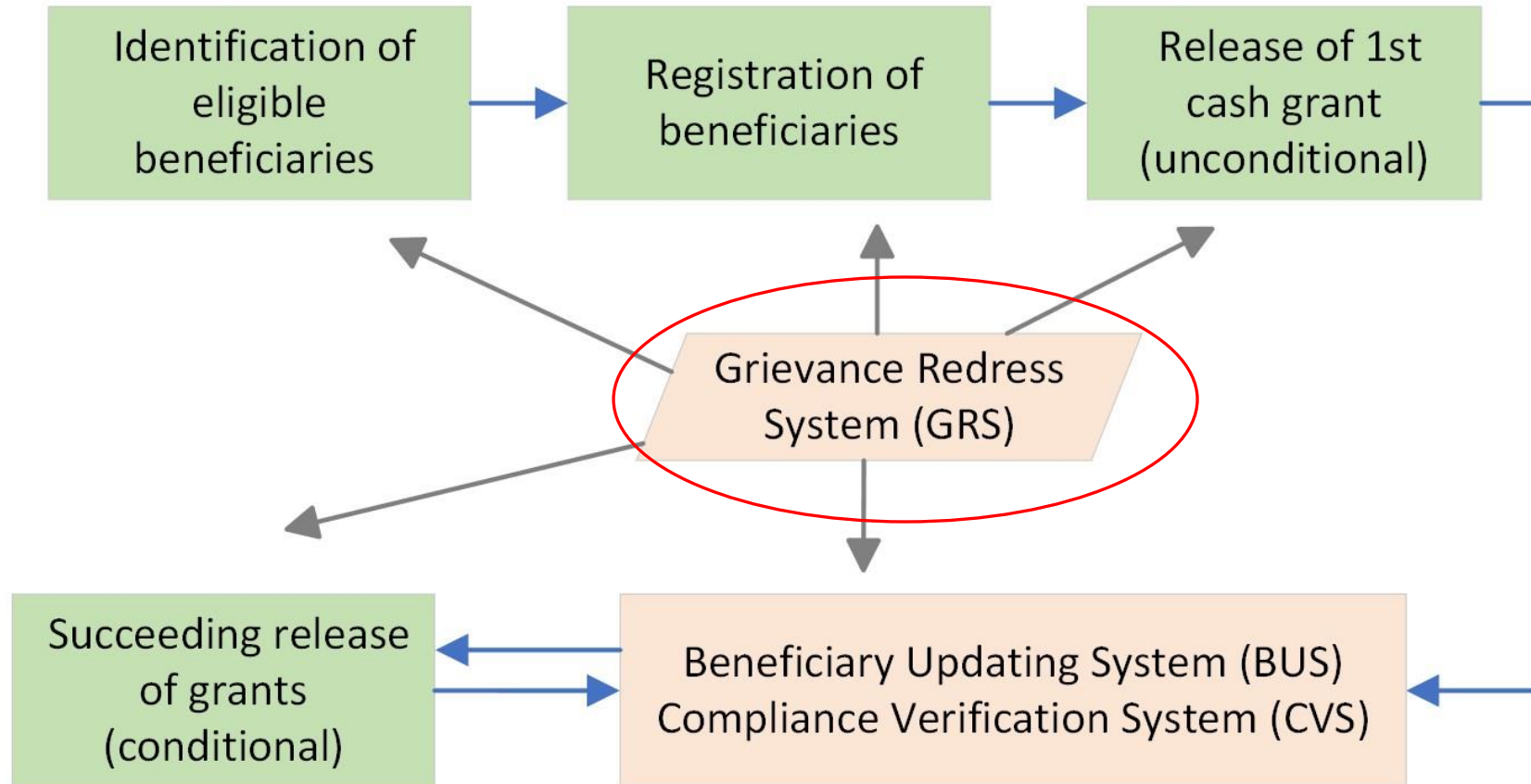


# From Complaints to Opportunities: Analyzing Grievance Trends and Responsiveness in the 4Ps

# Background

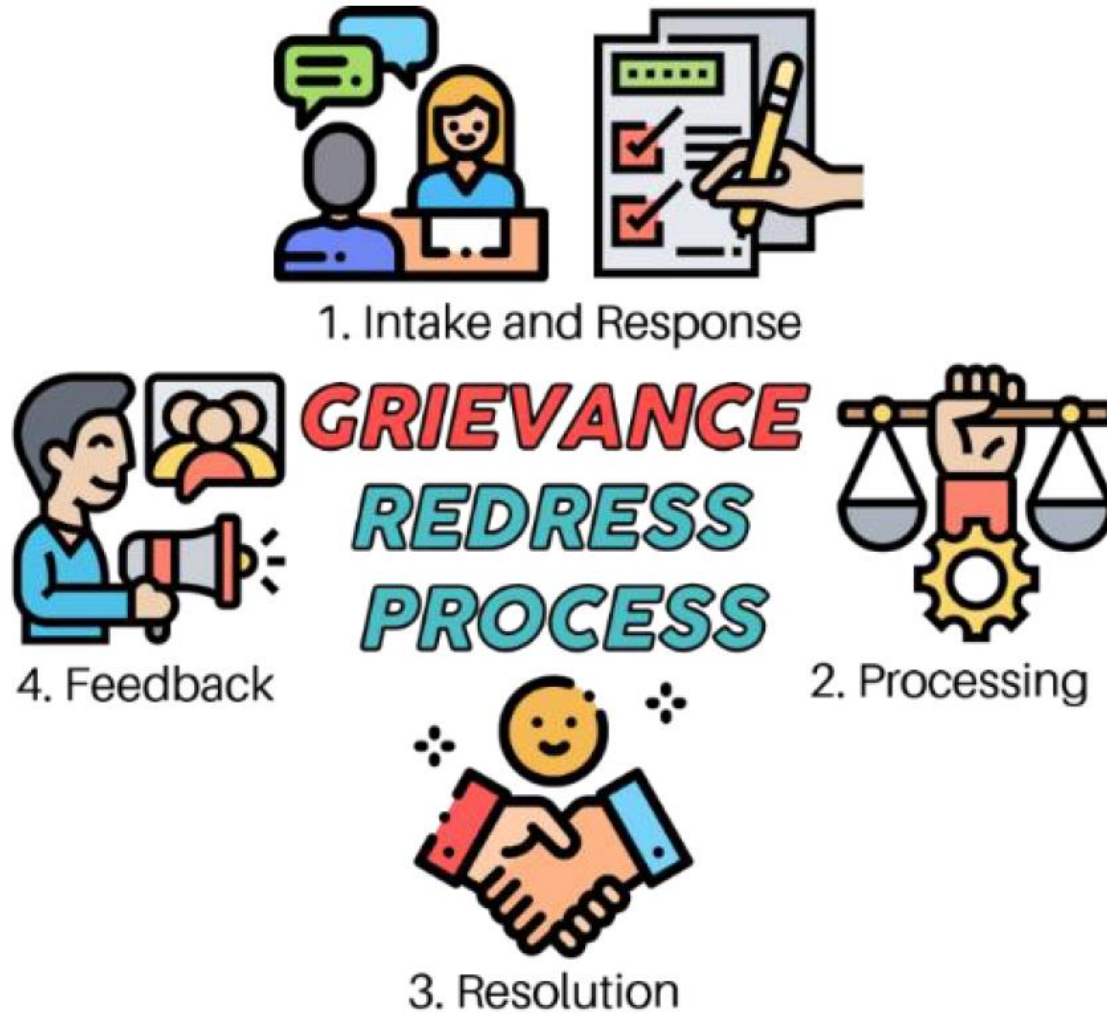
- Grievance Redress Systems are a popular social accountability and governance measure in the public sector (Pande and Hossain 2022).
- CCTs are prone to risks of “error, fraud, corruption, and leakages” due to the intensive requirements and complexity of its operations and GRMs are generally assumed to reduce such risks (Arulpragasam et al., 2010 as cited in Patel et al., 2014, p. 2)
- GRMs have become the default social accountability mechanism for social protection in most Latin American countries that pioneered CCTs (Azad, 2022, p. 6).
- Current literature on the implementation of GRS in CCTs and other social programs is still limited albeit the growing interest (Gauri 2011)

# The 4Ps Program Cycle










Source: Adapted from DSWD Pantawid Pamilyang Pilipino Program Operations Manual (2021)

# The 4Ps GRS



## Modes of Grievance Intake

- |   |  |
|---|--|
|  Walk-in                     |  Grievance Desk |
|  Text                        |  Phone Call     |
|  Snail Mail                  |  Email          |
|  Facebook/<br>Social Media |  Website      |

# Objectives

1. Describe the trends in the types and frequency of complaints received through the program GRS
2. Assess the responsiveness of the GRS in addressing beneficiary complaints compared to stipulated grievance resolution timelines;
3. Investigate the factors that influence the timeliness of resolution of grievances; and
4. Provide recommendations for improving the GRS to enhance program effectiveness and beneficiary satisfaction.



# Methods

## 1. Desk Review of Documents

and other administrative data to identify important contexts in the GRS implementation such as policies, infrastructure improvements, etc.

## 2. Descriptive Statistics

to describe the grievance data, observe patterns or trends in the data, and compare between and across different dimensions of the data (e.g., by location, by mode of intake, versus target timeline of case resolution, etc.).

## 3. Survival and Panel Data Analysis

to analyze the timeliness of resolution of the grievance cases and identify factors influencing timely resolution of grievances. This involved construction of KM curves, Cox proportional hazards regression, etc. and estimation of fixed effects model

### Supplementary Analysis

- Analysis of transcripts of FGDs among 4Ps beneficiaries nationwide conducted in 2019/2020

# Data Sources

Data	Reference year of data used	Level of disaggregation	Contents
<b>Grievance cases</b>	2014 – 2022	Per case	Types of grievance Mode of intake Dates of intake and resolution Type of resolution Location variables (e.g., Region)
Coverage report of program	2014 – 2022	Per Municipality	Number of households per municipality per year
Force Majeure (incidence per quarter)	2014-2022	Per Barangay	Incidence of force majeure status per barangay and per quarter
Mode of payment	2018 – 2022	Per municipality	Mode of payment of cash grants: card-based or over the counter
M&E reports, policy issuances, operations manuals	2009 to 2022	N/A	Reports on business process development, procedural guidelines, and motivation for changes in the GRS

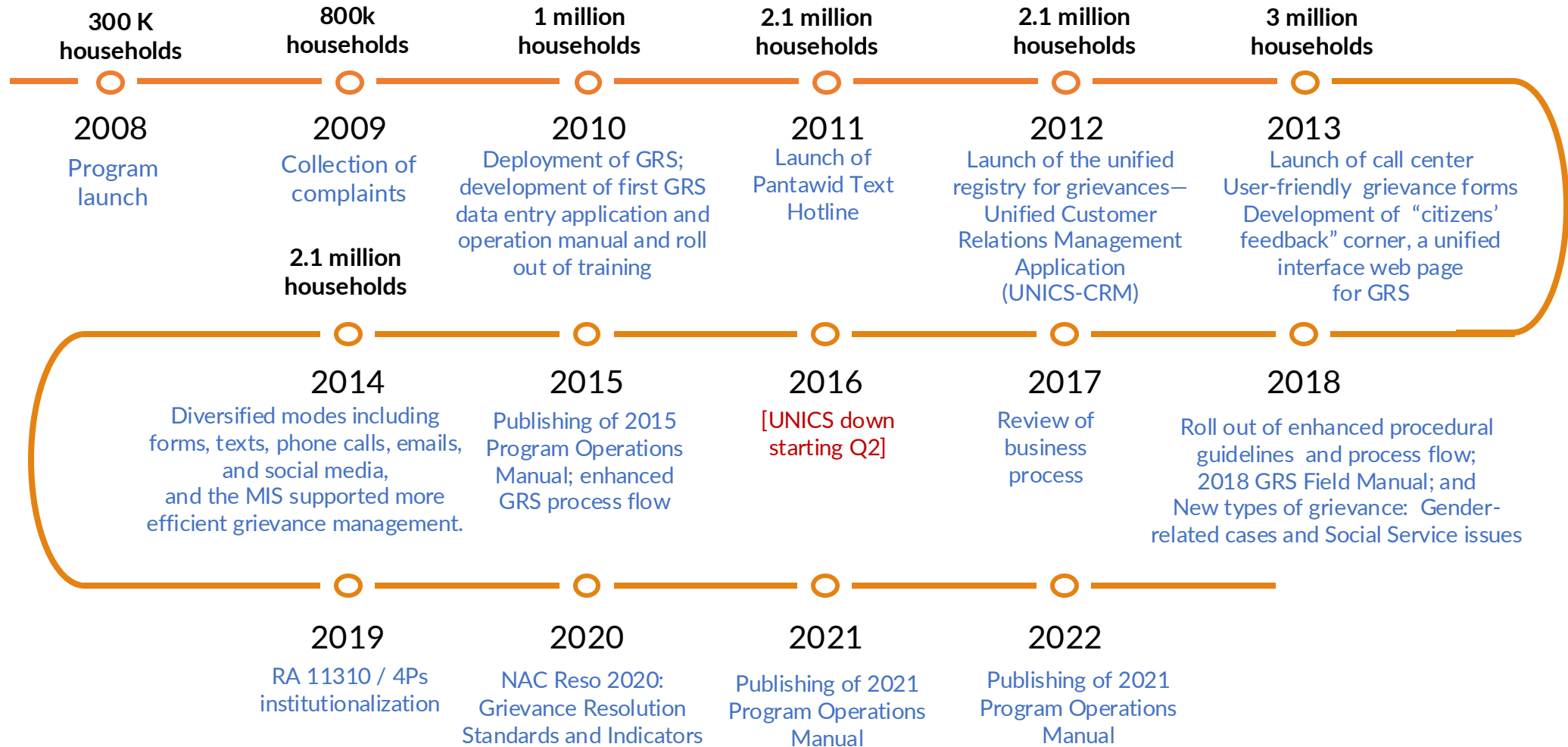
# Review of 4Ps GRS Policies and Milestones

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OBSERVATIONS FROM DESK REVIEW OF PROGRAM DOCUMENTS, REPORTS,  
AND THIRD-PARTY RESEARCH



# 4Ps GRS Policies and Milestones



# Grievance Types and Prescribed Resolution Timeline

	<b>Payment – 120 days</b> No payment, Under/Overpayment, Unclaimed, Social Service Int. Issue	<b>Card Issues – 29 working days</b> No card, wrong pin, inaccessible card, delayed replacement, stolen	
	<b>Inclusion – 7 days</b> Transient/ Chronic/ Extreme Poor	<b>Disqualification – 14 WDs</b> W/ regular income, high value properties, relatives abroad	
	<b>Misbehavior – 23 days</b> Vices, gambling, misrepresentation, pawning, fraud, misinformation	<b>Appeal for for Reinstatement – 35 WDs</b>	
	<b>Facility issue – 72 working days</b> Inadequate health and education facilities	<b>Implementer issue – 13 days</b> Issues affecting program integrity and payment of beneficiaries	

# Describing Trends in Complaints

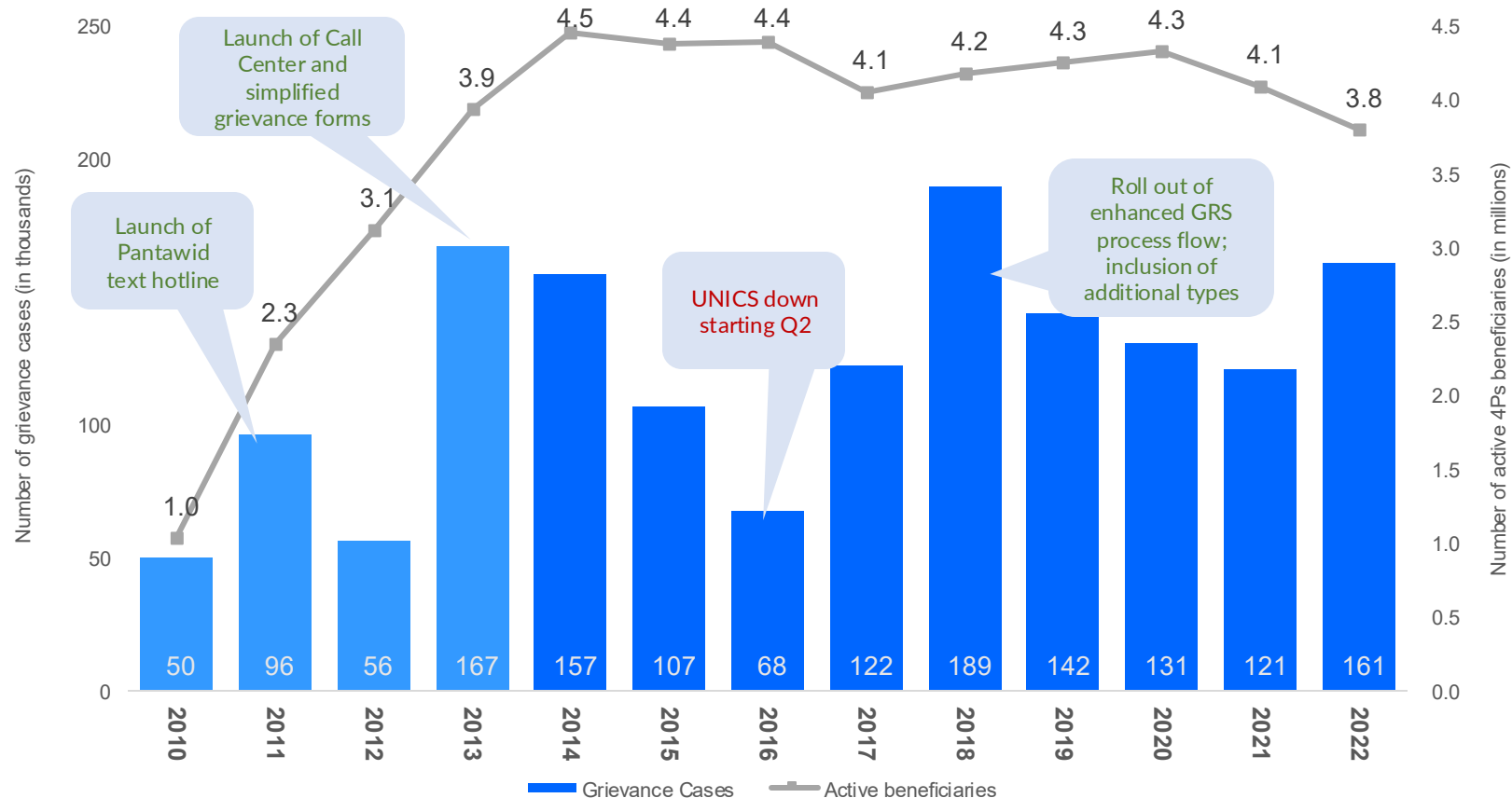
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USING 4PS GRIEVANCE DATA FROM 2014 TO 2022

# Frequency of Grievance Cases

Volume of grievance spike during policy efforts and dipped during MIS failure

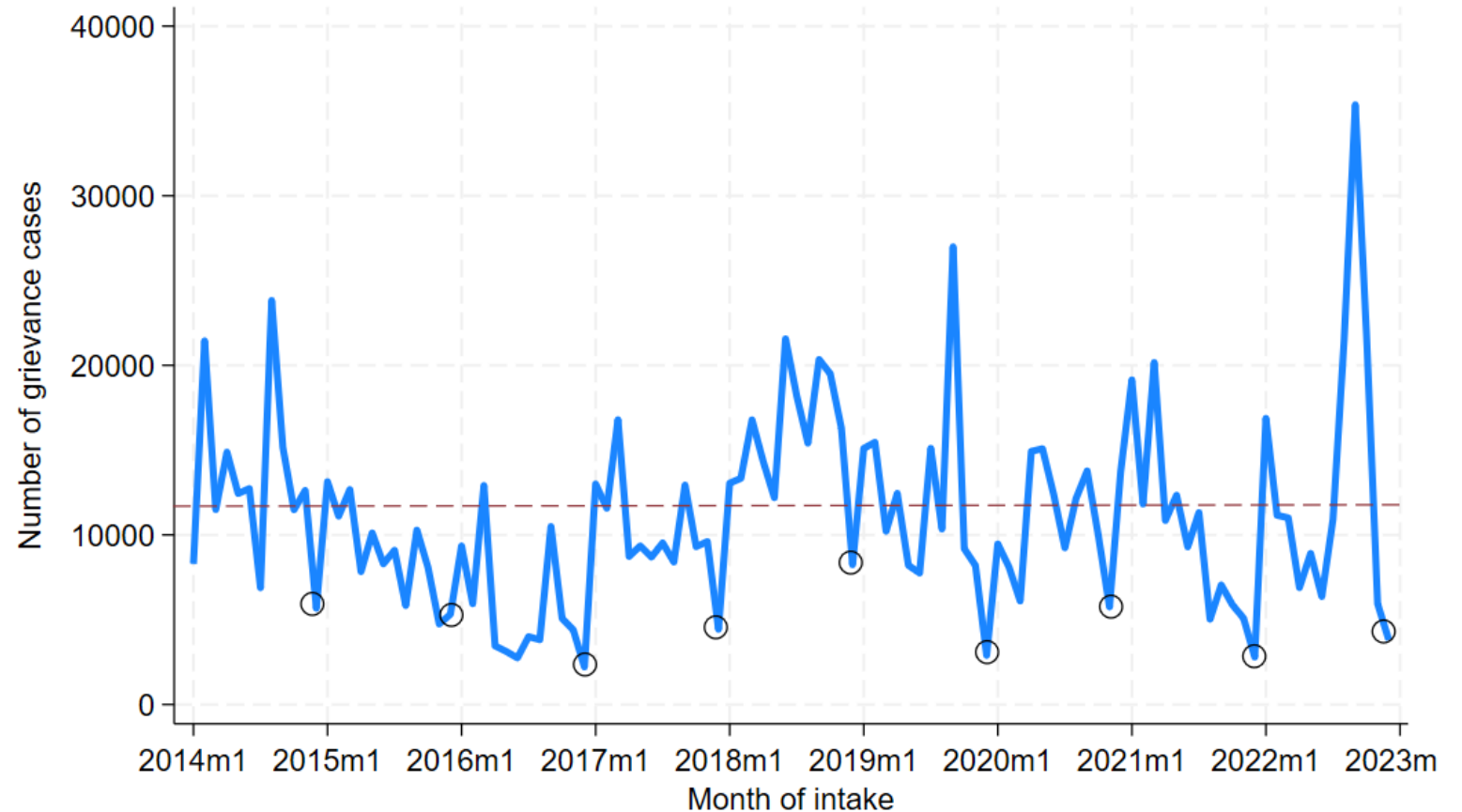
Number of grievance cases received and total number of 4Ps beneficiaries per year, 2010 to 2022



# Seasonality of Grievance Cases

No observed apparent seasonality in grievance cases recurring and distinct drop in complaints is observed towards the end of each year, particularly in December; potentially due to downtime in office operations affecting encoding

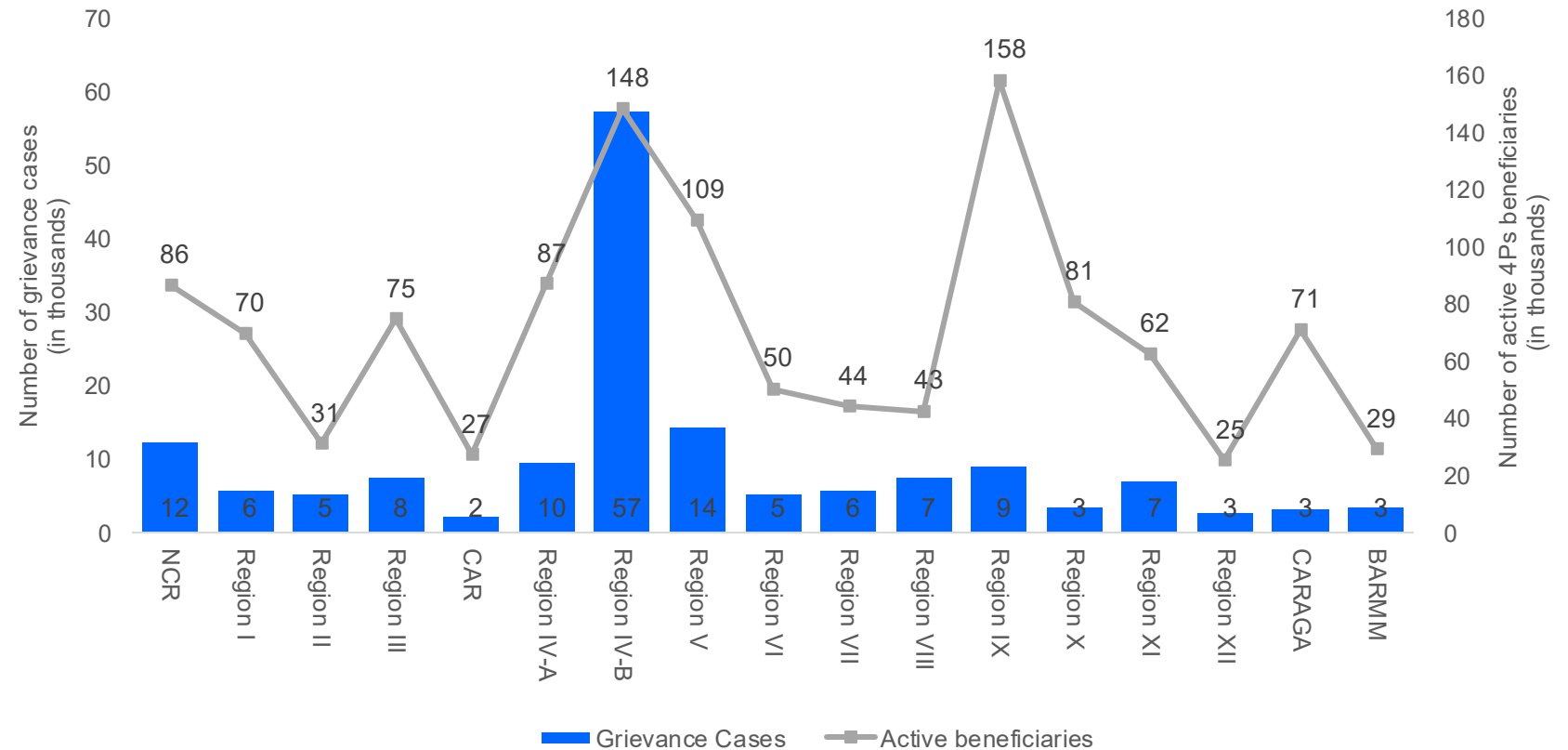
Number of grievances received by month, 2014-2022



# Grievance Cases by Region

Number of grievances cases and active 4Ps beneficiaries by region, 2022

No proportional increase in the number of grievance cases when the number of 4Ps recipients in the region is higher





# Grievance Cases and Staffing, by Region

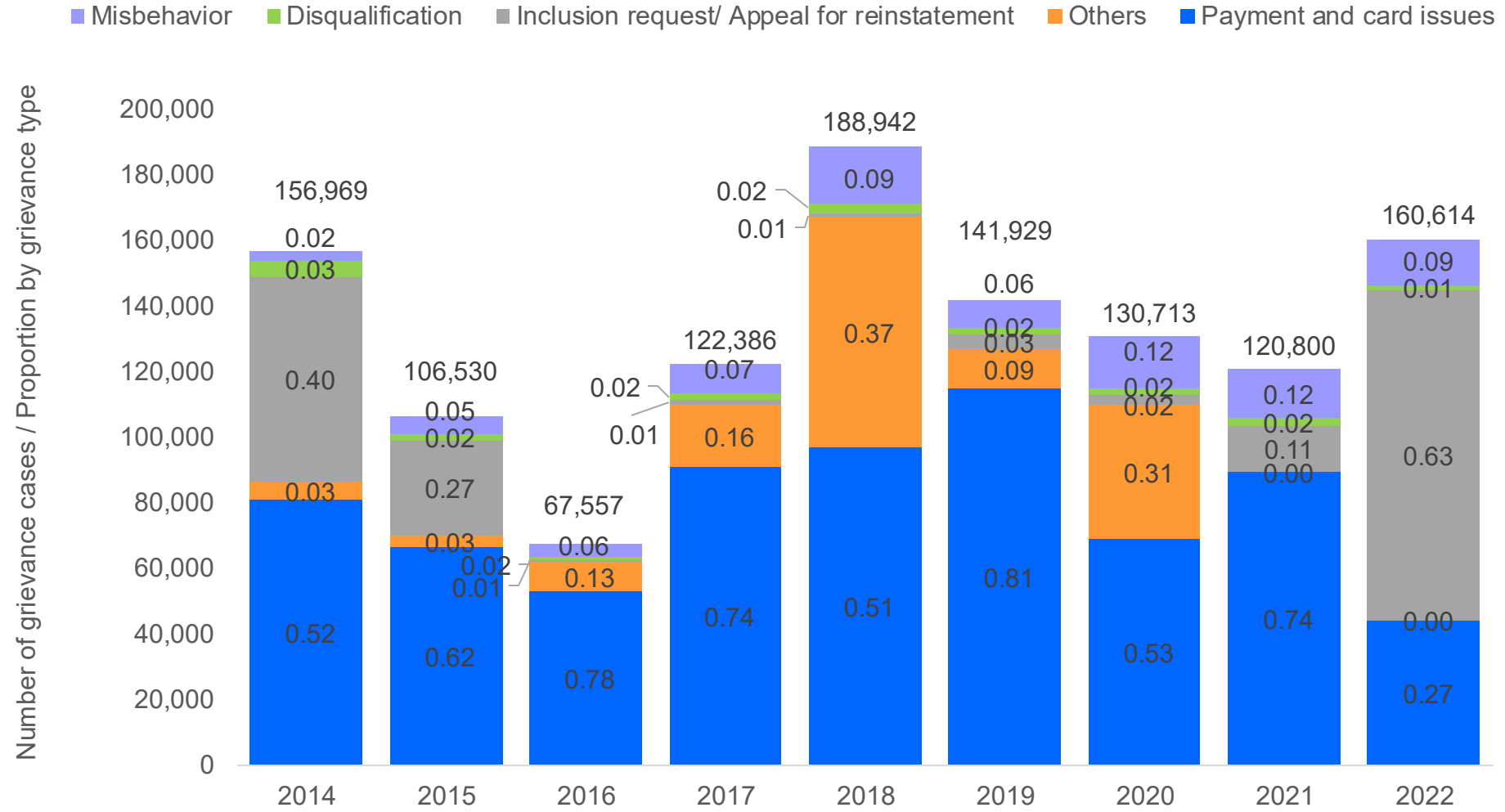
Ratio of grievance cases to number of active beneficiaries and to number of grievance staff, 2022

No proportional increase in the number of grievance cases when the number of 4Ps recipients in the region is higher

There is some variability in the number of staff vis-à-vis demand of the GRS in the regions

Region	No. of active beneficiaries in 2022	No. of grievance cases in 2022	Share of grievances to number of active beneficiaries, 2022 (%)	Number of Grievance Staff <sup>a</sup> (2022)	Number of cases per local grievance staff
NCR	191,373	12,139	6.3	22	551
Region I	175,110	5,628	3.2	14	402
Region II	89,568	5,119	5.7	6	853
Region III	240,624	7,556	3.1	24	314
CAR	50,108	2,083	4.2	8	260
Region IV-A	213,013	9,533	4.5	23	414
Region IV-B	182,793	57,324	31.4	17	3,372
Region V	344,302	14,298	4.2	22	649
Region VI	309,658	5,138	1.7	20	256
Region VII	264,126	5,794	2.2	16	362
Region VIII	250,171	7,480	3.0	17	440
Region IX	263,420	8,865	3.4	17	521
Region X	232,405	3,476	1.5	16	217
Region XI	254,118	6,892	2.7	13	530
Region XII	218,298	2,715	1.2	16	169
CARAGA	179,619	3,207	1.8	14	229
BARMM	339,445	3,367	1.0	13	259
TOTAL	3,798,151	160,614	4.2	278	577

# Types of Grievance Cases



# Top Subtype of Grievance Cases, 2014–2022

## Top 2 Subtypes of Payment Issues

1. Underpayment (64%, 337k)
2. No Payment (33%, 173k)

## Top 2 Subtypes of Inclusion Request

1. Inclusion, not spec. (69%, 107k)
2. Transient poor – (22%, 34k)

## Top 2 Subtypes of Misbehavior

1. Pawning (51%, 47k)
2. Transient poor – (16%, 15k)

## Top 2 Subtypes of Implementer Issue

1. IS affecting payout. (39%, 659)
2. IS not spec.– (34%, 569)

## Top 2 Subtypes of Card-related Issues

1. Delayed or inaccessible replacement card (46%, 74k)
2. Inaccessible card (31%, 51k)

## Top 2 Subtypes of Disqualification

1. With regular income (61%, 12k)
2. Disqualification, not spec. – (20%, 4k)

## Top 2 Facility Issue

1. Inadequate education – (78%, 422)
2. Facility issue, not spec.– (15%, 80)

## Top 4 Subtypes of Other Grievances

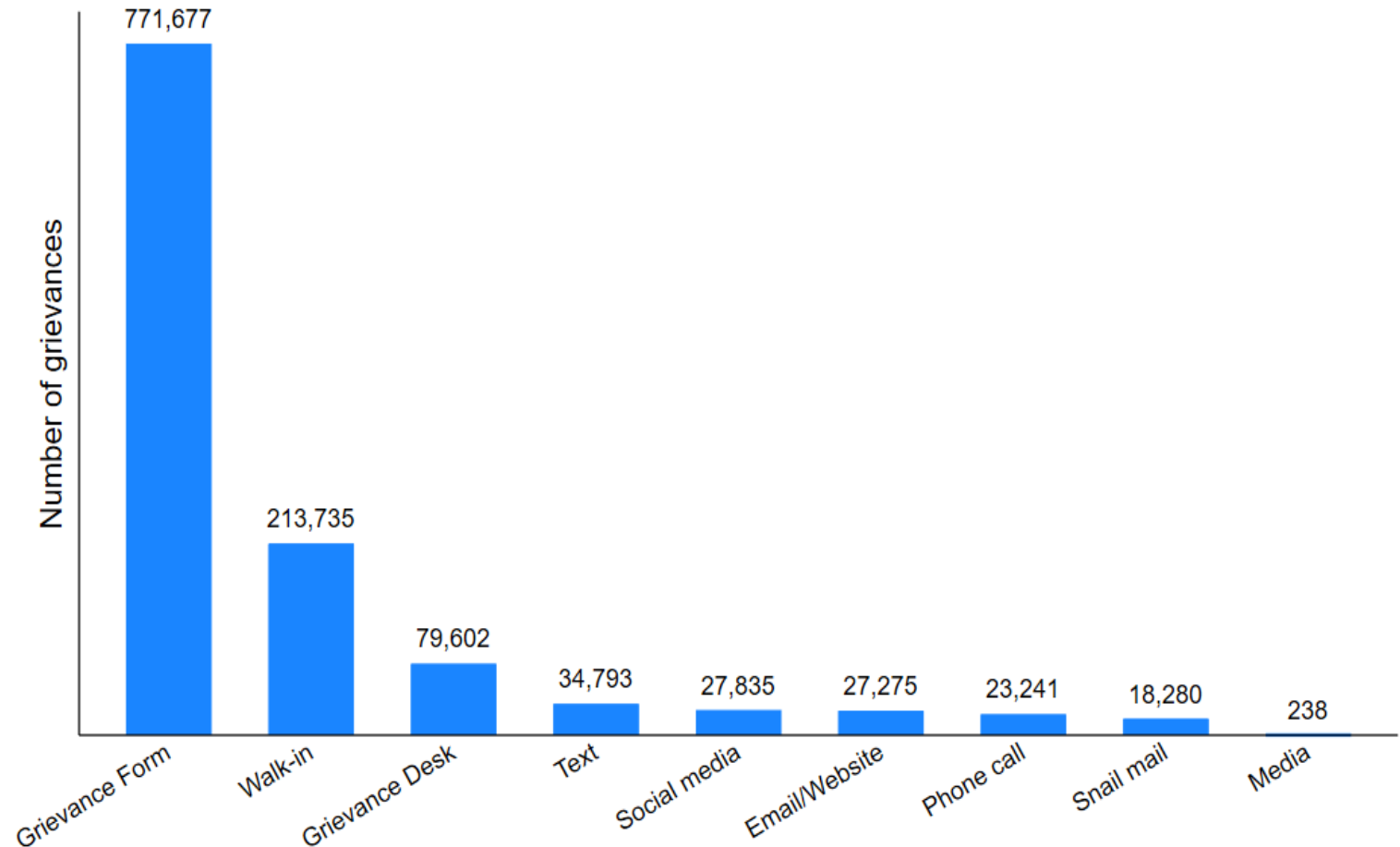
1. Grievance on other programs (56%, 122k)
2. Others, not specified (19%, 40k)
3. Inquiries (14%, 29k)
4. Request for update on transactions (5%, 11k)

# Mode of Intake

Most popular mode of intake is through the submission of **grievance forms**, followed by **walk-in** to DSWD offices and **grievance desks** (during payout)

This highlights importance of contact point between grievance filer and the DSWD

Number of grievance cases received per mode of intake, 2014 to 2022



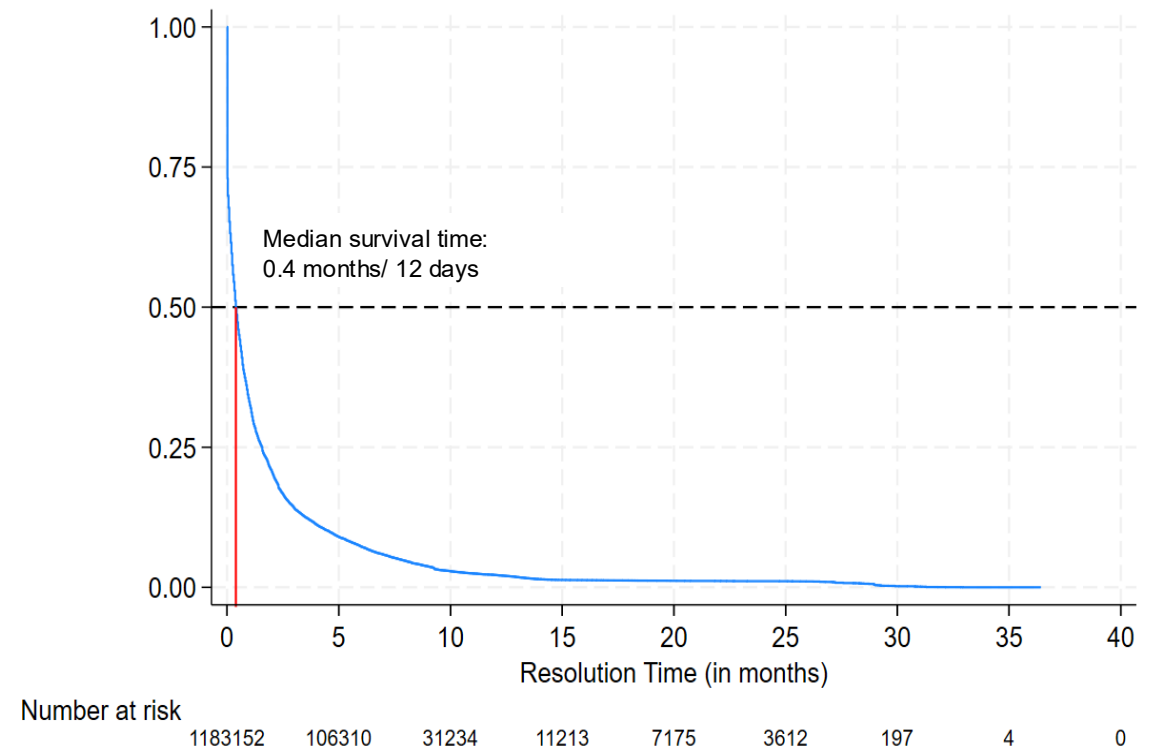
# Timeline of Grievance Resolution

Year of grievance intake	Resolved as of end of each year (in %)	Resolved as of May 2023 (in %)
2014	86.6	100.0
2015	78.6	100.0
2016	94.6	100.0
2017	96.2	100.0
2018	98.3	100.0
2019	98.9	100.0
2020	98.0	100.0
2021	86.8	94.9
2022	91.8	92.8
Average	92.6	98.5

	Share of the number of unresolved grievances as of May 2023 by year of intake and totals (in %)		
Type of grievance	2021	2022	Total
Payment Issue	69.2	67.2	67.9
Card issue	22.9	16.9	19.0
Inclusion request	3.6	9.0	7.1
Appeal for reinstatement	1.4	3.3	2.6
Misbehavior	2.4	2.6	2.5
Disqualification	0.3	0.8	0.7
Implementer issue	0.2	0.2	0.2

**Most grievance cases are resolved under a year**  
**Median is 0.4 months or 12 days**

This means 50% of the observed grievance cases have been resolved after around 0.4 months or 12 days



# Timeline of Grievance Resolution

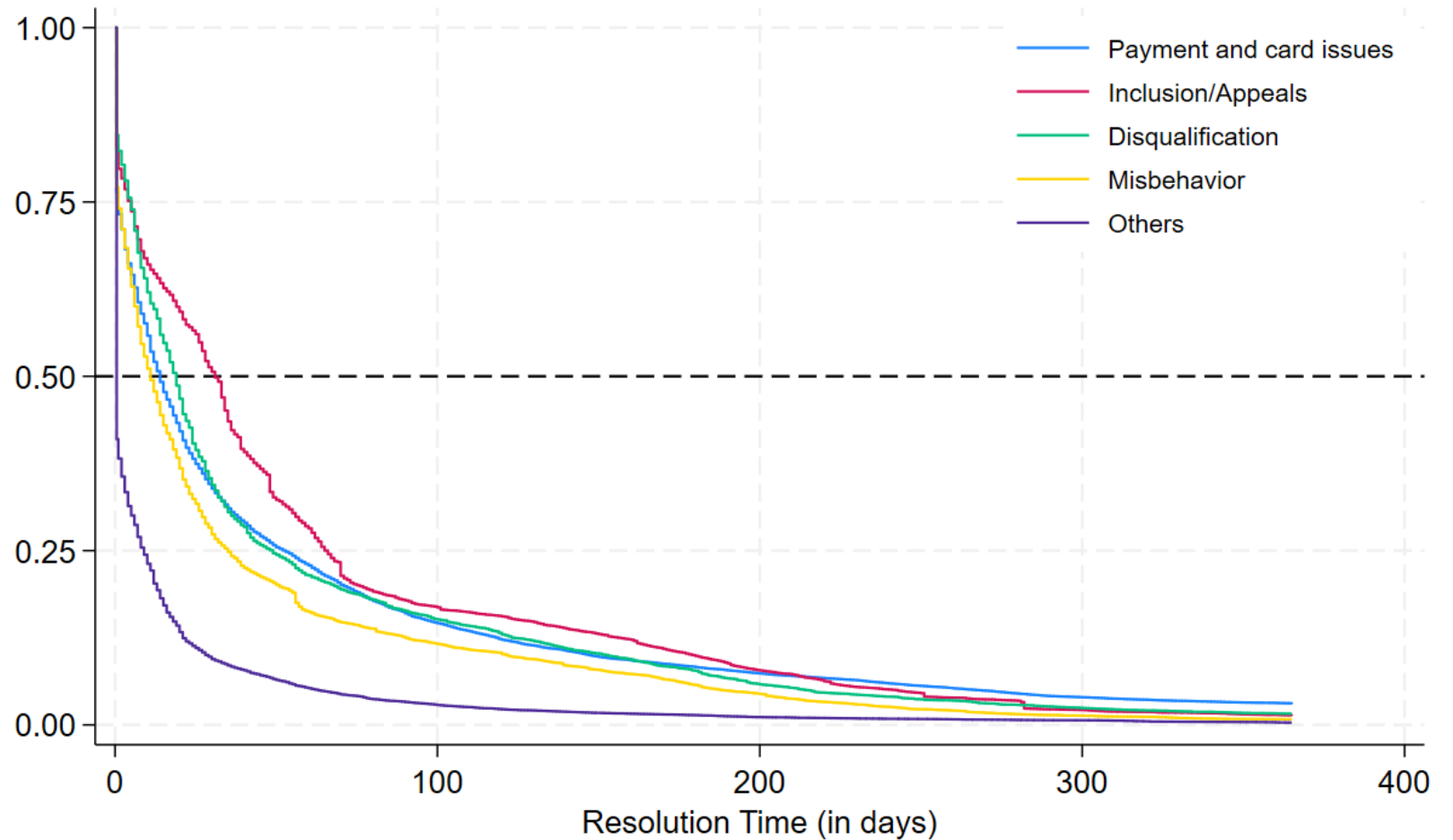
Most are resolved  
under a year (median  
is less than 1 month)

By the 12<sup>th</sup> month/1  
year, only around  
22,000 of the  
observations remain  
unresolved.



# Timeline of Grievance Resolution by type

Inclusion requests take the longest (med=33days) to resolve while those in the “others” category are generally resolved quicker (possibly because it only means referral of complaint to appropriate office)



# Grievance Resolution Time Vs. Recommended

On average, only 72% of the total grievance cases are resolved within the current prescribed timeline of grievance resolution\*

Cases with longer prescribed timeline tend to be solved within the target duration.

Issues in eligibility (disqualification and inclusion) tend to be processed longer than the target durations.

Grievance Type	Prescribed timeline (in days) <sup>a</sup>	Percentage of cases solved within prescribed resolution timeline
Facility issue	100	95.9
Payment Issue	120	84.8
Card issue	39	82.4
Appeal for reinstatement	49	74.9
Misbehavior	32	66.6
Implementer issue	17	55.0
Disqualification	18	49.1
Inclusion request	9	32.2
Average	-	71.8%

# Most results are consistent with previous FGDs

The following are observations from FGDs with 4Ps beneficiaries and frontline staff of DSWD in 2019-2020 regarding their experience in the program GRS

- Not all FGD participants were aware/familiar of the grievance redress process. It is usually the parent leaders who are well-versed with the process
- Some are only aware of one mode of grievance intake (i.e., grievance desks during payout or grievance forms collected during FDS)
- Most cited grievance cases are payment related and issues in their account (e.g., card, change grantee, etc.)
- Requests for change of grantee by some respondents took from 6 months to 2/ years to be resolved. No clear understanding whether they are still eligible to receive cash grants they missed while request for change of grantee was being processed
- Beneficiaries and frontline staff do not have immediate access to status of grievance cases hence feedback loop is broken

# Factors affecting resolution timeline of grievance cases

Estimation using 2017 data on grievance cases, coverage, mode of payment, and household level information

Timely resolution of payment-related complaints is influenced more by the mode of grievance submission and by the proportion of cash card-based payments at the municipal level

Regional disparities significantly influenced resolution timelines, highlighting the need for tailored interventions across different regions

## Fixed-effects regression results for payment-related grievances

Outcome: Share of cases that are resolved timely (%)	Coef.	St. Err.	t-value	Sig	[95% Conf	Interval]
Mode (base= Others)						
% mode= Walk in	.007	.034	0.20		-.059	.073
% mode= Grievance desk	.250	.046	5.41	***	.159	.341
% mode= Grievance form	.200	.026	7.69	***	.149	.251
% mode= Call/text	.136	.029	4.72	***	.08	.193
No. of beneficiaries (in 1000s)	.018	.180	0.10		-.335	.372
No. of Force Majeure events	-.005	.006	-0.85		-.017	.007

## Fixed-effects regression results for nonpayment-related grievances

Outcome: Share of cases that are resolved timely (%)	Coef.	St. Err.	t-value	Sig	[95% Conf	Interval]
Mode (base= Others)						
% mode= Walk in	.168	.032	5.18	***	.105	.232
% mode= Grievance desk	.122	.090	1.36		-.054	.299
% mode= Grievance form	.123	.030	4.06	***	.063	.182
% mode= Call/text	.130	.035	3.74	***	.062	.198
No. of beneficiaries (in 1000s)	-.086	.326	-0.27		-.725	.552
No. of Force Majeure events	-.004	.012	-0.32		-.026	.019

Note: Results for regional dummies excluded but can be found in the report

# Summary of results



Grievances spike after procedural upgrades and major shocks (e.g., Yolanda, COVID-19) and dip during MIS outages.



Payment issues are the most frequent complaints, with inclusion requests increasing during economic crises.



In-person channels (walk-ins, help desks, paper forms) are most common, though all intake modes must stay operational.



Overall resolution rates are high (70% on time) but dipped in 2021–22, especially for short-deadline cases



Resolution speed is driven by submission mode, municipal cash-card adoption, and varies significantly by region.



Beneficiaries have limited awareness of grievance procedures emphasizing the need for real-time status updates and clearer feedback.

# Recommendations



## Strengthening GRS Infrastructure

- Improvement of data management
- Regular data quality checks
- Standardization of definitions and typologies
- Adoption of customer relationship systems (CRMS) and data interoperability



## Enhancing Staff Capacity

- Periodic training workshops for encoders and data managers
- Training for client-interfacing skills required to respond to concerns and grievances



## Promoting Beneficiary Awareness

- Increase awareness on GRS and other program procedures and services
- Continuous education on resolution process of different grievance types
- Close feedback loop (improve top-to-bottom feedback chain)



## Regular Evaluation and Monitoring

- Regular M&E on business processes
- Alignment of policies and performance indicators based on regular review
- Third-party studies/ spot checking
- Further studies using more recent and more comprehensive data



# Thank you.

