GRIEVANCE REDRESS SYSTEM

A Public Accountability Mechanism

National Community-Driven Development Program

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OVERVIEW

INTRODUCTION

The Kalahi-CIDSS National Community Driven Development Program is the scaled-up implementation of Kalahi-CIDSS which uses the Community-Driven Development approach to promote local poverty reduction. CDD puts people at the center of decision-making and enables them to take part on their own development.

The Grievance Redress System is a feature of KALAHI-CIDSS-NCDDP to promote social accountability. It allows the Project to be fully responsive to its beneficiary communities. This mechanism was designed to attend to complaints, problems and issues that arise out from project implementation. These issues may include misuse of funds and allegations of corruption; inappropriate intervention by outside parties (in making decisions, determining allocations, in procurement etc.); and violation of project policies, principles or procedures. It will also respond to simple requests for information to clear up a misunderstanding.

The system upholds the principle of transparency and accountability and demonstrates the commitment of the Project to provide opportunities for the empowerment of communities. It is for this reason that the system ensures the participation of the barangay assembly and volunteers in the handling and redress of grievances.

PRINCIPLES

The Grievance Redress System is anchored on the following principles that guide the KALAHI-CIDSS-NCDDP Project:

Transparency – The system encourages comments and feedback (negative and positive) to improve the Project. The community must be aware of all complaints, grievances and problems reported; must be involved in their redress; and must be kept informed on progress made in resolving grievances.

Empowering and participatory — Communities, project implementers, NGOs and other civil society actors and journalists are encouraged to participate and bring complaints, grievances and comments to the attention of Project management. More importantly, communities are responsible for resolving problems and the system will prepare them to do so.

Socially inclusive and open – The whole community (and even those outside) is given the opportunity to raise concerns and the right to be accorded a response. The grievance system will allow anyone, especially the poor, the disadvantaged groups, the women, to raise grievance or complaints, be heard and be involved in its redress.

Institutional capacity-building for good governance – Through the system, the DSWD and local government units can strengthen channels of communication and mechanisms for grievance redress at the community level. The system enables the government to be accountable to the people and work transparently to resolve problems - not on behalf of the people but with the people. This enhances responsiveness of local governments and develops people's trust.

Simple and accessible – Procedures to file complaints and seek redress are kept simple and easy to understand by the communities. Complaints and queries may be sent through different accessible means.

Quick and proportional action – Response to grievance and comments is ensured within an acceptable timeline and that the corresponding action is responsive and commensurate to the complaint or comment. The system does not over-react to problems and strives to provide solutions which shall address the problem rather than penalize the people or communities.

Objective and independent – The system entails objective and independent process so that it will be perceived as fair and encourages people to use it, thus enhancing the Project's contribution to good governance. In all instances, conflict of interest or perceptions of conflict of interest will be looked into and avoided.

Anonymity and security – To remain accessible, open and trusted, the grievance system ensures that the identities of those complaining are kept confidential. This encourages people to openly participate and file complaints or comments.

Due process – implies the right of a person to be present and be heard before a duly constituted body assigned or formed to hear, settle, mediate or conciliate complaints or grievance.

RIGHTS AND OBLIGATIONS OF PARTICIPANTS IN THE KALAHI-CIDSS PROJECT

A complaint or grievance is usually filed because of a personal or collective belief that there was a violation of a right or a non-fulfillment of an obligation.

Rights of Participants in the Project. Barangay residents, LGU officials, employees of national government agencies, media representatives, NGOs and civil society groups and the project implementers are accorded the following rights as Project participants.

Right to information – The principle of transparency and good governance dictates that all participants should have full access to information on the Project especially the status of the sub-projects in their communities. Information that will enable the barangay residents to make an effective decision on matters affecting their welfare should be made readily available at all levels of the Project.

Right against intervention – The Project supports localized and demand-driven decision-making. The Project respects the right of communities to choose the people who will represent them, make decisions on the sub-projects they want to propose, the manner of implementing projects, and the manner by which grievance and complaints will be resolved -- free from interference from other sectors or agencies. Provision of a sound technical assistance by the Project staff to the community could not be considered as a form of intervening community decisions. Proper technical assistance would guide the community to make the most appropriate, effective, and efficient solution to their needs.

Right to a graft-free project – Among the objectives of the principle of transparency is to ensure that sub-projects chosen and implemented by the barangays are graft-free. If people fully

participate and take charge of their own development, corruption will be lessened, if not eradicated.

Right to participate and be heard -- The Project advocates for participation in the selection, design and implementation of sub-projects and in the election of community representatives. The right of all participants to be heard and to air grievance, comments, and opinion is also respected.

Right to informed consent -- Only after the communities are informed of all options available to them and the possible consequences of their choices should they be asked to make their final decisions. The right of the people to information and technical advice is premised on the assumption that they are only able to make right decisions after full information has been given to them.

Obligations of Participants in the Project. Parties joining the Project will assume certain obligations inherent to or explicitly provided by the Project. These obligations are categorized into four general areas, as follows:

Obligations arising from the principles of the Project. Adherence to the core principles of the Project is required. The operationalization of these principles is mostly contained in the project manuals. The manuals therefore serve as a reference on these obligations.

Localized decision-making. All deliberations and decisions on sub-projects are taken at the barangay level and at the inter-barangay forum.

Empowering and participatory. The Project ensures that communities, with assistance from technical experts, will be able to prioritize development needs and make decisions on how resources are to be used.

Transparent. The barangay and the municipal stakeholders will know every aspect of project decision-making. Every amount spent and all decisions taken will be publicly announced and made available on information boards and through the independent monitoring of NGOs and media groups.

Community prioritization. Participating barangays will submit proposals to the interbarangay forum for prioritization. All barangays have equal chances to access project funds based on the feasibility of proposed activities.

Socially inclusive. The whole community, not just a few families, will have the opportunity to be involved in the planning and decision-making process. Special effort will be taken to ensure gender-balance and active participation of the poorest segments and minorities in the barangay.

Demand-driven. Options for community-driven development projects are based on an open menu. Communities will prioritize their needs, design project activities, seek technical expertise and make informed choices on how resources are to be used for sustainable poverty-reduction.

Simple. All decision-making, financial procedures and components of the project will be kept simple for all stakeholders to easily understand and become fully involved.

Sustainable. Long-term operations and maintenance plans are set up to ensure subproject sustainability. At the municipal and barangay levels, local governments will be encouraged to adopt participatory community-driven planning approaches.

Obligations arising from the provisions of the Memorandum of Agreement (MOA) among parties participating in the project. These MOAs contain the responsibilities of different parties and become a source of obligations. The MOAs are between the:

DSWD and MLGU perfected during the municipal launch DSWD, MLGU and BLGU/BSPMC on Sub-Project Implementation

Obligations also arise because the Project confers and recognizes certain rights of stakeholders. Violation of any of these rights may result in the filing of grievance or complaint. Discussed earlier, these rights are as follows:

Right to information
Right against intervention
Right to a graft-free project
Right to participate and be heard
Right to informed consent

Lastly, obligations arise from generally accepted norms of conduct dictated by legal precepts or cultural practices. These are contained in:

Civil Code as the basic law guiding human relations Code of Conduct and Ethical Standards for Government Employees Traditional and Customary Laws of the areas where Project is implemented

Grievance: Definition

- Non- contentious questions/clarifications regarding the project
- Issues/concerns that result due to non-performance of obligation of any of the parties involved to project processes and documents
- Grievances or offenses pertaining to conformance with KC government procurement and finance guidelines such as misuse of funds, allegations of corruption, falsification of public documents.

THE GRIEVANCE REDRESS SYSTEM COMPONENTS

INSTALLATION

The Grievance Redress System must be accessible to everyone who wants to file a grievance or ask clarifications regarding the project. Grievance installation should be done at the initial stages of the CEAC cycle starting from Municipal Orientation. The GRS is considered installed once the following key activities are completed:

- A. GRS orientation at the municipal and barangay levels provided
 - Grievance orientation to be provided to all covered areas of the project during the municipal orientation and first barangay assembly.
 - During the municipal orientation, the GRS is explained, and a resolution forming a municipal grievance committee composed of the Municipal Interagency Committee/Municipal Development Council and representatives from the barangay grievance committees, is passed. The municipal resolution in general stipulates the commitment of the municipality to include representatives from the barangay grievance committees as members of the municipal grievance committee.
- B. GRS information materials available
 - Information materials such as brochures, tarpaulin or posters should be present in the area. The materials should contain information regarding the GRS and contact numbers or hotline of DSWD NCDDP Office at all levels and should be translated into local dialect.
- C. Grievance Committee established and trained
 - ➤ Each barangay should have a functioning grievance committee who are oriented on the grievance redress system and trained on basic alternative dispute resolution.
 - During the first Barangay Assembly, the community elects three volunteers coming from different purok to compose the GRS Committee. The GRS committee should as much as possible link up with the Lupon Tagapamayapa or other existing grievance resolution bodies in the barangay to harmonize their systems of resolving grievances.
 - ➤ For IP communities, the grievance committee will automatically be the members of the IP's conflict resolution system.
 - ➤ For municipal level grievances, the Municipal Grievance Committee is composed of members of the Municipal Interagency Committee/Municipal Development Council with 5 to 10 representatives coming from the different Barangay Grievance Committees.
- D. Means of reporting grievances available
 - This includes putting up the grievance box in the barangay and other means to receive complaints such as e-mails, grievance hotlines or complaints desk.

The Grievance Box

complainants to raise their concerns without revealing their identity.

- Renaming the grievance box to a more culturally-sensitive term is encouraged.
- ✓ Box should be secured and locked before placing in an accessible area in the barangay.
- ✓ Should be opened by authorized personnel on a regular basis (at least once a month) during community assemblies or BSPMC meetings in the presence of at least one GRS volunteer to ensure proper documentation.

HANDLING AND MONITORING STRUCTURE

Barangay Level

Barangay Assembly – Is the decision-making body at the barangay. Actions and resolution on the grievance will be decided by voting or consensus among the attendees.

Barangay GRS Committee - Ensures that grievances and PINCOS (problems, issues, needs, concerns and observations) at the barangay level are captured and addressed by the Grievance Redress System. During the first Barangay Assembly, the community elects three volunteers coming from different purok to compose the GRS Committee.

Roles of GRS Committee

- ✓ Once elected, the GRS committees will serve as the Community Facilitator's assistant in ensuring that the GRS is properly installed in the barangay.
- ✓ The GRS committee will link up/coordinate with the Lupon Tagapamayapa and other barangay grievance structures to harmonize the various systems (example: representation of GRS committee in the Lupon Tagapamayapa).
- ✓ In cases when there is a need for fact-finding, the GRS committee will assist the Community Volunteer in calling for community assemblies, and securing means of verification and other pertinent documents regarding the grievance.
- ✓ The Grievance Committee will also inform the Community Facilitator about existing PINCOS in the community and how they were addressed or what actions are expected from the management.
- ✓ Documentation of grievances that were raised during community assemblies/meetings or submitted through other channels such as the grievance box.

Barangay-based Institutions – KALAHI CIDSS-NCDDP is fully cognizant of existing structures and community-based modes of dispute or grievance resolution. The Project will therefore try to harness these mechanisms and complement these structures. The following are the mandated structures in the barangay which can be tapped during the grievance resolution process.

- Barangay Development Council
- Peace and Order Council
- Lupon Tagapamayapa
- Brgy Disaster Risk Reduction Mngt
- Council of elders (for IP communities)

However, the structure must be agreed upon in an assembly and documented with minutes of meeting or barangay/municipal resolution.

Community Facilitator – Serves as the barangay grievance monitor who is responsible for recording all grievances in an intake form and ensuring that these are inputted by the encoder in the database. The CF also ensures that the GRS has been installed in his/her assigned barangay. The CF should regularly monitor the status of resolution of grievances.

Municipal Level

Municipal Inter Barangay Forum/Municipal Forum – The decision making body for municipal-level grievances. Actions and resolution on the grievance will be decided by voting or consensus among the attendees.

Municipal Inter-agency Committee (MIAC) or Municipal Development Council (MDC) – The MIAC and MDC will be informed of municipal-level concerns or those that affect more than one barangay. With representatives from concerned Barangay Grievance Committees, the MIAC or MDC may conduct fact-finding or immediately call for municipal consultations to discuss the grievance.

Area Coordinator – Serves as the municipal grievance monitor who is responsible for monitoring the status and actions taken on all municipal-level concerns. The Area Coordinator is also responsible for accomplishing the intake form to document the grievance.

Roles of the Area Coordinating Team

- ✓ Monitor and ensure installation of the Grievance Redress System
- ✓ Provide coaching to grievance volunteers on GRS handling process and conflict resolution
- ✓ Receive complaints and accomplish Intake Form
- ✓ Convene the grievance volunteers and facilitate resolution of complaints/issues.
- ✓ Monitor resolution and ensure closure to every grievance.
- ✓ Submit required monthly and quarterly report to the regional Office

Regional and Sub-Regional Project Management Level

Regional Project Director – Supervises and ensures that the Grievance Redress System is functional as part of the NCDDP's program features.

Regional Grievance Office (Regional Project Manager) – Under the supervision of the Regional Project Director, the Regional Grievance Officer renders decision on grievances concerning project staff and those that cover violations on procurement and financial guidelines based on results of investigation.

Regional/Sub-regional Project Coordinator - supports the system by performing tasks given by the Regional Grievance Officer and by providing the administrative and other needs to enable the regional staff in performing their function.

Regional Grievance Monitors (Monitoring and Evaluation Officers III) - provides technical assistance and capability building to Area Coordinating Teams in grievance handling and reporting. The responsibility also includes intaking, monitoring and consolidating municipal level database.

Regional/Sub-regional Fact-finding Body - is a person or group of persons designated by the Regional Grievance Officer (RPM) to conduct validation of facts related to the grievance. The function may also include provision of technical assistance to clarify issues in the project.

DSWD Retainer Lawyer - provides assistance and advice for grievances involving legal actions and complaints against Project staff and other personnel of the DSWD.

Roles of the Regional and Sub-regional Project Management Team

- ✓ Ensure installation and functionality of the Grievance Redress System to Project areas
- ✓ Conduct GRS orientation and create greater awareness to various stakeholders (NGOs, NGAs, media, etc)
- ✓ Simplify and localize the grievance information materials
- ✓ Monitor resolution of grievances/complaints and response to queries, comments and suggestions.
- ✓ Provide coaching/training on the GRS handling process and Conflict resolution to field staff
- ✓ Provide sufficient grievance intake and report forms at the field
- ✓ Institute review of common cases, sharing of lessons learned, and effective strategies in redressing grievances.
- ✓ Submit required monthly and quarterly reports to the NPMO.
- ✓ Conduct spot checks or site visits to check on installation and functionality of the grievance system including the process and outcome of grievance resolution.

National Level

National Project Director and Deputy National Project Director – Issue operational directives to reflect official department positions that will have impact on Project policies and operations including that of the Grievance Redress System.

National Project Manager - Ensures that the grievance cases in all the regions covered by NCDDP are promptly acted upon. The responsibility includes supervising the strengthening of the system and making it viable for institutionalization at the local level.

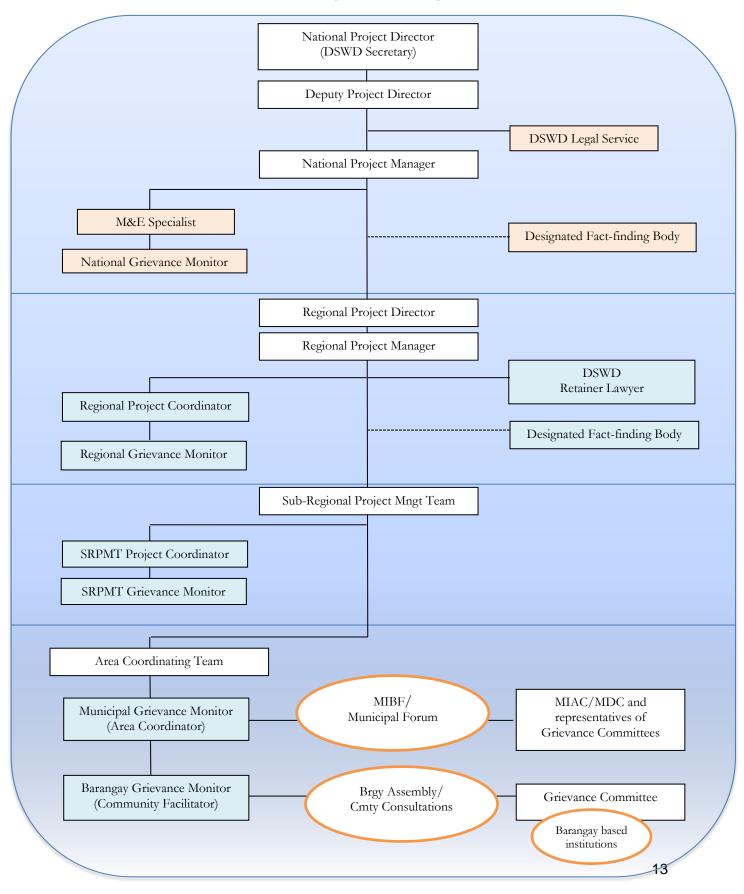
Monitoring & Evaluation Specialist - Provides overall supervision to the Grievance Redress System by ensuing that it is properly functioning at all levels.

National Grievance Monitor - Provides technical assistance to the Regional Grievance Monitors in building the capacity of the people to install, operate and sustain the system through community training activities in grievance handling, tracking, and data-basing. The NGM also consolidates and reviews the grievance reports and databases coming from the regions.

Fact-finding Body - is a person or group of persons designated by the NPM to conduct validation of facts related to the grievance. The function may also include provision of technical assistance to clarify issues in the project.

DSWD Legal Service - provides assistance and advice for grievances involving legal actions and complaints against Project staff and other personnel of the DSWD.

Grievance Handling & Monitoring Structure



HANDLING PROCESS

The grievance handling process involves four major steps, namely:



Intake

This is the first step in the process whereby a grievance, comment, suggestion or query is filed.

❖ Who may file?

Anyone with a complaint against the Project, its implementation, the project staff, local personalities in the areas of Project operation and others may file grievance. This includes:

- Any or all residents of the barangay and municipality where the project is being implemented,
- Officials of local and national government agencies,
- Staff of non-government organizations, faith-based institutions, consultants, media representatives and local business groups,
- Non-residents of the barangay or municipality who stand to gain or lose from the project.

How is a grievance or comment filed or initiated?

A grievance or comment may be channeled or initiated through:

- Letters
- E-mails
- Text messages
- Verbal narration from walk-in complainants
- Phone calls
- Suggestion boxes to be placed in non-political/religious institutions
- Reports on visits to project offices and sites by project staff, independent monitors, supervision teams, government officials, or any interested persons or special groups like IPs, elderly, etc.
- Reports of staff, consultants, NGOs, LGUs and journalists
- Findings of WB supervision missions
- Call in questions, comments or complaints from radio programs
- Media newscasts, newspaper articles, and other publications

In what form may the comment or grievance be filed?

The comment or grievance can be:

- in writing or given orally
- it can be in hard copy or in the form of e-mails or text messages
- it may or may not be signed by the sender

Where should the grievance be filed?

A concerned individual or group may file a complaint or address queries/comments at any level of the Project's implementation structure (DSWD Central and Regional Offices, Municipal/MIBF and Barangay levels) using any of the means identified earlier.

❖ Who may receive grievance, comments or queries?

The following were the designated project staff who are authorized to receive and intake the grievance.

	Grievance Monitors	
Barangay	Community Facilitator	
Municipal	Area Coordinator	
SRPMO	M&E Officer III	
RPMO	M&E Officer III for Grievance	
NPMO	M&E Officer IV for Grievance	

The grievance monitors will accomplish the intake form to record the complaints they received. They are also responsible in determining the type of grievance filed and how it should be addressed.

Types of Grievance

Type A – Non-contentious queries, comments, and suggestions.

This type is non-contentious and merely requests for information/updates, seeks clarification or a response and suggestions to enhance the project design, improve operations and facilitate administrative/logistical support to the project.

Type B - Compliance with project processes, MOA and other KC implementation arrangements.

This type of grievance results from the non-performance of obligation of any of the parties involved to project processes and documents. Primarily addressed by the Barangay Assembly (BA) and/or the Municipal Inter-barangay Forum (MIBF) at the community level but there are cases, especially those involving project staff, when RPMO/NPMO action is required.

Type C - Conformance with KC procurement and finance guidelines.

This includes grievances or offenses pertaining to conformance with KC government procurement and finance guidelines such as misuse of funds, allegations of corruption, falsification of public documents.

Verification and Action

This second step in the grievance handling process covers two activities, namely: **Verification/Fact-finding and Action**

Verification

This activity includes gathering of facts and clarifying information in order to have a clear picture of the circumstances surrounding the grievance or complaint.

Conducting Verification/Fact-finding

- ✓ Analyze issues that need to be validated and the persons/parties involved.
- ✓ Determine facts to be verified and how to gather them. Validation methods include site visits, review of documents, interviews and meetings with concerned individuals/groups.
- ✓ Secure all documents/means of verifications (MOVs) that will support the findings.
- ✓ Ensure that whole procedure is properly documented (such as minutes of meeting, recordings or photos), fair and transparent.
- ✓ Present findings/results of validation to BA/MIBF or head of office for their decision.

The following constitute the verification or fact-finding body at the different levels:

Levels	Fact-finding Body		
Barangay	GRS Committee		
Municipal	Municipal Devt Council or Municipal Interagency		
	Committee (MIAC) and concerned Grievance		
	Committees		
SRPMT	SRPMT Fact-finding Body		
RPMO	RPMO Fact-finding Body		
NPMO	NPMO Fact-finding Body		

Action

This step reflects the steps towards the resolution of the case. Actions to a grievance include openly discussing the issues to the community and arriving at agreements and decision as well as imposition of sanctions if needed.

In general, the process is kept simple and all grievances will be dealt with at the lowest level possible – at the barangay or municipal level. This is because the ultimate users of the system are the residents of the barangay participating in the project. They should therefore be kept informed and involved in determining actions to be taken.

Processing of Grievances Per Type				
Type of Grievance	Processing	Timeline		
Type A: Non-contentious queries/Clarifications on the project Examples: Positive comments/ appreciation on the project; Clarification on roles and responsibilities of volunteers; inquiry on schedule and timeline of project	Responded to at the point of intake at any level of the project or referred to appropriate office/person who can address the inquiry.	Should be addressed within 5 days from the date of receipt.		
Type B: Compliance with project processes, MOA and other KC implementation arrangements Scope: Only one barangay Example: Elite capture in decision	CF will endorse grievance to GRS committee. GRS committee may conduct initial fact-finding or call for community consultations where involved parties will arrive at decision/consensus/	Should be addressed within 15-30 days from the date of receipt.		

procurement and finance guidelines	level to conduct fact-finding.	within 30-60 days from the date of receipt.
Scope: Involving project staff	Composition of fact-finding group to be designated by head of office.	
Example: Forgery of documents	Head of Office to decide	

Any decisions made by the body should be contained in a minutes of meeting or proceeding. This would serve as supporting document to the resolution of the case.

A grievance case is considered resolved when:

- An inquiry or clarification regarding the program/project has been responded and the person who raised the concern is satisfied with the response provided.
- When unfulfilled obligations/commitment of one of the parties involved had been complied and all parties are satisfied with the actions taken.
- When violations committed had been corrected in accordance to program policies and guidelines
- Appropriate sanction to group/individual involved in the case has been imposed when necessary

Sanction

Depending on the gravity of the act or omission, sanctions may be imposed by the BA, MIBF or concerned head of agency. Sanctions can be imposed only when there is a majority vote of the members of the BA or MIBF. In cases where sanctions are not within the scope of the BA and MIBF, the Regional Project Manager (as the Regional Grievance Officer) and the National Project Manager will decide on the matter. Sanctions may be imposed on an individual, group of individual, sitio, group of sitios, barangay, and group of barangays, cluster, or municipality.

Any sanction shall be without prejudice to the penal, civil or administrative sanctions that may be imposed by pertinent laws or guidelines.

Possible Sanctions

Sanctions that may be imposed by the BA and MIBF

- Compromise agreement
- Warning
- Reprimand

Sanctions that may be imposed by the Regional Grievance Officer and National Project Manager

- Suspension from NCDDP for one or two cycles and from proposing certain types of projects for one or two cycles
- Disqualification for the entire project duration from proposing certain types of sub-projects.
- Non-renewal of project staff

Feedback

This refers to the process of replying to the grievance sender and informing the complainant or aggrieved party of the status of his/her complaint. If complainant is unknown, the status or the redress documents covering the complaint will be posted in the municipal and barangay bulletin boards. Response to grievances under Type A must be presented to assemblies to provide clear and complete information to people about their queries.

Follow-Up

This involves determining the result/outcome of resolved grievances. Follow-up must also be done to all resolved grievances immediately upon the feedback was provided to the complainant to determine if the final resolution yielded positive result to the aggrieved party and to the community in general. This involves asking the complainant whether or not he/she was satisfied or not satisfied with the resolution of the issue.

Regional Grievance Monitor should also conduct audit to review if handling of grievances was in accordance with the GRS process.

Appeal

✓ Any person who does not agree with the decision on a complaint or grievance may file an appeal with the next higher level of the grievance redress system or to any appropriate office. The appeal shall be resolved by the receiving office within 30 working days.

MONITORING AND REPORTING SYSTEM

There are two forms used in GRS monitoring:

- 1) The Barangay and Municipal Installation Form Checklist to monitor the status of the grievance system's installation in the barangay and municipality.
- 2) The Grievance Intake Form Used to record reported and unreported grievances (PINCOs). It is accomplished every time a grievance/concern has been filed and must be updated until the case is resolved.

The Community Facilitator and Area Coordinator are responsible for filling up both the installation forms and the intake forms at the barangay and municipal levels respectively.

All means of verifications (such as minutes of the meeting, resolutions, financial documents, statements, reports etc) must be attached to the intake form in support to the findings and should be filed in a secure area in the ACT office.

The installation and grievance intake forms will then be encoded to the GRS Database. The database contains both the barangay and municipal installation database and the grievance database and must be submitted to the regional office every month.

GRS is part of the project's commitment in its Key Performance Indicators (% of registered grievances satisfactorily resolved in line with the GRS). As such, monitoring of status of resolution of all reported grievances should be strengthened at all levels.

Annexes