



G-Watch Monitoring of Social Assistance in Lanao del Sur:

A Report on Field Validation Findings



G-Watch Marawi
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Photos: All taken by G-Watch Marawi during the conduct of field validation.

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Table of contents

Background	4
Survey Process	5
Profile of the Respondents	6
Findings	
1. Did the target beneficiaries receive the intended SAP assistance?	6
2. Did the target Beneficiaries receive the right amount of SAP assistance?	7
3. Was the SAP assistance provided at the right time?	8
4. Did the right beneficiaries receive the SAP assistance?	8
5. Were the right processes followed?	9
6. Use of Grievance Redress System (GRS)	11
7. On Performance and Trust	12
Summary of Findings	14
References	16

Background

With the COVID-19 pandemic that is happening today, every country is wrapping up their ways on how to fight it, and the Philippines is no exemption. Part of the Philippine government's response to the COVID-19 crisis is the Social Amelioration Program (SAP), an emergency subsidy program that provided Php5,000 to Php8,000 emergency assistance to 18 million Filipinos belonging to low-income families, including beneficiaries of the Pantawid Pamilyang Pilipino Program (4Ps).

Malacañang's latest report on the implementation of the Bayanihan to Recover as One Act (RA No. 11494) was submitted to the Joint Congressional Oversight Committee on 4 January 2021. The said report states that as of 2 January 2021, DSWD has distributed the following amount under SAP:

- Php1.7 billion in emergency cash subsidy to 251,776 families out of the total target of 568,026 additional low-income non-4Ps beneficiaries (or those who are qualified but were not previously granted subsidy under the Bayanihan to Heal as One Act).
- Php260 million in emergency cash subsidy to 49,039 families out of the total target of 75,065 low-income non-4Ps families in granular lockdown areas.

The report further states that as of 20 December 2020, DSWD has disbursed Php658,134,969.04 to 45,889 families out of the total target of 65,771 families under the Livelihood Assistance Grants.¹

G-Watch has been monitoring citizen entitlements under the Government's COVID-19 response, focusing on the implementation of social assistance, healthcare services and recently, the vaccination roll-out. G-Watch's Citizen Entitlement Monitoring aims to ensure proper delivery of the rights and entitlements of citizens during the COVID-19 crisis,² through multi-level citizen action for accountability.³

¹ See <https://www.officialgazette.gov.ph/downloads/2020/12dec/20210104-Report-on-the-Implementation-of-Republic-Act-No-11494-or-the-Bayanihan-to-Recover-as-One-Act.pdf>.

² See <https://www.g-watch.org/news-release/guide-citizen-entitlements-during-covid-19-crisis>; <https://www.gwatch.org/think-piece/facing-pandemic-citizen-entitlements-during-covid-19>; and <https://www.g-watch.org/resources/g-watch-monitoring-manuals/covid-19-citizen-entitlements-map-20-what-citizens-are-entitled>.

³ Multi-level citizen action for accountability is strategic social accountability that involves engaging all levels of decision-making to effectively hold government to account. It is a re-articulation of the term 'vertical integration.' For more, see Aceron, J. (Ed.). (2018). *Going Vertical: Citizen-Led Reform Campaigns in the Philippines*, 2nd edition. Quezon City, Manila: Government Watch and Accountability Research Center. <https://accountabilityresearch.org/publication/going-vertical-citizen-led-reform-campaigns-in-the-philippines-2018/>; or Fox, Jonathan and Aceron, Joy with Montero, Aranzazu. 2016. *Doing Accountability Differently: A Proposal for the Vertical-Integration of Civil Society Monitoring and Advocacy*. Retrieved from <https://accountabilityresearch.org/publication/doing-accountability-differently-a-proposal-for-the-vertical-integration-of-civil-society-monitoring-and-advocacy/>.

G-Watch Marawi took part in the said SAP Independent validation, with four barangays in Marawi City and one from the Municipality of Maguing. The aim of the independent validation was to monitor the courses of action taken by the DSWD in the area and if citizens received the right amount as stated in the report. This is significant in area where issues and challenges of implementing a program is rampant such as in Lanao del Sur. Before the field survey, G-Watch frontliners filled up a safety checklist to see if it is applicable in the area, especially in this time of pandemic.

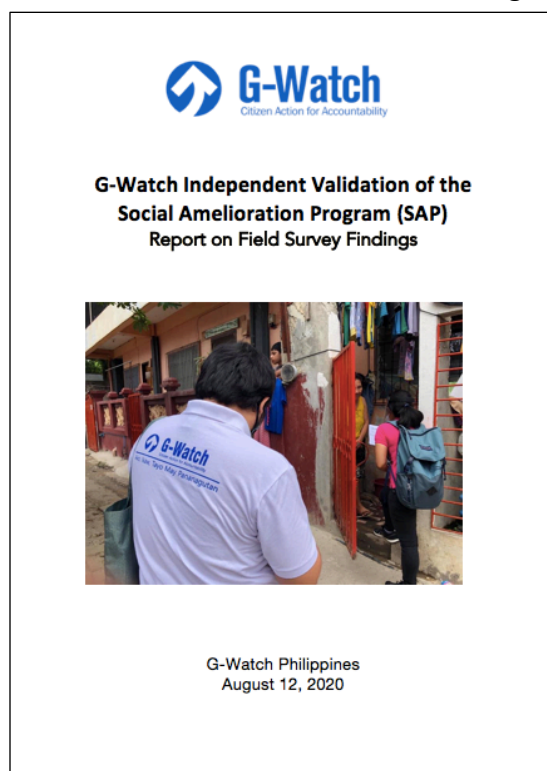
The G-Watch Center released a report on its independent validation of SAP in four localities all over the country, including Lanao del Sur, in August 2020.⁴ This report zeroes in on the findings on Lanao del Sur survey data.

Survey Process

There were two survey tools prepared by G-Watch Center. Part I was targeted for those on the list of SAP beneficiaries, while Part II was for non-targeted respondents. All respondents were from five (5) barangays—Cabingan, Cadayonan II, Lomidong, Rapasun, and Madanding. There are a total of 200 respondents, with 100 respondents for Part I, and 100 respondents for Part II.

Before proceeding with the survey, the team accomplished a safety checklist to determine the viability of the activities to be conducted. The researchers then requested from the barangay local government units (BLGUs) the list of SAP beneficiaries (4Ps and non-4Ps) as part of the pre-survey stage.

A house-to-house survey and meeting at the barangay hall were conducted. Post-survey activities included processing and finalization of the data, publishing, and further feedbacking and consultation from BLGU respondents. The survey was conducted between May and July 2020.



⁴ For G-Watch Independent Validation of SAP Report, see <https://www.g-watch.org/resources/vertical-integration-research/g-watch-independent-validation-social-amelioration-program>

Findings

Profile of the Respondents

There are 100 respondents in the first part which comprises of 50 (50%) 4Ps beneficiaries and 50 (50%) non-4Ps beneficiaries who are from the age range of 18-65 years old. 30 (30%) are youth, 67 (67%) adults and 3 (3%) are seniors citizens.

The respondents comprise of 3 (3%) seniors; 8 (8%) pregnant women; 5(5%) lactating women; 3 (3%) PWD; 11 (11%) solo parents; 7 (7%) renters; 7 (7%) farmers; 11 (11%) self-employed; 33 (33%) No Work No Pay, and 12 (12%) respondents who chose not to identify themselves. The respondents are 81 (81%) female and 19 (19%) male.

Part II respondents were random people in 5 different barangays. Out of the 100 respondents, there are 83 (83%) who are beneficiaries of SAP and 17 (17%) who are non-beneficiaries. Among the beneficiaries are 32 (32%) 4Ps beneficiaries and 67 (67%) non-4Ps beneficiaries.

The respondent’s age ranges from 20 to 66 years old. There are 26 (26%) youth; 68 (68%) adult and 6 (6%) seniors.

Nine (9%) are seniors; 14 (14%) are pregnant women; 13 (13%) are lactating women; 1 (1%) PWD; 8 (8%) PWD; 8 (8%) solo parents; 5 (5%) renters; 4 (4%) farmers; 16 (16%) self-employed and 30 (30%) no work no pay.

The respondents comprise of 82 female and 18 males.

1. Did the target beneficiaries receive the intended SAP assistance?

Majority or 183 (91.5%) of the survey respondents received SAP. The rest either did not receive (10 respondents or 5%), or were disqualified (7 or 3.5%).

Yes	183 (91.5%)
No	10 (5%)
Disqualified	7 (3.5%)
TOTAL	200 (100%)

2. Did the target beneficiaries receive the right amount of SAP assistance?

Out of 200 respondents, 121 (60.5%) received Php 5,000; 52 (26%) received Php3,650; 2 (1%) received Php3,600; 18 (9%) did not answer, and 7 (3.5%) said they were disqualified. When asked about the expected amount, all respondents answered that the disseminated information from BARMM is Php5,000 for non-4Ps beneficiaries and Php3,600 for 4Ps beneficiaries.

Php5,000	121 (60.5%)
Php3,650	52 (26%)
Php3,600	2 (1%)
No answer	18 (9%)
Disqualified	7 (3.5%)
Total	200 (100)

Additional assistance for 4Ps beneficiaries

Out of 82 4Ps beneficiaries that answered the survey, 19 (23.2%) received additional Php1,350; 4 (4.9%) received Php600; 3 (3.6%) received Php500; 3 (3.6%) received Php400; 1 (1.2%) received Php300; 14 (17.1%) received Php200; 1 (1.2%) received Php100; 14 (17.1%) received none; and 23 (28.1%) said they are not sure.

The data shows complex outcome from the answers of the respondents. When asked, they said that beneficiaries tend to have differing 4Ps allowance depending on the status of the children like age; the number of the household and the schedule of their pay-out (monthly, quarterly or yearly). Given these varying factors, the additional SAP amount may also vary. Those who answered of “none” and “not sure” either lost track of their pay-out amount or they are not aware of the additional amount from SAP.



Table 3: For the 4Ps, how much is the additional assistance that you received?	
PhP 1,350	19 (23.2%)
PhP 600	4 (4.9%)
PhP 500	3 (3.6%)
PhP 400	3 (3.6%)
PhP 300	1 (1.2%)
PhP 200	14 (17.1%)
PhP 100	1 (1.2%)
None	14 (17.1%)
No sure	23 (28.1%)
TOTAL	82 (100%)

3. Was the SAP assistance provided at the right time?

The first deadline for the distribution of SAP set by DSWD was 30 April 2020. This was extended to 10 May. Hence, this is the standard time for SAP distribution, though there are no policy documents that explicitly set the standard timeframe for the delivery and receipt of the government’s disaster relief assistance to the beneficiaries.⁵

Out of 183 respondents who received SAP assistance, 37 (20.2%) received theirs on April; 136 (74.3%) received it on May; and 10 (5.5%) said they are not sure or cannot remember. This data coincides with the information that DSWD disseminated that there will be a scheduled day for pay-out per barangay. The respondents who answered “not sure” are those who received from ATM or cash cards.

Table 4: When did you receive the SAP assistance?	
April 2020	37 (20.2%)
May 2020	136 (74.3%)
Not sure/Can’t remember	10 (5.5%)
Total	183 (100%)

4. Did the right beneficiaries receive the SAP assistance?

The table below shows that when asked if they know someone who received SAP but is unqualified, 102 respondents (51%) answered yes, while 98 respondents (49%) said no.

⁵ See G-Watch papers pointing out why the lack of standard timeframe of relief distribution is problematic: <https://r3.rappler.com/thought-leaders/260887-analysis-citizen-entitlements-coronavirus-crisis>; and <https://www.g-watch.org/resources/vertical-integration-research/result-and-analysis-g-watch%E2%80%99s-online-survey-state-social>.

When asked why they think those unqualified were chosen as SAP beneficiary, respondents attributed it to the *palakasan* system or they have backers (i.e., relative of a DSWD employee, government employee).

Table 5: Is there a beneficiary of SAP who received the assistance that you think do not qualify?	
Yes	98 (49%)
No	102 (51%)
Total	200 (100%)

When asked if they know someone who did not but should receive SAP, 115 respondents (57.5%) said yes, and 85 respondents (42.5%) said no.

When asked why they think these people should be qualified, some said that they know them personally/neighbor; some are renters; there are those who have no means of livelihood; there are farmers but not currently in their house when the validation was done; and those who belong to the “no work, no pay” sector.

Table 6: Is there someone who didn't receive SAP assistance who should have been qualified?	
YES	85 (42.5%)
NO	115 (57.5%)
Total	200 (100%)

We have also asked the 17 respondents who did not receive SAP if they think they should have the assistance and all of them said yes. When asked why, some said that they are either renters, they have no work, and no pay, or that they have no means of livelihood.

Table 7: Do you think, you should have received SAP assistance?		
Yes	17 (100%)	100%

5. Was the SAP process followed?

A Social Amelioration Card (SAC) form was to be distributed by the barangay and filled up before the distribution of assistance, according to the standard process of DSWD. Only the non-4Ps SAP beneficiaries need to fill up a SAC form.

Out of 183 respondents who received SAP, 101 (55.2%) said that they filled up a SAC form and 82 (44.8%) did not.

Those who weren't able to fill up the SAC form were senior citizens or adults who cannot clearly write.

YES	101 (55.2%)
NO	82 (44.8%)
Total	183 (100%)



When asked when did they fill up the SAC form, 101 respondents (55.2%) said that they did it before the pay-out. 82 (44.8%) did not answer.

Before	101 (55.2%)
After	0
No answer	82 (44.8%)
Total	183 (100%)

Majority (100 respondents or 54.6%) of those who received SAP have a copy of their SAC form. 43 (23.4%) did not, and 40 (22%) did not answer the question.

YES	100 (54.6%)
NO	43 (23.4%)
No answer	40 (22%)
Total	183 (100%)

130 (71%) out 183 SAP beneficiaries said that the DSWD went to their house for validation while 43 (23.5%) said there were no validation that happened. 10 respondents (5.5%) did not answer.

YES	130 (71%)
NO	43 (23.5%)
No answer	10 (5.5%)
Total	183(100%)

6. Use of Grievance Redress System

Out of 200 respondents, majority or 146 (73%) do not know the hotline/grievance redress system (GRS) for SAP. 40 respondents (20%) said that they know it. 14 (7%) did not answer. The respondents commented that hotlines are not popular in the area, and that they feel that the GRS is useless so they just keep the complaint to themselves or post it in social media.

Yes	40 (20%)
No	146 (73%)
No answer	14 (7%)
Total	200 (100%)

When asked if they used the hotline/GRS for SAP, 189 respondents (94.5%) answered no. Only 4 respondents (2%) said yes, while the rest (7 respondents or 3.55%) did not answer.

Yes	4 (2%)
No	189 (94.5%)
No answer	7 (3.55%)
Total	200 (100%)

All of those who used the hotline/GRS were not able to receive any response. They commented during the interview that hotlines and GRS have never been useful.

Table 14: Did you receive response from the hotline/GRS?	
No	4 (100%)

7. On Performance and Trust

61% or 122 respondents highly trusts DSWD; 37% or 74 respondents gave a moderate rating, and only 1 (0.5%) gave a low trust rating to DSWD.

Table 15: From the scale of 1-10, 10 being the most trusted, how much do you trust DSWD?			
Rating	SAP beneficiaries Respondent	Random respondent	Total
High (8-10)	62	60	122(61%)
Moderate (4-7)	36	38	74 (37%)
Low (1-3)	1	2	3 (1.5%)
No answer	1	0	1 (0.5%)

As for the trust rating of their municipal/city government, 86 respondents (43%) of the respondents highly trust their municipal/city government; 63 respondents (31.5%) gave a moderate rating; and 50 respondents (25%) gave a low trust rating. 1 (0.5%) did not respond.

Table 16: From the scale of 1-10, 10 being the most trusted, how much do you trust Municipality/City government?			
Rating	SAP beneficiaries Respondent	Random respondent	Total
High (8-10)	51	35	86 (43%)
Moderate (4-7)	25	38	63 (31.5%)
Low (1-3)	23	27	50 (25%)
No answer	1	0	1 (0.5%)



Majority (160 respondents or 80%) of the respondents highly trusts their barangay. 33 respondents (16.5%) gave a moderate rating and only 7 (3.5%) have low trust in their barangay.

Table 17: From the scale of 1-10, 10 being the most trusted, how much do you trust your Barangay?

Rating	SAP beneficiaries Respondent	Random respondent	Total
High (8-10)	81	79	160 (80%)
Moderate (4-7)	16	17	33 (16.5%)
Low (1-3)	3	4	7 (3.5%)

When asked how much they understood the SAP guidelines, 57% or 115 respondents understood it very much. 26.5% or 53 respondents said that they moderately understood the guidelines, and only 4 (2%) do not have a clue about it. There were 28 (14%) who did not answer.

Table 18: From the scale of 1-10, 10 being the highest, how much did you understand the SAP guidelines?			
Rating	SAP beneficiaries Respondent	Random respondent	Total
High (8-10)	65	50	115 (57.5%)
Moderate (4-7)	28	25	53 (26.5%)
Low (1-3)	2	2	4 (2%)
No answer	5	23	28 (14%)

Summary of Findings

This survey conducted by G-Watch Marawi aims to monitor the implementation of SAP assistance in Lanao del Sur. It specifically looked into the process of selection of beneficiaries, actual amount of money the beneficiaries received, and use of hotline/grievance redress system. The following are the conclusion being drawn from this survey.

From the list of beneficiaries, 91.5% received the assistance which means that almost all of the listed beneficiaries are included in the pay-out. Most of the 8.5% who did not receive SAP assistance said that they were initially included, but later on were not on the list.



60.5% of the respondents said that they received Php5,000 which is the standard amount set by the national government for Marawi. 27% of the respondents received less than Php5,000. Most 4Ps respondents interviewed (54.8%) know

how much they received as additional assistance, compared to 28.1% who are not sure and 17.1% who said they received none.

On the matter of time, 74.3% of the respondents said that they received their SAP assistance in May, a month later the standard time (April).

Our findings show that 51% of the respondents said that they do not know anyone who received but should not be qualified. Many (57.5%) also believe that there are still some people who should have been included as beneficiaries, as they have met the qualifications set by the program.

55.2% of the respondents said that they filled-up the SAC form and 54.6% said that they have a copy of the form, when asked when did they filled-up the form, 55.2% of them said that it was before they received the pay-out. 71% of the respondents said that the DSWD did house to house validation.

Regarding the use of hotlines/GRS for SAP, 73% of the respondents said that they did not know about it, and 94.5% of the 200 survey respondents never used the hotline nor the grievance redress system. In fact, out of all the respondents, only 4 (2%) used the it, but all of them did not receive any response. Showing that the hotlines/GRS are not that effective in the area.

With that being said, the DSWD and the barangays enjoy a high trust rating from the respondents. 61% of the respondents highly trust DSWD and 80% high trust for their barangay. The respondents gave a high percentage to the barangay and DSWD because they were in the frontline of this program, and they see for themselves the transparency of the officials and authorities in charge. There was relatively more people with low distrust towards city/ municipal governments.

Overall, the result of the field survey by accountability frontliners of G-Watch Marawi showed key gaps and challenges in the delivery of social assistance in Lanao del Sur. Non-compliance to standards were persistent, specifically the mandated process of filling-up the social amelioration card and the expected time the cash assistance was to be received. There is a clear gap in the information and guidance that clarifies to beneficiaries what to expect, especially the additional assistance to be received by 4Ps beneficiaries. The GRS in Lanao del Sur is almost totally unutilized, a clear accountability gap in the delivery of social assistance during the COVID-19 pandemic.

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