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**CITIZEN'S CHARTER IMPLEMENTATION IN DPWH DISTRICT  
ENGINEERING OFFICE: ANTECEDENTS, ENABLING  
MECHANISMS, AND OUTCOMES AS BASES  
FOR POLICY RECOMMENDATION**

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**ABSTRACT**

This study evaluated the implementation of the Citizen's Charter at the Department of Public Works and Highways–District Engineering Office (DPWH-DEO), identifying the institutional drivers, service outcomes, and persistent operational hurdles. Adopting a descriptive-evaluative design with a mixed-methods approach, the research surveyed one hundred (100) clients and fifty (50) front line staff using a validated instrument with high internal consistency. Quantitative trends from 5-point Likert scales were integrated with qualitative insights from semi-structured open-ended questions to provide a comprehensive view of service delivery. Findings reveal that policy clarity and efficient resource allocation directly influence client satisfaction and transaction ease, yet service delivery at DPWH-DEO remains hindered by limited workspace, heavy administrative workloads, and communication lapses. To address these, the study offers a five-point intervention strategy. These interventions aim to align integrity in public service with effective governance and a client-focused approach.

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## INTRODUCTION

Public administration is fundamentally concerned with placing citizens at the center of policy making. It recognizes public servants as essential partners in addressing the needs, aspirations, and welfare of the people. Since public policy directly affects communities at every level, the government carries the responsibility of providing citizens with meaningful opportunities to participate in shaping their own future.

In the Philippines, efforts to make government transactions faster, more efficient, and more accessible led to the enactment of Republic Act No. 9485, otherwise known as the Anti-Red Tape Act of 2007. This law was later strengthened through Republic Act No. 11032, or the Ease of Doing Business and Efficient Government Service Delivery Act of 2018. Under Section 6 of RA 11032, all government offices, from national agencies to local government units, are mandated to establish and implement service standards through the formulation of their respective Citizen's Charter. This charter serves as a guide for the public by specifying the requirements, procedures, fees, and processing times for government transactions.

Good governance is widely recognized as a foundation of social and economic development. It is anchored on the principles of responsiveness, accountability, and transparency, which help ensure that government systems function in a fair, efficient, and citizen-oriented manner. When these principles are effectively observed, public institutions are better able to deliver services that meet the expectations and needs of the people.

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In every government transaction, transparency and accessibility of service information should be given priority. However, many citizens remain unaware of the programs and services available to them because the relevant rules, requirements, and procedures are not always adequately disseminated. This lack of public awareness often results in confusion, delays, inconvenience, and frustration among clients. As demand for government services continues to grow, the need for clear, visible, and easily accessible information becomes even more important. Unfortunately, bureaucratic red tape often hinders the effective communication of these details, thereby contributing to public dissatisfaction with service delivery.

Public opinion in the Philippines further reflects the strong demand for transparency and reform in government. A 2023 Pulse Asia survey commissioned by the Stratbase ADR Institute revealed that 84% of Filipinos support stronger national agencies, laws, and systems to combat corruption. The survey also found that 67% of respondents expressed concern over declining integrity in government, while 47% believed that corrupt practices are becoming normalized. In addition, 44% identified inefficient service delivery as a major concern, and 40% believed that these governance issues hinder economic development. These findings underscore the continuing public clamor for a government that is transparent, accountable, and responsive.

Against this backdrop, the Citizen's Charter serves as an important mechanism for promoting efficiency, transparency, and accountability in government service delivery. Its implementation in front line agencies is crucial in ensuring that citizens are properly informed and served in accordance with established standards. In this context, this study was conducted

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to describe the implementation of the Citizen’s Charter in a government agency, specifically the Department of Public Works and Highways—District Engineering Office (DPWH-DEO).

By examining how the Citizen’s Charter is implemented in the office, the study sought to contribute to a better understanding of how public service reforms are translated into actual practice at the local level.

## MATERIALS AND METHODS

### Research Methodology

This chapter explains the method adopted by this research. This chapter describes all components involved in conducting this research, from the population and sampling frame to the survey sampling techniques. Finally, this chapter provides a detailed explanation of the selected analysis mode and data collection method.

### Research Method

The study used the survey method, employing a questionnaire with both Likert-scale and open-ended questions. The researcher devoted significant time and effort to developing the instrument to ensure it served its intended respondents. The survey was created using suitable questions adapted from related research, along with items formulated by the researcher.

The questionnaire consists of two parts: the first comprises responses to specific questions using a 5-point Likert scale, while the second includes open-ended questions

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designed to capture narrative experiences. This structure allowed respondents to provide both measurable ratings and descriptive insights. The survey generated responses that highlighted institutional antecedents, service outcomes, and challenges, while also producing recommendations based on client and staff perspectives.

## Research Design

This research employed a descriptive evaluative survey design, which was well-suited for assessing the implementation and impact of the Citizen's Charter in government agencies. Evaluation was broadly defined as the systematic assessment of a program or policy's operations and outcomes against explicit standards, with the goal of improving effectiveness (Patton, 2020). Recent scholarship emphasizes that evaluation research is an adaptable concept, encompassing both quantitative and qualitative approaches to capture diverse forms of judgment and analysis.

This design allows for a comprehensive examination of both citizen and government employee perspectives, facilitating an understanding of awareness, policy enforcement, and service effectiveness. Through structured assessment, the study seeks to identify enabling mechanisms, evaluate dissemination strategies, and analyze key outcomes, including government accountability, service quality, and public satisfaction. Given its ability to capture stakeholder experiences and systemic challenges, the descriptive-evaluative survey approach is instrumental for gauging the efficiency and responsiveness of the Citizen's Charter in fulfilling its intended objectives, particularly in the DPWH-DEO.

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## Respondents of the Study

In this study, the respondents were drawn from two primary groups within the DPWH-DEO: clients and staff. Clients are individuals who transact with the government organization to access its services, submit requirements, or seek assistance. The staff are employees working within the agency who are directly involved in implementing the Citizen's Charter and delivering frontline services. By including both clients and staff, the study captures perspectives from service seekers and service providers, ensuring a comprehensive understanding of service delivery dynamics and the operational challenges faced by the office.

## Sampling Design and Technique

For the client side of the study, the researcher used convenience sampling to survey 100 clients who visited the office during the data collection period. This sample size was sufficient to capture the public's general sentiment.

For the staff, the researcher decided to conduct a total enumeration of the 50 personnel assigned to the frontline sections. These included HRAS, the BAC Unit, QAS, the Maintenance Section, and the PIO. Since these offices are the ones actually carrying out the mandates of RA 11032, their feedback is the most critical for the study. By including everyone in these specific units, the researcher was able to get a complete picture of the implementation and avoid missing any key perspectives from the primary service providers.

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## Research Instruments

The primary tool for data collection in this study was a researcher-developed survey questionnaire, structured to capture both quantitative and qualitative data regarding the implementation of the Citizen’s Charter at DPWH-DEO. The instrument was divided into two distinct versions: one tailored for staff (questionnaire A) and another for clients (questionnaire B).

The first section uses a 5-point Likert scale (ranging from 1 for “strongly disagree” to 5 for “strongly agree”). For staff, the questions focus on policy, resources, institutional structure, and training (the antecedents), as well as on how they monitor the charter. For the clients, the scale measures their awareness, how easy it is to do business with the office, and their overall satisfaction. Using this scale allowed the researcher to calculate weighted means to see how effective the current service standards really are.

To get a deeper look, the researcher also added open-ended questions. This part allowed respondents to describe experiences that a simple 1-to-5 scale might miss. The researcher asked staff members to explain the specific bottlenecks they face, while clients could tell the story of their actual visit. This ensured the study did not just show statistics but also captured the human side of the service and the real-life context behind the numbers.

## Validity of the Research Instrument

The questionnaires used in the study were validated. Copies of the questionnaire and the research questions were provided to the research adviser and field experts. These experts carefully reviewed the research questions and the questionnaire to assess the instrument’s

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appropriateness and adequacy. The experts' observations and suggestions were integrated into the final draft of the questionnaires.

## Data Gathering Procedure

This study employed a mixed-methods design, using a single survey instrument to capture both measurable trends and respondents' specific narrative experiences. By blending numerical data with descriptive insights, the research provided a more complete picture of the Citizen's Charter implementation at the DPWH-DEO.

For the quantitative data, a 5-point Likert scale (ranging from Strongly Disagree to Strongly Agree) was used. These responses were analyzed through descriptive statistics—weighted means, standard deviations, and frequencies—to establish a clear baseline for the office's institutional antecedents and service outcomes.

To add depth, the qualitative component used semi-structured, categorical questions. While respondents could choose from a list of common challenges identified in previous literature, an "Others, please specify" option was included. This ensured that unique, "on-the-ground" experiences would not be missed.

Ultimately, the data were integrated through a complementary approach: the quantitative scores showed "what" the current status is, while the qualitative feedback explained the "why" behind those numbers.

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## Data Analysis

The survey data were analyzed quantitatively and qualitatively. Descriptive data analysis employed frequency count and percentage. Tables were employed to facilitate presentation.

Thematic analysis was used to assess qualitative data derived from focus group discussions, key informant interviews, and participants' responses to open-ended questions.

## Data Presentation, Analyses, and Interpretation

This chapter contains the presentation, analyses, and interpretation of data gathered to describe the implementation of the Citizen's Charter in government agencies, specifically the Department of Public Works and Highways—District Engineering Office (DPWH-DEO).

Specifically, it sought to answer to the following questions:

- 1.What are the antecedents of the Citizen's Charter at the DPWH-DEO in terms of the policy, institutional structure, resource allocation, and capacity building of staff?
- 2.What are the enabling mechanisms in the implementation of the Citizen's Charter at the DPWH-DEO in terms of information dissemination, monitoring, and evaluation?
- 3.What are the outcomes of the Citizen's Charter of the DPWH-DEO on client experiences, specifically in relation to awareness, ease of doing business, and overall satisfaction with public service delivery?
- 4.What challenges are encountered by the staff in the implementation of the Citizen's Charter?
- 5.Based on the findings of the study, what policy recommendations may be proposed?

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The analysis revealed five recurring themes that highlight the operational challenges of DPWH-DEO. First, space and layout constraints emerged as a major issue, underscoring the need for a workspace audit and redesign to reduce crowding and improve staff well-being. Second, client awareness and readiness were identified as concerns, pointing to the importance of a preliminary document review to ensure transactions are complete before reaching the counter. Third, workload and staffing pressures were evident, emphasizing the need for workload analysis and additional frontline support to ease bottlenecks. Fourth, communication and transparency gaps were noted, justifying the digitalization of routine paperwork and the installation of Service Guarantee Boards to make the Citizen’s Charter more visible. Finally, audit-versus-daily-practice discrepancies were observed, highlighting the need for daily logs, regular supervisor reviews, and the integration of ARTA report card results into team briefings.

To further understand these themes in depth, the detailed results and their implications will be discussed below. Building on this overview, it is important to examine the following:

### **The Antecedents of the citizen's charter at the DPWH-DEO**

The findings reveal a clear hierarchy in the implementation of the Citizen's Charter. The office demonstrates strong maturity in policy compliance and institutional structure, while resource allocation remains a significant constraint.

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## Antecedents Analysis Based on Mean Scores

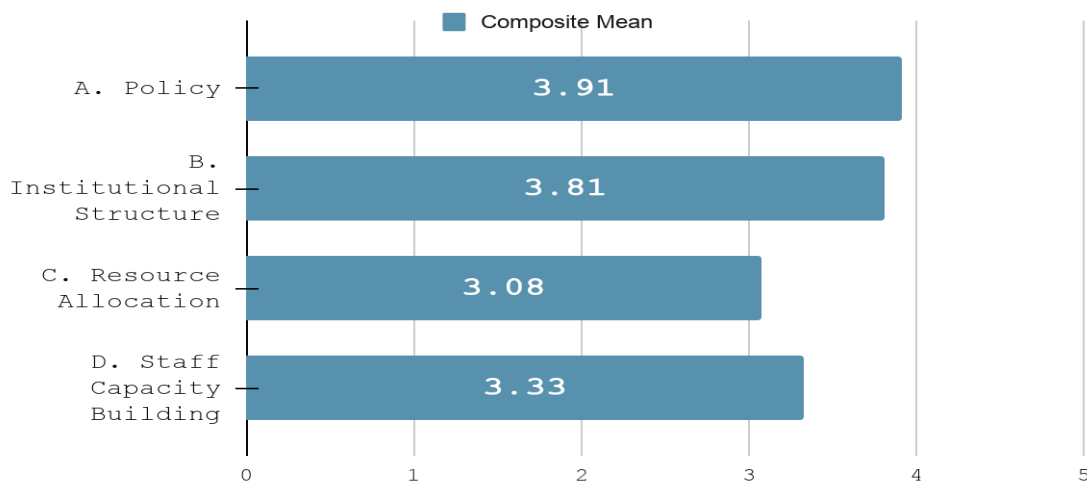


Figure 2. Comparative Analysis of Antecedents

The overall composite mean of 3.53 indicates that the antecedents of the Citizen’s Charter are generally "Very Good." However, the gap between the highest-rated area, Policy (3.91), and the lowest, Resource Allocation (3.08), highlights a critical imbalance. While the DPWH-DEO has successfully institutionalized the rules and workflows required by ARTA, the physical resources (budget, equipment, space) required to sustain these standards are lagging.

Table 1 Mean scores and descriptive ratings for areas of assessment in the Citizen’s Charter implementation.

Area of Assessment	Mean	Description
A. Policy (Legal & Regulatory Compliance)	3.91	Very Good
B. Institutional Structure (Organizational Setup)	3.81	Very Good
C. Resource Allocation	3.08	Good

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D. Staff Capacity Building	3.33	Good
Overall Composite Mean	<b>3.53</b>	<b>Very Good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

## A. Policy (Legal & Regulatory Compliance)

The results indicate that policy compliance is the cornerstone of the DPWH-DEO's implementation strategy. The highest-rated items (Item 1, M=4.48; Item 2, M=4.32) reflect strict obedience to RA 11032 (Ease of Doing Business Act). The low standard deviation (0.65) suggests a unified consensus among staff that timelines are being met. Conversely, policies regarding "Complex Transactions" and "Administrative Penalties" received the lowest scores (M=3.42). The high standard deviation (1.31) in Item 4 indicates inconsistency; staff are less confident in handling non-standard, technical transactions than routine ones.

The office has mastered external regulatory compliance but needs to strengthen internal enforcement guidelines for complex scenarios.

*Table 2 Means, standard deviations, and descriptive ratings for policy indicators of the Citizen's Charter.*

Indicators	Mean	SD	Description
1. Strict Compliance with Prescribed Processing Times (3-7-20 Days).	4.48	0.65	Excellent
2. The Citizen's Charter is updated regularly per departmental orders.	4.32	0.59	Excellent
3. Guidelines of "No Noon Break" / "Zero-Contact" Policies.	3.90	1.22	Very Good

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4. Internal Policy for Handling "Complex/Technical" Transactions.	3.42	1.31	Very Good
5. Communication of Administrative Penalties.	3.42	1.23	Very Good
Composite Mean	<b>3.91</b>	<b>0.76</b>	<b>Very Good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

## B. Institutional Structure

The Institutional Structure of the DPWH-DEO received a composite mean of 3.81 (Very Good). This indicates that the office's human and administrative organization is highly mature, whereas its physical environment lags behind.

The highest-rated indicators are Workflow Designation (M=4.42) and the Public Assistance and Complaints Desk (PACD) (M=4.40). Both are rated "Excellent" with very low standard deviations (0.73 and 0.53), indicating strong staff consensus. Everyone knows their specific role in the workflow, and the help desk is fully operational and visible.

The lowest-rated indicator is the physical layout (M=2.80). This score is significantly lower than the others and borders on "Fair." The high standard deviation (1.29) suggests that while some staff have managed to adapt, many find the office arrangement illogical or hindering efficient flow.

The data reveal a sharp contrast: The office is organizationally excellent but spatially compromised. The high score for "Workflow" (4.42) indicates that management has successfully engineered a clear document assembly line. However, the low "Physical Layout"

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score (2.80) suggests the building itself is the bottleneck. The staff is organized, but the room is not.

This quantitative finding (a low layout score) directly triangulates with the qualitative survey results, which found that 84% of staff cited "lack of physical space" as a top challenge. The layout prevents the "logical flow" required by the Citizen's Charter, likely causing physical congestion even if the paperwork process is theoretically smooth.

The "Excellent" rating for the PACD (4.40) counters the common public sector critique of "missing help desks." The DPWH-DEO has a functional intake mechanism. The challenge, therefore, is not where to go (the desk is there), but how to move through the office (poor layout) after the initial contact.

*Table 3 Means, standard deviations, and descriptive ratings for organizational setup and workflow efficiency.*

Indicators	Mean	SD	Description
6. A Dedicated Committee Oversees Service Delivery.	3.42	1.31	Very Good
7. Workflow Has Designated Person for Every Step.	4.42	0.73	Excellent
8. Physical Layout Allows for Logical/Efficient Flow.	2.80	1.29	Good
9. Functional Public Assistance and Complaints Desk (PACD).	4.40	0.53	Excellent
10. Structure Allows Immediate Interventions for Delays	4.00	0.88	Very Good
Composite Mean	<b>3.81</b>	<b>0.72</b>	<b>Very Good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

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## C. Resource Allocation

The Resource Allocation received a mean of 3.08 (Good), the lowest among the antecedent inputs. This score is notably lower than Policy (3.91) and Institutional Structure (3.81), indicating that resource allocation is the principal constraint on the implementation of the Citizen’s Charter at DPWH-DEO. Item-level results show Reliable IT Equipment as the highest indicator (M = 3.70, SD = 1.22, Very Good), while Budget for billboard maintenance (M = 2.72, SD = 1.54) and printed materials (M = 2.88, SD = 1.48) are the weakest items, approaching the “Fair” threshold. The relatively large standard deviations (1.22–1.54) indicate substantial variation in staff perceptions of resource adequacy.

The office’s clear investment in digital infrastructure specifically IT equipment and connectivity—marks a significant step forward, especially compared to other tangible assets. This progress effectively addresses the digital readiness gaps previously reported by DPWH, signaling that modernization has become a genuine priority. However, this digital push has created a noticeable imbalance: while the backend is tech-ready, the budget for physical signage and printed materials remains thin. This suggests that while the office is successfully pivoting toward digital transactions, it is still struggling to maintain the physical, on-site tools that help walk-in clients navigate the space. These items are the lowest scoring and create a gap between digital capability and the availability of physical information for clients.

Scores for office space (M = 3.12) and frontline staffing (M = 3.00) are mediocre. They neither match the high procedural performance nor fall into the lowest category, but they corroborate staff reports of workload pressure and constrained working conditions.

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While the department has invested in computers and internet access, it has under-resourced the everyday materials and maintenance that support client awareness and on-site service delivery. This mismatch helps explain why 66% of staff identified client lack of awareness as a major challenge: without maintained billboards and sufficient printed guides, clients cannot access service information independently and must rely on frontline staff.

Low investment in printed materials and billboard upkeep undermines public awareness of service steps, fees, and processing times, reducing the effectiveness of the Citizen's Charter as an information tool.

*Table 4 Means, standard deviations, and descriptive ratings for resource allocation indicators supporting the Citizen's Charter (DPWH-DEO).*

Indicators	Mean	SD	Description
11. Budget for Maintenance of Charter Billboards.	2.72	1.54	Good
12. Reliable IT Equipment (Computers, Internet).	3.70	1.22	Very Good
13. Enough Printed Materials (Forms, Brochures).	2.88	1.48	Good
14. Conducive/Ventilated Space for Staff and Clients.	3.12	1.36	Good
15. Adequate Number of Frontline Staff.	3.00	1.23	Good
Composite Mean	<b>3.08</b>	<b>1.21</b>	<b>Good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

## D. Staff Capacity Building

The area of Staff Capacity Building obtained a composite mean of 3.33, interpreted as "Good". This rating places it below Policy (3.91) and Institutional Structure (3.81), but above Resource Allocation (3.08). The results indicate a significant disparity between informal skill acquisition, which is high, and formal training programs, which are low.

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The highest-rated indicators concern staff's functional competence. Item 19, with a mean of 3.90 (very good) and the lowest standard deviation (0.86), shows strong consensus that the staff is versatile. They can cover for one another, ensuring that the workflow identified as a strength in the Institutional Structure section doesn't break when someone is absent. Item 18, with a score of 3.68 (Very Good), confirms that staff understand what to do. They possess the technical know-how required for their specific roles.

The lowest-rated indicators relate to formal human resource interventions. Item 16 is the lowest score in the section (2.82). It reveals that a significant portion of the staff has not received a formal refresher on the Citizen's Charter in over a year. Item 17, the score of 2.86 for "Customer Service Excellence" training, suggests that while staff are technically skilled, they lack training in behavioral service delivery, conflict resolution, and empathy.

The data suggests that the DPWH-DEO relies heavily on tacit knowledge transfer (mentorship and experience) rather than structured learning. The high score for cross-training (3.90) contrasted with the low score for formal orientation (2.82) suggests that staff learn the Citizen's Charter by watching their colleagues rather than sitting in a classroom. While this keeps operations running, it risks perpetuating bad habits or outdated information since there is no formal standardization.

A significant revelation emerges when the challenges reported by staff are cross-referenced with their self-reported training levels. While a majority of the respondents (66%) identified "Client Lack of Awareness" as a primary hurdle in service delivery, the root of this issue appears to be internal rather than external.

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The data suggests a communication competency gap. Staff respondents reported high proficiency in executing their technical duties (M = 3.68), yet their scores for formal orientation on the Citizen's Charter (M = 2.82) and customer service training (M = 2.86) remain notably lower. This disparity indicates that while personnel are technically capable of performing their roles, they may lack the specific pedagogical tools or mandate to proactively educate the public.

Consequently, the "Client Lack of Awareness" is likely a symptom of a workforce focused on task completion rather than on process transparency. Without recent orientation or dedicated service training, staff members gravitate toward the technical aspects of their work, leaving the communicative task of guiding the client secondary. This creates a cycle in which the client remains uninformed because the staff has not been empowered to serve as the primary source of that information.

*Table 5 Means, standard deviations, and descriptive ratings measure the readiness and training of the workforce.*

Indicators	Mean	SD	Description
16. Participation in Formal Citizen's Charter Orientation.	2.82	1.34	Good
17. Training On "Customer Service Excellence."	2.86	1.36	Good
18. Technical Knowledge to Explain Requirements.	3.68	1.13	Very Good
19. Cross-Training for Service Continuity.	3.90	0.86	Very Good
20. Management Encourages Staff Suggestions.	3.38	1.21	Good
Composite Mean	<b>3.33</b>	<b>0.96</b>	<b>Good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

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The Philippine case studies on transportation and amalgamation reveal a recurring truth: while formal rules and structures provide a solid blueprint, they don't guarantee a finished building. Without proper resources and a culture of constant training, even the best-designed policies hit a wall.

When looking at the DPWH-DEO, the foundation is clearly there. It checks all the right boxes for institutional enablers—it scores high on policy compliance, maintains a visible PACD (Public Assistance and Complaints Desk), and has clear workflows in place.

However, as in the national cases, cracks appear when the budget runs low. The DEO's struggle with material funding, physical workspace layouts, and a lack of recent training explains a common administrative paradox: How can a strong design result in such uneven practice?

To bridge this gap and cultivate phronesis—that gut-level practical wisdom that turns a rulebook into reliable service—local managers need to move beyond just forming committees. The goal is to turn the Citizen's Charter into muscle memory through low-cost training cycles and quick, regular refreshers rather than rare, expensive seminars.

By pairing these small-scale, tactical moves with their existing policy foundation, the DPWH-DEO can move from promising on paper to truly reliable in person.

### **Enabling Mechanisms of the Citizen's Charter**

The second objective of this study was to evaluate the enabling mechanisms of the Citizen's Charter at the DPWH-DEO. These mechanisms are the operational tools that ensure information reaches the client and that the service delivery is tracked for quality.

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## E. Information and Dissemination

The area of Information and Dissemination obtained a composite mean of 3.64 (Very Good), indicating that the office has established functional channels for communicating service standards.

The data highlights a strong commitment to cultural and digital accessibility. Item 23 (Localized language/Hiligaynon) emerged as the highest-rated indicator (M = 4.54), suggesting that the office successfully minimizes language barriers to ensure client understanding. Furthermore, the "Excellent" rating for digital presence (Item 22, M = 4.24) reflects a modernized approach to information sharing.

However, the "Good" but lower ratings for physical on-site tools, specifically digital kiosks (M = 2.68) and eye-level posters (M = 3.18), identify a significant physical communication gap. While the information exists online and in the local dialect, the static and digital infrastructure within the office lobby itself is perceived as the weakest link in the communication chain.

The high score for localized signage (M = 4.54) is a critical enabling mechanism that fosters inclusivity. By translating technical engineering requirements into Hiligaynon, the DPWH-DEO reduces the intimidation factor of government transactions.

Nevertheless, the low score for digital kiosks (M = 2.68) suggests that the enabling mechanism is currently more passive than active. Clients can read signs, but they cannot yet interact with real-time digital systems to track their specific requests. This finding suggests

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that while the message is clear, the medium (physical, interactive displays) requires further investment to meet the "Excellent" standards set by the office's policy compliance.

*Table 6 The means and standard deviations for the indicators of information dissemination and communication strategies.*

Indicators	Mean (M)	SD	Description
21. Citizen's Charter posters are placed at the eye level of clients at the main entrance and service counters.	3.18	1.29	Good
22. All requirements and fees for our services are posted on the official DPWH website or social media.	4.24	0.72	Excellent
23. We Use Localized Language (e.g., Hiligaynon) in Our Signage to Ensure Better Client Understanding.	4.54	0.95	Excellent
24. Frontline Staff Proactively Provide a "Step-By-Step" Guide to Clients Before They Begin Their Application.	3.56	1.25	Very Good
25. Digital displays or kiosks are used to provide real-time information and service steps and requirements.	2.68	1.50	Good
<b>Composite Mean</b>	<b>3.64</b>	<b>0.80</b>	<b>Very Good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

## F. Monitoring and Evaluation (Audit and Feedback)

The area of Monitoring and Evaluation obtained a composite mean of 3.57, interpreted as "Very Good." While the overall rating suggests a strong oversight system, the individual scores range significantly from a high of 4.60, "Excellent" for internal audits, to a low of 3.04, "Good" for the maintenance of daily transaction logs.

The data reveals a clear audit-centric oversight pattern. Item 30 received an "Excellent" rating (M = 4.60) with the lowest standard deviation (0.57), indicating near-unanimous staff consensus that the office is highly rigorous in formal, internal checks. In

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contrast, the lower "Good" ratings for Daily Transaction Logs (M = 3.04) and Supervisor Feedback (M = 3.06) suggest that while the big-picture audits are a strength, the day-to-day habits of self-monitoring and immediate feedback loops are the weakest links in the system. This divergence mirrors Dr. Diocos's findings, which highlighted a critical disconnect between internal operational realities and the public's actual expectations. High scores in formal audits alongside weak daily monitoring suggest the office may be focused on looking good on paper for scheduled inspections rather than maintaining a consistent standard of service. When monitoring occurs only during audits, the quality of service likely fluctuates between audits.

The high score for internal audits (M = 4.60) likely stems from the DPWH's commitment to its Quality Management System (QMS) and ISO certification requirements. The office is highly prepared for formal checks. However, the lower daily log score (M = 3.04) suggests a compliance gap at the desk level. If transaction logs are not consistently maintained, delays might not be caught in real-time, only during the next audit.

Furthermore, the mediocre mean score for supervisor feedback (M = 3.06) indicates a gap in how ARTA Report Card Survey (RCS) results reach frontline personnel. For instance, the DPWH maintained high survey ratings, as shown in Appendix G, yet struggled to effectively cascade that feedback to its staff. This connects to the earlier finding in Item 18: staff are technically proficient (M = 3.68) but lack a feedback loop to understand how their service is perceived by the public.

*Table 7 Means, standard deviations, and descriptive ratings for Monitoring and Evaluation (Audit & Feedback) mechanisms (DPWH-DEO).*

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Indicators	Mean (M)	SD	Description
26. Our section maintains a daily transaction log to monitor if we are meeting the charter's time limits.	3.04	1.47	Good
27. Client satisfaction measurement (CSM) forms are consistently offered to every client after service.	3.58	1.33	Very Good
28. Our supervisor provides regular feedback on our performance based on ARTA's "report card survey."	3.06	1.33	Good
29. There is a formal and transparent system for documenting and resolving complaints from the suggestion box.	3.58	1.21	Very Good
30. The office conducts regular internal audits to verify if our section is following the posted service standards.	4.60	0.57	Excellent
<b>Composite Mean</b>	<b>3.57</b>	<b>0.91</b>	<b>Very Good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

These findings mirror the Ombudsman-ARTA Reform Pathway, which argues that transparency only works if it's backed by a steady drumbeat of monitoring. At the DPWH-CDEO, you can see a great example of phronesis—or practical wisdom—in the use of Hiligaynon signage. By translating national policy into the local language, the office moves beyond box-ticking and actually connects with the public.

However, there is still a missing link in the closed-loop feedback system. While the signs are up, the daily transaction logs aren't consistently used. In the ARTA framework, those logs aren't just paperwork; they are the sensors that tell you if the system is failing.

To truly close the loop, the office needs to move from simply collecting audit data to actually using it. This means turning raw data into supervisory reviews. Instead of just filing logs away, managers should use them to spot bottlenecks in real time.

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By tightening this connection, the DPWH-CDEO can turn a promising local approach into a fully institutionalized, client-centered service.

## Outcomes of the Citizen’s Charter on Client Experiences

While the previous sections examined the internal readiness of the DPWH-DEO, this section evaluates the external impact of the Citizen's Charter on its primary beneficiaries. The analysis focuses on whether the office’s high policy compliance translates into a tangible ease of doing business for the public.

### A. Client Awareness

Overall awareness of the Citizen's Charter among clients is rated "Good" (M = 3.26). While clients demonstrate a strong understanding of where to file complaints (M = 4.14\$), their awareness of the legally mandated processing times, specifically the 3-7-20 day rule (M = 2.60), is the lowest-rated item, falling into the "Fair" category.

The data reveal a clear preference for human-centric transparency: clients find frontline staff significantly more helpful in explaining procedures (M = 3.52) than the physical posters provided (M = 3.02). Essentially, while the Citizen's Charter is physically present to meet legal requirements, it isn't yet fulfilling its practical purpose as a self-service tool.

This confirms the missing link identified in the staff survey. If 66% of staff believe clients lack awareness, these results prove they are correct, specifically regarding timeframes. This results in transparency being delegated to staff rather than being conveyed through the office's physical resources. While the DPWH-DEO is meeting the 3-7-20 day rule internally, as

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seen in Table 2, item 1, the public does not know this is a right they can demand, which limits

the accountability aspect of RA 11032.

*Table 8 Means, standard deviations, and descriptive ratings for client awareness*

Indicators	Mean (M)	SD	Description
1. I easily noticed the citizen's charter posters/billboards upon entering the DPWH-DEO office.	3.02	1.30	Good
2. The information on the posters (steps, fees, and requirements) was easy to read and understand.	3.04	1.28	Good
3. I am aware that there is a maximum processing time (3-7-20 days) for my specific transaction.	2.60	1.56	Fair
4. The frontline staff proactively informed me about the steps I needed to follow for my request.	3.52	1.22	Very good
5. I know where to go or who to contact if I have a complaint or suggestion regarding the service.	4.14	1.07	Very good
<b>Composite Mean</b>	<b>3.26</b>	<b>1.00</b>	<b>Good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

## **B. Ease of Doing Business (EODB)**

The Ease of Doing Business (EODB) obtained a "Very Good" composite mean of 3.88. Most notably, the office achieved "Excellent" ratings in the two most critical areas of anti-red tape compliance: integrity/absence of facilitation fees (M = 4.69) and "No Noon Break" adherence (M = 4.34).

The DPWH-DEO demonstrates a strong culture of integrity. The near-perfect score regarding the absence of unofficial payments (M=4.69, SD=0.77) indicates a decisive shift

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away from the "fixer" mentality. However, the lower score for "Requirements matching the posters" (M = 3.15) suggests occasional inconsistencies between what is advertised on the billboard and what is requested at the counter.

The results prove that the DPWH-DEO is a high-integrity environment. The office has moved past the traditional public sector hurdles of corruption and "noon break" delays. The primary remaining bottleneck is not ethics but standardization. The "Good" score for matching requirements (M = 3.15) indicates that, while the staff is honest, the process occasionally deviates from the posted Charter, likely due to manual paperwork issues identified by clients.

*Table 9 Evaluates the experience of the service flow, promptness, and the integrity of the transaction.*

Indicators	Mean (M)	SD	Description
6. The steps I followed today were simple and did not require me to go back and forth between offices.	3.76	1.02	Very good
7. The requirements asked of me were exactly what was listed in the posted citizen's charter.	3.15	1.17	Good
8. I was able to complete my transaction within the time frame promised by the office.	3.48	1.12	Very good
9. The staff attended to my needs promptly, even during the "no noon break" period	4.34	0.79	Excellent
10. I did not have to provide any "facilitation fees" or unofficial payments to get my papers processed.	4.69	0.77	Excellent
<b>Composite Mean</b>	<b>3.88</b>	<b>0.70</b>	<b>Very good</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent".

Table 10 categorizes the specific experiences reported by the 100 respondents. The qualitative data highlights a bittersweet efficiency. While 40% of clients praised the staff for

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their knowledge and helpfulness, a significant 30% found manual paperwork unnecessary and slow. Only 3% reported long waits for simple verifications, suggesting that while the office is fast, the service method is perceived as outdated.

The staff is the DPWH-DEO's strongest asset (40% qualitative mentions; M=3.52 for staff guidance). The manual system is the strongest liability. The 30% complaint about manual paperwork directly triangulates with the staff's low score for Resource Allocation (M=3.08) and Physical Layout (M=2.80). It shows that both the staff and the client feel the friction caused by a lack of modernized, digitalized, and spacious facilities.

The outcomes of the Citizen's Charter at the DPWH-DEO reveal an agency that has mastered integrity (M=4.69) and institutional compliance yet struggles with visual transparency and modernization. The 'Very Good' EODB score (M=3.88) is a testament to the dedication of the frontline staff, who act as the primary bridge for clients who find the physical posters (M=3.02) and manual requirements (M=3.15) confusing. Ultimately, the implementation is successful because of its people, but it is being held back by its physical and manual infrastructure.

*Table 10 Client Experience*

Experiences	Frequency	Percent
The staff was knowledgeable and guided me through every step of the requirements.	40	40.0
The staff was great, but the manual paperwork felt unnecessary and slow.	30	30.0
The process was quick, and I didn't have to wait long to be served.	11	11.0

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Helpful and polite staff	8	8.0
I was given accurate information, and all my questions were answered clearly.	8	8.0
I spent several hours waiting just for a simple verification.	3	3.0
<b>Total</b>	<b>100</b>	<b>100.0</b>

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

The latest survey results reveal a major win for institutional integrity: an "Excellent" score of 4.69 regarding the absence of facilitation fees. This isn't just a number; it proves that the DPWH-DEO has successfully built a culture of zero tolerance for graft. By internalizing the ARTA Integrity Development Action Plan (ITAP), the agency has turned accountability into its strongest functional pillar.

However, there is a clear disconnect—a phronetic gap—between how the staff operates and what the public sees. While the team is personally honest, the "Fair" rating (2.60) for client awareness of processing times suggests that the institutional verification phase isn't yet transparent. In short, the staff is doing the right thing, but the public doesn't always know when it's happening.

To move from individual honesty to systemic excellence, the office needs to improve its knowledge-creation process. Currently, 30% of respondents still point to manual paperwork as a primary hurdle. To close the accountability loop and fully lean into Ease of Doing Business (EODB), the agency should focus on moving away from paper-based tracking toward real-time, digital systems. Ensuring that processing timelines are not just followed but are visible

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to the client at every stage. Reducing the need for manual intervention naturally lowers the risk of delays or confusion.

By modernizing these workflows, the DPWH-DEO can transform its current culture of integrity into a high-tech, bulletproof framework for public service.

### Challenges Encountered in the Implementation of the Citizen’s Charter

This section discusses the various obstacles staff face when implementing the service standards outlined in the Citizen's Charter. Identifying these challenges is crucial for understanding the gap between policy intent and actual service delivery.

Table 11 identifies the top three challenges reported by staff: lack of physical space or equipment (84%), excessive workload due to insufficient manpower (82%), and clients’ lack of awareness of necessary requirements (66%). This pattern corroborates Dr. Christine B. Diocos’s earlier study at ISUFT, which frequently cited insufficient frontline personnel as a major constraint on effective implementation of the Citizen's Charter. In contrast, only 20% of staff reported problems with the manual's clarity, indicating that the standards themselves are generally clear and well-drafted.

A thematic analysis of the results reveals that the organization is facing an operational bottleneck. The top two problems, space/equipment and manpower, are both internal resource issues. This suggests that while the staff may be willing to comply with the charter, the physical and human infrastructure is insufficient to support the volume of transactions.

The third-ranked challenge—clients’ lack of awareness—is an external factor that increases staff workload because frontline personnel must spend extra time educating visitors

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on site. This issue was also highlighted in the 2023 San Jose study, which identified limited client awareness as a significant hurdle to effective implementation of the Citizen's Charter. Finding the same problems in both studies shows these are recurring, not one-off, issues—they point to deeper structural gaps that need policy and budget fixes, not just managerial tweaks.

In addition, the low frequency of confusing manuals suggests that the Citizen's Charter itself is well drafted. The problem is not a lack of knowledge of the rules, but a lack of means to execute them.

The dominance of these top three challenges has significant implications for the organization's compliance and service quality. First, the impact on compliance with RA 11032. The Ease of Doing Business and Efficient Government Service Delivery Act of 2018 mandates strict processing times. With 82% of staff reporting manpower shortages and 84% reporting equipment shortages, the agency is at high risk of red tape violations because its physical capacity to process documents cannot keep up with the legal requirements.

Secondly, the combination of high workload and inadequate space often leads to staff burnout. This suggests that the quality of frontline courtesy promised in the Citizen's Charter may diminish as staff struggle to manage high volumes with limited tools. Lastly, there is a need for pre-arrival information. The 66% frequency of client unawareness implies that the agency's information campaign billboards, websites, or brochures are not effectively reaching the public before they arrive. This suggests that the agency should shift its focus to proactive

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information dissemination to reduce the time spent at the windows for face-to-face corrections.

Table 11 Challenges encountered by staff in implementing the Citizen's Charter.

Challenges	Frequency	Percent
Lack of physical space or equipment.	42	84.0
Excessive workload due to lack of manpower.	41	82.0
Clients' lack of awareness of the necessary requirement	33	66.0
Persistent slow internet or system downtime.	22	44.0
Confusing or outdated service standards in the manual.	10	20.0

Note: 1.00-1.80 "Poor"; 1.81-2.60 "Fair"; 2.61-3.40 "Good"; 3.41-4.20 "Very good"; 4.21-5.00 "Excellent"

## Policy Recommendations Based on Study Findings

Below are targeted, actionable policy recommendations derived from the study's findings. Each recommendation includes a short rationale, concrete actions, a suggested owner, and measurable indicators to track progress.

### 1. Prioritize and Rebalance Resource Allocation

The study found a significant gap between strong policy compliance and weak resource support, with Resource Allocation scoring lowest (M = 3.08).

The DPWH-DEO Finance and Supply and Management Unit proposes reallocating and increasing the budget to strengthen transparency and improve client experience. A dedicated annual line item will be created to sustain the visibility of the Citizen's Charter, covering the

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regular updating of billboards, posters, brochures, and frontline supplies. This ensures that information remains clear, current, and accessible to the public.

In addition, modest funds will be earmarked for a small capital project to reconfigure the lobby and service counters. The redesign will improve client flow, reduce congestion, and create a more welcoming environment.

Progress will be tracked through measurable indicators such as the percentage increase in the maintenance budget, the number of billboards and posters replaced, and client-reported visibility scores. Together, these initiatives represent a strategic investment in communication and service delivery, enhancing transparency, efficiency, and public trust in DPWH-DEO.

## 2. Implement a Phased Digitalization Plan to Reduce Manual Paperwork

The DPWH-DEO acknowledges that manual paperwork continues to slow service delivery, creating bottlenecks in routine, high-volume transactions despite staff integrity and promptness. While digital capacity exists, clients lack interactive tools to engage directly with processes.

To address this, the ICT Unit, in coordination with the Frontline Service Delivery Committee, will pilot online pre-submission and e-tracking for two to three common transactions. This will allow clients to prepare requirements in advance and track progress in real time. An interactive kiosk or tablet will also be installed in the lobby to support queuing and status checks.

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Success will be measured by the percentage of transactions initiated online, reductions in average processing time, and client satisfaction levels. By digitizing routine transactions and introducing interactive tools, DPWH-DEO aims to streamline services, reduce waiting times, and enhance transparency—marking a strategic step.

### 3. Strengthen Staff Capacity Building with Formal, Regular Training

The DPWH-DEO has identified a critical gap in staff development: while employees rely on tacit knowledge and cross-training, formal orientation and customer service training remain weak, scoring low in recent assessments. This undermines proactive client education and limits frontline staff's ability to clearly explain requirements and processing times. To close this gap, the Human Resource and Development Management Unit proposes institutionalizing quarterly orientations on the Citizen's Charter and biannual customer service excellence workshops.

These sessions will be supported by standardized modules, refresher courses, and role-play exercises to strengthen communication skills. Attendance will be tracked, and success will be measured through staff training coverage, improved client awareness scores, and fewer queries about basic requirements. By embedding structured training into routine operations, DPWH-DEO will enhance staff competence, improve client education, and foster a culture of service excellence—delivering more transparent, efficient, and citizen-centered services.

### 4. Improve Information Dissemination and Pre-Arrival Communication

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The DPWH-DEO has a strong digital presence and localized language capacity, but on-site displays and posters remain less effective, leaving many clients unaware of processing times and requirements. This communication gap contributes to confusion and unnecessary clarifications during service delivery. To address this, the District Public Information Office, with ICT support, proposes expanding multi-channel outreach so clients receive clear, localized pre-arrival information through the website, social media, SMS reminders, and partner LGU channels. Posters will also be refreshed at eye level, with requirements standardized to match posted information.

Implementation will focus on publishing a single “source of truth” for each service via a web page and downloadable checklist, alongside a three-month SMS and Facebook campaign before peak periods. Success will be measured by client awareness of the 3-7-20 rule and consistency between posted and requested requirements. By strengthening communication across multiple channels, DPWH-DEO will reduce service bottlenecks, improve transparency, and ensure clients arrive better prepared—delivering a more efficient and citizen-centered service experience.

## 5. Strategic Operationalization of the Ombudsman-ARTA Reform Pathway (SO-ARP)

To bridge the gap between policy on the wall and service in practice, the DPWH-DEO should adopt a closed-loop feedback protocol. This shift moves the office beyond simple compliance and toward a culture of continuous improvement. Localizing the Message (Cultural Accessibility) because it’s not enough to just post the rules; the public has to understand them

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instantly. Make the Hiligaynon-translated Citizen’s Charter the standard, not the exception.

This ensures the policy is culturally accessible to every Ilonggo client. Standardize the placement of all physical posters. Using ARTA’s visibility templates ensures that information is literally front and center for the citizen. Data is useless if it sits in a folder. It needs to move from annual audits to daily habits. Mandate a weekly sit-down to review daily transaction logs. This turns the institutional verification pillar into a functional routine, allowing supervisors to spot and fix bottlenecks before they become chronic issues. To truly close the loop, someone must be responsible for turning feedback into change. Designate a staff member to consolidate all Customer Satisfaction Measurement (CSM) data and suggestion box inputs. Instead of simply filing complaints, this officer will produce a monthly memo outlining specific administrative changes made in response to client feedback. This ensures that when a citizen speaks up, the agency actually moves.

## 6. Address Staffing and Workload through Targeted Manpower Measures

The DPWH-DEO finds itself in a difficult position: while internal audits are strong, the people running the system are overstretched. With 82% of staff reporting an excessive workload—backed by a moderate score of 3.00—the pressure on service delivery is reaching a tipping point. Relying on a small pool of personnel during peak periods doesn't just stress the staff; it creates immediate bottlenecks and forces clients to wait longer than the charter promises. To fix this, the Human Resource and Administrative Section, in coordination with Section Chiefs, is moving toward a more tactical staffing model. They aren't just guessing

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where help is needed; they should propose a time-motion study to pinpoint exactly where the workflows are choking.

## CONCLUSION

This study was conducted to examine how the Citizen's Charter is actually being implemented at the DPWH-DEO. The researcher wanted to look at background factors such as policy, resources, institutional structure, and staff training, and then examine how the office handles monitoring and disseminating information. Ultimately, the goal was to find out how this affects the client's experience, especially their awareness, and how easy it is for them to get things done. By examining the challenges staff face, the researcher can offer practical recommendations to help the office improve service quality and responsiveness.

For the data, the researcher used convenience sampling to get feedback from 100 clients who visited the office during the study. On the staff side, the researcher conducted a total enumeration of 50 personnel from units including HRAS, the BAC Unit, and Maintenance. The researcher chose these specific sections because they are the ones directly implementing the standards set by RA 11032. By surveying everyone in these key units, the researcher obtained a complete representation of the primary service providers and avoided sampling bias within these priority groups.

The primary data collection instrument for this study was a researcher-developed survey questionnaire designed to capture both quantitative and qualitative information on the implementation of the Citizen's Charter at DPWH-DEO. Two versions of the instrument were used: Questionnaire A for staff and Questionnaire B for clients. Before starting, a panel of

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experts reviewed and validated both tools. The researcher then conducted a pilot test with 30 clients to ensure that Questionnaire B was clear and reliable. To test the consistency of the client instrument, the researcher also had three DPWH-DEO staff members evaluate it. The reliability analysis was very strong, with Cronbach's alphas of 0.913 for the client survey and 0.902 for the staff survey, indicating that the questions were consistent.

The researcher collected the data using a mix of manual and online forms. Once the surveys were in, the researcher organized and grouped the responses to facilitate analysis. Finally, the researcher tabulated the data into tables, using frequency counts and percentages to show the results for each item.

The following were the findings of the study:

With respect to the antecedents of implementation, the findings indicate that the DPWH-DEO demonstrates strong compliance with the provisions of the Anti-Red Tape Authority (ARTA), particularly in meeting prescribed processing timelines. The primary issue does not appear to stem from staff resistance or ambiguity in policy directives; rather, it is rooted in the physical environment of the office. Specifically, the absence of sufficient printed guides and clearly visible billboards constitutes a significant barrier to effective implementation. At present, the office relies heavily on experiential learning and informal knowledge-sharing practices. Although these mechanisms allow operations to continue, the lack of formalized and standardized customer service training limits the staff's capacity to address client confusion effectively and to promote greater transparency in service delivery.

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In terms of the enabling mechanisms, the findings suggest that the office's communication strategy remains largely passive. Information dissemination depends primarily on staff knowledge and online postings, rather than on more proactive and interactive tools such as digital kiosks or on-site assistance technologies. A clear communication gap is evident: while information may be accessible through the website, it becomes less readily available once clients are physically present in the office. The dependence on static posters, combined with the absence of digital support tools on-site, has emerged as a major obstacle to public access to information.

The findings further reveal that the DPWH-DEO has successfully cultivated a culture of integrity and honesty in service delivery. The near-perfect ratings reflecting the absence of unofficial payments indicate that the anti-corruption objectives of Republic Act No. 11032 are being effectively upheld. This suggests that the office is no longer characterized by fixers or excessive bureaucratic delay, but instead by ethical public service. However, the implementation of the Citizen's Charter remains overly dependent on frontline personnel. Because physical posters are not sufficiently visible or easily understood, staff members are compelled to provide manual guidance to nearly every client. While this contributes to high levels of satisfaction with staff helpfulness, it also creates a workload bottleneck that could be reduced through improved visual and informational aids. Thus, the primary source of friction no longer appears to be staff behavior, but rather systemic limitations. The reported 30% dissatisfaction with manual paperwork and the low level of awareness regarding processing times suggest that, although the office has achieved ethical compliance, it still needs to

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strengthen its technological and visual support systems in order to meet the standards of a modern government office.

Finally, the findings indicate that the DPWH-DEO is currently operating close to its physical and human resource limits. Frequent reports of limited office space and insufficient manpower place the agency at risk of unintentionally failing to meet the strict service deadlines mandated by Republic Act No. 11032. This burden is further intensified by the fact that many clients arrive without adequate prior information or preparation. As a result, staff must devote additional time to providing face-to-face instructions, effectively transforming service counters into information desks and slowing the overall flow of transactions. In effect, the implementation of the Citizen's Charter is being sustained largely through staff effort rather than through strong institutional support mechanisms. The combination of high workload and space constraints presents a significant risk of employee burnout, which may eventually compromise the "Excellent" service ratings currently enjoyed by the office.

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