implementing and following the program's objectives. The right amount of incentives and rewards may result to a positive change in behavior, just enough to motivate the individual to perform better. However, excessive amount of rewards and incentives may result to a negative change in the behavior and attitude of the individual. These may cause greed in the person, envy and antagonism with co-workers, which in turn may result to corruption, laziness, and arrogance.

It is important for the government employees to internalize the necessity of the program and its objectives for the program to be able to effect changes in their behaviors towards the performance of their duties as public servants. The initiative of officials in the top levels of the government would serve as model for lower level officials and employees that the program is truly essential and important to the government. The media, as an

apparatus to check the government, would also be of help in the realization of the program's objectives. Their support for the government in its drive to promote a responsive and efficient administration would give additional weight on the necessity of such a program, in turn making the employees see that the government is serious in sanctioning those who will not comply to the components of the program. Otherwise, many would think and believe that this program would remain only in theory, disregarding the benefits and sanctions stipulated by the program.

All of these measures could contribute to the effective education and understanding of the employees on the significance of any program, such as the *Mamamayan Muna Hindi Mamaya Na*.

But it would not be enough to preach the merits of the program and expect change on the part of the public servants with their complete commitment and dedication to the program. The learning and effecting process does not end with just the talk and seminars about the program. Although, it is not enough to lecture about the goodness of the program, continued motivation is necessary to maintain and preserve the confidence of the people on the program.

There are certain factors that should be considered on how to motivate and convince the employees to commit to the program and its objectives. What incentives would the government provide to those who recognized the worth of the program? It could confer recognitions, rewards, and incentives to well-performing employees, for their prompt, courteous, efficient, and honest service. These rewards could come in the form of certificates of recognition and special memorial pins. Promotion and monetary incentives could also be part of the rewards conferred on the well-deserving employee.

Internalization of the significance of the program supported by its motivation and reward system, the objectives could be realized through changes in the behavior and attitude of the employees in the carrying out of their duties and towards the transacting public. Indication of a satisfied public or an efficient public service could include: positive comments from the public that is served, regained trust and confidence in the government, fast and satisfactory service, etc.

For purposes of this study, the researcher defines the following terms as:

- *Mamamayan Muna Hindi Mamaya Na* - brainchild of the Civil Service Commission. It is a nationwide client-satisfaction program that attempts to instill courteous and efficient behavior among public servants.
- *Bilis Aksyon* - the main component of the program which aims to provide a grievance mechanism to the public where they can serve their complaints against discourteous government employees.
- *Gantimpala Agad* - the reward component of the program, which addresses good behavior in the public service. Its notable feature is the immediate conferment of rewards and incentives to well-performing employees as adjudged by the transacting public.
- *Ang Magalang Bow* - the component of the program which directs the employees to provide and render courteous service at all times to the general public.
- *Clients/public* - to refer to the people for whom the government as an institution exists to be of service.

Methodology

As sources of data for this study, the researcher conducted a careful review of the records and newsletters of the Civil Service Commission regarding its program *Mamamayan Muna Hindi Mamaya Na*. To completely understand

its content and application in the City of Muntinlupa, an in-depth interview with Atty. Silverio Taloma, the *Bilis Aksyon Partner* and Officer-in-Charge of the program *Mamamayan Muna Hindi Mamaya Na* of the Muntinlupa City Hall, was held last January 24, 2001. The guide questions used by the researcher in conducting the in-depth interview with Atty. Taloma is presented in APPENDIX D.

To get the side of the city employees on their view and perception of the program, a survey was conducted among the employees of the six most commonly visited offices and departments by the public, namely: City Assessor's Office; Business Permit and Licensing Office; Local Civil Registry Office and NSO Extension Office; Office of the City Prosecutor; City Treasury Office; and City Zoning Administration Office.

A survey questionnaire consisting of questions to measure the employees' perception on the program *Mamamayan Muna Hindi Mamaya Na*, its components, and the need for behavioral reforms in the government (for more details please consult APPENDIX E) was administered by the researcher.

On the other hand, a survey among the constituency of Muntinlupa was applied to the presentation and discussion of the point of view of the clients, to find out whether there is a congruence between what the employees reported doing and the public's perception of what has been done. Cluster-probability, or multi-level, sampling method was utilized to ensure that all residents of Muntinlupa were given the chance to be able to participate in the activity. The population was divided according to Muntinlupa's nine city *barangays*: Alabang; Ayala Alabang; Bayanan; Buli; Cupang; Poblacion; Putatan; Tunasan; and Sucat. Barangay Bayanan was chosen by lottery for the first cluster wherein the next level of cluster will be drawn. From the *barangay* level, the research respondents were then drawn from the cluster of the *puroks*. Ten (10) *puroks* comprise Barangay Bayanan. Purok I was later selected, again by lottery from where the last level of cluster is to be chosen. Among the thirteen (13) blocks that comprise Purok I, the thirty (30) residents living in Block 7 were taken as respondents.

A survey questionnaire consisting of questions on the program *Mamamayan Muna Hindi Mamaya Na* and its components (for more details please consult APPENDIX F) was administered by the researcher.

Scope And Limitation

This study was organized in the following manner. Chapter 1 contains the Introduction that includes the research design. The background of the Civil Service Commission, the agency from which the program *Mamamayan Muna Hindi Mamaya Na* was conceptualized, makes up Chapter 2. Chapter 3 consists of a discussion of the program *Mamamayan Muna Hindi Mamaya Na* and the presentation of the program as implemented in the City of Muntinlupa. Chapter 4 is the presentation of the findings gathered about the research. Summary of the paper and analysis make up for Chapter 5. Lastly, conclusion and recommendation(s) of the study are presented in Chapter 6.

The study will evaluate the two sides of the operationalization of the program *Mamamayan Muna Hindi Mamaya Na*: the input process pertaining to the part played by the local government, and its employees, in the City of Muntinlupa; and the output or the product of the program pertaining to that side of the fence where the people, specifically the taxpayers of Muntinlupa, are involved.

Mamamayan Muna Hindi Mamaya Na is being implemented nationwide, in all the governmental agencies, departments, and offices and it affects the system of the delivery of goods and services as a whole. However, the researcher will be limiting herself in the study of the perception of the city employees and operationalization of the program in just the particular agency of the government in Muntinlupa, which is the City Hall. Although this paper gives the impression of evaluating the measures taken by the government to address the problems and ills that plague that bureaucracy, the study is limited to the evaluation of the program which aims to arrest the inefficiency and discourtesy in the government service.

Relevance Of The Study

The Philippines is said to be having major problems with its bureaucracy. Among these are graft and corruption, the commonly practiced "padrino" system, and very irritating red tape resulting to inefficiency, incompetence, and ineffectivity of the organization. The study will discuss and evaluate the operationalization of the program in the city of Muntinlupa, as a model for

solving such bureaucratic ills as we search for likely solutions. The study will also evaluate the objectives of the program in reassessing the initiative of the local government in adopting the policies and programs of the government to deliver better services through well-motivated public servants.

Moreover, the study of public service ethics will also be of great help in the behavior and performance of the duties of any organization, both public and private alike.

CHAPTER 2

HISTORY OF THE CIVIL SERVICE

Spanish Colonial Period

The common and lasting impression of the civil service in the Philippines during the Spanish colonial government is its negative characteristics (Endriga, p. 426). Such characterization is defined by corruption. The primary reason for this description is provided by the main colonial objective of the Spanish government, which is to plunder the country.

During these times, public office was regarded as a grant or favor from the King, and claimants for such a grant were not lacking, but were actually plentiful and continued to increase. There were two ways for the King to dispense a public office: through appointment, and through purchase (Ibid, pp. 427-428). Appointments were made exclusively to positions with judicial functions such as viceroy, governor-general, members of the Audiencia and provincial executives. Purchase of office, however, was being criticized to be one of the reasons for incompetence

in public office as positions were awarded to the highest bidder. As long as the individual had the money, important requirements such as proper qualifications were overlooked. Moreover, this practice was also the reason for the rapacity displayed by the officials of the Spanish government. Almost all of them saw the position as an investment, thereby using it to recover their money spent earlier to obtain such, and at a profit.

The condition of the Spanish colonial government as a subordinate government contributed to the increasing ills of the administration. The distance from the colony and its administration from the mother country made it difficult to monitor, supervise, and control the colonial administration. This in turn gave ample discretion and power to the colonial officials.

American Regime

The institutionalization of the modern civil service started with the onset of the American rule. The administration at that time was concentrated in the hands of an appointed all-American Philippine Commission which acted as the supreme executive and legislative body until 1902 when the Philippine Bill of 1902, also known as the

Cooper Act, was enacted. This bill made it possible for the Filipinos to have representation in the lower chamber (Caoili, p. 2). The chief executive was the American Governor-General who was also the chairman of the Commission.

The non-political civil servants defined and characterized the American administration in the country. The civil service system introduced in the country was characterized by efficiency, economy, political neutrality, and the importance given to the merits of the individual public servant (Endrigo, p. 433). These values could be found in one of the first pieces of legislation, the Civil Service Act of 1900 entitled "An Act for the Establishment and Maintenance of an Efficient and Honest Civil Service in the Philippines" passed by the Philippine Commission.

The administration's zealousness to promote honest and efficient civil service in the Philippines was the reflection of a desire to reform the civil service in the United States then characterized by the spoils system. The Civil Service Board, an independent office directly under the auspices of the office of the governor-general, was in charge of the supervision and control of examinations as an entrance requirement into the civil service as well as

future promotions (Ibid). Those who were appointed contrary to the provisions of the Civil Service Act were not entitled to receive salaries. The appointing official shall be the one personally responsible for compensating them. Nevertheless, in general

...civil servants enjoyed security of tenure, attractive hours of work, generous leave privileges, and a prestigious career, (Ibid).

Still, there were a number of undesirable and objectionable features of this system. Americans with similar positions to Filipinos were paid higher salaries. In defense, the Civil Service Board of 1901 interjected that it was more costly for the Americans than for Filipinos to live in the Philippines (Ibid). Therefore, the government spent the large portion of its resources on the salaries of the civil servants specially if more Americans were occupying the higher positions in the civil service. Filipinos, on the other hand, were confined to the lower positions. This illustrates what they said as the "government of Americans, assisted by Filipinos" (cited in Ibid). This statement, in turn, was the concrete example of the benevolence and arrogance of the Americans in teaching and helping the Filipinos to govern themselves.

Little by little, the civil service in the Philippines was transferred to the hands of Filipinos. The reasons for this were identified by Endriga (1985). First was the uncertainty about the tenure of US in the Philippines. Second, there were increasing attractive opportunities in US itself. Lastly, the Filipinization policy of the American administration in the mother country contributed greatly to the increasing participation of Filipinos in the civil service.

The growing number of Filipino representatives in the lower chamber in 1902 was the first manifestation of the implementation of the policy. Shortly thereafter, the Filipinos were handling other offices in the government. By 1919, Americans in the civil service constituted only 6 percent of the total bureaucratic force (Ibid, 435). The Filipinization policy resulted to a "bureaucracy of Filipinos, assisted by Americans" (Ibid).

Post-Independence Period

The civil service was made vulnerable to partisan politics due to the emergence of the two-party system immediately after independence. The two-party system meant two opposing partisan interests. Each had an interest in

the administration in support of their party. Partisan interests found an accommodation in the spoils system (Ibid, p. 437). If a position in a government agency was found to be available, it would be an easy prey to the hungry vultures to position one of their members regardless of the person's qualifications and fitness.

One of the landmark events during this period in relation to Philippine public administration was the Bell Mission. This was the survey group tasked to assess Philippine conditions during the 1950s that was sent by the American government as a response to the request of the Philippine government. The findings of the mission, as expected, were dismal. In addition to the recommendations of the mission to solve the financial and economic problems of the country, it also recommended reforms in the administration as well. It has observed that the civil service system "although designed to be based on merit, does (sic) not function in this way," (cited in Endriga, p. 438).

In view of these findings, the Philippine government tried to address the problems, specifically those of the civil service system. Including in the efforts to solve the problem of competency and efficiency in the civil

service was the establishment of the first school of public administration in the country in the University of the Philippines in 1952. Another one was the organization of the Government Survey and Reorganization Committee, or GSRC, in 1954. One of the functions of the GSRC was to "increase the efficiency of the operations of the government to the fullest extent possible," (cited in Endriga, p.438).

Another landmark law regarding the Philippine civil service was the enactment of the Civil Service Act of 1959 (R.A. No. 2260). By (1) amending, repealing or improving existing provisions in the Civil Service Law and in other legislation which do not support or tended to defeat the merit system, and (2) making new provisions for carrying out more effectively and economically the needs and requirements of the public service, the Act sought to resolve the defects of the civil service system (Ibid, 439). In addition, the name Bureau of Civil Service was changed to the Civil Service Commission. The years 1950s-1960s saw the notorious flowering of graft and corruption. It is said to have pervaded all levels of the government. From the lower ranks of government that involved petty fixing, middle level where officials gained from salary

kickbacks, to the highest echelons of administration involving party officials misusing public funds for partisan purposes, the dilemma of the administration was persistent and encompassing.

But then again, there were never enough laws and agencies to curb and resolve the problem. The brand of the Spanish civil service seems to follow the Philippine government at all corners of the civil service system.

Martial Law Regime

The declaration of Martial Law in 1972 "promised the most extensive and wrenching effort at reform ever attempted in the history of the Philippine republic," (Ibid, p. 441). In line with the reforms decreed by the President, one was the reorganization of the government and the sweeping dismissal of employees with records of graft, corruption, and inefficiency.

The Integrated Reorganization Plan (IRP) made it possible to undertake an extensive reorganization scheme in the government (Ibid). IRP also proposed structural changes and innovations to strengthen the merit system. Some of the reforms made to the civil service were

...the conversion of the single-headed Civil Service Commission to a three-man Commission; the decentralization of personnel functions to line departments, bureaus and regional offices; the provision of more effective policies on personnel selection, promotion, discipline, and training; and the formation of the Career Executive Service. (Cited in *Ibid*, p. 442).

Among the first laws enacted and decreed during the martial law administration were regarding the civil service. This effort gave the impression that the primary concern of the administration was to clean up the civil service. Nevertheless, it could have been done to give way to the replacements to the positions with the President's closest friends. Presidential Decree No. 6 provided for the summary discipline and removal of civil servants, which led to the purges of 1973 and 1975, while Presidential Decree No. 868 placed under the civil service laws and rules the government-owned and controlled corporations and repealed all provisions of charters, laws, and decrees which had exempted certain agencies (*Ibid*, p. 441).

The Civil Service Development Plan of 1975 identified five priority areas for the government and the civil service to focus on: career and personnel development, performance evaluation, administrative discipline, recruitment and examination, and review of policies. Under

its wing, a number of programs were instituted and undertaken to advance and in support of the five areas. The Junior Executive Training, or JET, and the Supervisory Training for Efficient Administrative Management, or STREAM, both aimed to promote, respectively, managerial and supervisory effectiveness, professionalism, dedication to the public service, and most importantly, awareness of the central role of civil service in national development (Ibid, p. 442). Performance Evaluation Committees, or PECs, were designed to focus and undertake an extensive appraisal of the entire civil service.

Despite the extreme measures utilized by the government to reform the system and maintain an honest and efficient government, corruption and other serious problems and weaknesses continued to plague the government. Corruption as identified to the Bureau of Internal Revenue and the Department of Transportation (and Communication), formerly known as the Bureau of Transportation, could be traced to the days of the Marcos dictatorship.

A distinctive recourse of the government to solve the problem of graft and corruption and other ills that pervaded the system was the creation of the Office of the Ombudsman and the *Sandiganbayan* (Ibid, p. 443). Both were

products of constitutional provisions and were independent from the President. The public's impression, however, of these two institutions was that only the low-ranking civil servants have been found, and could have been found, guilty and be sanctioned for their misconduct.

SUMMARY

History has illustrated the negative connotation of the civil service. From the very beginning of its institutionalization, corruption and ineffectual administration characterized the service. These problems still plague the government today and prevent it from delivering efficient and honest public service to the people.

There were many efforts on the part of the government to address the problems but these produced the same results over time. All were ineffective in completely eliminating the negative behavior and attitude of the civil servants in their service to the public.

To continue the efforts started by previous administrations to solve these problems of the civil service, a program was launched called *Mamamayan Muna Hindi Mamaya Na*. It aims to reverse the behavior that has

characterized the civil service and gave its negative image. The program also seeks to institutionalize courtesy and develop an efficient delivery of public service.

CHAPTER 3

MAMAMAYAN MUNA HINDI MAMAYA NA

The government has never stopped conceptualizing programs to improve its performance in the delivery of public service as shown in Chapter 2. *Mamamayan Muna Hindi Mamaya Na* is such a step introduced by the Civil Service Commission to reform the civil service.

A nationwide client-satisfaction program, *Mamamayan Muna Hindi Mamaya Na* aims to (1) institutionalize courtesy and quick service to the public as the standard norms of behavior among government employees; (2) confer immediate recognition on employees for acts of courtesy and prompt delivery of services; and, (3) provide the public with a redress mechanism for grievances against discourteous employees and for red tape in government agencies. Launched in August of 1994, the program was designed to minimize, if could not totally eradicate, discourtesy, arrogance, and inefficiency in the public service. It was a crusade spearheaded by the Civil Service Commission to establish a culture in the public service which recognizes the need to serve clients courteously and efficiently at

the time they come for assistance. The services the clients need should likewise be completed at the earliest time possible with the least burden on the part of the transacting public.

Under the *Mamamayan Muna Hindi Mamaya Na* program, a client who feels dissatisfied with the services of a government agency can bring a complaint to the attention of the Civil Service Commission. The commission mediates between the client and the agency towards the immediate resolution of the complaint. Likewise, a client who feels satisfied with the service of a government employee is encouraged to report the very satisfactory service to the commission. After some verification, the Civil Service Commission will confer recognition to the deserving employee for his/her excellent service. Reports, whether commendations, requests for assistance, complaints, and suggestions could be transmitted to the program and to the commission through telephone, written communications, the media, assisting non-government and civic organizations, or walk-in complaints.

Components Of The Program

The *Mamamayan Muna Hindi Mamaya Na* program has two basic components: *Bilis Aksyon* (or Quick Action) and *Gantimpala Agad* (or Instant Reward).

Bilis Aksyon, the main component of the program, is the administrative justice mechanism to provide quick redress to citizens when they encounter employees who are not courteous or not helpful. It is meant to address complaints for discourtesy, red tape, and failure to attend to clients or act promptly on public transactions, and other similar acts (CSC Primer, p. 3).

Upon the receipt of a complaint, the Civil Service Commission, through the Mamamayan Muna Action officer, calls the attention of the agency where the employee who had been reported for misdemeanor works. The first call via telephone is made to the *Bilis Aksyon Partner* (BAP) who is the local partner of the Civil Service Commission in government agencies, departments, or offices. Action on complaints may take the following forms: comments requested from the complained employee, an inquiry or an investigation, conciliation, or dialogue between the worker complained of and the public complainant in the presence of

the Civil Service Commission's official and the BAP. This usually ends with the settlement of the case and a handshake between the parties involved. However, a memorandum is released by the chief of the agency to remind all other employees of the duties before the public. To the employee complained of, a separate stern warning is served either in verbal or written form. (CSC Primer, 4)

The second component of the program is the *Gantimpala Agad*. This is the reward component, which addresses the other side of the coin that is, the good behavior and conduct of the public servant in the public service. *Gantimpala Agad* because it is the immediate conferment of rewards and recognition to the well-performing employees as adjudged by the transacting public. This component aims to motivate and encourage the employees for their continued support to the program, to uphold the program's ideals and objectives.

The Civil Service Commission, after receiving a report on the good acts of the government employee, sends a commendation letter to the concerned employee. A validation will follow to determine the employee's consistency in performance and qualification to the *Gantimpala Agad Award*. Through the Regional *Mamamayan Muna*

Action Center, a quick checking of the facts will be made. Sometimes the commission itself conducts spot checks of the appropriate office or agency by asking discreetly the co-workers of the commended employee.

A simple awards rite is arranged by the Civil Service Commission and the agency where the employee is employed. The employee receives from the commission a special Gantimpala Agad Pin and a Philippine Flag Pin. A certificate of Recognition and other incentives such as promotion and monetary incentives may be provided by the employees' agency.

The last component of the program is *Ang Magalang Bow*. *Ang Magalang Bow* encompasses the whole nature of the program, which is to bring into the culture of civil service courteous and prompt delivery of public service. it is reinforced as mechanism which incorporates into the daily work culture of government employees standard responses in dealing with the public. Such responses shall be demonstrated in face-to-face interaction with clients and reception of phone calls from the general public as well as in the wearing of nametags for easy identification.

Program Support Systems

Among the program's support system to ensure that the program and its benefits could be accessible to all are the (1) Mamamayan Muna Call Center; (2) Mamamayan Muna Drop Box; (3) The Mamamayan Muna Sa`Himpapawid (Citizens-Now on the Air); and (4) Mamamayan Muna In Action, the one-stop-center at the Civil Service Central Office.

1. Mamamayan Muna Call Center

To encourage public participation, the Commission has established a hotline, 932-01-11, dedicated to the *Mamamayan Muna Hindi Mamaya Na* Program Action Center. The hotline, manned by operators ready to give assistance, is open 11 hours a day, from 7:00 in the morning until 6:00 in the evening, Mondays through Fridays. An answering machine will take the messages at the time the operators are not available. Reports sent through the e-mail (MMOU@CSC.gov.ph) and fax (931-80-43) are also encouraged by the commission.

2. Mamamayan Muna Drop Box (MMDB 724)

A drop box labeled as the CSC *Mamamayan Muna* Drop Box 724 (MMBD 724) is strategically installed at the gate of the Civil Service Commission building and in its 16 Civil Service Regional Offices, as well as the other agencies of the government, to provide the public with the means to relay their feedback in writing, even after office hours. It ensures continuing service to the public 7 days a week and 24 hours a day, hence code 724. Reports received at the Box are collected daily and are acted upon within 72 working hours after receipt of the same.

3. Mamamayan Muna Sa Himpapawid (Citizens-Now on the Air)

The one-hour radio show tackles a wide range of concerns of both the public servant and the ordinary citizen, featuring various government agencies and their respective programs and projects in the aim of truly bringing the government and the people together. The radio program has just celebrated its fifth year anniversary last May 2000. It is aired every Monday, 9:00 to 10:00 in the morning over station DZRB, Radyo ng Bayan.

4. Mamamayan Muna In Action

Launched last August 2000 at the Civil Service Commission Central Office, the *Mamamayan Muna* in Action is a one-stop service center that aims to provide an easy, efficient, and electronic service. The transacting public is offered to avail any of the two service options: a person-to-person transaction or a computer aided service on the different programs and service of the Commission. The center is manned by five technical personnel for the person-to-person transaction with the public. They are ready to attend to the complaints, feedbacks, and requests for assistance under the *Mamamayan Muna* program. Legal services and counseling are also made available to the public. (CSC Primer)

On the other hand, the clients could avail of the on-line services of the center and the commission. Four computers are available for the client to use, all loaded with the following information:

- CSC Website
- On-line examination verification system
- Job Opportunity Bank System

- Link to CSC Publications
- Link to PhilJobnet Registration
- Link to exams schedule
- Case digest
- Data Tracking Management System
- Examination Application Processing System
- Comments to Pending Bills in Congress pertaining to Civil Service (CSC Primer)

Regionalization of the Program

In 1996, the *Mamamayan Muna Hindi Mamaya Na* program was decentralized or regionalized. The Commission now has a regional office in each of the 16 regions of the country. The Civil Service Regional Offices (CSROs) were tasked to implement the Program in their respective regions. Through the established Regional *Mamamayan Muna* Action Center, the RMMACs are assigned to: conduct information campaigns; coordinate with the agencies for the designation of *Bilis Action Partners* (BAPs); conduct HRD intervention for the said BAPs; reports handling; grant of incentives and recognition system for commended employees, participating

and supporting agencies and BAPs and other people and organization involved in the program; and, most importantly, program monitoring. (CSC Primer)

Mamamayan Muna In Muntinlupa

As part of the decentralization of the program, the City of Muntinlupa was identified in 1999 by the Commission as its model for the local government level. The components of the program that were in operation at the national level were brought down to the cities and municipalities to further provide better public service to the people. The city government of Muntinlupa is employing its own measures and strategies to realize the objectives of the program.

Operationalization of the Program

On the part of the City of Muntinlupa, the city government operationalized the program of the Civil Service Commission *Mamamayan Muna Hindi Mamaya Na* by launching their own measures that strive to realize the program's objectives. There are seven measures that were taken under the wing of the present administration showing the city

government's cooperation and participation in the campaign of the national government and of the Civil Service Commission in institutionalizing behavioral reforms in the civil service.

In relation to the commission's effort to institutionalize prompt and efficient service to the public by the public servants, the city government started last September 2000 a project where city hall employees brought out of the city hall the services that the city government offer. In line with the centennial celebration of the anniversary of the Civil Service Commission, the city government of Muntinlupa, and its staff, spearheaded by Mayor Jaime Fresnedi literally went out of the city hall to offer public service to its constituency. Government employees delivered directly to the people services such as residence certificates, requests for clearance, and the like.

Secondly, the presence of information booths strategically situated in the lobby of both the main building and the annex building of the Muntinlupa City Hall that houses the offices of the City Mayor, the City Assessor, the City Prosecutor, the City Treasury, Business Permit and Licensing Office; and the offices of the City

Zoning Administration and the Local Civil Registry, respectively, is the manifestation of the agency's conformity to the vision of the Civil Service Commission in giving prompt and ready service to the general public.

Thirdly, the offices of the City Treasury, the City Assessor, and the BIR unit located in the first floor, left wing of the main building of the city hall mutually concur to the presence of an individual who will then act as the guide and coordinator of the public in processing their business transactions. The employee's tasks involve marshalling the public in line while waiting in front of the office window, providing residence certificates and needed forms, reviewing the client's documents to ensure that everything is present and complete to speed up the processing of the transaction and prevent any further delays, and to even provide pens for the clients in filling up forms.

Perhaps one of the most suitable and needed reforms in accordance to the objectives of the commission to improve delivery of basic services was the establishment of the one-stop-shop that was intended to hasten the processing of business permit renewal during peak periods of transaction. The one-stop-shop became operational last August 2000 and

is located at the People's Center, right beside the main building of the city hall. The one-stop-shop houses representatives from different offices who are gathered in one place so that all transactions can be completed right there and then. With this scheme, clients are able to acquire business permits within three hours instead of two weeks.

Moreover, the one-stop-shop also offers the following services: (1) computerized tax assessment wherein tax dues, surcharges, and penalties are automatically computed; (2) computerized preparation of tax order of payment, billing, official receipt, and mayor's permit; and (3) computerized posting of payments where the shop creates a ledger for each taxpayer that shows the records of payments per official receipt and balances if tax dues are paid on installment basis.

On the other hand, the city government's efforts regarding the immediate conferment of recognition to deserving public servants is in the form of non-monetary and monetary incentives. The fifth measure introduced by the city government is the conferment of an additional five hundred to one thousand pesos and a one night hotel accommodation for two in the Philippine Plaza Hotel to

outstanding employees of the city government of Muntinlupa. Formal ceremonies to confer the awards are held during the Civil Service month of September and during Charter Day which is March 1, though simple ceremonies are also held every morning after the flag raising.

Moves to formalize the participation of the NGOs in the component *Gantimpala Agad*, especially in the selection committee and the awards committee where they will be given discretion as to who are to be chosen and what to award were being prepared as of this time. This is the sixth measure. Officials in the city hall believed that the NGOs would be more effective in the selection because they exist outside the agency, making their judgments more objective.

Finally, the seventh measure employed by the city government is the grievance mechanism as provided by the program itself. Following the Rules And Procedures In Implementing The Program *Mamamayan Muna Hindi Mamaya Na* (please refer to APPENDIX A for details) as provided in the Memorandum Circular No. 03, Series 1994 of the Civil Service Commission, the city government of Muntinlupa prepared special and separate forms that clients and constituents of Muntinlupa can fill up. They are color coded to represent the different requests of the clients:

(1) request for assistance or *paghingi ng tulong* form—in color blue, (2) complaint or *reklamo* form—in white, (3) recommendation or *mungkahi* form—in yellow, and (4) the commendation or *papuri* form—in pink. These forms are all available in the City Personnel Office, located in the second floor of the main building.

The other side of the conferment of recognition to deserving employees is the redress of the complaints submitted by the public against discourteous, arrogant, indifferent, and unresponsive public servants. The city government encourages the public and its constituency to report or to submit to the City Personnel Office their complaints against such public servants. The city government even has a practice to read a particular letter of complaint during flag raising ceremony every morning. Officials in the city hall said that it give warnings to the employees that the public are being vigilant in the kind of public service that they are receiving.

SUMMARY

This chapter discussed the components of the program *Mamamayan Muna Hindi Mamaya Na* necessary for its effective implementation. The program was launched in 1994, and was

in operation at the national level. The Civil Service Commission supervised the implementation of the program in all agencies, departments, and offices of the government. Different strategies were employed by the commission for the objectives of the program be realized for the benefit of the people.

The City of Muntinlupa served as the pilot model of the program at the local government level. On their own, the city government is utilizing different strategies in relation to the implementation of the program at the local government level.

The next chapter will present the perception of the people as beneficiaries of the program in its operationalization in the city and the perception of the employees as the actors responsible for the implementation of *Mamamayan Muna Hindi Mamaya Na*.

CHAPTER 4

RESEARCH FINDINGS

The primary method that was used by the researcher to gather the necessary information in aid of the study was to conduct a survey with both the implementors of the program *Mamamayan Muna Hindi Mamaya Na* and its target beneficiaries.

The researcher prepared separate survey questionnaires which were administered (please consult APPENDIX E and F for the sample survey forms). Employee-respondents were selected from the six most commonly visited offices/departments of the city government by the constituents of Muntinlupa. The help of the department heads, assistant department heads and records officer was elicited to identify the employee-respondents. Resident-respondents, on the other hand, were randomly selected from the entire population of Muntinlupa using the cluster-probability sampling method. (Please see Methodology on pages 29-31 for detailed explanation).

In this chapter, the researcher will first present the findings from the survey conducted with the residents of

Purok I, Brgy. Bayanan, Muntinlupa City who were the sample respondents for the study. The research findings from the survey conducted with the city hall employees would then follow.

I. Survey Findings on 30 Residents of the City of Muntinlupa as Respondents

The survey with the residents of Muntinlupa was conducted to assess the point of the view of the public as the clients of the government and for whom the program was intended. Likewise, the survey aimed to evaluate the public's perception with regards to the implementation of the program *Mamamayan Muna Hindi Mamaya Na*, and what they can say on the efforts of the city government in promoting behavioral reforms in the government.

The respondents were randomly selected from the entire population of the City of Muntinlupa applying the cluster-probability sampling method where one large unit was broken down into different clusters or levels; from the unit of the city, it was broken down into different *barangays* and from where the cluster of *puroks* came. The cluster of *puroks* was further broken down into different blocks from

where the 30 respondents were selected to represent the 30 family families living within the block.

The following eighteen (18) pages would present the personal information of the respondents and the research findings as gathered from the resident-respondents.

Personal Information about the Respondents

Table 1. Age and Gender of the Respondents

Age	Male	Female	No Answer	Total (%)
19-28	0	4	0	4 (13%)
29-38	2	8	2	12 (40%)
39-48	0	3	0	3 (10%)
49-58	1	5	0	6 (20%)
59-68	1	1	0	2 (7%)
No Answer	1	0	2	3 (10%)
Total	5 (17%)	21 (70%)	4 (13%)	30 (100%)

Table 1 and 2 (please refer to the next page for Table 2) show that most of the resident-respondents belong to the age brackets of 29-38 and 49-58 and were mostly females. The respondents were usually the wives, as indicated in Table 2 which shows that 83 percent of the respondents are married. Their husbands are either working locally or abroad. The researcher was also able to survey a small number of working husbands coming home from their work.

Table 2. Civil Status of the Respondents

Status	F	P (%)
▪ Married	25	83
▪ Widowed	2	7
▪ Separated	1	3
▪ Single	2	7
Total	30	100

Table 3. Highest Education Attained by the Respondents

Degree	F	P (%)
▪ College Degree	7	23
▪ College Units	4	13
▪ Vocational Studies	5	17
▪ High School	12	40
▪ Elementary	0	0
▪ No Answer	2	6
Total	30	100

Table 3 indicates that though many of the respondents are staying at home, 36 percent of them had actually reached college level.

Table 4. Monthly Family Income

Income/mo.	F	P (%)
P 5,000 & below	6	20
P 5,001 - P 10,000	4	13
P 10,001 - P 15,000	7	23
P 15,001 - P 20,000	0	0
P 20,001 & above	0	0
No Answer	13	43
Total	30	99*

Although one cannot fully expect people to disclose their family's monthly income especially to a stranger, 56 percent of the respondents, as shown in Table 4, graciously checked the box correspondingly nearest to their actual income, which tended to be below P 15,000 below, or of middle-class status.

* Due to rounding of numbers, the total might not add up to one hundred (100) percent.

Survey Results

This portion looks into the awareness of the residents of Muntinlupa about the program *Mamamayan Muna Hindi Mamaya Na*, its various components, and its implementation by the city government.

A. Mamamayan Muna Hindi Mamaya Na

Table 5. Awareness and Knowledge of the Program

Question	Yes (%)	No (%)	No Answer (%)	Total (%)
▪ Have you heard the program Mamamayan Muna Hindi Mamaya Na of the Civil Service Commission?	28 (93%)	0	2 (7%)	30 (100%)
▪ Do you know the objective(s) of the program?	21 (70%)	9 (30%)	0	30 (100%)
▪ Are you aware that the program is being implemented in all government agencies and offices?	16 (53%)	11 (37%)	3 (10%)	30 (100%)
▪ Are you aware that city halls and municipal hall are included in these agencies and offices?	25 (83%)	4 (13%)	1 (3%)	30 (99%) [*]

Table 5 represents the tabulated response of the residents of the City of Muntinlupa regarding their awareness of the program *Mamamayan Muna Hindi Mamaya Na* of the Civil Service Commission.

^{*} Due to rounding of numbers, the total might not add up to one hundred (100) percent.

Majority of the respondents (93 percent) are aware of the program of the Civil Service Commission *Mamamayan Muna Hindi Mamaya Na* - that this is a program to be implemented in all the agencies and offices of the government. However, how the respondents defined and explained their knowledge or awareness of the program varies accordingly (please refer to Table 5.1 for tabulation): *

- from the vague, or generalized, answers of the respondents that the program of the CSC is...
 - "para sa ikabubuti ng mamamayan ng Muntinlupa"
 - " upang malaman ang negosyo at pangkabuhayan"
 - "katulad ng mga bagay na may kailangan ka o hihinging tulong laluna sa mga nasa pwesto"
 - "pang mahirap"
 - "upang magtiwala ang mamamayan sa gobyerno"
 - "para sumipag ang mga government employee"
 - "para maging maunald ang ating bansa"

- to answers as simple as...
 - "mabilis at maayos na serbisyo"

* The responses are presented unedited but clustered accordingly to avoid repetition of answers.

- "upang mapaganda ang serbisyo ng ating pamahalaan at pamayanan"
 - "kailangan asikasuhin muna ang taong-bayan na nangangailangan laluna kung ito ay lalapit sa pamahalaang bayan"
 - "ang isang empleyado ng gobyerno ay dapat asikasuhin ang problema ng isang mamamayan"
 - "magsilbi ng tapat sa ating mamamayan ay kumilos agad"
 - "madali ang pagproseso ng mga kailangan ng mamamayan"
 - "unahin muna ang mamamayan kung ano ang kailangan"
 - "ang mabilis na pag-aasikaso sa mga mamamayan"
- and to some answers that are almost the same as the definition of the commission itself as to what the program is all about...
- "ang pagbibigay ng tamang panahon lalo na sa mga mamamayang nangangailangan ng public service"
 - "maging pangunahing priority ang bayan bago ang sarili"
 - "programang ipinatutupad para sa mamamayan upang mapadali at mapabilis ang paglilingkod ng gobyerno"

- “bilang isang government employee kailangan serbisyuhan natin ang mga mamamayan ng buong puso at tapat, hindi dapat pinaghihintay at ipinagwawalang-bahala.”

Out of the 21 respondents who answered YES to the question if they know the objectives of the program *Mamamayan Muna Hindi Mamaya Na* of the CSC, only 19, or 90 percent of them, were able to share their ideas on the definition of the program, or what the program is all about (please refer to Table 5.1 below for tabulation).

Table 5.1. Definitions of the Program

Answer	F	%
Vague	7	37
Simple	8	42
Correct	4	21
Total	19	100

Although many claimed that they know what *Mamamayan Muna Hindi Mamaya Na* is all about there is still discrepancy on how the people, in this case the residents of Muntinlupa, will benefit from the implementation of such a program. One of them just contented himself in believing

that the program is pro-poor and that it can be credited to former President Joseph Estrada.

The program is also usually mistaken by the residents to just promote fast public service. But that is not the case. The program incorporates and aims to institutionalize absolute behavioral reforms by promoting not only fast but also efficient and courteous delivery of public service.

B. Ang Magalang Bow

Table 6. Questions and Responses on Ang Magalang Bow

Question	Yes (%)	No (%)	No Answer (%)	Total (%)
need to implement?	28 (93%)	0	2 (7%)	30 (100%)
were you greeted by the employees 'good day'?	17 (57%)	13 (43%)	0	30 (100%)
are procedural flowcharts within city hall?	20 (67%)	9 (30%)	1 (3%)	30 (100%)
are the employees wearing I.D.?	28 (93%)	1 (3%)	1 (3%)	30 (99%) *
can you read their names?	19 (63%)	5 (17%)	6 (20%)	30 (100%)

* Due to rounding of numbers, the total might not add up to one hundred (100) percent

Table 6 presents the response of the residents to questions regarding the first component of the program *MMHMN* which is *Ang Magalang Bow*.

Almost all of the respondents, 28 out of the total 30 respondents (93 percent), believed that *Ang Magalang Bow*, as a component of the *Mamamayan Muna Hindi Mamaya Na* program, should be implemented in the City of Muntinlupa, i.e. in the City Hall. However, these answers were given after the researcher explained what *Ang Magalang Bow* aims to achieve. Prior to the explanation, 54 percent of the respondents correctly guessed on their own the nature of the said component, while 32 percent assumed *Ang Magalang Bow* as respect for the elderly. Still 14 percent of the respondents had no idea what *Ang Magalang Bow* is all about.

Below (Table 6.1) is the tabulated representation of the respondents' understanding to what *Ang Magalang Bow* is.

Table 6.1. Definitions of *Ang Magalang Bow*

	F	P (%)
▪ bahagi ng <i>MMHMN</i> , tungkol sa wastong paggalang ng mga naglilingkod sa pamahalaan sa mga mamamayan	15	54
▪ paggalang sa nakakatanda	9	32
▪ hindi ko alam	4	14
Total	28	100

Procedural flowcharts are one mechanism that can be used by a government agency, department, or office to hasten its transactions with the public. They can prevent further delays due to incomplete and unaccomplished forms and incorrect procedures. The presence of procedural flowcharts is one manifestation that the agency or office is adhering to the objectives of the program. Sixty-seven percent of the respondents attested to the presence of procedural flowcharts within the city hall.

Memorandum Circular No. 03, S. 1994 of the CSC and the accompanying Rules And Procedures In The Implementation Of *MMHMN* (please refer to APPENDIX A for details) provides that, "All government employees shall greet clients with a smile and friendly disposition and a standard *Magandang araw po. Ano po ba ang maipaglilingkod naming sa inyo.*" Likewise, it also provides that identification tags/cards (I.D.s) symbolize courtesy to the people and can help to facilitate in addressing the public's complaints against an employee. Fifty-seven percent of the respondents said that this greeting is being implemented in the city hall. Moreover, 93 percent of them said they see the employees wearing their I.D.s. Although 63 percent of respondents answered YES to the question of employees' name being

readable and clear to them, some had a different opinion. One of them even said that employees tended to cover or flip their I.D.'s backside when clients asked for their names, or that some of them took offense when they were asked for their names.

C. GANTIMPALA AGAD

Table 7. Questions and Responses on Gantimpala Agad

Question	Yes (%)	No (%)	No Answer (%)	Total (%)
need to implement?	28 (93%)	1 (3%)	1 (3%)	30 (99%) *
need for rewards system in the government? **	14 (47%)	16 (53%)	0	30 (100%)
will you report someone who is doing a good job (to his/her superiors)?	18 (60%)	10 (33%)	2 (7%)	30 (100%)
have you tried reporting someone who is doing a good job?	6 (20%)	24 (80%)	0	30 (100%)

Table 7 represents the response of the residents to the questions regarding the second component of the program, which is *Gantimpala Agad*.

* Due to rounding of numbers, the total might not add up to one hundred (100) percent.

** Open-ended question; follow-up responses is presented as the discussion progress.

Similar to the first component of the program, *Gantimpala Agad* as the second component of *Mamamayan Muna Hindi Mamaya Na* received a wide acceptability rate in its need to be implemented in the City of Muntinlupa. Out of the 30 respondents who participated in the activity, 28 of them or roughly 93 percent answered YES to the question that *Gantimpala Agad* should be implemented in Muntinlupa. Likewise, these answers were given after the researcher explained what the component aims to achieve.

Table 7.1 shows that prior to the explanation, only 25 percent of the respondents were able to answer correctly the objective(s) of the component, while half of the respondents defined *Gantimpala Agad* simply as presenting rewards to whoever is deserving. The other 25 percent had no idea what *Gantimpala Agad* was all about. After the explanation, questions about the need for a rewards system in the government generated a negative response from the respondents. Fifty-three percent of them answered NO, there is no need for a rewards system in the government, while the rest affirmed the need for it.

Below (Table 7.1) is the tabulated representation of the respondents' understanding of the component *Gantimpala Agad*.

Table 7.1. Definitions of *Gantimpala Agad*

	F	P (%)
▪ bahagi ng MMHMN, nagbibigay parangal sa mga mahusay na empleyada ng pamahalaan	7	25
▪ pagbibigay gantimpala sa sinumang karapat-dapat	14	50
▪ hindi ko alam	7	25
Total	28	100

Question number four under the component *Gantimpala Agad* asked, "*Kailangan po ba ng Gantimpala para mahikayat ang mga taong-gobyerno na gumawa ng mahusay at maglingkod ng magalang?*" (Is there a need for a rewards system in the government?) Among the reasons given by the 14 respondents (47 percent) who answered YES to the question are listed below. Rewards in the form of awards, certificate of recognition, monetary incentives and other special benefits were perceived by the respondents, or general public, as... *

- unexpected benefit

* The responses are presented unedited but clustered accordingly to avoid repetition of answers.

- appreciation for a job well done
- inspiration to work harder and better, and
- "pakunswelo"

Some of the respondents also identified the following reasons that could be taken as the result or after effect of providing rewards/incentives: *

- para mapahusay ang paglilingkod nila sa mga tao
- para ang iba tao ay magaya at matuto
- para gumanda ang pagtakbo sa ating gobyerno
- para matuwa ang mga mamamayang Pilipino

In effect, the respondents were trying to say that when government employees are inspired and appreciated in their job, this condition will be reflected in their work, and they will continue to perform their duties well. By performing well, the public, which is the target of a good public service, will in turn be happy with the service that they were getting.

On the other hand, the reasons given by the 16 respondents (53 percent) who answered NO to the question are the following: *

* The responses are presented unedited but clustered accordingly to avoid repetition of answers.

- "bilang isang taong-gobyerno ay obligasyon mong gumawa ng mahusay at maglingkod ng magalang dahil kasama ito sa iyong mga obligasyon na kailangang tuparin kahit na walang gantimpala,"
- "hindi na kailangan ng gantimpala dahil trabaho nila ang magsilbi ng tapat at maayos sa mamamayan,"
- "iyon ang kanilang tungkulin sa lahat ng mamamayan dahil sila ay nagsu-sweldo sa pamamagitan ng pera ng mamamayan,"
- "hindi na kailangan dahil sila ay pinapasahod ng gobyerno mula sa pera ng mga taong nararapat nilang pagsilbihan, dapat lamang na gampanan nila ng mahusay ang kanilang mga tungkulin," and
- "kung gustong makatulong sa ating pamahalaan ay hindi dapat tumanggap ng bayad."

Question number five consequently asked, "*Kung ang isang empleyado ho ay gumagawa ng magandang serbisyo at magalang sa mga tao, sasabihin ninyo po ba ito sa nakakataas sa kanya?*" (Will you report someone who is doing a good job to his/her superiors?) Eighteen respondents, or 60 percent, said YES and gave the following reasons: *

* The responses are presented unedited but clustered accordingly to avoid repetition of answers.

- "syempre dahil karapat-dapat siyang purihin at ipaalam sa nakakataas sa kanya,"
- "upang malaman ng nakakataas sa kanya na may empleyado siyang gumagawa ng magandang serbisyo,"
- "para malaman niya na may mga empleyado pa rin na sumusunod sa mga patakaran,"
- "para masiyahan ang nakakataas sa kanya at ipagmalaki siya,"
- "para naman ang nakakataas sa kanya ay hindi gumawa ng nakasisira sa samahan,"
- "kapuri-puri ang isang empleyado na gumagawa ng magandang serbisyo kaya dapat ipagmalaki,"
- "mahalaga ang commendation kaya dapat lamang na ipaalam sa kanyang nakakataas, ngunit depende pa rin sa relasyon ng empleyado at kanyang boss ang pagbibigay nito,"
- "para tularan ito ng kapwa nilang empleyado at gawing huwaran ng bawat isa sa kanila,"
- "para malaman ng kanyang nakakataas na siya ay karapat-dapat sa tungkulin,"
- "favorable sa empleyado na naghahangad ng pagtaas sa posisyon,"

On the other hand, among the reasons given by the 10 respondents (33 percent) of the respondents who answered NO to the question are listed below: *

- "hindi na kailangan dahil mismong ang nakakataas sa kanya ay makikita ang kanyang magandang serbisyo,"
- "bayaan na ang nakakataas sa kanya ang makaalam," and
- "hindi na dapat sabihin sa nakakataas dahil trabaho nila ang magserbisyo ng maganda magalang sa mga tao."

D. BILIS AKSYON

Table 8. Questions and Responses on Bilis Aksyon

Question	Yes (%)	No (%)	No Answer (%)	Total (%)
need to implement?	30 (100%)	0	0	30 (100%)
any grievance mechanism	25 (83%)	4 (13%)	1 (3%)	30 (99%) **
will reporting to superiors change the behavior of employees?	26 (87%)	4 (13%)	0	30 (100%)
will you report someone who is not doing a good job?	25 (83%)	5 (17%)	0	30 (100%)

Table 8 tabulates the response of the residents to the question regarding the last component of the program, which is *Bilis Aksyon*.

* The responses are presented unedited but clustered accordingly to avoid repetition of answers.

** Due to rounding of numbers, the total might not add up to one hundred (100) percent.

Bilis Aksyon is the last of the components of the program *Mamamayan Muna Hindi Mamaya Na*. *Bilis Aksyon* is also the main component of the program. All of the respondents agreed that there is a need for this component to be implemented in the City of Muntinlupa. However these answers were given after the researcher explained to the respondents what this component aimed to achieve. Prior to the explanation of the researcher, the following is the tabulated representation of the respondents' understanding as to what *Bilis Aksyon* is all about.

Table 8.1. Definitions of *Bilis Aksyon*

	F	P (%)
▪ bahagi ng MMHMN, mabilis na pagsasaayos ng mga reklamao ng taong bayan tungkol sa mga taong-gobyerno na hindi nagsisilbi ng mahusay	11	37
▪ isang mabilis na pagsisilbi sa taong-bayan	14	47
▪ hindi ko alam	5	17
Total	28	101*

Table 8.1 shows that only 37 percent of the respondents were able to correctly guess on their own the nature of the component, while 47 percent of them believed

* Due to rounding of numbers, the total might not add up to one hundred (100) percent.

that the component is as simple as "*isang mabilis na pagsisilbi sa taong-bayan.*"

II. Survey Findings on 17 Muntinlupa City Hall Employees As Respondents

This portion presents a summary of the research findings from the survey conducted with the 17 employees of the city hall of Muntinlupa as respondents. The survey was conducted to evaluate the perception and view of the employees about the program *Mamamayan Muna Hindi Mamaya Na* and to have an insight as to what the employees have to say about the efforts of the government to bring about behavioral reforms in the system.

The respondents were selected from the six most commonly visited departments/offices by the Muntinlupa constituents and the general public, namely: City Assessor's Office; Business Permit and Licensing Office; Local Civil Registry Office and NSO Extension Office; Office of the City Prosecutor; City Treasury Office; and City Zoning Administration Office. The employee-respondents were chosen by either the department head or assistant department head, or the records officer.

The following eleven (11) pages would present the personal information of the respondents and the research findings as gathered from the employee-respondents.

Personal Information about the Respondents

Table 9. Age and Gender of the Respondents

Age	Male	Female	Total (%)
24-29	1	1	2 (12%)
30-35	3	2	5 (28%)
36-41	0	4	4 (24%)
42-47	3	1	4 (24%)
48-53	2	0	2 (12%)
Total	9	8	17 (100%)

Table 9 and 10 show that most of the employee-respondents have ages that range from 30 to 47 years. The researcher was able to survey an almost equal number of respondents from both genders. While 88 percent of them are married, only 6 percent are widowed or single.

Table 10. Civil Status of the Respondents

Status	F	P (%)
▪ Married	15	88
▪ Widowed	1	6
▪ Separated	0	0
▪ Single	1	6
Total	17	100

Table 11. Educational background and Monthly Salary of the Respondents

Salary/mo.	Highest Educational Attainment					Total (%)
	Post-Graduate Degree (%)	Post-Graduate Units (%)	College Degree (%)	College Units (%)	Vocational (%)	
P 5,000 & below	0	0	0	0	0	0
P 5,001 - P 10,000	1	0	2	2	0	5 (29%)
P 10,001 - P 15,000	0	0	1	0	0	1 (6%)
P 15,001 - P 20,000	3	1	1	0	0	5 (29%)
P 20,001 & above	4	0	2	0	0	6 (35%)
Total	8 (47%)	1 (6%)	6 (35%)	2 (12%)	0	17 (99%)*

Table 11 shows the educational background and the salary received by the employee-respondent. Fifty-three percent of them have attended graduate school, thus earning their post-graduate units or degree. Post-graduate degree is a good investment in the field of public service because it helps the individual, in this case the employee, as they say, "to rise from the ranks," thus probably the high number of those who went on to pursue higher education. Consequently, 89 percent (8 out of 9) of the respondents who have a higher degree are earning between P 15,001 to P 20,00 and above a month. These salary levels indicate that the employee-respondents belong to the upper-middle class.

* Due to rounding of numbers, the total might not add up to one hundred (100) percent.

Table 12. Number of Years in Service

No. of Years in Service	F	P (%)
3 – 8	5	29
9 – 14	3	18
15 – 20	3	18
21 – 26	2	12
No Answer	4	24
Total	17	101*

Table 12 indicates the length of service of the respondents in government. While 36 percent of them have been in the public service for 9 to 20 years, 29 percent of them are still building a career in the field. Noteworthy is that 12 percent of them have 'dedicated' almost half of their lives to the field of public service.

* Due to the rounding of numbers, the total might not add up to one (100) hundred.

Survey Results

This portion looks into the perception of the city government employees of the program *Mamamayan Muna Hindi Mamaya Na* and the need for behavioral reforms in the government.

The survey conducted with the 17 employees of the Muntinlupa City Hall was divided into two parts: the structured-question part; and the open-ended-question part.

Part I

In the structured-question part of the survey, the respondents were requested to indicate their agreement or disagreement with the phrases/questions provided for by the researcher. Below is the guide that was used by the respondents for their choice of answers: *

- SA** - Strongly Agree
- A** - Agree
- D** - Disagree
- SD** - Strongly Disagree

* The researcher deliberately excluded N – Neutral to avoid stagnation of answers.

On the next page, Table 13 shows the tabulated responses of the city hall employees to the questions regarding the presence of behavioral problems in the government and the importance of programs that will address such problems.

Questions 2 and 3 are on the awareness of the employees regarding the needs for the program. Majority of the employees (76 and 59 percent) agreed that there is a need to address the issues regarding the behavior of the public servants towards their clients and this issue becomes a part of a larger problem that is plaguing the government.

Question numbers 1, 4, and 7 are on the belief of the employees that the needs will be answered by the implementation of the program. The different questions about the role of *Mamamayan Muna Hindi Mamaya* in helping to solve and effectively bring about behavioral reforms into the government generated a strong agreement from the respondents (59, 53, and 59 percent).

Table 13. Presence of Behavioral Problems in the Government

Question	Strongly Agree (%)	Agree (%)	Disagree (%)	Strongly Disagree (%)	No Answer (%)	Total (%)
1. A program like MMHMN of the CSC is necessary/essential for the government to function and perform its duties effectively	10 (59%)	7 (41%)	0	0	0	17 (100%)
2. There is a problem plaguing the government as a whole in the performance of its duties in rendering efficient and courteous public service	2 (12%)	13 (76%)	1 (6%)	0	1 (6%)	17 (100%)
3. There is a need for behavioral reforms in the government (leaders and employees)	7 (41%)	10 (59%)	0	0	0	17 (100%)
4. MMHMN program is one of the steps taken by the government to bring about behavioral reforms	9 (53%)	8 (47%)	0	0	0	17 (100%)
5. Behavioral reforms and changes are still possible and could still be absorbed by the government (leaders and employees)	5 (29%)	12 (71%)	0	0	0	17 (100%)
6. The primary function and objective of the government, its officers, leaders, and employees, is to provide efficient and courteous public service to the people	13 (76%)	4 (24%)	0	0	0	17 (100%)
7. MMHMN program can be an effective government project for the promotion of courteous and efficient public service	10 (59%)	7 (41%)	0	0	0	17 (100%)
8. Government officers and employees must be motivated to be able to perform their duties and functions better	11 (65%)	5 (29%)	1 (6%)	0	0	17 (100%)
9. Awards such as commendation certificates and monetary incentives can help motivate a government officer and employee in performing his/her duties	10 (59%)	6 (35%)	1 (6%)	0	0	17 (100%)

However, 71 percent of the employees were not that confident that behavioral reforms and changes are still possible and could still be absorbed by the government, as shown in question number 5. In addition, 24 percent of the employees, as shown by question number 6, may have other ideas in mind as to what the primary function of the government is, besides the provision of efficient and courteous public service to the people.

Lastly, questions regarding the need for public servants to be motivated by monetary and non-monetary incentives for them to perform their duties and functions better generated a strong agreement among the employees (65 and 59 percent).

Part II

Part two of the survey questionnaire requested the respondents to state their answers briefly regarding the following open-ended questions:

- What is/are the objective(s) of the program *Mamamayan Muna Hindi Mamaya Na*?
- How/what did you feel when you first learned that the program *Mamamayan Muna Hindi Mamaya Na* will

be implemented in the City of Muntinlupa (and its City Hall)?

- In what way can the program help the government, its officers, leaders, and employees?

Question number one generated the following answers from the respondents: *

- "...to uplift the services rendered by the government employee most especially during break-time,"
- "...to awaken those 'liabilities' in the government service and to change their views; that they should impress on their minds that public office is really a public trust. They should really look into the welfare of their client first,"
- "...for all government employees and officials to provide efficient, honest, prompt, and highly professional service at all times,"
- "...to improve the quality of service being rendered to the citizenry,"
- "...an immediate response and service to our constituent; systematic operation,"
- "...to professionalize the government employees in serving the public in the most efficient, courteous, and timely way,"

* The responses are presented unedited but clustered accordingly to avoid repetition of responses.

- "...to make the government leaders, officers, and employees professional, disciplined, efficient, responsible, and facilitative in serving the public," and
- "...giving priorities to our constituent in terms of needs and other public services,"

Question number two generated the following answers from the respondents: *

- "...it will help to motivate a government officer and employee in performing his/her duties,"
- "...it was fine with me, ever since I was employed here, I can really say that I have been following the program, otherwise I would not be recognized as a model employee,"
- "...happy because behavioral reform in our government is badly needed,"
- "...I'm happy that the CSC launched this program in the City of Muntinlupa because through this program, it further improved the quality of government service in the City of Muntinlupa,"
- "...it is not that impressive because in my 10 years in service I do serve the people in the best way that I can,"
- "...it is a welcome program on my part,"

* The responses are presented unedited but clustered accordingly to avoid repetition of answers.

- "...I feel that it is important for us to get in and approach an office easily without waiting for a long time,"
- "...happy because it will motivate the government employee," and
- "...when I first worked for the government particularly here in Muntinlupa, it was the advocacy of the new administration (that was in 1986) to give quality public service to its constituents, so the program of the CSC is not new to me."

Question number three generated the following answers from the respondents: *

- "...it can make them true PUBLIC SERVANTS,"
- "...employees and officers will become aware that they are obliged to provide quality service to our clients and constituents,"
- "...reform is the name of the game,"
- "...it can improve the quality of services rendered by the government through courteousness, being highly professional and efficient in dealing with people,"
- "...it serves as a reminder that as public servants their main duty is to serve the public,"

* The responses are presented unedited but clustered accordingly to avoid repetition of answers.

- "...good and efficient service means progress and development not only to the government but also to the person himself/herself,"
- "...part of the program is giving incentive/promotion to awardees, so every employee is guided to doing what is the right thing to do as far as giving public service to persons who come to the office,"
- "...it makes them more aware of the ideal way to serve their clients, it brings about enlightened outlook among the government personnel for their more efficient and faster service," and
- "...for the officers—know who are dedicated in their job, to distinguish who is doing his job and to promote; leaders—to enhance their knowledge to motivate their subordinate to render fast, efficient, courteous service; employees—to acquire and learn fast and efficient public service."

CHAPTER 5

SUMMARY AND ANALYSIS

SUMMARY

This paper looked into the program of the Civil Service Commission *Mamamayan Muna Hindi Mamaya Na* as it was introduced by the government. Similarly, the operationalization of the program in the City of Muntinlupa was evaluated, how the program is being implemented by the city government employees and the public opinion regarding the implementation of the program.

Mamamayan Muna Hindi Mamaya Na is the nation-wide client satisfaction program launched in August 1994 by the Civil Service Commission to bring about behavioral reforms in the civil service and to assure the most effective delivery of public service. Memorandum Circular No. 03, Series 1994 provided the objectives of the program and the components that were employed by the commission to achieve the objectives set forth by the government.

The three components on which the strategies for the implementation of the program shall be based are the

following: *Ang Magalang Bow*, *Bilis Aksyon* and *Gantimpala Agad*. *Ang Magalang Bow* aims to institutionalize courtesy in the public service. It also accentuates the need for friendly disposition on the part of the public servants making them more approachable for the transacting public in any time. *Bilis Aksyon* is the program component that provides quick assistance and redress or grievance mechanism to the requests and complaints of the public. In every agency and department of the government, through the program *Mamamayan Muna Hindi Mamaya Na*, complaints desks were set up to provide the transacting public an avenue to convey their problems against discourteous and arrogant public servants and problems encountered in the process of their transaction with the government such as delays and red tape. In recognition of their satisfactory performance *Gantimpala Agad*, as the third component of *Mamamayan Muna Hindi Mamaya Na*, confers both monetary and non-monetary awards and incentives to the employees of the government. Reports of the *Bilis Aksyon Partners* of the Commission in the local government serve as the basis for the recognition deserved by the concerned employee. They will give the necessary validation for the consistency of the satisfactory performance of the employee.

The program, as implemented by the city government of Muntinlupa, takes the following form:

- Moral values seminar and trainings on courtesy and discipline.
- September 2000 - barangay visits to bring out the services of the city government directly to the people.
- Information booths - on both buildings of the city hall to easy directory & guidance to the people.
- Marshal - offices most frequented by the people.
- One-stop-shop (August 2000) - where the people can complete their business permit renewals in three hours instead of two weeks.
- Monetary incentives and hotel accommodations in recognition to employees' satisfactory work performance.
- Participation of NGO's in the component *Gantimpala Agad*.
- Encourages the people to communicate their requests, complaints, and commendation through writing.

ANALYSIS

The employees of the city government of Muntinlupa do not discount the behavioral problems that the government and the civil service are facing, that these problems are essential to be solved and its effects should be reversed to better serve the public. Although the employees of the city government of Muntinlupa see the *Mamamayan Muna Hindi Mamaya Na* as a program which could possibly bring about the

much needed behavioral reform in the government, they are not confident enough to say that the program will succeed in its objectives. Some have already implied that, although the program is a welcome move for them, MMHMN is just another attempt to appease the people with their current concerns. They believe that behavioral reforms in the government, in general, would be very difficult to sustain. Efforts to transform the attitudes and behavior that the employees were accustomed to will require a much deeper reevaluation of values and moral principles of the individual.

There is a discrepancy as to what the public servants themselves believe to be their task as members of the government machinery and civil service. It was not a common opinion among the city government employees that the government and its agents are responsible and accountable to the people in the provision and delivery of efficient, prompt, courteous, and honest public service.

The city government of Muntinlupa did surely conform to the objectives and rationale of the program. Its officials have initiated a number of concrete courses of action in support of the program. However, it is very unfortunate that the city government could not sustain the

continuous implementation of the said courses of action and strategies for the program implementation. Long-term effects and results are not forthcoming due to the temporary nature of some of the city government's programs.

The effectiveness of the program is anchored on the percentage of the complaints received by the city government from its constituency and clients. According to Atty. Taloma, the BAP of the Civil Service Commission in the City of Muntinlupa, the rate of complaints that they have received from the time that the program was in operation in the city have decreased dramatically, although he was not able to give the researcher statistics on the matter. The Muntinlupa City Personnel Office has yet to receive a single complaint from its clients for the past 6 months. However, what is not being said in here is that the people may not be apt to formally express their complaints and dissatisfaction to the proper authorities. If this is the basis being used to certify the effectiveness/success or ineffectiveness/failure of the program, then it provides inadequate information as the nature and state of the program in its implementation process. It may be that the office is not receiving any complaints not because there is nothing to complain about,

but because the people no longer trust the agency and its officials to give proper redress to their grievances.

In general, the residents of the City of Muntinlupa, as the beneficiaries of the program, have vague ideas as to what the program is all about, and how the program can help to solve one of the inadequacies of the government regarding its service to the people. Because of this, they cannot identify the changes, or the absence of it, that were brought about by the operation of the program in their city.

On the Gantimpala Agad Component of the Program

It is said that motivation is good to improve one's performance of job. It makes us work for something and strive for something. Motivation comes in many forms. An individual can be motivated by the feelings of happiness and contentment that the work brought to him/her, or by the praise and recognition that one gets from rendering an exceptional and satisfactory service, or the monetary and financial incentives or perks that come with the job. In addition, it could increase the desire to work harder and to provide better services to the clients. Positive

measures such as rewards reinforcement, as it is known, have always worked that way.

However, public officials who first entered public service have known that a government position is not to be taken advantaged of in the pursuit of one's personal interests because the interest of millions of people are at stake. That is why it is termed as public service for no other reason than to describe the true nature of the job, which is to lend one's self to millions of people by catering to their basic needs. Excellent and satisfactory performance of duties, being efficient, prompt, courteous, and assisting the general public define the qualifications for the job of a public servant. With this in mind, additional incentives should not guide and direct the actions and the performance of the public servant. It is already a given that they were employed by the government to provide efficient and courteous service to their clients.

On the *Bilis Aksyon* Component of the Program

The other side of the conferment of recognition to deserving employees is the redress of the complaints submitted by the public against discourteous, arrogant,

indifferent, and unresponsive public servants. The proceedings under the rules of the program *Mamamayan Muna Hindi Mamaya Na* are not disciplinary in nature, rather they aim to resolve or settle the grievance expeditiously. The program does not intend to seek out and to punish erring public servants but to satisfy the aggrieved client by resolving the dispute through amicable means. It is preventive in its approach because through the *Bilis Aksyon* component of the program, the shortcomings of the public servants that could result to misunderstandings between the client and the employee are addressed right away. Still, although the *Gantimpala Agad* component of the program makes way for the employees of the government to be motivated and gives the chance for them to internalize the procedures for which the objectives of the program could be achieved, *Bilis Aksyon* implies a negative habit of the government. It is common practice to implement and impose measures that would resolve problems that plague the government only at a time that the problem is already widespread or has started to affect essential units of the system. At the end of the day, *Bilis Aksyon* is just one of the reactionary rather than proactive or preventive measures favored by the government.

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

CONCLUSION

Mamamayan Muna Hindi Mamaya Na as it is being implemented at the national and the local level of the government still needs to be fully internalized by its implementors in order for it to achieve the objectives set by the government. For purpose of this study, the process of integrating into the work culture of the local government employees the reforms aimed at by the program is more important to look into.

Even though the employees of the city government of Muntinlupa have appreciated the program, many of them do not understand its importance to the basic function of government. Because of this, there can be the tendency to ignore the policies and rules imposed by the agency to implement the program.

The awareness of the employees of problems existing in the civil service and their belief that these problems should be addressed immediately by the government through

the implementation of programs such as *Mamamayan Muna Hindi Mamaya Na* were substantiated in the research conducted for this paper. However, the understanding and acceptance of the concerned parties are difficult to measure or quantify. A number of factors may hinder the understanding and internalization process of the individual regarding the program. One of which is the personal values, beliefs, or principles of the individual. This is the foundation of anyone's behavior and attitude towards a set of ideas. One's perception and identification of things will depend on how much he/she judge its import based on his/her moral and ethical standards.

The success of the program should be measured not by the reduced number of complaints received but by the praises that the program brings upon into the agency. For the very reason that it is easier to identify the faults, and to look for something to criticize, but it would really take something wonderful for one to notice its merits and goodness. In the case of *Mamamayan Muna Hindi Mamaya Na*, the program has failed because apart from the length of elapsed time from the decentralization of the program until this study had been conducted, there is little to be said about the long-term achievements of the program at the

local government level. Based from the responses gathered from the residents, nothing exceptional has happened that could be credited to the operationalization of the program. The residents were still complaining of the same things that one can hear even before there was such a program *Mamamayan Muna Hindi Mamaya Na*.

One major factor that contributed to this state of the program is the inadequacy on the part of the people responsible for the proper supervision and monitoring of the progress of the operationalization of the program. The needs to be addressed by the program could be overlooked because of this reason.

Another reason perhaps is that the personalistic/humanistic interaction between the public servant and his/her client has been taken for granted. Any form of management or administration should look into the human interaction of all the parties concerned that came about from this relation. Through this, both parties will be motivated: the employees, to perform well and satisfactorily deliver his/her services, and the client to become more understanding but consistent in their demands from the public servants.

The need for this personalistic interaction/relationship must be expressed following certain rules that would guide such interaction. This is where the role of ethical standards came in. Professionalization of the civil service will ensure that no boundaries shall be crossed by the client and especially by the public servant. Still, there must be some partition that will separate the two parties from becoming too involved and personal with each other. The client will be prevented from using his/her good relationship with the public servant to obtain special privileges from the government. The public servant, likewise, will be prevented from asking for concessions, such as bribes or "lagay" and other forms of gifts, from the clients just to speed up their transactions with the government.

The program, with its *Bilis Aksyon* component as grievance mechanism, does not seek to punish the erring employee but to settle whatever difference exists between the transacting public and the public servant. What is important is that the erring public servant acknowledged that he/she did something wrong to the transacting public or to his/her client and admitted whatever that he/she committed to be wrong and promise to do his/her best and

follow the obligation of the government in serving the public with utmost efficiency, courtesy, and professionalism.

Based on the researcher's observations and findings regarding *Mamamayan Muna Hindi Mamaya Na* and its implementation in the City of Muntinlupa, the program is still in need of closer and stricter monitoring to fully realize the objectives as provided in the Memorandum Circular of the Civil Service Commission and the Rules of Implementation of the program. It is true as one respondent admitted during the data gathering, that the people who are supposed to monitor and supervise the extent and the conduct of the implementation and the people who are suppose to follow and adhere to its rules would likely be taking advantage of their position within the system to disregard the importance of the program to the system. People outside what we call the bureaucracy or the government must be the ones to monitor and supervise the extent of what the program has accomplished and aims to achieve.

One of the good things that the inception and the implementation of program did for the people or the public is that they are now more aware that the government exists

to provide true public service, and its employees are there to act as instruments and actors in providing such service.

They can demand to be served in a courteous, efficient, prompt, and professional way. The program should act to provide the rules and standards of acceptable behavior and conduct of the public servant, and acceptable form of public service against which the behavior of public servants should be measured.

The behavioral problems in the government and its civil service, being systemic that they are, would take a long time to be completely reversed by the reforms offered by the program *Mamamayan Muna Hindi Mamaya Na*. It would take many programs such as this one to fully enculturated and implant into the subconscious of the public servants the right attitude, behavior, and outlook that one should possess. A deep reevaluation of the moral principles of the public servants and reorientation about the moral functions of government is necessary to be done to absolutely reform the system to which the people in government have been used. Otherwise, the changes and developments that the public see would forever progress on snail's pace.

RECOMMENDATIONS

The rank and file employees are essential element in the operationalization of the program and can contribute to its success. Attention should not only be concentrated on the officials who formulate the policies of the program, or the middle level members of the civil service, but also to those who comprise the entry level in the government career service because this level serves as the training ground for future career officials in the government. There should be an attempt to identify the problems on why they can or cannot follow the implementing rules of the program. This will help to identify demoralization among their ranks and reduce the risks of feeling unappreciated. This can help ensure that any program, especially one that aims to bring about reforms, can be absorb by the people in government and bring the changes that it promised to achieve.

The researcher finds it indispensable to the success of the program to increase the participation of the general public, both the transacting clients and the passive public. As has been pointed earlier, the public is the mirror of the achievements and inadequacies of the government. They can give the true state or condition of

the services that they receive from the government. They are the ones who can only say whether they are happy, satisfied, contended, cheated, or shortchanged from the services that they have been receiving.

In addition, if the public is the beneficiary of the services and programs of the government, it is also necessary to note the role played by the non-governmental organizations and other socio-civic organizations as the third force in the provision and the delivery of basic services. NGOs can fill whatever is inadequate in government by launching their own campaigns to awaken or enlighten the government as well as empower the public to be more vigilant in demanding what is due them.

AREAS FOR FURTHER STUDIES

If given the chance to have more time to work on the study, there are three points that the researcher wishes to give more attention to.

First, is to focus on the behavior exhibited by individual city government employees regarding the program. How does each individual employee operationalize the program in his/her own way may provide another perspective to the study. Since it is difficult to measure the individual's understanding and acceptance of the principles behind the program, this kind of research will provide more substantive basis for conclusions.

Second, to look for other indicators that will validate the success (or effectiveness) or failure (or ineffectiveness) of the program as it is being operationalized in the City of Muntinlupa.

Lastly, although the role played by the non-government organizations (NGOs) and other civic organizations has not been identified in the research design, such organizations can provide added perceptions which can help to validate

either the achievement of the program, as claimed by the agency and its implementors, or the response of the beneficiaries.

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APPENDIX A

CIVIL SERVICE COMMISSION**MEMORANDUM CIRCULAR NO. 03, S. 1994**

To: ALL HEADS OF DEPARTMENTS, BUREAUS, AND AGENCIES OF THE NATIONAL AND LOCAL GOVERNMENT INCLUDING GOVERNMENT-OWNED AND CONTROLLED CORPORATIONS

Subject: MAMAMAYAN MUNA HINDI MAMAYA NA

Pursuant to Civil Service Commission Resolution No. 94-0523 dated January 25, 1994, the Commission adopted Mamamayan Muna Hindi Mamaya Na as a government-wide campaign that will address the need for behavioral reforms in the bureaucracy, particularly in the manner by which civil servants deal with the public. Mamamayan Muna Hindi Mamaya Na which is geared towards total client satisfaction has the following objectives:

1. To institutionalize courtesy and quick service to the public as standards norms of behavior among government employees.
2. To confer immediate recognition on employees for acts of courtesy and prompt delivery of services.
3. To provide the public with a redress mechanism for grievances against discourteous employees and red tape in government agencies; and
4. To break the cycle of frustration and disaffection pervading public sector transactions and restore the peoples faith in government.

The vision of Mamamayan Muna Hindi Mamaya Na is to instill in the bureaucracy courteous behavior and fast, responsive action as a habit. This vision can only be attained with the adoption and successful operationalization of the program's basic components and strategies.

Ang Magalang Bow is reinforced as mechanism which incorporates into the daily work culture of government employees standard responses in dealing with the public. Such responses shall be demonstrated in face-to-face interaction with clients and reception of phone calls from the general public as well as in the wearing of nametags for easy identification.

Gantimpala Agad is instituted as a quick grant of incentives and rewards to government employees for rendering service with utmost courtesy and dispatch. "Quick," as the word suggests, means the immediate conferment on, or grant of incentives and rewards for courteous acts and prompt service to, government employees without the necessity of waiting for special holidays like Christmas, or New Year, or even the anniversary date of the agency. This supplements the Ang Magalang Bow courtesy

campaign which is now the integral part of the Mamamayan Muna Hindi Mamaya Na.

Bilis Aksyon features quick process of resolving grievances against government employees for discourtesy, red tape, failure to attend to clients/act promptly on public transactions and similar acts. The highest Human Resource Management Officer shall be the Bilis Aksyon Man in his agency.

Non-government organizations (NGOs) shall play an active role in this campaign. They shall monitor the implementation of this program and shall accept grievances on behalf of the public against the erring employee.

Mamamayan Muna Hindi Mamaya Na shall be implemented nationwide. Civil Service Regional Offices all over the country shall work with accredited NGOs in their respective localities.

The Civil Service Commission, as the central personnel agency of the government shall spearhead the implementation of this program. The Commission, therefore, enjoins all departments, bureaus and agencies of the national and local governments, including government-owned and controlled corporations to ensure the effective accomplishment of the objectives of this behavioral reform program.

The rules and procedures of the aforementioned components are herein attached.

The Memorandum Circular shall take effect fifteen (15) days after publication in a newspaper of general circulation.

RULES AND PROCEDURES IN THE IMPLEMENTATION OF MAMAMAYAN MUNA HINDI MAMAYA NA

A. Ang Magalang Bow

This component is aimed at inculcating a courteous and friendly work culture in the civil service through the use of standard responses. It is therefore required that:

1. All government employees shall greet clients with a smile and friendly disposition and a standard
"Magandang araw po. Ano po ba and maipaglilingkod naming sa inyo?"
(Good Morning. What can we do for you?)
2. All government telephones in all government offices shall be manned by a specific person (Secretary, Clerk, Security Guard). The telephone should be answered not later than the third ring. In answering the telephone, the standard greeting should be
"Elena Cruz (name of employee) po ng Civil Service Commission (office). Ano po ba ang maipaglilingkod namin sa inyo?"
(Elena Cruz of the Civil Service Commission. What can we do for you?)

3. The identification cards that will clearly identify employees to clients shall be worn at all times.

B. Gantimpala Agad

This component principally involves the immediate conferment of incentives and rewards on employees who exhibit acts of courtesy and dispatch in the delivery of public services. The two-pronged approach requires the following:

1. The Civil Service Commission-sponsored rewards

The Civil Service Commission, upon the recommendation of a duly accredited NGO, shall regularly grant a certificate of recognition and/or other rewards deemed reasonable and appropriate. In addition, the CSC shall cause the publication of names of employees whose acts of courtesy and prompt service enhance the image of public service.

- 1.1 The CSC shall provide the duly accredited a list of agencies to be monitored with corresponding schedules.
- 1.2 The NGO shall use any scheme of monitoring in identifying deserving or erring employee in a specific agency.
- 1.3 After monitoring an agency, the NGO shall submit to the CSC a report which contains names of deserving and erring employees.
- 1.4 The CSC shall immediately confer recognition on deserving employees or institute action on erring ones.

2. Agency-sponsored rewards

This system shall be deemed incorporated in the ESIAS of agency to authorize heads of agencies to grant rewards and incentives on deserving employees. The rewards and incentives that can be granted, however, shall only be in kind, and may be in any form he desires provided such are reasonable and appropriate.

- 2.1 The grant of rewards and incentives shall be based on the recommendation of the transacting public, co-employees, supervisors, or the Human Resource Management Officer of the agency.
- 2.2 The head of agency shall immediately confer recognition and announce in any mode/cause the posting in bulletin boards the names of deserving employees.

C. Bilis Aksyon

This component affords the transacting public an avenue to all their grievances against discourteous, arrogant, lazy, indifferent, and unresponsive employees or those who cause the delay or blockage of action of requests. This shall be effected in the following manner.

1. The highest-ranking Human Resource Management Officer shall be the Bilis Aksyon Man in his agency. His duties include the following:

- 1.1 Attend to grievances of discourtesy and other similar acts reported by a dissatisfied client transacting business in the office concerned.
- 1.2 Submit the corresponding report to the Civil Service Commission.
- 1.3 Monitor the implementation of the Mamamayan Muna Hindi Mamaya Na campaign in his agency.

2. The Bilis Aksyon Man shall observe the following procedures in acting on the grievance:

- 2.1 Who may file a grievance—Any person who:

- 2.1.1 was subjected to any discourteous act by a government official or employee;
 - 2.1.2 was not served promptly;
 - 2.1.3 was not given clear instructions on the processes and was required to go from one table/unit to another in connection with his transaction; or
 - 2.1.4 was subjected to any similar act.
- 2.2 Where grievances may be filed—A dissatisfied client may complain to any of the following:
 - 2.2.1 Bilis Aksyon Man in the agency;
 - 2.2.2 CSC Regional Director or Field Officer; and
 - 2.2.3 Accredited non-government organization.
3. Form of grievance - A grievance may be reported orally or in writing.
4. Proceeding, non-disciplinary—The proceedings under these rules are not disciplinary in nature and the primary objective is to resolve/settle the grievance expeditiously.
5. Authority to act on grievance—The designated Bilis Aksyon Man should act on the grievance filed against an official or employee of his agency. If the grievances cannot be resolved after exhaustion of all possible means, he should immediately refer the same to the CSC Field Officer or the CSC Regional Director.
6. Resolution/Settlement of grievance by amicable means, if possible - Upon receipt of the grievance, the Bilis Aksyon Man in the agency shall invite both parties and the witnesses, if any, to a meeting. They will both present their sides in connection with the grievance. In the meeting, the parties must appear in person without the assistance of counsel or representative. The Bilis Aksyon Man shall explore all means to resolve the grievance amicably.
7. Reporting -
 - 7.1 The Bilis Aksyon Man shall submit his report to the head of agency, and copy furnished the CSC Director or the CSC Field/Provincial Officer, as the case maybe, after the meeting.
 - 7.2 The report shall contain the names of the parties and their witnesses, if any, their positions, the nature, specification of the grievance, and the action taken thereon. Attached is the reporting form.
8. The CSC, based on the report of the Bilis Aksyon Man, shall officially inform the person being complained about of the action taken on the grievance. The action taken by the CSC on the grievance shall form part of his 201 file (Personal Records). The complainant and the Bilis Aksyon Man shall be furnished with copies of CSC action for their information and guidance.
9. Grievance through an accredited non-governmental organization, civic organization, professional organization, or other similar groups - A dissatisfied client maybe assisted by any of these groups in filing a grievance in writing. The NGO or any other similar organization shall immediately refer the grievance to the Bilis Aksyon Man and monitor developments until resolution of the same.

APPENDIX B

SAMPLE FORMS

**Sample Request Form (Paghingi ng Tulong)
In Color Blue**

MAMAMAYAN MUNA, HINDI MAMAYA NA Program

Form 2 - REQUEST FOR ASSISTANCE (Paghingi ng Tulong)

Date (Petsa) _____

Name of Requesting Party: _____ Tel./Fax/Cellphone/Beeper No.: _____
(Pangalan) _____ (Telepono)

Office/Address: _____
(Tanggapan/adres)

Residence Address: _____
(Tirahan)

Particulars of Request : *
(Tulong na Hinibingi)

Signature (Lagda)

* You may use the back page for additional information.
(Maaring gamitin ang likuran ng papel para sa karagdagang inormasyon.)

Sample Complaint Form (Reklamo)
In Color White

MAMAMAYAN MUNA, HINDI MAMAYA NA Program

Form 3 - COMPLAINT (REKLAMO)

Date (Petsa) _____

Name of Complainant : _____ Tel/Fax/Cellphone/Beeper No.: _____
(Pangalan ng Nagreklamo) (Telepono)

Office/Address: _____
(Tanggapan/adres)

Residence Address: _____
(Tirahan)

Name of Person Being Complained Of: _____
(Pangalan ng Nireklamo)

Position/Office: _____
(Posisyon/Tanggapan)

Particulars of Complaint (Detalye ng Reklamo): *

Signature (Lagda)

* You may use the back page for additional information.
(Masaring gamitin ang likuran ng papel para sa karagdagang inpormasyon.)

**Sample Recommendation Form (Mungkahi)
In Color Yellow**

mamamayan muna, hindi mamaya na program

Form 4 - RECOMMENDATION (MUNGKAHI)

Date (Petsa) _____

Name of Recommending Party: _____ Tel./Fax/Cellphone/Beeper No.: _____
(Pangalan ng Nagre-rekomenda) (Telepono)

Office/Address: _____
(Tanggapan/adres)

Residence Address: _____
(Tirahan)

Recommendation/Suggestion : *
(Mungkahi o Suggestiyon)

Signature (Lagda)

* You may use the back page for additional information.
(Maaaring gamitin ang likuran ng papel para sa karagdagang inpormasyon.)

**Sample Commendation Form (Papuri)
In Color Pink**

MAMAMAYAN MUNA. HINDI MAMAYA NA Program

Form 1 - COMMENDATION (PAPURI)

Date (Petsa) _____

Name of Commending Party: _____ Tel./Fax/Cellphone/Beeper No.: _____
(Pangalan ng Nagbibigay Papuri) (Telepono)

Office/Address: _____
(Tanggapan/adres)

Residence Address: _____
(Tirahan)

Name of Person Being Commended: _____
(Pangalan ng Pinapapurihan)

Position/Office: _____
(Posisyon/Tanggapan)

Reason for Commendation (Dahilan ng Papuri) : *

Signature (Lagda)

* You may use the back page for additional information.
(Maaaring gamitin ang likuran ng papel para sa karagdagang inpomasyon.)

APPENDIX C

LETTER TO THE CITY PERSONNEL OFFICE OF MUNTINLUPA

College Of Arts and Sciences
University of the Philippines Manila
Padre Faura, Ermita, Manila

09 January 2001

ATTY. SILVERIO TALOMA
Assistant City Personnel Officer
Personnel Office
City Hall, Muntinlupa City

Dear Sir:

Greetings!

I am a student of Political Science currently conducting a research in aid of my thesis regarding the program of the Civil Service Commission *Mamamayan Muna Hindi Mamaya Na*. My thesis mainly focuses on the how the program, as well as its components, is being carried out at the level of the local government.

In this regard I would like to request for your assistance to be able to gather the necessary information from your good office, and the city government as well, on how the City of Muntinlupa strives to realize the aims and objectives of the program.

Your benevolence will be highly appreciated.

Sincerely yours,

MA. GENEVIVE E. DE GUZMAN
4th Year Student
BA Political Science

Noted by:

Dr. Josefina Tayag
Thesis Adviser

APPENDIX D

INTERVIEW GUIDE WITH ATTY. SILVERIO TALOMA

(Assistant City Personnel Officer & Officer-In-Charge Of MMHMN)

1. Before *Mamamayan Muna Hindi Mamaya Na* was implemented by the government, how would you describe the relationship of the City Hall employees and the residents of Muntinlupa?
2. What complaints do your office receives from the residents in their transaction with the city government?
3. Can you please tell me what *Mamamayan Muna Hindi Mamaya* is all about at the level of the local government? Does it differ from the program being supervised by the CSC at the national level?
4. Why was Muntinlupa chosen as the pilot model of the program?
5. How is the program being implemented here in Muntinlupa? What are the components of the program?
6. Is there a reward mechanism that will motivate the employees to follow the program? What is/are this/these?
7. How did you motivate and continue to motivate the employees to follow the rules and procedures in the implementation of the program?
8. What were the initials problems encountered by the city government in the implementation of the program, and what steps were taken to solve the problems?
9. Would you say that the city government was successful in implementing the program?
10. Was there a review or assessment on the part of the city government, or the CSC, to see how the progress of the program in Muntinlupa?
11. Now that there is a program like *Mamamayan Muna Hindi Mamaaya Na*, what can you say about the complaints by the people received by your office?
12. How would you describe the relationship between the residents and the city hall employees now that *Mamamayan Muna Hindi Mamaya Na* is in operation? And how can the city government further improve their service to its constituents?

2. There is a problem plaguing the government as a whole in the performance of its duties in rendering efficient and courteous public service.	SA	A	D	SD
3. There is a need for behavioral reforms in the government (leaders and employees).	SA	A	D	SD
4. <i>MMHMN</i> program is one of the steps taken by the government to bring about behavioral reforms.	SA	A	D	SD
5. Behavioral reforms and changes are still possible and could still be absorbed by the government (leaders and employees).	SA	A	D	SD
6. The primary function and objective of the government, its officers, leaders, and employees, is to provide efficient and courteous public service to the people.	SA	A	D	SD
7. <i>MMHMN</i> program can be an effective government project for the promotion of courteous and efficient public service.	SA	A	D	SD
8. Government officers and employees must be motivated to be able to perform their duties and functions better.	SA	A	D	SD
9. Awards such as commendation certificates and monetary incentives can help motivate a government officer and employee in performing his/her duties.	SA	A	D	SD

B. DIRECTION: Please state your answer briefly.

1. What is/are the objective(s) of the program *Mamamayan Muna Hindi Mamaya Na*?

2. How/what did you feel when you first learned that the program *Mamamayan Muna Hindi Mamaya* will be implemented in the City of Muntinlupa (and its City Hall)?

3. In what way can the program help the government, its officers, leaders, and employees?

—The End—

THANK YOU VERY MUCH!!!

2. Alam po ba ninyo kung ano ang layunin ng programang ito?

___ Oo

___ Hindi

3. Kung Oo ang inyong sagot, maaaring pakisulat lamang kung ano ang layunin ng programa base sa inyong pananaw.

Kung Hindi, ang “Mamamayan Muna Hindi Mamaya Na” na ipinatupad noong 1994 ay programang naglalayon na magbigay ng mabilis, mahusay, at magalang na paglilingkod-gobyerno sa lahat ng mamamayan, mayaman man o mahirap.

4. Alam po ba ninyo na ang programang ito ng CSC ay ipinatutupad sa lahat ng tanggapan at ahensya ng pamahalaan?

___ Oo

___ Hindi

5. Alam po ba ninyo na kasama ang mga City Hall at Municipal Hall sa mga ahensyang ito?

___ Oo

___ Hindi

B. Ang Magalang Bow

1. Ano po ang pagkakaalam ninyo sa “Ang Magalang Bow?”

___ isang bahagi ng programang Mamamayan Muna Hindi Mamaya Na na tungkol sa wastong paggalang ng mga naglilingkod sa pamahalaan

___ isang paggalang sa nakatatanda

___ hindi ko alam

1. Saan po ninyo ito nalaman?

___ TV/newspaper

___ hindi ko alam

___ kamag-anak/kaibigan

2. Kailangan po ba itong ipatupad sa lungsod ng Muntinlupa?

___ Oo

___ Hindi

3. Sa paglapit po ninyo sa empleyado ng City Hall, binati po ba kayo ng mga katagang “Magandang araw po! Ano pong maipaglilingkod namin sa inyo?”

___ Oo

___ Hindi

4. May nakita po ba kayong mga karatula na nagsasabi kung ano ang inyong mga kakailanganin sa paggawa ng anumang transaksyon at kung papaano ninyo ito gagawin?

___ Mayroon

___ Wala

5. May suot-suot po bang mga ID ang mga empleyado ng inyong City Hall?

___ Mayroon

___ Wala

6. Kung mayroon, nababasa po ba ninyo ito?

___ Oo

___ Hindi

C. Gantimpala Agad

1. Ano po ang pagkakaalam ninyo sa “Gantimpala Agad?”

___ isang bahagi ng “Mamamayan Muna Hindi Mamaya Na” na nagbibigay ng parangal sa mga naglilingkod sa pamahalaan na nagpapamalas at gumagawa ng maganda at mahusay
 ___ pagbibigay ng gantimpala sa sinumang karapat-dapat bigyan
 ___ hindi ko alam

2. Saan po ninyo ito nalaman?

___ TV/newspaper
 ___ kamag-anak/kaibigan

___ hindi ko alam

3. Kailangan po ba itong ipatupad sa lungsod ng Muntinlupa?

___ Oo

___ Hindi

4. Kailangan po ba ng gantimpala para mahikayat ang mga taong-gobyerno na gumawa ng mahusay at maglingkod ng magalang?

___ Oo
 Bakit? _____

___ Hindi

5. Kung ang isang empleyado ho ay gumagawa ng magandang serbisyo at magalang sa mga tao, sasabihin po ba ninyo ito sa nakakataas sa kanya?

___ Oo
 Bakit? _____

___ Hindi

6. Naranasan na po ba ninyong magrekomenda ng isang empleyado sa tanggapan ng kanyang pinuno dahil sa ipinamalas niyang kahusayan sa paglilingkod?

___ Oo

___ Hindi

D. Bilis Aksyon

1. Ano po ang pagkakaalam ninyo sa “Bilis Aksyon?”

___ isang mabilis na pagsasaayos ng mga reklamo ng taong-bayan tungkol sa mga taong-gobyerno na hindi nagsisilbi ng maayos?
 ___ isang mabilis na pagsisilbi sa taong-bayan
 ___ hindi ko alam

2. Saan po ninyo ito nalaman?

TV/newspaper

kamag-anak/kaibigan

hindi ko alam

3. Kailangan po ba itong ipatupad sa lungsod ng Muntinlupa?

Oo

Hindi

4. Mayroon po bang mekanismo/pamamaraan ang City Hall o isang taong maaaring pagdalhan ng reklamo kung mayroon man hinggil sa paglilingkod ng mga empleyado?

Mayroon

Wala

5. Magbabago pa po kaya ang sinumang empleyado na hindi magalang at mahusay maglingkod kung siya ay maisusumbong ng taong-bayan sa nakakataas nito?

Oo

Hindi

6. Kung pinakitaan kayo ng hindi maganda at magalang na pakikitungo ng isang empleyado ng City Hall, isusumbong po ba ninyo ito sa nakakataas sa kanya?

Oo

Hindi

----- *The End* -----

MARAMING, MARAMING SALAMAT PO!!!