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

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Abstract

The 4Ps grievance redress system (GRS) is designed to facilitate due process in resolving the concerns and complaints of beneficiary households, program stakeholders, and the general public about the program. As with other social programs globally, the 4Ps GRS serves as a social accountability measure in response to risks of error, fraud, corruption, and leakages due to the intensive requirements and complexity of its operations. This study investigates the 4Ps GRS by analyzing grievance case data from 2010 to 2022. Key patterns and challenges emerged, with a notable increase in grievance volume following procedural guideline upgrades and calamitous events, while cases declined due to malfunctioning Management Information Systems (MIS). Payment-related issues topped grievances in terms of volume, reflecting challenges in cash transfer distribution as expected since the payment of grants is a key feature of a conditional cash transfer. In-person modes dominated grievance filing, emphasizing the importance of direct interaction and capacity building of staff to manage grievances effectively. Grievance resolution rates were generally high, but a decline in 2021-2022 highlighted a need for review of procedures. Regression analysis indicated factors influencing timely resolution, including mode of submission and regional disparities. Interviews from previous studies revealed limited beneficiary awareness, cases of delayed resolutions, and a need for better access to case updates. Recommendations include strengthening data management, improving staff capabilities, promoting beneficiary awareness, and implementing regular evaluation and monitoring. These findings underscore the necessity of targeted approaches for grievance resolution in the 4Ps program.

Keywords: Grievance Redress, 4Ps, Cash Transfer, resolution timeline, survival analysis

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1. Introduction

1.1. Background

The *Pantawid Pamilyang Pilipino Program* (4Ps or *Pantawid Pamilya*) is a conditional cash transfer (CCT) program that primarily aims to promote human capital development among poor families. The program provides cash grants to eligible households, provided that they comply with the conditions set by the program, such as sending their children to school, bringing them to health centers for regular check-ups and attending monthly seminars on important topics about family and community development (DSWD 2021).

The *Pantawid Pamilya* grievance redress system (GRS) is one of the core business processes of the Pantawid Pamilya program along with the compliance verification system (CVS) and beneficiary updating system (BUS). The 4Ps GRS was designed to facilitate due process in resolving the complaints and grievances of beneficiary households, implementers, partners, and the general public. The GRS aims to capture and resolve grievances effectively and expeditiously in a transparent manner. It is intended to serve as an avenue for the beneficiaries and the general public to submit complaints and inquiries about the program and receive feedback. It also serves as general guide for program staff on how to handle and resolve grievances (DSWD 2021; Patel et al. 2014; Arulpragasam et al. 2011).

International organizations and development practitioners advocate that an effective GRS is critical in ensuring accountability and improving the quality of social programs (Pande and Hossain 2022; UNDP 2017; World Bank 2020; Gauri 2011). As such, grievance redress mechanisms are commonly integrated in the design of social programs as a social accountability measure (Pande and Hossain 2022; Tamsin Ayliffe, Rasmus Schjødt, and Ghazia Aslam 2018; Arulpragasam et al. 2011). Grievance redress mechanisms are also frequently present in CCT programs globally. CCTs, like other social programs, are prone to risks of "error, fraud, corruption, and leakages" due to the intensive requirements and complexity of its operations and GRMs are assumed to reduce such risks (Arulpragasam et al. 2010). GRMs have even become the default social accountability mechanism for social protection in most Latin American countries that pioneered CCTs (Azad, 2022, p. 6).

Unfortunately, the current literature on the implementation of GRS in CCTs and other social programs is still limited albeit the growing interest (Gauri 2011). Research on GRMs mostly includes theoretical or conceptual studies, or rapid assessments and case studies. Assessments are also usually confined in internal monitoring reports and are rarely published or investigated in a rigorous manner (Pande and Hossain 2022; Robinson 2015). Nevertheless, available research has shown that well-designed and implemented GRMs do have positive impact on program outcomes and improve service delivery of CCTs.

This study aims to contribute to the limited research on grievance redress mechanisms in social protection programs. The research also aims to utilize the wealth of administrative data collected through the program's GRS to enable continuous learning and improvement for the

program implementers. Analysis of the data on grievance and their corresponding resolutions can provide information on the efficiency of the grievance mechanism of the program. The results of this study will provide insights into the factors that influence the resolution of grievances in the organization and may inform policies and practices to improve the grievance resolution process.

1.2. Objectives of the study

Using grievance data from 2014 to 2022, the study aims to evaluate the efficiency of the 4Ps GRS in addressing beneficiary complaints and recommend improvements in the GRS to enhance program performance and beneficiary satisfaction. Specifically, the study aims to:

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

2. Grievance Redress in Social Programs

Grievance Redress Systems are a popular social accountability and governance measure in the public sector (Pande and Hossain 2022). The World Bank, the United Nations, and other development practitioners argue that grievance redress provides beneficiaries and the citizens at large a voice or an opportunity to interact with the administrators of programs (usually the government) which fosters trust and accountability in these programs (UNCTAD and World Bank 2018; World Bank 2020; UNDP 2017).

While there has been growing interest in research on the implementation and data of these grievance redress mechanisms (Gauri 2011), the current available material on this topic focuses on theoretical and conceptual aspects of the implementation of the GRS, toolkits and guidance notes on the establishment of GRS, and only several case studies of GRS of some countries. Much of the quantitative assessments and evaluations of these systems are not available as journals or scholarly articles but instead as internal monitoring or institutional reports (Gauri 2011; Pande and Hossain 2022; Robinson 2015; Azad 2022; Hossain, Joshi, and Pande 2023), hence limiting this literature review. Pande and Hossain (2022) enumerate research gaps and suggests a framework for assessment of GRMs in their report.

Overall, available case studies and reports on GRS have consistently highlighted the importance of effective grievance redress systems for social programs. Efficacy in GRS means it has to be accessible, user-friendly, and timely in order to facilitate faster redressal (UNDP 2017; World Bank 2020; Pande and Hossain 2022).

In a comprehensive review by Pande and Hossain (2022), they have summarized that well designed and effective GRMs helped minimize harm to those affected by programs and policies, address harmful practices early, and prevent long-term legal or other problems. It

helped avoid delays and cancellations. For example, in India, a case study showed that GRMs can help detect and even deter frontline corruption. The case study on the Philippines' 4Ps also noted that the program's GRS was critical in addressing complaints resulting from the rapid expansion of the program starting 2010 where the operations struggled to keep up with the increase in required administrative capacity (Patel et al. 2014). The program's GRS was also able to correct errors in the implementation by making retroactive payments to households and elimination of beneficiaries found to be ineligible (Azad, 2022, p. 9).

Although reports on GRMs are generally positive, some authors caution that there are factors that reduce the effectiveness of such systems. Azad (2022, p. 8) emphasized that "positive results are not automatic as they depend largely on the state's capacity to respond." Institutional factors such as bureaucratic culture, resource constraints, and political will can have a significant impact on the performance of grievance redress mechanisms. Institutions that have a culture of responsiveness and accountability, adequate resources, and political will to support grievance redress mechanisms are more likely to have effective mechanisms in place (Azad 2022; Patel et al. 2014; Gauri 2011; Pande and Hossain 2022).

Pande and Hossain (2022) also caution that although GRMs can increase public trust and participation among stakeholders, inadequate and vague processes of resolution may actually "lead to citizens becoming frustrated or losing trust" (p. 3). The UNCTAD and World Bank likewise said that based on some field experience "seemingly minor complaints can quickly become major grievances if left unmanaged." (UNCTAD and World Bank, 2018, p. 1).

Effective monitoring and evaluation systems are also necessary to track the performance of grievance redress mechanisms over time. These systems can help to identify areas where improvements are needed and can also help to ensure that the mechanisms remain responsive to the changing needs of citizens (Pande and Hossain 2022; UNCTAD and World Bank 2018).

Another common observation in these reports is the importance of community-level structures in facilitating grievance redress, and that feedback and monitoring are critical for ensuring accountability and improving program outcomes (Pande and Hossain 2022; UNCTAD and World Bank 2018).

To sum up, the literature highlights the importance of designing and implementing effective grievance mechanisms in the public sector. Such mechanisms can improve the quality of service delivery, strengthen accountability, increase citizen participation and engagement, and lead to better outcomes for both citizens and service providers.

3.   GRS of Pantawid Pamilya

3.1. Role of GRS in the 4Ps Program Cycle

The 4Ps GRS is one of the governance and anti-corruption measures instituted in the program to address the risk of fraud, corruption, and errors in the implementation. It functions as the CCT program's feedback system. Through intake of queries and complaints and resolution facilitation, it allows the program to determine its operational gaps and weaknesses so that these could be addressed and for implementation to be made more efficient. The GRS aspires to encourage citizen empowerment and transparency by allowing beneficiaries and the public

to file with confidentiality complaints against the program, its staff, and even public officials. It strives to make its mechanisms accessible through all possible intake channels and commits to timely and fair resolution of grievances.

The GRS is part of the core information systems integral to the program cycle (Figure 1). After the identification of eligible beneficiaries, registration into the program, and initial payment of unconditional cash grants, succeeding payment cycles are dependent on the monitored compliance of beneficiaries which is collected through the Compliance Verification System (CVS). The CVS process involves creating lists of households and monitored members, sending these lists to schools, health facilities, and program frontline personnel for reporting of compliance data. The compliance data are collected over a cycle that is repeated every two months as the basis for the payment of the cash grants. The registry of beneficiaries and information on their household composition, associated health and education facilities, address, and other basic data are collected through the Beneficiary Update System (BUS). After the initial registration of beneficiaries, the BUS ensures that the information on beneficiaries is up to date so that the program can effectively monitor the compliance of beneficiaries in the CVS. On the other hand, the GRS captures all concerns and complaints about the program and can pertain to any stage of the program implementation. A grievance can affect the inclusion or exclusion of beneficiaries during identification and/or registration and can also feed into any of the subsequent processes such as in the monitoring of compliance, beneficiary updating, release of grants, and others.

Figure 1. 4Ps Program Cycle
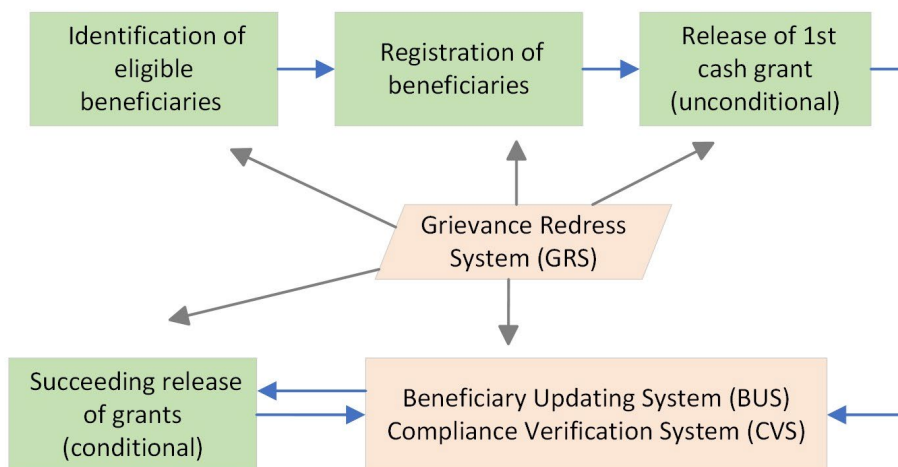
Source: Adapted from DSWD (2021)

3.2. *Features of the 4Ps GRS*

In the current version of the program GRS, there are four major phases in the grievance redress (Figure 2). The first step is the receipt of grievance through the different channels available such as those described in Table 1. An initial response, usually an explanation of the grievance process and the persons in charge, will be provided to the complainant. The grievance is then recorded using the grievance form and encoded in 4PS Management Information System (MIS). Processing of the grievance follows. The processing will follow prescribed procedures specific to the types and subtypes of grievance. This mostly involves gathering and validating

facts surrounding the case and/or complaint and recommendation of the appropriate solution. Then, the resolution is implemented, and such is communicated to the complainant.

Figure 2. 4Ps GRS Process Flow

Intake and Response	Processing	Resolution	Feedback
• Recording of the grievance in a grievance form • Provision of initial response	• Execution of procedures per type and subtype of grievance, tracked through the Management Information System (MIS)	• Arriving at resolution according to type/subtype of grievance • Case is marked as closed in the MIS	• Providing feedback on the resolution and/or status of grievance

Source: Adapted from DSWD (2021)

Table 1. Modes of 4Ps grievance intake

Mode	Description
Walk-in	Personal appearance at any program office or assistance desk, or other government office as long as referred to the 4Ps GRS
Grievance Desk	Reporting through assistance desks set up during payout of cash grants[1]
Text/SMS	Reporting through short messaging service (SMS) sent to the DSWD text hotline or through another government number as long as referred to the 4Ps GRS
Phone Call	Reporting through phone call to the 4Ps hotline or any government hotline as long as it is referred to the 4Ps GRS
Snail Mail	Sending of grievance by mail to any 4Ps or government office as long as referred to the 4Ps GRS
Email	Sending email to 4Ps GRS or to any DSWD email as long as referred to the 4Ps GRS
Facebook	Posting in the 4Ps official Facebook site or any government 4Ps Facebook site provided it is referred to the 4Ps GRS
Website	Posting in the official 4Ps website or any government website as long as referred to the 4Ps GRS

Source: DSWD (2021, 152)

As of the latest procedural manual of the 4Ps GRS (DSWD 2022), the official grievance typology consists of eight types of cases. Table 2 shows the type of grievances and the prescribed maximum period of resolution per type.

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[1] Payout refers to over-the-counter (OTC) payout of cash grants wherein the Authorized Government Depository Bank (AGDB) and financial conduits conduct in-person distribution of cash grants to beneficiaries in an assembly . The DSWD have been continuously making efforts towards 100% card-based distribution of cash grants, hence share of OTC payments relative to card-based payments has been decreasing.

Table 2. Types of grievance and prescribed resolution timeline

Grievance type	Description	Prescribed resolution timeline (maximum)
1. Payment issue	Grievance on the amount and/or receipt or non-receipt of cash grants	two full compliance verification (CV) cycles or (4 months/120 days)
2. Card issue	Grievance on processing of a specific cash card related transaction	29 working days
3. Inclusion request	Grievance about a non-beneficiary requesting to be included in the program	7 working days
4. Disqualification	Grievance against a household beneficiary who is believed to be non-poor and hence, not eligible to the program	14 working days
5. Misbehavior	A grievance against the misconduct or wrongdoing of a beneficiary	23 working days
6. Appeal for reinstatement	Request to be reinstated to the program after temporary or permanent termination of program benefits.	35 working days
7. Facility issue	Refers to complaint related to the supply-side resources (e.g., health facilities, schools, medicine, health services, etc.)	72 working days
8. Implementer issue	Grievance against program implementer who can be a staff member of the program, the DSWD, or its partners (e.g., health facilities, teachers, local officials, etc.)	13 working days

Source: 2022 GRS field manual (DSWD 2022)

Each grievance type is further categorized into subtypes for a more granular classification of the complaint and each of these subtypes has its own prescribed grievance procedure and resolution indicator. In general, a payment-related grievance case is marked resolved if the issue in the payment is corrected while a card-related case is considered resolved if the beneficiary is already able to access their cash card without issues. A request for inclusion in the program is considered resolved if the household in question is either endorsed for registration in the program or referred to the targeting office[2] for name-matching and/or referred to other social programs that the household may avail. Disqualification cases are relatively more labor-intensive for the GRS as it requires interviews and field validation of a grievance officer or a fact-finding team that will determine the veracity of the issue. The resolution will depend on the results of this validation activity. Resolution of appeals for reinstatement similarly requires fact finding through desk and document review, interviews and/or field validation. Grievance cases related to deficiencies in the school or health facilities are marked resolved if the issue has been referred to the local advisory council of the program and the household is later able to access the needed services. Grievance cases on misbehavior of beneficiaries are resolved depending on the gravity of the validated offense. Likewise, grievances on implementer issues are resolved based on the gravity of the offense of the staff or partner implementer. For less serious offenses like imposition of additional conditions or

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[2] The targeting of the 4Ps is based on the *Listahanan* (formerly known as National Household Targeting System for Poverty Reduction [NHTSPR]) which is implemented by the National Household Targeting Office of the DSWD, an office independent from the program management of the 4Ps.

mistakes in the reporting of compliance data, the implementer is reoriented on the conditions of the program and the correct reporting of compliance. However, for more serious offenses like fraud, discourtesy, or inaction to requests, the resolution of the grievance involves the referral to an appropriate office (e.g., Civil Service Commission) for investigation or appropriate intervention. The resolution indicators define the target output per subtype of grievance. These are enumerated in Annex A.

Since its establishment in 2010, the 4PS GRS has evolved institutional arrangements that support its operations. Its daily operations are managed by units of project development officers designated as full-time grievance officers at the national, regional, provincial, and cluster levels. Frontline staff of the program, specifically the city or municipal links and social welfare assistants, serve as the primary point persons for accepting and validating grievances as they function as the closest link between the beneficiaries and implementers. Aside from the DSWD personnel, there are interagency advisory committees that also function as grievance committees as need arises at the city/municipal, provincial, regional, and national levels. They help DSWD deliberate and issue final resolution on complex cases. The current organizational structure of primary actors for the program GRS is depicted in Figure 3.

Figure 3. Primary actors in the 4Ps GRS
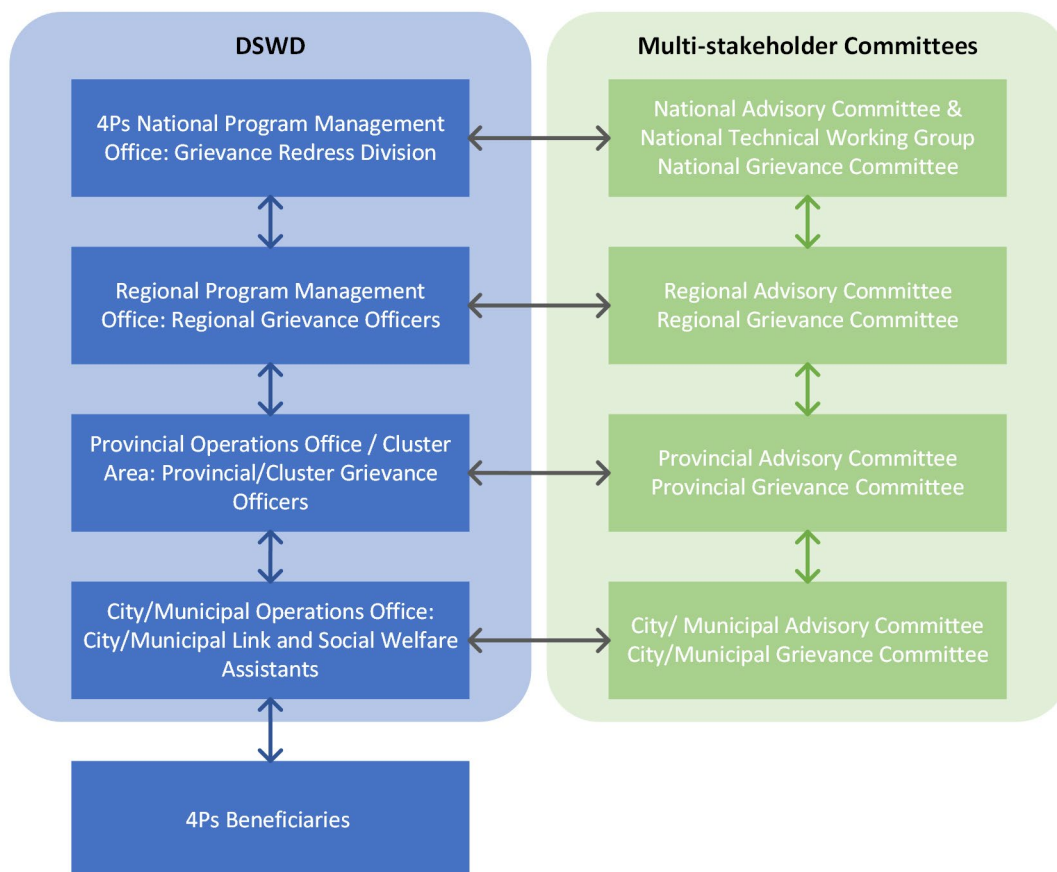
Source: Adapted from Patel et al. (2014) with Author's edits based on DSWD (2021)

3.3. Previous assessments of the 4Ps GRS

In 2014, the World Bank (Patel et al. 2014) did a case study on the 4Ps GRS. The study noted the following trends on the 4Ps GRS since it began the systematic tracking and collection grievance data. The volume of grievances has quadrupled from about 50,000 in 2010 to over 200,000 in 2014. The most common complaints are related to non-receipt of cash grants, compliance verification, and exclusion error. Initially, the majority of the grievances come from 4Ps beneficiaries. After only a couple of years, the greater share of grievances has come from non-beneficiaries wanting to be part of the program. This is reflected in the shift in GRS data trends. Up until 2011, most complaints are related to grants payment. However, from 2012 to 2013 at least 60% of the grievances received were categorized as exclusion error. This indicates that the 4PS program along with its GRS mechanism has become widely known so much so that a vast number of people presumably as "poor" as the current beneficiaries want to get into the program as well.

Data trends show that all grievances have been addressed (100%). However, the World Bank (Patel et al. 2014) notes that this does not necessarily mean these were resolved to the satisfaction of the complainants. The timeliness of grievance redress rate has also dramatically improved at least between 2012 and 2013 from an average of 3 months to 1 month. While the 4Ps GRS has demonstrated its efficiency in resolving most of the cases, the World Bank case study indicates that the two most common complaints could take years to be resolved with finality. For instance, the volume of retroactive (delayed) cash grant payments ($71 million) highlights the challenge in the timeliness of resolving payment-related grievances. The exclusion error cases, on the other hand, could take several years to close because the DSWD household assessment cycle follows an interval of about 5 years. This means that potentially eligible households under exclusion error could only be taken in by 4Ps after the next round of poverty targeting and household assessment.

The World Bank case study has identified the key strengths of 4Ps GRS. Of these, the most significant key strengths from cited are the availability of multiple channels for complaint filing, the codification of GRS procedures, a functional grievance MIS, and regular monitoring and reporting of case resolution statuses. While these GRS features and strengths enhance the program's credibility, the World Bank case study points to the following areas of improvement related to GRS operations:

- Make the grievance submission procedure easier and more convenient for the beneficiaries. Simplify the forms and translate its text into local language. Encourage the use of confidential channels like SMS for issues related to staff misbehavior.
- Improve the manner of communicating acknowledgment of grievance filed as well as its resolution by making it more direct and personal.
- Set more realistic resolution timelines.
- Make the GRS client-centric by ensuring that the resolution has been satisfactory from the complainant's point of view.

The DSWD has also commissioned a research firm in 2016 to conduct a review of all the business processes of the program including the GRS (DSWD 2016). The review has identified the system failure of the Unified Customer Relations Management Application (UNICS-CRM) to be the most pressing concern of the GRS. The UNICS-CRM is the IT infrastructure of the 4Ps GRS and was supposed to be used in the encoding and data management of 4Ps grievances.

However, there was a failure of the UNICS at the time of review, and challenges in the encoding of grievances were observed.

The review also listed recommendations on effective ways of handling specific grievances such as requests for inclusion (also known as "not listed" type of grievance) and the catch-all category of "Others". These recommendations include capacity building of grievance personnel to avoid mismanagement of cases and ensure consistency in tracking of complaints as well as expanding the grievance typology to effectively manage the cases lumped in the "others" category. The authors also suggested that the program should employ more proactive approaches to grievance management to reduce the risk of known issues progressing further into grievance cases (DSWD 2016).

Aside from the above studies on the 4Ps GRS, the DSWD, through the 4Ps national and local program management offices, continuously conduct monitoring and evaluation activities to assess the program implementation and effectiveness. These include spot checks done by staff as well as third party researchers, regular consultations and workshops, and research conducted by commissioned experts. Modifications in the GRS design and implementation are usually generated from these monitoring and evaluation activities or from identified needs through other interactions with beneficiaries and stakeholders (DSWD 2021; 2022; 2018)

4. Methodology

4.1. Data Sources

This study aims to evaluate the efficiency of the 4Ps grievance redress mechanism by examining patterns in its administrative data. The study's primary data source is the 4Ps grievance cases data from 2014 to 2022 which contain valuable information on the types of grievances received on the program, the resolution of these cases, and the mode or channel through which these grievances were received. Additionally, data on key aspects of the program were used to supplement the estimations. This includes data on program coverage, shares of payment modalities among beneficiaries, and frequency of force majeure[3] status in areas of the program. These sets of information are included in the analysis as they capture stages of the program implementation that may directly or indirectly affect the effectiveness of the GRS. Relevant documents and policy issuances were also reviewed to provide additional context. Below is the summary of the data sources used in the study.

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[3] Force Majeure status in specific locations due to man-made and natural disasters results in the suspension of compliance verification procedures. In this case, the beneficiaries are entitled to cash grants as if they are fully compliant with all program conditions (DSWD 2021).

Table 3. List of data sources used in the study

Data	Reference year of data used	Level of disaggregation	Contents
Grievance cases	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

4.2. Analysis

To answer the research questions and achieve the study objectives, the study used the following data analyses and tools. Figure 4 shows the summary of study objectives by data item and analyses.

Figure 4. Methodological framework
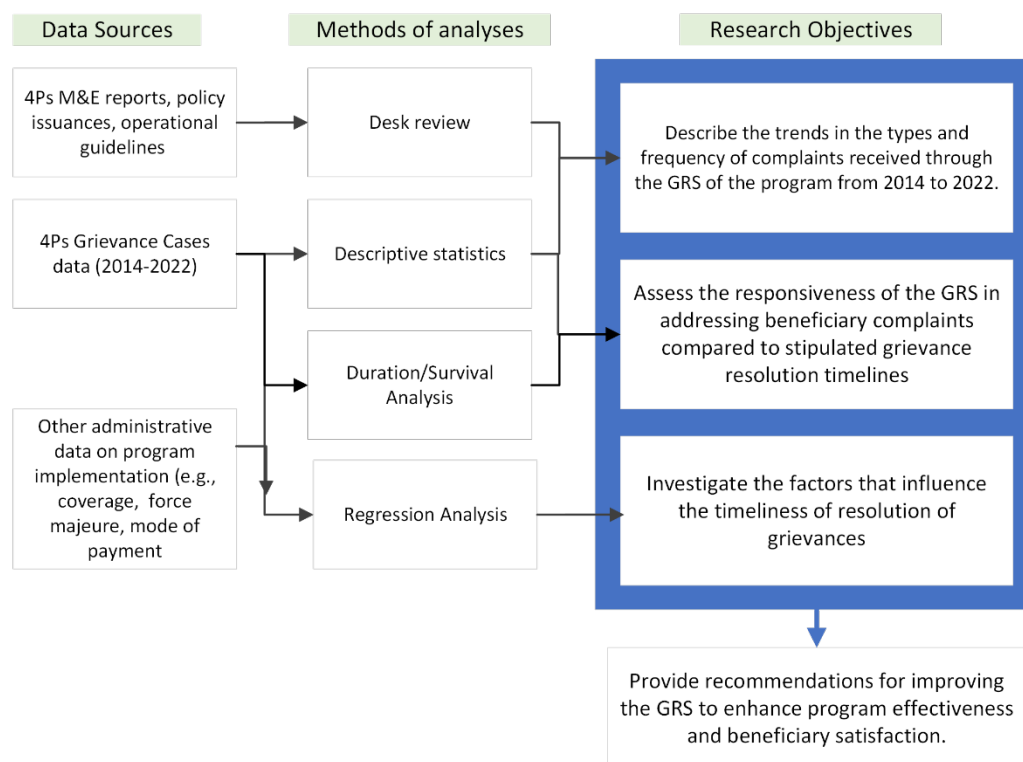
Source: Author's rendition

- **Descriptive Statistics.** Descriptive analyses of the dataset were done to examine the distribution of the variables, missing data, and outliers to identify any data issues that may affect the succeeding analysis. Gaps in the data management of the GRS were determined based on the common data issues. In the analysis, summary statistics and cross-tabulations were generated 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.). Tests on the difference in means and distribution of data were done as needed.

- **Survival Analysis.** Methods in survival analysis were applied in the research to analyze the timeliness of resolution of grievance cases and identify factors influencing timely resolution of grievances. Such methods included construction of Kaplan–Meier curves to illustrate the resolution time for the grievance cases. The Log Rank Test was also used to test the null hypothesis of no difference in the resolution time between subgroups of the sample, specifically by type of grievance.

- **Panel Data Analysis.** To study the factors that influence the resolution of grievances, regression analysis using time fixed effects was done in the study. This analysis aimed to estimate the relationship between the proportion of grievances resolved within the prescribed timeline in municipalities and various characteristics associated with both the grievance case and program implementation within the area. However, the analysis was limited in its scope due to data availability.

- **Desk review of documents.** Program documents and other administrative data were reviewed as part of the study. Information from these documents were used to supplement the discussion in the report such as identifying nuances that explain the findings in the quantitative analyses.

4.2.1. Survival Analysis

Survival analysis is a statistical technique used to analyze time to an event of interest. The main purpose of survival analysis is to estimate the probability or risk of an event occurring at a given point in time (Lisa Sullivan 2016; Iain E. Buchan 2023; T D V Swinscow 1997). Survival analysis has several applications in social research, outside of the most common use which is the study of the onset of a disease or illness. Some applications in non-health research include the time-to-event study on an individual finding a job after unemployment, a student graduating in high school, a business returning profit after some time, or the probability of a married couple divorcing. Social researchers can use survival analysis to estimate the duration or likelihood of an event occurring and can even identify the factors that contribute to its occurrence. (Lisa Sullivan 2016; Iain E. Buchan 2023)

One interesting feature of survival analysis is that it is particularly useful in analyzing data that involve "censored" observations, where the term censoring captures the status where the event has not yet occurred for some individuals in the study. By using survival analysis, one can account for the time that individuals remain at risk for an event, and explore the relationships between time and event occurrence (Lisa Sullivan 2016).

In the analysis, the event of interest is the resolution of a grievance case. Censorship in the data happens when the grievance case processing is still ongoing, and the duration of the resolution

process is still uncertain. By applying survival analysis techniques, this uncertainty in the resolution time is accounted for.

4.2.2. Panel Data Analysis

To identify relationship between timely resolution of grievances and program implementation characteristics, panel data was constructed from the grievance cases and administrative data on program coverage, mode of payment, and force majeure status of municipalities. Using fixed-effects estimation, the relationship of the characteristics of grievance cases and program implementation with the timely resolution of grievances was analyzed.

A fixed effects model with time-invariant individual effects (i.e., location fixed effects) was estimated. The equation can be summarized as follows:

$$y_{it} = \alpha_i + \beta_1 x_{1it} + \beta_2 x_{2it} + \cdots \beta_k x_{kit} + u_{it}$$

Where:
- y_{It} represents the dependent variable for entity *i* at time *t;*
- α_i represents the location-specific fixed effect for entity *i* that remains constant over time (*t*);
- β_k represents the coefficients for independent variables x_{kit}; and
- u_{it} represents the error term capturing unobserved factors

In the specified equation, we aim to estimate the proportion of resolved grievances within the stipulated timeline of the 4Ps Grievance Redress System (GRS) utilizing a panel dataset encompassing municipal-level data spanning from 2014 to 2022. To incorporate time-fixed effects, the year variable is introduced, while regional dummy variables are included to account for fixed effects specific to different locations. By employing this model, variations across locations (entities) are considered, yet these location-specific effects are assumed to remain constant over time within each location. This approach ensures that differences stemming from local program management capacities (e.g., staffing, leadership) and distinct implementation methodologies are effectively captured in the analysis.

To account for the nature of the grievance cases, the estimations were done separately for payment-related grievances and otherwise. Independent variables include channel of intake represented by the mode through which the grievance was filed/ received, and load or capacity of the grievance mechanism to act on the case using proxy variables such as the coverage of program frequency of force majeure status, and mode of payment of grants.

However, the analysis is constrained by the limited availability of data. The analysis would benefit from additional data on local program management capacities (e.g., staffing, training, leadership, caseload of frontlines staff), indicators for quality of grievance cases (e.g., completeness of information), and other pertinent information on program processes (e.g., unique policies).

4.3. Description of Data

The main data source used in the analysis is the database of grievance cases received by the program's GRS from 2014 to 2022. A total of 1,196,790 grievance cases were included in the

database (Table 4). This represents the number of grievance cases received through all channels that were captured by the program's GRS and encoded in the system. Except for 2016, the program's GRS receive more than 100 thousand cases annually since it started systematically collecting data in 2010.

Table 4. Number of grievance cases from 2014 to 2022

Year of intake	Number of cases	Share (%)
2014	156,969	13.12
2015	106,530	8.90
2016	67,557	5.64
2017	122,386	10.23
2018	189,292	15.82
2019	141,929	11.86
2020	130,713	10.92
2021	120,800	10.09
2022	160,614	13.42
Total	**1,196,790**	**100.00**

Source of basic data: DSWD

The grievance database used in the analysis contains information on the type and subtype of grievance filed, the mode through which the grievance was received, the date when the grievance was received, the status of resolution (i.e., whether resolved or not), and the location variables such as the region, province, and city/municipality associated with the complaint. As a general rule, the location variables are based on the residence of the complainant regardless of where the grievance case occurred or where the grievance was received.

Prior to the main analysis, the database of grievance cases was first inspected for data issues such as inconsistent, incomplete, and invalid information. These observations are enumerated in the succeeding items. In some of the observations, additional context is provided based on clarifications provided by the 4Ps National Program Management Office (NPMO).

- **Missing Data.** There were missing information on key variables such as grievance type (350 cases), date of resolution (see Annex B), grievance subtype (discussed in Section 5), and resolution provided (410,354 cases). The cases with missing date of resolution despite tagged as "resolved" are particularly more common in the 2021 and 2022 datasets. Per 4Ps NPMO Grievance Redress Division (GRD), some variables such as date resolved are not required in the current version of the encoding system of the GRS resulting in encoders sometimes forgetting to fill this in. To address this, the GRD is conducting data quality assurance activities monthly and then report the findings to the regional offices for appropriate action. Cases with missing date values are excluded in the survival analysis.

- **Invalid date entries.** There are a few cases of invalid dates (e.g., June 31, dates beyond date of data generation) and negative durations due to the date of resolution being earlier than the recorded date of intake (see Annex B). These cases are excluded in the analysis of timeliness of resolution of cases.

- **Non-standardized and invalid entries:**

  a. Date formats are inconsistent across cases collected 2021 and 2022 data. In some cases, the dates are coded in month-day-year format while some are coded as day-month-year. The date formats were standardized prior to the analysis.

  b. Typographical errors and non-standardized entries were also observed in other data such as grievance types and subtypes, region, and other location variables. Grievance types across years vary because of different classification systems (i.e., some are lumped together previously but are now reported separately). These were standardized based on the current GRS procedural guidelines and available information in the data set. In some cases, the grievance type and subtype do not correspond with each other. The analysis used the grievance type as basis for ease of interpretation.

The above issues were addressed partially in the data preparation phase through re-coding of variables and correction of nonstandard entries. Grievance cases with missing information for some variables were excluded in some of the analyses. In total, all the 1.19 million grievance cases in the database were used in the descriptive analysis, while around 1.18 million were used in the survival analysis as long as these have valid time data.

5. Results

The results are presented in three parts. First, the trends in the frequency, types and modes of grievances are described to identify patterns in the GRS transactions. This is followed by an examination of the responsiveness of the GRS in addressing and resolving grievances about the program by looking at its performance relative to its targets. The features of the GRS are also examined vis-à-vis similar programs as a benchmarking exercise. The third part of the results looks at the survival probability of grievance cases, particularly the timeline of case resolution and factors that influence the resolution of grievance cases.

5.1. Describing Trends in Grievances

5.1.1. Volume of grievances

Figure 5 depicts the cumulative volume of complaints registered through the 4Ps GRS from 2010 to 2022, as per the study dataset and previous reports. The graph also shows the number of active beneficiaries in the program for each year. Since its inception in 2010, the 4Ps GRS has received an aggregate of approximately 1.5 million grievances. Every year, the program receives an average of around 100 thousand grievances.

Figure 5. Number of grievances received and number of active 4Ps beneficiaries, 2010-2022
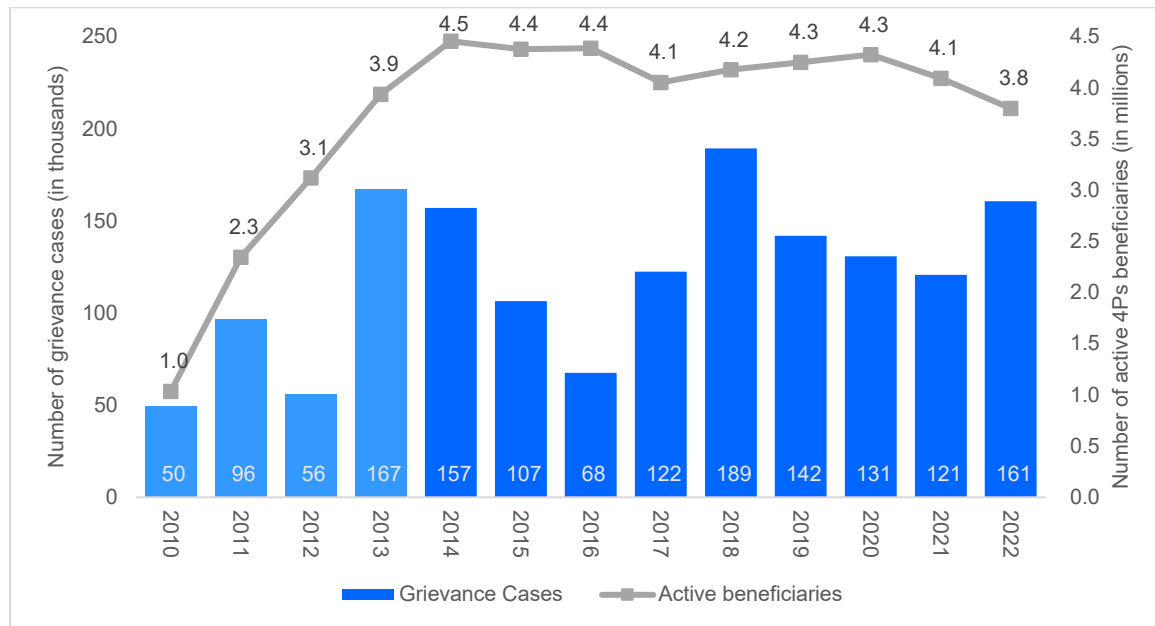
Source: Data for 2010 grievance cases is from Patel et al (2014). Data for 2011 to 2013 grievance cases are from 4Ps Annual reports. Data on grievance cases from 2014 to 2022 from grievance data of DSWD; and data on number of beneficiaries from 4Ps annual reports.

The number of complaints have generally increased from its 2010 volume as the number of beneficiaries have increased from a million to around 4 million starting 2013. However, there is notable variation in the number of grievances received per year; and the number of grievances does not increase proportionally with the increase in program beneficiaries. The highest number of grievance cases was received in 2018 while the lowest numbers were in the earlier years of GRS implementation, from 2010 to 2012. An exception is the low number of grievance cases received in 2016.

Tracking of program implementation milestones and the evolution of the GRS suggests a correlation between the observed increase in grievance cases and milestones within the program's development. Table 5 provides a comprehensive summary of key program expansion stages alongside advancements in the 4Ps GRS.

In 2013, approximately 167 thousand grievances were registered through program channels. Coinciding with this are the inauguration of a "call center" and the introduction of user-friendly grievance forms within the GRS (Patel et al., 2014). Additionally, the catastrophic impact of Typhoon Haiyan in the same year likely contributed to a surge in requests for program inclusion and supplementary support services. Notably, the year 2018 witnessed another significant spike in grievances, reaching approximately 189 thousand. This surge corresponded with the publication and adoption of updated procedural guidelines for the GRS in that year. At the same time, the GRS also introduced new categories of grievances, particularly encompassing gender-related cases, and social service issues, potentially resulting in the increase of volume of cases, as these were not systematically documented previously. Moreover, the year 2021 recorded a substantial increase in complaints, coinciding with the publishing of the program's updated operations manual which includes updates on the procedures of the GRS. During this period, the profound impact of the COVID-19 pandemic on living conditions and program

operations also likely contributed significantly to the heightened grievances. In these data points, the increase in demand for the GRS coincides with events that result in increased need for social services. But, at the same time, there is also a conjunction between the improvement of GRS processes and the increase in demand during these years. This indicates that improvement in GRS procedures may lead to more proactive and effective capturing of program complaints.

Conversely, a notable decline in grievance cases was observed in 2016 despite the program's extensive coverage at that time. This decline primarily stemmed from the failure of the Unified Customer Relations Management Application (UNICS-CRM), the program's unified grievance registry system. The outage in the GRS's IT infrastructure resulted in the inability to encode grievances and manage these cases effectively (DSWD 2016).

Table 5. Milestones in program expansion and in the development of the 4Ps GRS

Year	Program implementation	GRS development
2007	• CCT pilot as *Ahon Pamilyang Pilipino Program (AHPP)* covered around 4,500 households	N/A
2008	• Official launch of the CCT and renaming to *Pantawid Pamilyang Pilipino Program* (4Ps) covering around 300 thousand households • Establishment of a National Advisory Committee (NAC) composed of different line agencies as the policy-making body of the program	N/A
2009	• Nationwide expansion and coverage of around 700 thousand total households	• Conduct of roll-out training on Grievance Redress System (GRS) in 17 regions (including ARMM) • Completion of the 4Ps Operations manual and grievance Sub-Manuals
2010	• Increase in program coverage to one million households • Establishment of core systems of the program (i.e., registration system, updating system, compliance monitoring and payment system, supply side assessment, **grievance redress system**	• Launch of GRS • Development of data entry applications and roll out of training • Issuance of NAC Resolution No. 2 (s. 2010) which identified sanctions for cases filed under the GRS. These cases include misbehavior or fraud of beneficiaries and program staff and partners
2011	• Expansion of program coverage to 2.3 million households • Change from quarterly compliance monitoring and payment cycle to bimonthly • Policy review and nationwide consultation with stakeholders	• Launch of "4Ps Reklamo" text hotline • Set up of "Reklamo desk" during pay-out and registration • Collection of grievances through email, social media (Facebook and Twitter)
2012	• Expansion to 3.1 million households • Issuance of NAC resolution 6 (s. 2012) on the adoption of the Modified	• Launch of the Unified Customer Relations Management Application

Year	Program implementation	GRS development
	conditional cash transfer (MCCT)[4] program	(UNICS-CRM), a unified registry for grievances • Issuance of NAC resolution 10 (s. 2012), amending NAC resolution No. 2 (s. 2010). The resolutions provided clarifications on the sanctions of grievance cases in NAC resolution 2.
2013	• Expansion to 3.9 million households • Implementation of the End-to-End Retroactive Payment for Education mechanism to proactively identify, verify, and process retro payment claims before beneficiaries file grievance. • Official launch of MCCT program	• Launch of call center, introduction of user-friendly grievance forms, development of "citizens' feedback" corner (Patel et al. 2014) • Issuance of NAC Resolution No. 15 (s.2013) and procedural guidelines on Handling Election Related Grievances
2014	• Expansion to 4.3 million households and extension of age of eligibility to include children 15 to 18 years old	• "Review of business processes, incentive structures, and use of information technology for more efficient grievance management" (Patel et al. 2014) • Diversified modes including forms, texts, phone calls, emails, and social media • Issuance of NAC Resolution No. 20 (s. 2014) on the updated procedural guidelines on misdemeanor cases which introduces counselling and case management efforts for first and second offenses.
2015	• No expansion of program coverage • Mainstreaming of eligible poor households under the MCCT program that applied for inclusion through the Grievance Redress program	• Publishing of 2015 program operations manual including enhanced GRS process flows
2016	• Program coverage is 4.4 million households	• UNICS outage from 2nd quarter to end of the year • Review of business process by externally contracted research firm
2017	• Program coverage is 4.4. million households • Rice subsidy was introduced as supplementary cash grant (NAC resolution No. 36 (s. 2016) • Issuance of NAC Resolution No. 39 (s. 2017) expanding the provision of Support Services Intervention (SSI) to regular 4Ps beneficiaries in need of social protection due to man-made or	

[4] The MCCT is a separate program that was implemented to cover other families not covered in the Listahanan/ targeting survey but are poor and vulnerable. More information can be read here: https://dswdprogram.com/modified-conditional-cash-transfer-mcct/

Year	Program implementation	GRS development
	natural disasters that resulted in loss of life, livelihood, and homelessness	
2018	• Program coverage is 4.2. million households	• Roll out of enhanced procedural guidelines and process flow; 2018 GRS field manual and new types of grievance, gender-related cases, and social services issues
2019	• Program coverage is 4.3 million households • Enactment of Republic Act (RA) 11310 ("Act Institutionalizing the Pantawid Pamilyang Pilipino Program")	
2020	• Full implementation of the increase in cash grants and the RA 11310 implementing Rules and Regulations (IRR) • COVID 19 pandemic affected program operations • Provision of Social Amelioration to beneficiaries	• Issuances of NAC Resolution No. 4 2020 (s.2020) regarding Grievance Resolution Standards and Indicators
2021	• Program beneficiaries at 4.1 million	• Publishing of 2021 Program Operations Manual with enhanced GRS process flows • Issuance of NAC Resolution No. 5 (s.2021) amending the 4Ps GRS resolution indicators and standards.
2022	• Program beneficiaries at 3.8 million. • Reduction in number of program beneficiaries due to ageing out of household member eligible for monitoring by the program and validated as no longer poor in Listahanan 3.	• Approval and publishing of updated GRS field manual 2022

Source: Author's compilation based on DSWD (2021), DSWD (2015), DSWD annual reports, 4Ps program quarterly reports, NAC resolutions, and Patel et al. (2014)

Figure 6 provides a more granular analysis of the number of grievances received by the program over time. The volume of grievances exhibits significant variations throughout the year. On average, the program's Grievance Redress System (GRS) received approximately 11,000 grievance cases annually from 2014 to 2022, as indicated by the dotted line in the graph. Notably, September 2022 witnessed the highest number of complaints, reaching approximately 35,000 cases.

The overall trend in grievance volume generally aligns with the patterns observed in Figure 5. However, a recurring and distinct drop in complaints is observed towards the end of each year, particularly in December. This phenomenon could be attributed to the office downtime during the year-end period, potentially leading to reduced intake and encoding of grievances in the system. This observation underscores the critical role of efficient office operations within the GRS to ensure comprehensive capture of complaints.

Figure 6. Number of grievances received by month, 2014-2022
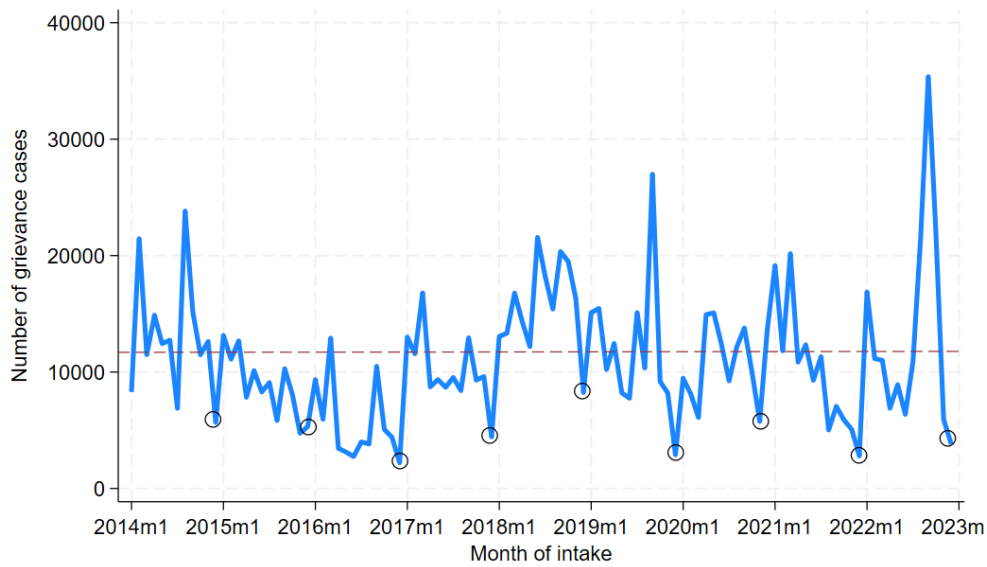
Source of basic data: DSWD

Figure 7 displays the regional disaggregation of the number of grievance complaints received and the total number of 4Ps beneficiaries who are active as of 2022, broken down by location. As with the earlier findings, there is no proportional increase in the number of grievance cases when the number of 4Ps recipients in the region is higher. In other words, it is not true that areas with a high beneficiary population also tend to gather a high volume of grievance cases. In 2022, the highest volume of grievances was reported for Region IV-B. Although the number of beneficiaries in the region is the second highest across all regions, the number of complaints from Region IV-B comprise 36 percent of the total grievances received that year. Closer inspection of the data shows that this spike in the complaints is due to the influx of around 50 thousand grievance cases that have requested reassessment in the Listahanan 3. Disaggregation on the number of grievance cases by region, type and year are presented in Appendix C and D.

Figure 7. Number of grievances cases and active 4Ps beneficiaries by region, 2022
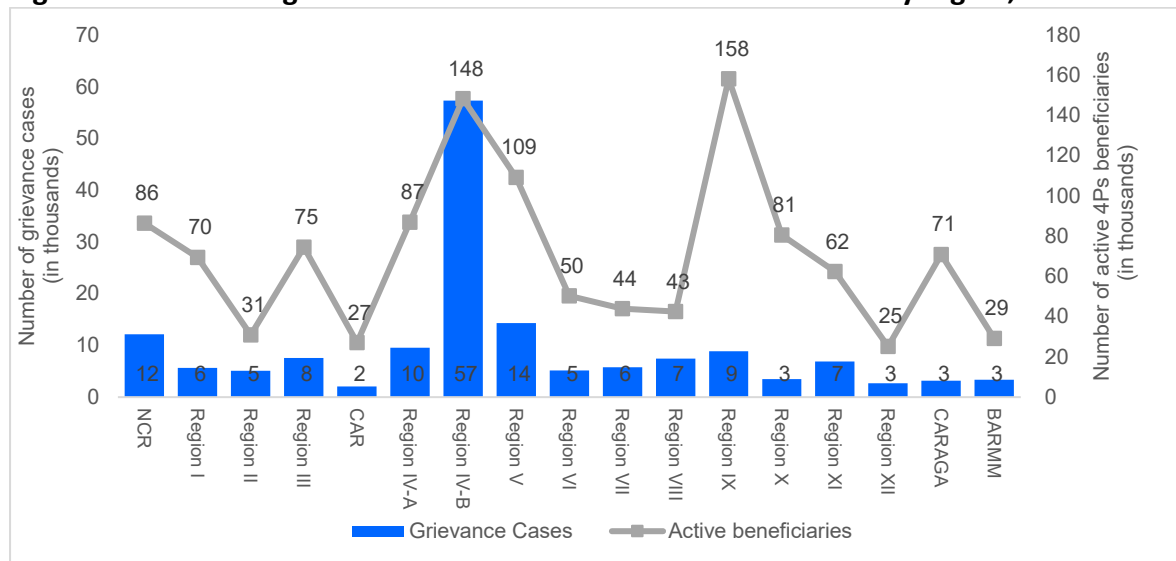
Source of basic data: DSWD

In terms of capacity, there are more than 200 grievance officers and IT officers nationwide at different levels of local program management (Table 6). This excludes the frontline staff (i.e., 6,000 city/municipal link and 2,500 social welfare assistants) that serve as initial validation and intake point of the program GRS but whose tasks cover a wide range of activities in the program implementation.

Excluding Region IV-B, each grievance staff in each region, on average, corresponds to around 400 grievance cases received annually. This roughly translates to around one or two grievance cases per day for each of the staff. This seems to be a manageable case load for the grievance officers assuming the cases are ordinary and do not require the escalation to higher levels of program management and inter-agency councils. However, there is some variability in the number of staff vis-à-vis demand of the GRS in the regions. For example, the ratio is highest in Region IV-B and Region II where one staff member corresponds to around 3 thousand cases and 850 cases, respectively. This is multiple times higher than the ratio in Region XII where there is a small number of cases received resulting in a lower staff-to-case ratio (1:169). This variation suggest opportunities for reallocation of staffing such that regions regularly receiving high volumes of grievance cases can be assigned more staff. Likewise, efficiency measures in regions that are performing well despite lower resource ratio can also be adopted by the whole GRS.

Table 6. Ratio of grievance cases to number of active beneficiaries and to number of grievance staff, 2022

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[a] (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

Note: a/ Includes Regional, Provincial, Cluster Grievance Officers, Cluster Grievance Coordinators, and IT administrators. NCR – National Capital Region; CAR – Cordillera Administrative Region; BARRM – Bangsamoro Autonomous Region of Muslim Mindanao.

Source of basic data: DSWD

5.1.2. Types of grievances

Table 7 presents the distribution of the grievance cases by type of complaint from 2014 to 2022. The data on the types of grievances sheds light on the challenges and concerns faced by beneficiaries and other stakeholders. The most prominent grievance category are payment related issues constituting 46 percent of the total cases, indicating a substantial challenge in the distribution or receipt of cash transfers. It is not surprising that the top cause for complaints arise from issues in payment of the grants since the regular payment delivery is the most prominent feature of a conditional cash transfer program. However, this may also highlight a potential systemic issue that needs attention to ensure the correct and timely delivery of grants to the beneficiaries. The second-largest category is "Inclusion request" at 16.7 percent, underscoring the importance of addressing eligibility concerns and ensuring that deserving individuals are not excluded from the program.

Additionally, the data reveals a noteworthy number of cases under "Others" (13.3%), emphasizing the need for a nuanced understanding of various grievances that may not fit into current predefined categories. It is crucial for the program GRS administrators to analyze these cases closely to identify emerging patterns and address issues that may not be captured by the existing classification. Additionally, the comparatively lower percentages in grievance categories like "Disqualification," "Appeal for reinstatement," and "Implementer issue" imply that although these grievances exist, they are not as common as other grievance categories. GRS implementers may use this information to better prioritize resources and initiatives according to the type of grievance categories.

Table 7. Number of grievance cases by type, 2014-2022

Type of Grievance Cases	Number of cases recived in GRS	Share in total grievances (in %)
Payment Issue	549,887	46.0
Inclusion request	199,356	16.7
Others	159,020	13.3
Card issue	155,312	13.0
Misbehavior	92,784	7.8
Disqualification	20,987	1.8
Appeal for reinstatement	16,939	1.4
Implementer issue	1,643	0.1
Facility issue	512	0.0
Total	1,196,440	

Source of basic data: DSWD

Figure 8 shows an overview of the number of grievance cases categorized by the type of complaint per year. Analyzing the trends from 2014 to 2022 reveals patterns in program complaints between 2014 and 2022 and shows several important findings.

Figure 8. Share of grievances cases by type and year, 2014-2022
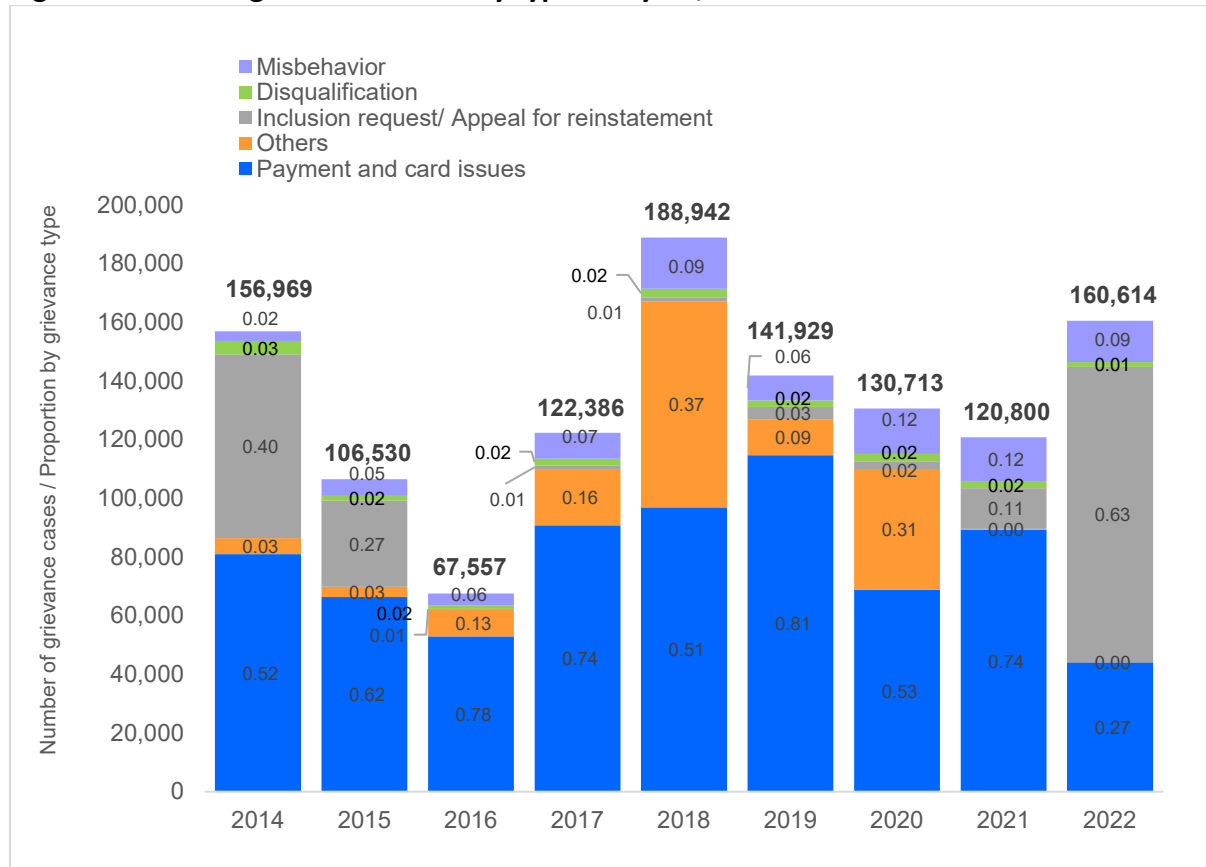
Source of basic data: DSWD

"Payment or cash card-related" grievance type exhibits a fluctuating pattern across the years but maintain its lead as the most predominant type of grievance from 2014 to 2022. Grievances categorized as "Others" display a varying but generally increasing trend, with a substantial rise observed from 2018 to 2020, before declining sharply in the last two years. Closer inspection of the grievance case entries show that the uptick in these cases was a result of the addition of gender and Indigenous peoples concerns in the GRS typology in 2018. The surge in 2020 has been observed to be heavily driven by complaints about the Social Amelioration Program (SAP), a separate financial assistance program, implemented at the height of the COVID-19 quarantine restrictions. Additionally, the graph shows that the share of "Inclusion Request/Appeal for reinstatement" cases is considerable in 2014 to 2015 but later disappeared in 2016 to 2020 and followed by a notable re-emergence in 2021 and 2022. This loss in the capture of inclusion requests is likely due to the moratorium in program registration issued by the DSWD in 2016 as well as the exhaustion of the list of eligible households from the first round of targeting survey (Pasion 2016).

Overall, the graph shows some interesting patterns in the volume of complaints raised within the 4Ps program over the years. The data provides insight into the issues faced by beneficiaries or other participants in the program. While most of the fluctuations can be traced back to specific phases and events in the program implementation, there are advantages in further investigating the underlying causes behind these grievances, potentially revealing critical insights for program improvement and effective management of grievances to ensure the program's sustained success and impact.

The analysis of the most prevalent subtypes within the main grievance categories (Table 8) offers valuable insights into the more specific challenges faced by beneficiaries. Among the payment grievances, underpayment emerges as the most prevalent subtype, accounting for a significant majority at 64 percent. This substantial percentage indicates a recurrent concern regarding payment amounts received by beneficiaries. Similarly, the subtype of "no payment", constituting 33 percent, highlights a considerable portion of beneficiaries reporting not receiving their entitled payments. The high number of these payment-related grievances indicate potential systemic or procedural gaps within the program that reflect on most of its business processes especially the compliance monitoring and payment systems. This may also mean an information gap where beneficiaries are not correctly informed of their co-responsibilities and/or correct entitlements.

Table 8. Share of predominant grievance subtypes, 2014-2022

Grievance Type	Top grievance subtypes	Number of cases	Share per type (%)
Payment Issues	Underpayment	337,037	63.8
	No payment	173,442	32.8
Card Issues	Delayed or inaccessible replacement card	73,639	45.7
	Inaccessible card	50,548	31.3
Inclusion request	Inclusion request, not specified	106,853	69.1
	Transient poor	34,791	22.5
Disqualification	With regular income	12,851	60.7
	Disqualification, not specified	4,305	20.3
Misbehavior of beneficiaries	Pawning	47,215	50.9
	Vices	15,036	16.2
Facility issue	Inadequate education services or facilities	422	77.7
	Facility issue, unspecified	80	14.7
Implementer issue	Implementer issues affecting payout	659	39.2
	Implementer issue, not specified	569	33.8
Other grievances	Grievance on other programs	122,775	56.1
	Others, not specified	40,596	18.6
	Inquiries	29,559	13.5
	Request for update transactions	11,044	5.1

Note: Excludes "appeal for reinstatement" which does not have subtypes
Source of basic data: DSWD

Regarding card-related issues, "delayed or inaccessible replacement card" stands out as the primary concern, representing 46 percent of reported cases. This includes cases of lost, stolen, damaged, perforated, captured, or blocked cash cards. This highlights the vulnerability of beneficiaries regarding the physical security of their cards, requiring measures for prevention and speedy resolution in case of loss or damage of cards. Inaccessible cards follow at 31 percent. This category includes a high number of cases of wrong or inaccessible PIN for the cash cards (>20,000 cases). This is a noteworthy but comparatively lesser concern that might benefit from enhanced user education and technical support for beneficiaries. There is also a

substantial number of grievance cases reporting lack of a cash card (>8,000 cases) reflecting challenges related to card issuance or acquisition, prompting the need for an improved distribution or replacement process.

The misbehavior category reveals critical areas demanding attention within the program. Pawning emerges as the most prevalent issue, accounting for 51 percent of reported cases. This highlights a significant challenge where beneficiaries are potentially leveraging their assistance for short-term gains, indicating vulnerabilities that might require interventions beyond financial aid. This may also be a sign to revisit the amount of grants for program beneficiaries and whether adjustments in benefit level are promptly implemented. Consumption of vices follows at 16%, signifying behavioral challenges impacting beneficiaries' ability to maximize the program's benefits, necessitating targeted interventions or support mechanisms. While the program impact evaluations do not find evidence that the program increases consumption of vice goods relative to non-beneficiaries of the program, this observation still warrant consideration and introduction of education interventions towards desired behaviors.

The "Others" category encompasses diverse concerns signaling a need for further clarification or specificity regarding the current typology of the grievances (see Annex A). Grievances on other non-4Ps programs occupy the largest proportion at 56 percent. These grievances consist of complaints and inquiries about other programs that are separate from the 4Ps but are also implemented by the DSWD like the Social Amelioration Program (SAP), *Listahananan*, Sustainable Livelihood Program (SLP), Assistance for Individuals in Crisis Situations (AICS), Emergency Shelter Assistance (ESA), as well as programs implemented by other agencies such as the Department of Labor and Employment (DOLE)'s TUPAD, the Commission on Higher Education's Expanded Student's Grants-in-Aid Program for Poverty Alleviation (ESGP-PA) and the PhilHealth. This data captures lapses in the implementation of these other programs that cannot be addressed by the program GRS but are taking up its resources (e.g., time of staff and data storage).

Grievances categorized as "Others" but are unspecified, constituting 19 percent of the category emphasizes the existence of varied, unclassified issues, demanding a more comprehensive categorization or recording system. General inquiries at 18 percent indicate information gaps, underscoring the importance of effective communication channels within the program. Request for updates or transactions meant for the Beneficiary Update System (BUS) at 5 percent highlight gaps in the business process on updating and/or information gaps. Ideally, these transactions should have been coursed through the intake of update forms and not through the program GRS where they also consume space and resources meant for resolution of complaints. From the data, such transactions include requests for correction and updating of basic information like home addresses and associated school and health facilities for compliance monitoring, and other requests (e.g., change of grantee, additional child).

This detailed breakdown of the most common subtypes within grievance cases provides insights on targeted interventions and improvements essential for enhancing the effectiveness and impact of the 4Ps. Likewise, the results also identify deficiencies in the records management, sorting, and processing of the grievance cases particularly on the categories of grievances. While there have been modifications in the grievance typologies as the GRS developed through the years, there should be efforts to systematically record and link these different versions of grievance typologies.

5.1.3. Modes of intake of grievances

Figure 9 presents the frequency distribution of grievance cases according to various modes or channels of complaint intake. The most prevalent mode of lodging grievances appears to be through grievance forms, with a substantial count of 771,677 or 65 percent of the cases reported. However, it must be noted that the grievance form has been removed as a mode of intake category starting 2022 and is only considered a data collection tool rather than a channel of intake (DSWD 2021). These grievances were most likely forms submitted in-person by the beneficiaries to the frontline staff of the program – the city/ municipal links and/or social welfare assistants. This method seems to be the preferred choice for the beneficiaries to register their complaints, possibly due to its accessibility, ease of use, familiarity, and structured format.

Figure 9. Number of grievance cases by mode of intake, 2014-2022
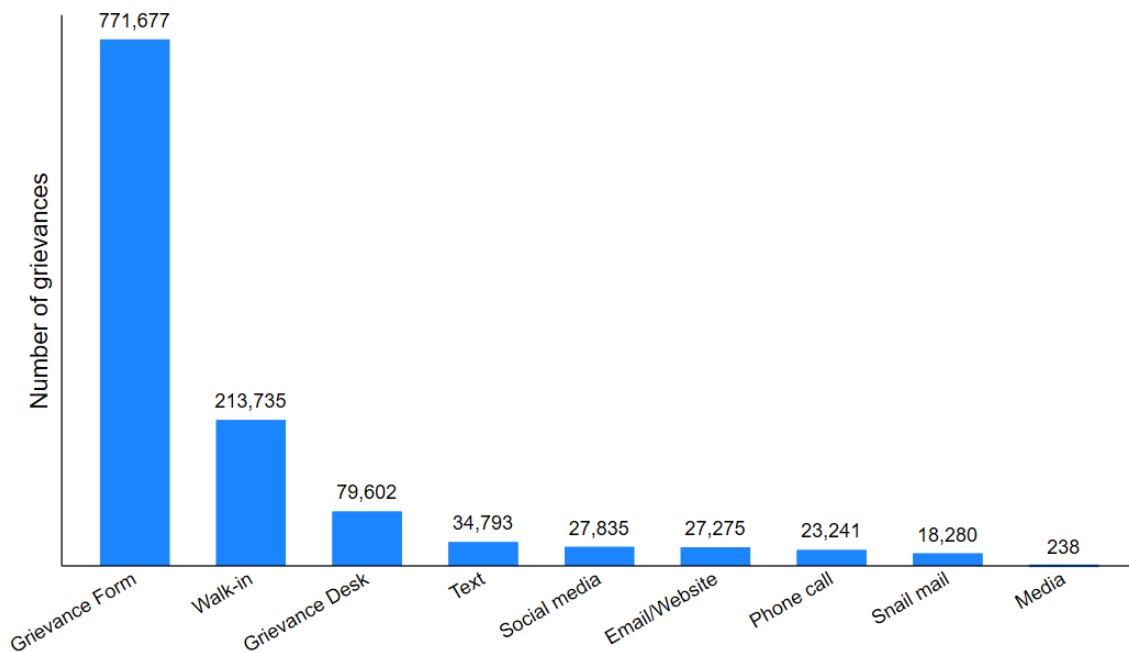
Source of basic data: DSWD

The graph also highlights a considerable number of walk-in cases totaling 213,735 (18%) and cases filed through grievance desks at 79,602 cases (6.7%) indicating that a significant portion of individuals opt for in-person submissions, possibly seeking immediate resolution or preferring direct interaction when raising their concerns.

Meanwhile, channels such as text, social media, email/website, phone call, snail mail, and traditional media also account for a noteworthy number of grievances, albeit comparatively lower in count. These channels collectively reflect diverse communication preferences among stakeholders, highlighting the importance of maintaining multiple avenues for grievance submission to accommodate various stakeholders and their preferred modes of communication. The marginal count in Traditional Media suggests its limited utilization, possibly due to its less interactive nature or lower accessibility in comparison to more direct and digital channels.

Overall, intake of grievance cases have been overwhelmingly through direct and in-person modes than remote or digital channels. While the latter modes require less cost for the beneficiaries as they can submit complaints remotely, the value addition of direct interaction

in in-person submissions cannot be discounted. In-person submissions often allow for real-time clarifications, immediate feedback and support that may not be fully captured or available through remote channels. This direct engagement also allows beneficiaries to express their grievances comprehensively, provide supporting documents, and clarify details, potentially leading to swifter and more satisfactory resolutions due to the detailed nature of the communication. The preference for direct interactions in grievance filing underscores the necessity for a more skilled and capable workforce within the program. Investing in capacity building with enhanced communication and conflict resolution skills is imperative to ensure the program's responsiveness in handling of grievances.

5.2. Assessing Responsiveness of the GRS

5.2.1. Resolution rates

Table 9 presents the responsiveness of the 4Ps GRS in resolving complaints from 2014 to 2022, showing the percentage of cases solved by the end of each respective year and the percentage of resolved cases as of May 2023 when the dataset was extracted for the study.

Table 9. Resolution rates of grievance cases, 2014-2022

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

Source of basic data: DSWD

From 2014 to 2020, the program consistently displayed a trend of increasing resolution rates by the conclusion of each year. Over this period, there was a steady improvement in resolving reported grievances, with rates ranging from 86.6 percent to 98.9 percent by the end of the respective years. This trend suggests that the GRS is addressing and resolving grievances more promptly, leading to a substantial achievement of resolving the majority of cases reported in these years.

However, the resolution rates for cases received in 2021 and 2022 deviated from this trend. While the resolution rates by the end of these years were still relatively high at 86.8 percent in 2021 and 91.8 percent in 2022, these rates were notably lower compared to the earlier years. This suggests potential challenges or complexities in addressing newer grievances within the same period as the older cases. The decline in the resolution rates for these more recent years implies a need for further analysis and potential enhancements in the resolution processes or resource allocation to improve the timely handling of grievances within the program. Despite these recent declines, the program's overall resolution rate remains high at 92.6 percent of cases resolved by the end of each year.

The table also shows that as of dataset extraction in May 2023, all unresolved cases from 2014 to 2020 have already been resolved. Meanwhile, only 5 percent of cases received in 2021 and 7 percent of cases received in 2022 are still unresolved when the datasets were provided.

Table 10 breaks into the categories these unresolved grievance cases for the years 2021 and 2022, as well as their totals. Overall, the proportions mirror the distribution of grievance cases received by the program through the years. For both years, payment-related issues represent the most dominant concern among unresolved cases.

Table 10. Types of grievance cases that are unresolved as of data transfer

Type of grievance	Share of the number of unresolved grievances as of May 2023 by year of intake and totals (in %)		
	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

Source of basic data: DSWD

5.2.2. Timeline of case resolution

Kaplan-Meier (KM) survival curves were constructed to examine the survival probability of grievance cases in terms of the time prior to their resolution. A total of 1,183,152 cases were included in the analysis. Figure 10 shows the KM curve for all the cases received in 2014 to 2022. The x-axis represents the duration in months since the intake of grievances, while the y-axis indicates the estimated survival probability of the cases or how likely grievance cases were to get resolved over time. The point where the curve intersects the 50% survival probability mark represents the median survival time. From the graph, this means 50% of the observed grievance cases have been resolved after around 0.4 months or 12 days (see also Table 11).

Figure 10. Kaplan Meier Survival function of grievance cases

Median survival time:
0.4 months/ 12 days

Number at risk								
1183152	106310	31234	11213	7175	3612	197	4	0

Source of basic data: DSWD
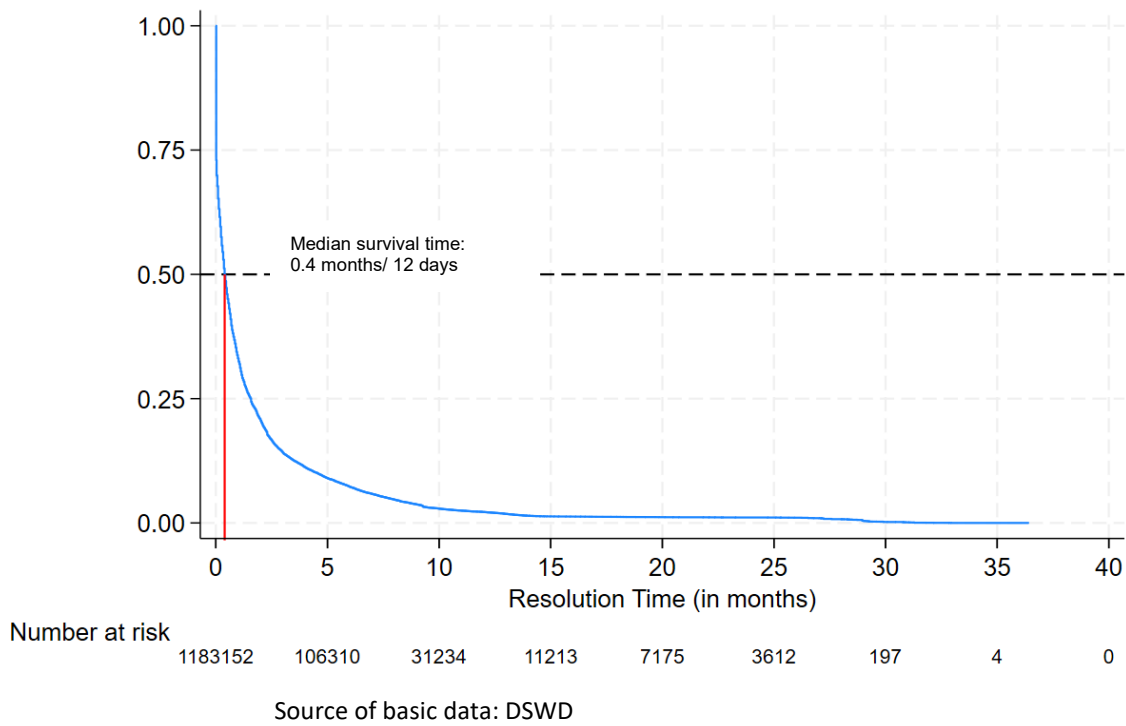
Figure 11. Kaplan Meier Survival function of grievance cases by type (max=1 year)

Log rank test
$chi^2(8) = 113,152.63$
$Pr>chi^2 = 0.0000$

Source of basic data: DSWD
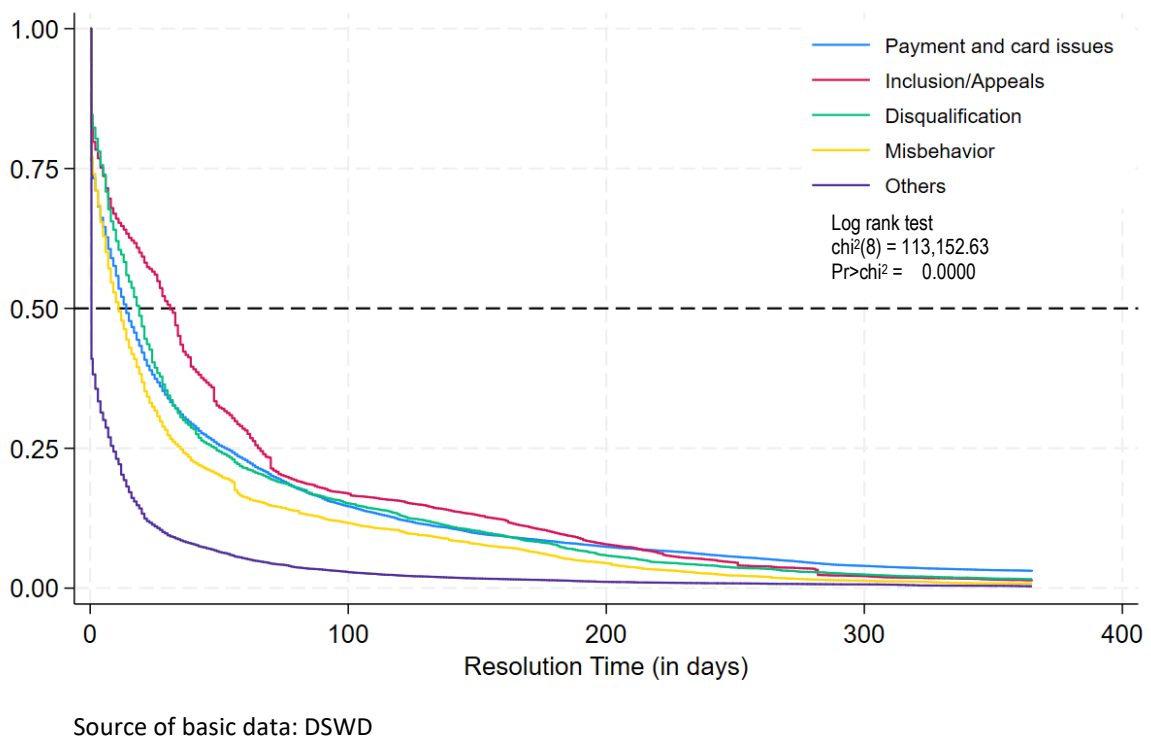
Figure 11 shows the survival curves by categories of grievance cases. The graph only focuses up to a one year reference period for a clearer and magnified presentation of the curves according to grievance type. Every curve denotes a different category of complaints allowing comparison of their speed of resolution by number of days. Log rank test results show that there is evidence to suggest that the resolution times for grievances significantly differ across the various types.

Across the types, grievances categorized as "others" have the steepest curve suggesting higher rates of resolution compared to the other types. Following closely are grievances categorized under 'misbehavior,' 'payment-related concerns,' 'disqualification,' and 'inclusion requests', respectively. The lower rate of resolution for the inclusion and disqualification cases stands out, potentially due to the complexities or challenges in the grievance resolution process as well as dependencies from other offices. In particular, the procedural guidelines for these grievances need more extensive investigation (e.g., interviews, fact finding, document review) and deliberation compared to other grievance types.

Table 11 also presents the specific median resolution time values for the nine types of grievance case. Understanding the median resolution times per type of grievance aids in gauging the typical duration for a grievance to be resolved. This insight assists program administrators in identifying areas for improvement, where to allocate resources, and in improving and streamlining resolution processes for various grievance categories.

Notably, the 'Others' category exhibits a considerably shorter median resolution time of 0.5 units which is defined in this study as being solved within the day. Although this signifies a immediate resolution for a significant portion of grievances categorized under this group, the lack of specificity of the cases under this category makes it difficult to get insights for policy design. Based on the earlier discussions, grievances on non-4Ps programs are lumped in this group and these grievances only require referrals to other offices or programs to be marked as resolved.

Aside from the 'others' category, card issue grievances demonstrate a relatively quick resolution of 8 days (median) while 'inclusion requests' notably stand out with the longest median resolution time of 33 days.

Table 11. Resolution time of grievance cases by type, 2014-2022

Grievance type	Number of cases	Resolution time (in days)				
		P_{25}	P_{50}/Median	P_{75}	Min	Max
Payment Issue	538,284	1	16	62	0.5	998
Card issue	154,550	0.5	8	26	0.5	1102
Inclusion requests	198,866	5	33	66	0.5	1108
Disqualification	20,811	5	19	49	0.5	867
Facility issue	512	2	18	28	0.5	322
Implementer issue	1,635	2	10	35	0.5	840
Misbehavior	92,426	1	11	35	0.5	863
Appeal for reinstatement	16,698	1	14	43	0.5	1080
Others	159,020	0.5[a]	0.5[a]	9	0.5	956
Total	**1,182,802**	**0.5[a]**	**12**	**48**	**0.5**	**1108**

Note: P_{25} – 25th percentile; P_{25} – 50th percentile or median; P_{75} – 75th percentile; a 0.5 resolution time means the case was resolved within the day.

Source of basic data: DSWD

The table also shows the minimum and maximum resolution times, providing a more comprehensive view of the range of durations taken to resolve grievances across types of complaints. Interestingly, all grievance types exhibit a minimum resolution time of 0.5 units, indicating that grievances can be resolved within the same day regardless of type. The maximum resolution times, however, are more concerning. Except for facility-related issues, grievances across these categories can extend up to a duration of three years for resolution. Even "card issues" that are resolved relatively fast based on the median resolution times have reported maximum resolution times of over 1,000 days. Although not reflective of the average or majority of the cases, these long durations of grievance resolution for some instances still deserve to be rectified. It is crucial to swiftly resolve grievances within the 4Ps especially since beneficiaries are vulnerable families that rely on timely aid and support from the program. The distribution of resolution times including cases that extend to long durations can be seen in Annex D.

To examine the issue of timeliness further, Table 12 compares the percentage of cases solved within prescribed resolution timeline per type of grievance according to the current guidelines. On average, 7 out of 10 grievances received in the program are resolved within the prescribed period. From the data, grievances related to facility issues lead the list with 95.9 percent of cases resolved within the stipulated period of 100 days (72 working days). Payment problems, which have a longer time limit of 120 days, achieve an 84.8 percent resolution rate within this duration, showing a reasonable pace of resolving despite the longer allotted time. Conversely, inclusion requests hold the shortest prescribed timeline of 9 days but exhibit the lowest resolution rate at 32.2 percent, implying potential challenges or inefficiencies in addressing these specific grievances promptly.

The data portrays a declining trend in the percentage of cases resolved within the prescribed timeline as the timelines become shorter. Grievances with shorter deadlines, such as inclusion requests and disqualifications, struggle to meet the timelines resulting in a considerable gap between prescribed resolution times and actual case resolutions. This highlights the importance of better strategies and faster methods to speed up the resolution of grievances that have shorter deadlines. However, this might also indicate a necessity to establish a more reasonable timeline for these specific types of grievances. Overall, this analysis underscores the importance of streamlining processes and enhancing responsiveness to ensure timely and satisfactory resolutions for all types of grievances.

Table 12. Percentage of cases solved within prescribed resolution timeline by type

Grievance Type	Prescribed timeline (in days)[a]	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%**

Note: a/ Number of calendar days were computed from the prescribed number of working days stated in the procedural guidelines.

Source of basic data: DSWD

5.2.3. Feedback from beneficiaries and program staff

To supplement the analysis and validate the observations from the data, additional insights from previous focus group discussions (FGDs) and interviews with beneficiaries and frontline implementers were reviewed. These interviews were conducted in 2019 and 2020 as part of the studies on the 4Ps by Araos, et. al (2022) and Melad, et. al (2020) but questions regarding the experience of participants on the 4Ps grievance process remain relevant. The highlights are listed in Box 1.

Box 1. Insights on the 4Ps GRS from FGDs with beneficiaries and implementers

> The following are insights from Focus Group Discussions (FGD) with 4Ps beneficiaries and frontline staff of DSWD in 2019-2020 regarding their experience in the program GRS:
>
> - Not all FGD participants who are 4Ps beneficiaries were aware/familiar with the grievance redress process. It is usually the parent leaders who are well-versed with the process of filing grievances.
>
> - Among those several non-parent leader beneficiaries who are aware, some are aware only of two modes of grievance intake, i.e., grievance desks during OTC payout or grievance forms collected during FDS. However, since they have been issued their cash cards, they have not seen those grievance desks anymore.
>
> - Most cited grievance cases by those who have filed grievances are payment related and issues in their card account such as lost card and change of grantee.
>
> - Requests for change of grantee by a few respondents took from 6 months to 2 years to be resolved. There was 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 they rarely know what happened to their grievance cases unless they ask from the regional program management offices.

The insights collected from the interview validate the challenges identified in prior sections and highlight further issues that need consideration. Firstly, the findings underscore a lack of widespread awareness among 4Ps beneficiaries regarding the grievance redress process, with a notable reliance on parent leaders for information. Non-parent leader beneficiaries, albeit aware, reported limited knowledge about the available grievance intake modes. This suggests potential gaps in disseminating information among beneficiaries on available services and feedback opportunities. While earlier monitoring reports of the program found that most beneficiaries are aware of the GRS, the program may still need to inform beneficiaries of the details of the grievance redress process for their understanding.

Moreover, most reported grievance cases mainly focus on problems with payments and issues related to card accounts, which confirms what was observed in the data. Cases of long resolution period for requests like the card replacement due to change of grantee, stretching

from 6 months to 2 years, was also confirmed in the resolution timelines. This underscores the need to address this concern as it is causing worries about delayed solutions and uncertainty about missed cash grants.

Lastly, beneficiaries filing grievances and frontline staff do not have quick access to the status of their cases. This lack of access means they cannot easily know how their issues are progressing without asking regional program offices. Giving them easier access to these case updates could help them stay informed in real-time, thereby fostering transparency and accountability within the program's grievance handling system.

5.3. Factors related to timeliness of grievance resolution

The regression results from the fixed-effects analysis are presented in Tables 13 and 14. Overall, these findings feature factors affecting the timely resolution of grievances within the 4Ps program, including different modes of grievance submission, beneficiary coverage, force majeure events, and the share of cashcard-based payments among beneficiaries.

Table 13 shows the relationship of factors with the timely resolution of payment-related grievances within the 4Ps program. Notably, specific modes of grievance submission display considerable significance. Grievances submitted through the grievance desk, grievance forms, and channels exhibit positive coefficients, indicating a notably higher likelihood of timely resolution compared to the reference category of other remote modes. Specifically, an increase in the share of cases submitted to the grievance desk, submitting through a form, or using phone/text communication substantially enhances the chances of resolving payment-related grievances within the prescribed timeline.

Meanwhile, the share of beneficiaries utilizing cashcard payments demonstrates a negative coefficient, indicating a potential obstacle to resolving payment-related grievances on time when a higher proportion of beneficiaries are being paid through the cashcard mode. This might stem from possible inefficiencies and shortcomings within the card-based payment system that need further investigation. Moreover, the program staff's capacity to resolve these issues might be impacted by dependencies on financial institutions handling the card issuance and payments. On the other hand, beneficiary coverage and the occurrence of force majeure events within municipalities do not affect timely grievance resolution. Finally, distinctive regional impacts are evident showing positive association with timely resolution of cases compared to the reference region which is BARMM.

Table 14 shows the relationship of factors with the timely resolution of grievance cases not related to payment and card-based issues. Unlike the previous result, share of grievances submitted through walk-in, grievance forms, and phone/text modes display positive effects on the resolution timeliness. Specifically, a higher proportion of grievances submitted via walk-ins or forms significantly enhances the likelihood of timely resolution. Similarly, grievances communicated through phone or text channels also exhibit a positive association with on-time resolution. However, the effectiveness of the grievance desk mode appears less significant, as the share of cases using this method does not demonstrate a statistically significant impact on the resolution of non-payment-related grievances. The lack of effect for this mode for non-payment-related grievances is somewhat expected because grievance desks are specifically set up during payouts. Additionally, variables such as the number of beneficiaries in municipalities and force majeure events show no statistically significant effects on resolution timelines.

In both analyses, the magnitude and variation in the coefficients for regional dummies underscore the significant regional heterogeneity in addressing grievances, whether payment-related or non-payment-related, within the program. These variations suggest that specific regions may face distinct challenges or possess varying efficiencies in handling grievances, emphasizing the need for targeted interventions or tailored approaches to improve grievance resolution across different areas. Likewise, this analysis could benefit from additional datasets that can tease out the heterogeneity in the local program management offices.

Table 13. 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
% share of Cash card MOP	-.104	.029	-3.59	***	-.161	-.047
Region (base= BARMM)						
CAR	26.751	3.217	8.31	***	20.442	33.06
CARAGA	22.522	3.31	6.80	***	16.032	29.012
I	28.189	3.218	8.76	***	21.879	34.499
II	28.461	3.254	8.75	***	22.08	34.843
III	34.197	3.112	10.99	***	28.095	40.299
IV-A	29.627	3.093	9.58	***	23.561	35.692
IV-B	25.591	3.217	7.96	***	19.284	31.899
IX	30.486	3.492	8.73	***	23.639	37.333
NCR	31.686	4.933	6.42	***	22.014	41.359
V	23.472	2.938	7.99	***	17.71	29.234
VI	23.838	2.92	8.16	***	18.112	29.563
VII	28.004	3.076	9.11	***	21.973	34.035
VIII	32.678	3.086	10.59	***	26.626	38.73
X	27.081	3.395	7.98	***	20.423	33.739
XI	29.902	3.639	8.22	***	22.766	37.038
XII	30.062	3.698	8.13	***	22.812	37.313
Constant	55.861	4.023	13.88	***	47.972	63.751

Mean dependent var		88.023	SD dependent var	23.891
R-squared		0.107	Number of obs.	2491
F-test		12.776	Prob > F	0.000
Akaike crit. (AIC)		21389.436	Bayesian crit. (BIC)	21529.126

*** p<.01, ** p<.05, * p<.1
Source: Author's calculations based on DSWD data

Table 14. Fixed-effects regression results for non-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	.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
CAR	.578	5.055	0.11	***	-9.334	10.49
CARAGA	15.527	5.586	2.78	***	4.572	26.482
I	24.302	5.17	4.70	***	14.163	34.44
II	18.575	5.26	3.53	***	8.261	28.889
III	20.161	5.521	3.65	***	9.334	30.988
IV-A	20.429	5.13	3.98	***	10.369	30.489
IV-B	12.333	5.435	2.27	***	1.676	22.99
IX	35.389	6.096	5.80	***	23.435	47.344
NCR	9.153	9.058	1.01		-8.608	26.915
V	11.375	4.761	2.39	***	2.039	20.712
VI	17.929	4.557	3.93	***	8.993	26.865
VII	17.996	5.041	3.57	***	8.111	27.881
VIII	26.974	4.911	5.49	***	17.343	36.605
X	22.964	5.849	3.93	***	11.494	34.434
XI	32.819	6.252	5.25	***	20.559	45.078
XII	33.553	8.214	4.08	***	17.446	49.66
Constant	39.114	5.10	7.67	***	29.113	49.114
Regional dummies included						

Mean dependent var	67.448	SD dependent var	36.461	
R-squared	0.066	Number of obs.	2474	
F-test	7.825	Prob > F	0.000	
Akaike crit. (AIC)	24391.449	Bayesian crit. (BIC)	24525.162	

*** p<.01, ** p<.05, * p<.1

Source: Author's calculations based on DSWD data

6. Summary and Recommendations

6.1. Summary

The analysis of 4Ps GRS data from 2010 to 2022 highlighted several key patterns and challenges. The rise in the volume of grievances is observed after upgrading of procedural guidelines that include episodes of upskilling of grievance personnel and in the aftermath of calamitous events. Grievance cases declined mainly due to the malfunction of the MIS that centrally captures grievance data. As can be expected in a conditional cash transfer program, payment-related issues are the most common grievance, indicating challenges in cash transfer distribution. This is followed by inclusion requests as demand for social protection services increased during times of economic shocks such as super typhoon 'Yolanda' and the COVID-19 pandemic.

In-person modes of filing grievances either through walk-ins, grievance desks, and use of grievance forms are the most prevalent. This underlines the preference for direct interaction and structured complaint submission thus emphasizing the need for adequate training of staff in handling grievances. The other channels for filing complaints have high use rates as well, indicating the importance of keeping all intake channels always functional.

Grievance resolution rates are generally high. The data demonstrate an increasing trend until 2020, declining notably for cases received in 2021 and 2022. There were differing resolution times across distinct types of grievances. On average, 7 out of 10 grievance cases are resolved within the prescribed timeline. Delays in resolving grievances were observed in grievance types with shorter timelines, suggesting the need to improve or streamline procedures and/or recalibration of resolution timelines.

Fixed effects regression analysis reveals that the 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. It is also the mode of filing grievance that affects the speed of resolution of non-payment related cases, specifically walk-ins and filing of grievance forms. Regional disparities significantly influenced resolution timelines, highlighting the need for tailored interventions across different regions. Data limitations warrant further analysis to determine which regional characteristics are relevant in understanding the variation in the timeliness of resolution.

Insights from beneficiary and staff interviews that were reviewed to supplement the study point to limited awareness among beneficiaries about the grievance process, concerns about delayed solutions, and the need for better access to grievance case status and feedback. This underscores the need to further strengthen communication and access to grievance information among the beneficiaries.

Overall, the findings highlight the need for targeted approaches to address specific grievances, enhance capabilities for case handling, and streamline processes to ensure timely and satisfactory resolutions for all types of grievances.

6.2. Recommendations

Based on the results of the study, the following recommendations are offered.

6.2.1. Strengthening GRS Infrastructure

The 4Ps GRS should improve data management which includes validation of its administrative data to prevent specific data issues that are encountered in this study, such as missing data, non-standardized and invalid entries

The grievance encoding application should have embedded data validation rules to not accept blanks when entries for it are required. Data validation rules embedded in the platform can at the very least prompt GRS personnel to check for invalid entries. For example, intake date must not be later than date of resolution; date of resolution must not be earlier than the intake date and not later than the current date. Data entries can be standardized by providing pre-coded options in the encoding module for grievance type, sub-type, and status. The taxonomy of the grievance types should be consistent with the operations manual of the program and the GRS

procedural guidelines. Effort should be made to map changes in the typology due to new policies and ensure that all changes can be traced back to older typologies for longitudinal analyses. An "Others" category may still be provided to allow capture of other transactions outside the predefined categories. However, the "Others" category must be updated regularly to include additional subcategories based on the volume of transactions (e.g., if there are many cases for a specific concern, a new code should be defined for it so it can be standardized) to ensure that appropriate handling of grievances is applied for specific issues.

On the peopleware side of the grievance MIS, the program management should perform regular data quality checks to address persistent data entry issues. The program may also provide incentives to regional or local program management offices that are able to achieve zero/small percentage of errors. Ensure that GRS personnel involved in data entry are appropriately trained and updated with changes in policies, data conventions, and MIS modifications.

Based on the data, a significant portion of the grievances received by the 4Ps GRS are requests and other transactions that are not complaints per se but requests for other transactions within the program or complaints but for other programs that are outside the jurisdiction of the program. Requests for updates of basic information that should have been coursed through the Beneficiary Updating System (BUS) of the program being submitted in the GRS suggests gaps in the BUS processes and/or inadequate understanding of the GRS process of the program. Complaints against other programs indicate lapses in their implementation and inaccessibility of grievance redress for these programs. Requests for other interventions reflect a need not currently addressed by the program. Overall, it is recommended to address these other types of grievances at their root causes frees up resources and time that should be available to main grievances.

The program may also consider using off-the-shelf customer relationship management systems (CRMS) to manage grievance data. With such software solutions, data validation can be systematically embedded and implemented which should minimize, if not eliminate, basic data errors. Such CRMS should be inter-operable with the main 4Ps database to enable cross-referencing which will allow Grievance Officers to easily check beneficiary updates, compliance, and grant payments data.

Lastly, to avoid instances such as the failure of the UNICS-CRM in 2016, the infrastructure of the program GRS should be regularly maintained and upgraded to ensure reliability of operations.

6.2.2. Enhancing Staff Capability

The data shows that across grievance modes, in-person channels such as grievance desks, walk-in and grievance forms are predominantly the preferred modes of submitting complaints. This highlights the need for the program staff, especially the grievance officers, to be regularly trained on the handling of complaints and interacting with program stakeholders.

There should also be periodic training workshops that aim to improve the grievance officers' classification skills so that they record the various types of grievances accordingly. Outputs of encoders should be regularly monitored, and they should be trained as needed. GRS staff should also participate in periodic review workshops and ask for their input in building and enhancing the GRS knowledge base.

Lastly, while it is good that the GRS may be seen as a safe space for complaints like gender-related issues and abuse, the program must ensure that the staff are equipped with client-interfacing skills required to respond to these concerns. Partnerships with appropriate institutions that could provide direct counselling or protective services should also be strengthened.

6.2.3. Promoting Beneficiary Awareness

The 4Ps management should ensure that all beneficiaries, especially those that are recently registered, know the key GRS procedures and have practiced submitting grievance properly through the most common channels. Moreover, program staff, especially the City/Municipal Links, should continuously educate beneficiaries on how the most common issues are addressed so that beneficiaries would know when and which action to take if they have concerns.

The top-to-bottom feedback chain of the program GRS should be enhanced so that frontline staff, beneficiaries, and other clients have access to the status of their grievance cases. This enhances the transparency and accountability of the program to its clients. By providing stakeholders with regular updates and necessary information, the program establishes trust and reliability among its beneficiaries and strengthen its commitment to addressing grievances effectively and efficiently.

6.2.4. Regular Evaluation and Monitoring

For continuous improvement, the 4Ps management should regularly conduct monitoring and evaluation activities on its business processes. Findings and observations from these activities should inform the program implementation and serve as basis for improvements in policies and procedures. Performance indicators should be carefully crafted and tracked regularly to monitor changes in the implementation of the GRS. Variations in these indicators by type and mode of grievance or by local implementation areas can be used to identify facilitating factors or hindering factors that need to be addressed.

The program may also consider institutionalizing an equivalent of a GRS satisfaction survey that could be outsourced to third party observers from the civil society organization (CSO) sector and allow such parties to evaluate its efficacy and efficiency.

Lastly, further study should be conducted using more recent and more comprehensive data to uncover other insights that may have been missed due to the data limitations encountered in the present study.

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Appendices

Appendix A Prescribed resolution indicator and timeline per grievance subtype

Grievance Type/Subtype	Resolution Indicator (if the grievance is valid)
1. Payment issue – a type of grievance on the amount, receipt, or non-receipt of a payment	
1.1 No payment - when a household does not receive any payment for a specific period	1.1 The household has received the payment through its account, subject to DSWD policies and issuances on retroactive payment.
1.2 Underpayment - when a household receives less than the expected payment for a specific period	1.2 The household has received the payment through its account, subject to DSWD policies and issuances on retroactive payment.
1.3. Overpayment - when a household receives more than the expected payment for a specific period	1.3 The household has returned the overpayment or the DSWD was able to recover the overpayment.
1.4 Unclaimed payment - when a household is not able to claim the cash grant for various reasons	1.4 The household has received the payment through its account, subject to DSWD policies and issuances on the release of unclaimed cash grants.
1.5 Social service intervention (SSIs) payment issue - an issue on the delivery and receipt of SSIs	1.5 The household has received the SSI, subject to DSWD policies and issuances on the release of unclaimed SSIs.
2. Card issue - a type of grievance on the processing of a card-related transaction that is governed by DSWD policies and issuances	
2.1. Inaccessible card	
2.1.1. No card - when a household already appears on the card payroll, but the physical card is not yet available at the servicing branch	2.1.1 The household has received the card.
2.1.2. Inaccessible card - when a household is unable to access the card (e.g., failed transactions) despite having sufficient balance	2.1.2 The household is able to access the account.
2.1.3. Wrong or unreadable personal identification number (PIN) - when a household is unable to access the card due to an incorrect PIN	2.1.3 The household has received a new PIN mailer and is able to access the account.
2.1.4. No top-ups - when a household appears on the payroll but is unable to withdraw the cash grant due to failed top-ups (i.e., replenishment of funds) and other similar reasons	2.1.4 The household has received the payment through its account.
2.2. Delayed issuance of a replacement card or inaccessible replacement card	

Grievance Type/Subtype	Resolution Indicator (if the grievance is valid)
2.2.1. Lost card - when a household loses the card, requests for a replacement, but is not given the replacement card within the established time protocol	2.2.1 The household has received the replacement card.
2.2.2. Stolen card - when a household's card is stolen and the household requests for a replacement, but is not given the replacement card within the established time protocol	2.2.2 The household has received the replacement card.
2.2.3. Damaged card - when a household damages its card, requests for replacement, but is not given the replacement card within the established time protocol	2.2.3 The household has received the replacement card.
2.2.4. Perforated card - when a household who was not able to claim its card within the grace period requests for reissuance, but is not given the card within the established time protocol	2.2.4 The household has received the card.
2.2.5. Captured card - when a household enters a wrong PIN three times and its card is 'captured' by the ATM, requests for its release, but is not given the card within the established time protocol	2.2.5 The household has received the card.
2.2.6. Blocked/hot card - when a household's card is blocked by the Land Bank of the Philippines or DSWD, requests for its unblocking, but is still unable to access the account within the established time protocol	2.2.6 The household is able to access the account.
2.2.7. Delayed card - when a new grantee is not issued a new card within the established time protocol	2.2.7 The new grantee has received the card.
2.2.8. Delayed fund transfer - when a household requests for a card replacement and fund transfer to a new account, appears on the payroll, but is unable to withdraw the cash grant from its new account	2.2.8 The household has received the fund transfer through its new account.

Grievance Type/Subtype	Resolution Indicator (if the grievance is valid)
3. Inclusion request - a type of grievance from a non-beneficiary household requesting to be included in the Program	
3.1. Transient poor - a household that, after a natural or human-induced shock or emergency, experiences a loss of job or source of income and unable to access education and health facilities	3.1 The household has been immediately referred to appropriate programs and services, including the standardized targeting system.
3.2. Chronic poor – a household categorized as poor based on household characteristics in the last five years (Chronic Poverty Research Centre, 2004)	3.2 The household has been immediately referred to appropriate programs and services, including the standardized targeting system.
3.3. Extreme poor - a household that is severely deprived of basic human needs, including food, clean drinking water, sanitation facilities, health services, shelter, education, and access to information (United Nations, 1995)	3.3 The household has been immediately referred to appropriate programs and services, including the standardized targeting system.
4. Disqualification* - a type of grievance against a household-beneficiary perceived to be non-poor based on actual household characteristics prior to program exposure, but was identified as poor or near-poor in the standardized targeting system	
4.1. With regular income - a household that has an occupation associated to 'regular income', including the following occupations in the Philippine Standard Occupation Classifications: 0 - Armed forces occupations 1 - Managers 2 - Professionals 3 - Technical and associate professionals	4.1 The household has been delisted from the Program or has been retained upon affirming its eligibility for the Program.
4.2. With high-value property - a household that owns a personal property, including real property, that puts the household income or asset more than 10% above the poverty threshold	4.2 The household has been delisted from the Program or has been retained upon affirming its eligibility for the Program.
4.3. With relatives abroad - a household receiving financial support from a relative up to the third level of consanguinity or affinity. The financial support either: i) puts the household income or assets to more than	4.3 The beneficiary has been delisted from the Program or has been retained upon affirming its eligibility for the Program.

Grievance Type/Subtype	Resolution Indicator (if the grievance is valid)
10% above the poverty threshold; or ii) makes the household self-sufficient. Note: A household that improves its well-being after program exposure will not be flagged with a disqualification grievance. Instead, it will be assessed as a candidate for transition or graduation.	
5. Misbehavior - a type of grievance against the conduct of a beneficiary that is perceived by the community to be inappropriate.	
5.1. Vices - habitual or frequent indulgence of a beneficiary in undesirable practices (ex. drinking alcohol)	5.1 The erring beneficiary has been sanctioned based on the level of grievance escalation.
5.2. Gambling – habitual or frequent indulgence of a beneficiary in games of chance that wager money or personal property	5.2 The erring beneficiary has been sanctioned based on the level of grievance escalation.
5.3. Pawning - giving the 4Ps ID, card, or Oath of Commitment to a loan financier or a loan shark as a collateral for borrowed money or as credit for items and goods	5.3 The erring beneficiary has been sanctioned based on the level of grievance escalation.
5.4. Misrepresentation - a fabricated representation done by a household to deceive the Program and access program benefits	5.4 The beneficiary has been delisted from the Program.
5.5. Beneficiary fraudulence - an act of deceit made by a dishonest individual to access program benefits Note: Beneficiary fraudulence is without prejudice to 4Ps Act Section 24, which refers to *"any person, whether or not acting in conspiracy with public officials, who, by act or commission or omission, inserts or allows the insertion of data or false information, or who diverts from what ought to be contained in the registry, with the view of altering the fact, or aiding in the grant of*	5.5 The erring beneficiary has been delisted from the Program.

Grievance Type/Subtype	Resolution Indicator (if the grievance is valid)
the money to persons other than the qualified household beneficiaries."	
5.6. Collection of any kind - collecting money or in-kind items, such as livelihood stocks from a 4Ps beneficiary for whatever purpose	5.6 The erring beneficiary has been sanctioned based on the level of grievance escalation.
5.7. Persuasion - convincing a fellow beneficiary to engage in vices, gambling, pawning, misrepresentation, fraudulence, or collection of any kind	5.7 The erring beneficiary has been sanctioned based on the level of grievance escalation.
5.8. Disinformation - malicious deceit meant to mislead a fellow beneficiary, such as mentioning additional conditions and threat of delisting	5.8 The erring beneficiary has been sanctioned based on the level of grievance escalation.
6. Appeal for reinstatement - a request to be reinstated in the Program by a beneficiary who ceased to receive cash transfers and associated benefits due to membership termination, whether temporary or permanent.	
N/A	The household has been reinstated in the Program in accordance with DSWD policies and issuances on appeals, or it has been referred to other programs and services.
7. Facility issue - a type of grievance on the supply side of the Program that affects the compliance of beneficiaries with program conditions	
7.1. Inadequate education services or facilities - when there is no DepEd- accredited school or teacher in a specific locality; or when there is insufficient supply of learning materials (e.g., desks, chairs, textbooks)	7.1 The supply side issue has been referred to the local advisory council and the households are able to access education services or facilities.
7.2. Inadequate health facilities or services - when there is no health facility or health personnel in a specific locality; or when there are insufficient medical supplies (e.g., vaccines, medicine, deworming pills)	7.2 The supply side issue has been referred to the local advisory council and the households are able to access education services or facilities.
8. Implementer issue - a type of grievance against a program implementer (i.e., staff of DSWD or its partner agencies) whose actions affect beneficiary experience, program integrity, or the correct and timely receipt of cash grants	
8.1. Implementer issues that affect beneficiary experience and program integrity	
8.1.1. Imposition of additional conditions - when a program	8.1.1 The household and the implementer are reoriented about the program conditions.

Grievance Type/Subtype	Resolution Indicator (if the grievance is valid)
implementer imposes additional conditions outside those mentioned in the 4Ps Act	
8.1.2. Discourtesy - an impolite act or remark by a program implementer towards a beneficiary	8.1.2 The grievance has been referred to an appropriate office as governed by civil service rules and related statutes.
8.1.3. Collection of any kind - when a program implementer collects an unauthorized sum of money or in- kind goods such as livelihood stocks from a household-beneficiary for whatever reason	8.1.3 The unauthorized amount collected is returned to the affected households.
8.1.4. Implementer fraudulence - when a program implementer, whether or not acting in conspiracy with other officials or employees, inserts or allows the insertion of data or false information that aids in granting money to persons other than the qualified household beneficiaries	8.1.4 The grievance has been referred to an appropriate office as governed by civil service rules and related statutes.
8.2. Implementer issues that affect the correct and timely receipt of cash transfers	
8.2.1. Incorrect reporting of information or data - when a program implementer incorrectly reports beneficiary information/data, be it intentional or unintentional, affecting the correct and timely receipt of cash transfers	8.2.1 The implementer has been reoriented about the correct and proper reporting of compliance or noncompliance data, and the affected household has received the correct amount of payment.
8.2.2. Inaction on requests - when a program implementer fails to act, intentionally or unintentionally, on a particular transaction	8.2.2 The grievance has been referred to an appropriate office for proper investigation as governed by civil service rules and related statutes, and the affected household has received the correct amount of payment.
8.2.3. Delayed action on requests - when a program implementer fails to act on time, intentionally or unintentionally, on a particular transaction Note: The handling and investigation of grievances involving personnel in civil service	8.2.3 The grievance has been referred to an appropriate office for proper investigation as governed by civil service rules and related statutes, and the affected household has received the correct amount of payment.

Grievance Type/Subtype	Resolution Indicator (if the grievance is valid)	
are undertaken by the human resources department or office of the agency concerned, not the GRS focal persons.		

Source: Lifted in full from DSWD (2021, pp.109–116)

Appendix B. Notes on data quality and issues on date values

Year	Number of grievance cases	Status of grievance cases	Date values
2014	156,969	100% tagged as resolved	41 cases with missing date of resolution
2015	106,525	100% tagged as resolved	No issues
2016	67,515	100% tagged as resolved	64 cases with missing date of resolution 20 cases where date of resolution is earlier than date of intake
2017	121,700	100% tagged as resolved	No issues
2018	190,025	100% tagged as resolved	No issues
2019	141,929	100% tagged as resolved	No issues
2020	130,713	100% tagged as resolved	
2021	120,800	114, 573 (95%) marked resolved; 6,227 (5%) marked ongoing	Only 102,983 with entries for date of resolution 17,817 with blank date of resolution include 11,620 cases tagged as already resolved. Some dates of intake and dates of resolution are coded as "DMY" format while others are coded as "MDY" format. A few cases have date of resolution beyond the date of data transfer (13 cases). After iterative corrections in the date formatting, 12,559 cases tagged as resolved do not have valid values for duration of grievance resolution. This includes 11,817 cases with blank date of resolution, 5 with invalid date values, and 934 with negative durations (i.e., date of resolution earlier than date of intake)
2022	160,614	149,041 (93%) of cases tagged as resolved, 11,377 (7%) tagged as ongoing, and 196 (<1%) tagged as "No Action". These cases were recoded as "ongoing" per advice by the 4Ps	239 cases marked as resolved have no entries for date of resolution. Some dates of intake and dates of resolution are

| | | NPMO Grievance Redress Division (GRD) | coded as "DMY" format while others are coded as "MDY" format. There were 687 cases that have date of resolution beyond the date of data transfer.

After iterative corrections in the date formatting, 1,015 cases tagged as resolved do not have valid values for duration of grievance resolution. This includes 239 cases with blank date of resolution, and 118 with negative duration values (i.e., date of resolution earlier than date of intake) |
|---|---|---|---|

Appendix C. Share of grievances to number of active beneficiaries, 2010-2022

Share of grievances to number of active beneficiaries, 2010-2022

Region	Share of grievances to number of active beneficiaries (in %), by year								
	2014	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**
Region I	5.0	4.0	1.0	6.1	5.6	3.4	2.7	3.9	3.2
Region II	3.8	3.7	2.7	2.8	3.6	3.2	2.0	3.1	5.7
Region III	2.1	2.0	2.4	3.4	2.9	4.0	2.5	3.6	3.1
Region IV-A	0.8	2.9	0.4	3.8	4.7	3.4	5.2	3.4	4.5
Region IV-B	4.2	2.6	4.0	6.9	6.6	11.4	5.4	5.7	31.4
Region V	0.9	3.1	2.1	4.2	4.8	3.4	3.4	3.9	4.2
Region VI	1.0	0.4	0.9	2.3	2.4	2.2	2.0	3.0	1.7
Region VII	1.5	1.8	1.1	2.0	2.4	1.9	1.1	1.8	2.2
Region VIII	0.8	2.0	1.4	1.5	1.9	1.3	1.6	2.1	3.0
Region IX	21.3	5.7	3.6	1.1	4.7	3.8	4.3	3.1	3.4
Region X	3.8	3.1	1.7	1.5	12.9	2.3	2.3	1.6	1.5
Region XI	5.2	2.6	0.7	2.3	2.7	3.5	1.8	2.6	2.7
Region XII	0.5	0.2	0.0	0.4	1.3	2.2	2.3	1.9	1.2
NCR	0.9	3.2	2.3	3.8	5.2	4.3	8.6	5.4	6.3
CAR	9.9	4.8	3.1	4.1	4.9	4.3	5.4	4.2	4.2
CARAGA	2.3	1.6	1.4	4.9	10.5	7.4	5.0	3.3	1.8
BARMM	1.1	0.7	0.1	0.7	3.1	0.7	0.3	0.4	1.0
ALL	3.5	2.4	1.5	2.8	4.5	3.3	3.0	3.0	4.2

Appendix D. Number of grievance cases by region and by type of grievance

Number of grievance cases by region and by type of grievance (2014 - 2022)

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	17,837	1,550	41,514	5,268	4	138	4,016	1,143	15,007	86,477
I	1,714	2,085	39,401	3,890	69	40	11,966	362	9,986	69,513
II	2,837	231	20,653	2,429	9	98	2,307	228	2,216	31,008
III	5,476	334	20,056	33,825	15	48	11,449	131	3,177	74,511
CAR	2,205	1,683	19,070	914	2	20	1,538	107	1,595	27,134
IV-A	7,105	899	34,460	18,472	2	260	7,775	902	16,804	86,679
IV-B	54,067	1,349	65,277	9,305	17	109	3,459	2,328	12,460	148,371
V	9,171	1,328	62,000	14,329	43	255	8,256	752	13,110	109,244
VI	2,323	4,069	26,307	7,930	63	118	4,475	1,338	3,727	50,350
VII	9,796	954	17,775	5,855	4	72	2,987	152	6,358	43,953
VIII	5,826	914	20,145	4,538	60	78	5,696	715	4,557	42,529
IX	47,813	1,626	72,517	12,909	16	78	4,563	963	17,852	158,337
X	13,228	529	31,300	3,121	0	142	3,040	578	28,677	80,615
XI	12,033	512	33,857	4,614	24	88	4,072	3,184	4,065	62,449
XII	2,186	183	5,134	9,706	2	28	2,318	563	1,811	21,931
CARAGA	1,661	454	31,721	16,282	178	37	2,360	2,606	15,609	70,908
BARMM	4,078	2,287	8,700	1,925	4	34	12,507	887	2,009	32,431
Total	199,356	20,987	549,887	155,312	512	1,643	92,784	16,939	159,020	1,196,440

Number of grievance cases by region and by type of grievance, 2014

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	1,346	104	437	108	1	2	63	31	92	2,184
I	71	64	9,050	467	1	1	321	19	400	10,394
II	304	8	3,405	73	7	28	9	9	108	3,951
III	225	89	1,551	3,018	6	11	341	15	1,098	6,354
CAR	1,236	138	4,948	34	1	1	21	8	19	6,406
IV-A	20	282	2,142	18	1	0	7	4	205	2,679
IV-B	2,140	294	5,307	45	7	7	150	66	401	8,417
V	975	170	1,683	328	16	1	49	22	157	3,401
VI	129	2,802	91	2	0	0	77	145	72	3,318
VII	3,631	57	467	1	0	1	3	2	92	4,254
VIII	213	129	1,782	41	0	0	21	139	122	2,447
IX	31,270	263	36,032	771	0	4	80	41	129	68,590
X	7,044	64	2,108	3	0	1	2	62	1,394	10,678
XI	10,287	40	2,947	194	11	3	100	16	77	13,675
XII	937	0	24	14	2	2	104	11	5	1,099
CARAGA	868	39	1,863	618	176	8	74	149	659	4,454
BARMM	1,252	27	1,462	21	0	17	1,853	6	30	4,668
Total	61,948	4,570	75,299	5,756	229	87	3,275	745	5,060	156,969

Number of grievance cases by region and by type of grievance, 2015

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	5,375	111	1,070	130	1	3	559	18	118	7,385
I	35	43	5,986	60	0	7	1,116	9	764	8,020
II	272	19	3,321	22	0	1	114	17	77	3,843
III	501	31	2,113	1,454	3	0	1,043	5	603	5,753
CAR	267	68	2,488	22	0	2	144	9	15	3,015
IV-A	208	31	8,457	16	0	2	311	9	51	9,085
IV-B	640	76	3,952	7	1	3	404	24	106	5,213
V	2,064	44	8,062	182	4	5	585	37	736	11,719
VI	199	663	271	2	4	4	38	54	50	1,285
VII	1,740	49	2,849	148	3	8	274	4	38	5,113
VIII	49	164	4,949	15	1	4	378	32	178	5,770
IX	11,748	158	6,245	116	0	1	63	18	77	18,426
X	4,453	115	3,622	0	0	91	78	57	61	8,477
XI	497	74	5,384	109	8	0	127	241	305	6,745
XII	432	8	23	6	0	0	48	43	7	567
CARAGA	33	4	2,115	343	0	0	359	158	81	3,093
BARMM	3	15	2,849	11	0	0	39	11	93	3,021
Total	28,516	1,673	63,756	2,643	25	131	5,680	746	3,360	106,530

Number of grievance cases by region and by type of grievance, 2016

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	0	29	2,253	196	0	5	431	6	2,454	5,374
I	0	5	1,848	8	0	3	175	2	81	2,122
II	0	10	2,015	65	0	3	292	18	419	2,822
III	0	13	5,858	443	5	6	408	6	334	7,073
CAR	0	39	1,748	15	0	0	152	2	27	1,983
IV-A	32	25	1,006	10	0	3	125	1	31	1,233
IV-B	0	222	6,273	14	0	14	699	25	582	7,829
V	0	28	6,934	138	6	10	320	19	548	8,003
VI	0	247	2,345	18	30	3	54	18	132	2,847
VII	0	55	2,386	207	1	4	182	4	367	3,206
VIII	46	106	2,894	88	1	10	487	56	309	3,997
IX	0	112	7,169	887	0	0	71	3	3,363	11,605
X	0	86	3,880	10	0	3	402	44	88	4,513
XI	0	16	1,592	38	1	1	37	33	141	1,859
XII	0	1	31	22	0	0	9	3	25	91
CARAGA	0	9	2,040	253	2	5	296	30	29	2,664
BARMM	0	13	272	1	0	2	15	3	30	336
Total	78	1,016	50,544	2,413	46	72	4,155	273	8,960	67,557

Number of grievance cases by region and by type of grievance, 2017

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	0	198	6,614	412	0	10	604	17	964	8,819
I	0	670	6,679	501	51	12	1,915	18	2,486	12,332
II	0	7	2,354	74	1	6	224	25	236	2,927
III	0	75	2,836	5,735	1	8	866	13	393	9,927
CAR	0	123	1,930	52	1	7	316	13	156	2,598
IV-A	0	120	6,115	3,143	0	34	1,047	57	1,700	12,216
IV-B	0	137	9,059	191	1	19	697	87	3,408	13,599
V	0	71	11,294	1,030	14	17	699	44	2,491	15,660
VI	0	112	4,376	1,436	27	9	184	468	673	7,285
VII	0	71	2,367	795	0	1	661	11	1,829	5,735
VIII	0	195	2,337	111	11	5	390	72	1,000	4,121
IX	0	131	2,348	796	12	4	34	12	88	3,425
X	0	60	3,299	3	0	2	79	13	654	4,110
XI	0	44	5,339	79	0	4	174	73	422	6,135
XII	0	8	195	687	0	0	86	2	56	1,034
CARAGA	0	82	4,917	2,003	0	0	293	276	1,539	9,110
BARMM	0	153	1,688	4	3	1	602	64	838	3,353
Total	0	2,257	73,747	17,052	122	139	8,871	1,265	18,933	122,386

Number of grievance cases by region and by type of grievance, 2018

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	0	247	6,985	673	0	30	687	23	2,617	11,262
I	0	112	4,834	621	17	8	1,404	32	3,772	10,800
II	0	26	2,249	270	1	9	174	84	868	3,681
III	0	36	1,964	4,638	0	5	1,072	7	482	8,204
CAR	0	67	2,248	93	0	0	270	14	252	2,944
IV-A	0	100	6,132	2,854	0	13	1,086	49	3,992	14,226
IV-B	0	33	8,062	67	0	15	331	18	4,088	12,614
V	0	125	11,131	687	3	25	805	75	4,458	17,309
VI	0	81	4,721	724	1	8	223	155	1,492	7,405
VII	0	117	2,599	876	0	9	455	12	2,701	6,769
VIII	0	54	1,501	897	46	17	600	49	1,879	5,043
IX	0	303	6,162	1,074	3	14	376	76	6,576	14,584
X	0	99	9,044	228	0	14	393	88	23,504	33,370
XI	0	96	4,551	202	0	6	209	80	1,830	6,974
XII	0	85	606	1,279	0	9	577	17	297	2,870
CARAGA	0	39	6,443	1,433	0	6	205	286	10,465	18,877
BARMM	0	1,409	846	265	0	7	8,591	191	701	12,010
Total	0	3,029	80,078	16,881	71	195	17,458	1,256	69,974	188,942

Number of grievance cases by region and by type of grievance, 2019

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	0	164	6,887	1,063	0	29	480	511	23	9,157
I	0	307	3,184	1,100	0	3	1,630	45	705	6,974
II	0	55	1,677	969	0	19	169	21	377	3,287
III	0	23	899	9,495	0	7	974	4	174	11,576
CAR	0	175	1,843	368	0	5	140	16	27	2,574
IV-A	0	107	3,770	3,602	1	23	1,249	83	1,684	10,519
IV-B	0	256	18,397	1,027	0	28	325	1,620	445	22,098
V	0	62	6,147	4,492	0	47	430	249	980	12,407
VI	0	18	4,635	1,784	0	36	181	105	200	6,959
VII	0	115	2,555	2,110	0	12	214	0	207	5,213
VIII	0	52	1,854	1,022	0	19	264	124	189	3,524
IX	0	125	3,878	3,488	1	8	138	28	3,765	11,431
X	0	28	3,879	655	0	16	298	43	785	5,704
XI	0	70	5,609	1,520	4	38	370	707	540	8,858
XII	0	7	515	3,723	0	1	461	16	227	4,950
CARAGA	0	149	6,781	4,876	0	1	291	614	1,194	13,906
BARMM	0	458	386	519	1	0	954	176	298	2,792
Total	0	2,171	72,896	41,813	7	292	8,568	4,362	11,820	141,929

Number of grievance cases by region and by type of grievance, 2020

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	0	74	8,090	1,341	2	25	440	173	8,738	18,883
I	0	196	1,127	677	0	1	1,797	56	1,778	5,632
II	0	52	999	456	0	13	502	4	131	2,157
III	0	20	481	5,795	0	3	1,194	14	93	7,600
CAR	0	543	1,128	179	0	1	274	1	1,098	3,224
IV-A	0	76	2,133	4,038	0	115	958	193	9,138	16,651
IV-B	0	131	2,724	3,520	1	14	506	180	3,430	10,506
V	0	427	3,119	3,618	0	22	1,561	42	3,740	12,529
VI	0	94	1,367	2,165	1	13	1,641	147	1,108	6,536
VII	0	248	333	1,046	0	5	329	32	1,124	3,117
VIII	0	133	918	614	1	6	1,839	76	880	4,467
IX	0	221	2,837	3,460	0	6	2,378	127	3,854	12,883
X	0	53	1,928	1,077	0	3	609	166	2,191	6,027
XI	0	48	1,452	939	0	7	887	681	750	4,764
XII	0	7	841	2,427	0	2	256	45	1,194	4,772
CARAGA	0	102	2,931	4,112	0	6	232	557	1,642	9,582
BARMM	0	55	644	403	0	3	147	112	19	1,383
Total	0	2,480	33,052	35,867	5	245	15,550	2,606	40,908	130,713

Number of grievance cases by region and by type of grievance, 2021

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	3,381	232	5,929	999	0	19	451	263	0	11,274
I	251	472	4,406	292	0	2	2,035	153	0	7,611
II	128	23	2,523	218	0	6	309	14	0	3,221
III	951	32	3,865	2,837	0	2	2,743	38	0	10,468
CAR	127	367	1,594	94	0	4	101	20	0	2,307
IV-A	1,316	109	3,086	4,526	0	58	1,233	209	0	10,537
IV-B	222	75	6,701	3,408	0	3	204	158	0	10,771
V	702	359	7,704	2,788	0	105	2,118	142	0	13,918
VI	267	23	6,220	1,569	0	23	1,299	176	0	9,577
VII	882	135	2,478	625	0	26	547	59	0	4,752
VIII	1,057	31	2,246	1,210	0	11	1,001	124	0	5,680
IX	470	116	5,010	1,858	0	31	801	242	0	8,528
X	335	12	2,628	866	0	6	339	74	0	4,260
XI	225	77	3,749	958	0	17	881	640	0	6,547
XII	90	17	1,712	1,375	0	11	438	190	0	3,833
CARAGA	172	25	3,016	1,975	0	9	368	450	0	6,015
BARMM	87	117	433	432	0	3	214	215	0	1,501
Total	10,663	2,222	63,300	26,030	0	336	15,082	3,167	0	120,800

Number of grievance cases by region and by type of grievance, 2022

Region	Inclusion request	Disqualification	Payment Issue	Card issue	Facility issue	Implementer issue	Misbehavior	Appeal for reinstatement	Others	Total
NCR	7,735	391	3,249	346	0	15	301	101	1	12,139
I	1,357	216	2,287	164	0	3	1,573	28	0	5,628
II	2,133	31	2,110	282	0	13	514	36	0	5,119
III	3,799	15	489	410	0	6	2,808	29	0	7,556
CAR	575	163	1,143	57	0	0	120	24	1	2,083
IV-A	5,529	49	1,619	265	0	12	1,759	297	3	9,533
IV-B	51,065	125	4,802	1,026	7	6	143	150	0	57,324
V	5,430	42	5,926	1,066	0	23	1,689	122	0	14,298
VI	1,728	29	2,281	230	0	22	778	70	0	5,138
VII	3,543	107	1,741	47	0	6	322	28	0	5,794
VIII	4,461	50	1,664	540	0	6	716	43	0	7,480
IX	4,325	197	2,836	459	0	10	622	416	0	8,865
X	1,396	12	912	279	0	6	840	31	0	3,476
XI	1,024	47	3,234	575	0	12	1,287	713	0	6,892
XII	727	50	1,187	173	0	3	339	236	0	2,715
CARAGA	588	5	1,615	669	0	2	242	86	0	3,207
BARMM	2,736	40	120	269	0	1	92	109	0	3,367
Total	98,151	1,569	37,215	6,857	7	146	14,145	2,519	5	160,614

Appendix D. Grievance resolution time (in days) across grievance types,

Figures 1 to 9: Distribution of grievance resolution time (in days) across grievance types, 2014-2022

Figures showing box plots of Resolution time (in days) by complaint category (Inclusion request, Disqualification, Payment Issue, Card issue, Facility issue, Implementer issue, Misbehavior, Appeal for reinstatement, Others) for the years 2017, 2018, and 2019.

Figure showing box plots of Resolution time (in days) by complaint category for the years 2020, 2021, and 2022. Categories include: Inclusion request, Disqualification, Payment Issue, Card issue, Facility issue, Implementer issue, Misbehavior, Appeal for reinstatement, and Others.