UNIVERSITY OF DAR ES SALAAM

GRIEVANCE HANDLING GUIDELINES

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ACRONYMS AND ABBREVIATIONS

CDS	Centre for Disability Services
DARUSO	Dar es Salaam University Students' Organisation
DHRMA	Director of Human Resources Management and Administration
DVC	Deputy Vice-Chancellor
DUCE	Dar es Salaam University College of Education
DVC-PFA	Deputy Vice-Chancellor – Planning, Finance and Administration
ELRA	Employment and Labour Relations Act, 2004
GMO	Grievance Managing Office
HEET	Higher Education for Economic Transformation
ICT	Information and Communications Technology
IGS	Institute of Gender Studies
ILO	International Labour Organisation
ILS	International Labour Standards
ME	Monitoring and Evaluation
MUCE	Mkwawa University College of Education
PDDs	Principals, Deans and Directors
QAU	Quality Assurance Unit
RAAWU	Researchers, Academicians & Allied Workers' Union
THTU	Tanzania Higher Learning Institutions' Trade Union
TUCTA	Trade Union Congress of Tanzania
UDASA	University of Dar es Salaam Academic Staff Assembly
UDSM	University of Dar es Salaam
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VC	Vice-Chancellor

FOREWORD

The University of Dar es Salaam (UDSM) is one of the public higher learning institutions that are managed and operated under the institutional frameworks developed by the Government of the United Republic of Tanzania. Thus, all its instruments are consistent with, customise, operationalise and espouse public-sector policies, laws and regulations. Grievance handling is one of the areas in which the University is expected to abide by the government's policies, laws and regulations.

UDSM has various avenues for handling grievances which involve the management, staff, students, its service providers and other stakeholders. However, the avenues are less coordinated and harmonised than they should be. This situation poses several challenges in terms of consistency, effectiveness and efficiency in grievance handling. Therefore, these guidelines are developed to provide a well-constructed, systematic approach to dealing with grievances. The guidelines are the principal framework for dealing with grievances at all levels of the University.

It is my conviction that the guidelines will put UDSM in a better position to handle grievances amicably. I invite the UDSM community and all other stakeholders to read and use them when grievances crop up. I am also optimistic that the guidelines will enhance the quality of service delivery, justice and fairness during the teaching and learning processes, as well as when one is working at the University and engaging with its internal and external stakeholders.

Prof. William A. L. Anangisye
VICE-CHANCELLOR
University of Dar es Salaam

DEFINITION OF KEY TERMS

Corporate body: An organisation or a group of persons that is identified by a particular name and that acts, or may act, as an entity. Corporate bodies include associations, institutions, business firms, non-profit enterprises, governments, government agencies, religious bodies and local churches.

Grievance handling: Institutionalised management and redress of grievances.

Grievance: An issue, concern, problem or claim (actual or perceived) that an individual, a corporate body or a group formally brings to the attention of the University, to be addressed and resolved. The basis of a grievance (real or imagined, valid or invalid) is feelings of discontent or injustice, unfair treatment, and/or contravention of relevant terms, laws, regulations and procedures.

Grievance Handling Guidelines: These are also known as **Grievance Redress Mechanisms** (GRMs). They refer to the framework and explicit procedures followed and considered in the process of managing and redressing grievances. They constitute a formalised way for the University to receive, assess, process and resolve grievances.

Grievant: A party who has developed a feeling of dissatisfaction or injustice and who formally submits or files a grievance against another party, alleging some wrongdoing, offence, unfairness, injustice or violation of rights against him or her.

Respondent: A party against whom a complaint has been made or against whom an investigation has been initiated.

Staff member: Any person who is an employee of the University of Dar es Salaam.

Stakeholders: Individuals or a group, community or party that has some interest in an organisation (the University) and the outcome of its actions.

Student: A person who is enrolled on an academic programme at the University.

The University: The University of Dar es Salaam.

GENERAL INTRODUCTION

1.1 Introduction

A grievance handling mechanism is one of the tools used to enforce ethical conduct, fairness and justice in the public sector. The mechanism embeds important values such as freedom of expression, transparency, accountability, participation, and checks and balances which are necessary in the public service. Thus, the University of Dar es Salaam has developed the grievance handling guidelines to help guide the University community and other stakeholders in making formal complaints about official acts or omissions, where they feel aggrieved.

1.2 Overview

The University of Dar es Salaam is a public institution which is established, governed by and obliged to adhere to all the relevant policies, laws and regulations of Tanzania. This means that the staff, students, service providers and other University stakeholders have the rights, entitlements and obligations set out in various relevant laws and by-laws, employment contracts, collective agreements, institutional rules and long-established institutional customs and practices. In view of this, the University has put in place mechanisms for enhancing accountability and fairness in its operations.

Although currently the University has various grievance handling avenues, it has been noted that the avenues are not adequately coordinated, something that has caused several challenges, including:

(i) Similar grievances being reported and handled in different ways;
(ii) Some grievances not being reported because people do not know where to report them;
(iii) Some grievances not being timely handled or not being handled at all because they are reported to the wrong authorities;
(iv) Some grievances not being handled properly;
(v) Pervasive use of informal grievance airing and handling avenues; and

(vi) The existing grievance handling mechanisms seemingly limiting the accommodation of individuals with disabilities such as the deaf and the blind.

These guidelines are, therefore, part of the efforts geared towards addressing the above challenges and shortcomings because they are meant to serve as the principal framework synthesising and systemitising grievance handling at the University. As expressed in its 2021 Customer Services Charter, the University is committed to ensuring that high-quality services are provided to all its stakeholders, service providers and customers, including its staff and students.

However, although the University is committed to excellence and grievance prevention, non-occurrence of grievances cannot be guaranteed. Thus, the guidelines provide a pathway for addressing issues related to the infringement of rights and entitlements or unfair treatment.

1.3 Context of the Grievance Handling Guidelines

The University of Dar es Salaam was founded in 1961 as an affiliate College of the University of London. In 1963, it became a Constituent College of the University of East Africa, after entering into a federal arrangement with Makerere University College and the Royal College of Nairobi. In 1970, it was formerly established as a National University under University of Dar es Salaam Act No. 12 of 1970.

Over the years, UDSM has grown, diversified and become more complex. In the 2021/2022 academic year, for instance, the number of first-year students enrolled on its Bachelor's degree programmes stood at 14,775, those enrolled on the diploma programmes were 447 and those on certificate-level programmes were 459. In the same academic year, 1,446 and 200 students were enrolled on its Master's and PhD programmes, respectively. Overall, there were 17,425 students on the University's programmes (i.e. Certificate, Diploma, Bachelor's, Postgraduate Diploma (PGD), Master's and PhD programmes) in the 2021/2022 academic year.

Currently, the University has two constituent colleges, seven main campus colleges, seven schools, seven institutes, six centres and two companies. It also has three research stations (in Tukuyu, Pangani and Ngurdoto), 19 research centres and five professorial research chairs. The University also has three open distance eLearning centres (in Mbeya, Mwanza and Arusha) and six bureaux.
It is clear that the University is still growing, expanding and becoming more complex. For example, as recent as 2020, UDSM established the University of Dar es Salaam School of Economics (UDSE), the School of Mines and Geosciences (SoMG), the School of Aquatic Sciences and Fisheries Technology (SoAF) and the University of Dar es Salaam Mineral Resources Institute (UDSMMRI) in Dodoma.

In its growth process, the University undertakes and will continue to undertake major projects, including those that will entail engagement with national and international partners and service providers. The growth and expansion of the University means an increase in the number of its members and increased complexity of its structures and activities, as partly noted in section 6(1)(a)–(p) of the 2007 UDSM Charter. It also means a continual increase in and a diversification of the University community comprising students, parents and guardians, service providers, alumni, employees, students' sponsors and the general public. It also means an increase in the number and complexity of its partners and other stakeholders such as industry and business partners; business associations; development partners; research collaborators; external examiners; government ministries, departments and agencies; higher learning institutions; professional bodies; neighbours; the media; parliamentarians; trade unions; religious institutions; non-governmental organisations (NGOS); civil society organisations (CSOs); and schools.

The growth and expansion of the University is unquestionably positive. However, the attendant complexity, if not carefully managed, is an inevitable recipe for friction. Having the grievance handling guidelines is, therefore, essential for the smooth functioning of the University and the attainment of fairness and justice.

1.4 Principles of the Grievance Handling Guidelines

In order to have an effective grievance handling system, the grievance handling guidelines are expected to be anchored on the following key principles:

(i) **Accessibility:** The grievance handling guidelines should be known to the diverse members of the University community, partners and other stakeholders, including vulnerable and/or marginalised groups.

(ii) **Transparency:** UDSM's grievance handling process; all the steps and mechanisms used to report and deal with grievances should be clear and open.

(iii) **Fairness:** All grievances shall be handled in a rigorous and fair manner, with sensitivity attached to all the parties concerned.

(iv) **Confidentiality:** Only the parties involved in a grievance shall be contacted on a need-to-know basis and they shall be instructed that all the details of a grievance must be kept confidential. Furthermore, all the documentation relating to a particular grievance shall be sealed.

(v) **Responsiveness:** Grievances shall be dealt with seriously, expeditiously and in a consistent manner. This shall involve having a sincere commitment to resolving grievances at their earliest stage and to avoiding their unnecessary escalation to grave levels.

(vi) **The bias rule principle:** "No man/woman shall be judge of his/her own case". This is necessary for avoiding any conflict of interest. Every grievance shall be reported to the immediate supervisor for action. If the immediate supervisor is party to the grievance, his/her immediate supervisor shall handle the grievance.

(vii) **Integration:** There shall be more than one channel for reporting grievances. That is, multiple channels (referral pathways) must be in place (a website, a grievance desk, WhatsApp, an android application, a toll-free number, a suggestion box, a post office box). In addtion, more than one method of publicising awareness of the existing grievance handling mechanisms should be devised (TV, radio, a newsletter, a website, leaflets, seminars and conferences and training workshops).

The above principles are intended to provide adequate opportunities for airing grievances and ensuring that grievances are handled within a specific time frame.

1.5 Objectives of the Grievance Handling Guidelines

The main goal of the guidelines is to improve the quality of the services provided by the University of Dar es Salaam. This goal is reinforced by the following specific objectives of the guidelines:

(i) To have in place a coherent mechanism for handling grievances efficiently and in a consistent manner;

(ii) To promote fairness and justice at UDSM; and

(iii) To develop a responsive and accountable attitude among all members of the University community, partners and stakeholders in order to build a harmonious and optimally productive institutional environment at the University.

1.6 Advantages of the Grievance Handling Guidelines

The grievance handling guidelines will have a number of advantages, if they are effectively followed. Specifically, they will:

(i) Make it possible to timely, effectively and sustainably resolve challenges and problems by identifying deficiencies in the provision of services and making adjustments accordingly;

(ii) Help identify the real needs and expectations of the University's clients;

(iii) Help build and develop good relationships amongst the University's stakeholders;

(iv) Enable staff to be responsible and to provide reliable services to clients;

(v) Help change the negative attitude towards grievances and turn grievances into an opportunity and a profitable return for the University;

(vi) Help make due changes to the provision of services relating to the issues unearthed in the analysis of information on grivances; and

(vii) Reduce the costs arising from grievances, including those that might involve compensation arising from the grievances referred to court.

SITUATIONAL ANALYSIS

This section briefly describes the current situation regarding grievance handling at the University.

1.1 The Policy and Institutional Environment

The University's policy and institutional framework for handling grievances is consistent with international and national laws. These include the International Labour Standards (ILS), which Tanzania has ratified, particularly the Examination of Grievances Recommendation, 1967 (No. 130), which recommends the participation of workers individually or collectively in grievance handling processes at the operational level and workers having easy access to remedial options. The guidelines are also informed by UNESCO's recommendation concerning the Status of Higher Education Teaching Personnel of 1997. This instrument explicates the rights and freedoms, the duties and responsibilities, and the terms and conditions of employment pertaining to teaching personnel. These and related international instruments have been domesticated through various pieces of legislation, some of which are mentioned hereunder.

Furthermore, the guidelines are informed by the key national policies, laws and institutional frameworks. These include the Constitution of the United Republic of Tanzania, 1977; Mwongozo wa Ushughulikiaji wa Malalamiko ya Wananchi katika Utumishi wa Umma, 2012, the 2019 Employment and Labour Relations Act, CAP. 366 R.E., the 2005 Code of Ethics and Conduct for the Public Service – Tanzania, the 2019 Public Service Act, Cap. 298 R.E., the 2019 Labour Institutions Act, CAP. 300 R.E. and the Schedule to the Employment and Labour Relations (Code of Good Practice) Rules, GN. No. 42 of 2007 (the Rules).

At the University level, the guidelines are informed by the UDSM Strategic Plan 2021/2022 to 2025/2026, the 2007 UDSM Charter, UDSM Vision 2061, UDSM Staff Code of Conduct, 2012, UDSM Guidelines for the Assessment of Academic Staff Performance (revised version, 2022), the 2004 UDSM HRM Policy, UDSM HRM

Policy (revised version, 2022), the 2021 UDSM Quality Assurance Policy, UDSM - Student By-laws (revised version, 2021) and the 2021 UDSM Customer Service Charter.

1.2 Sources of Grievances

Grievances fall into six main sources, namely procedures, information, staff, students, resources and customers.

1.2.1 Procedures

These relate to an individual's or an organisation's dissatisfaction with the University policies, regulations, rules, processes and established practices.

1.2.2 Information

This refers to the dissatisfaction arising from a party missing or having insufficient or inadequate information about a particular matter and, as a consequence, the party experiences problems, inconveniences or lack of a service. It also includes the state of having incomplete or contradictory information, which causes feelings of unfairness and related grievances.

1.2.3 Staff

The grievances caused by staff relate to limited professionalism, unethical conduct, incompetence and questionable integrity. Specifically, they relate to inadequate professional integrity and conduct, abuse of power or of office and responsible actors' competencies being questionable, i.e. showing that they do not have the expertise or sufficient knowledge of their jobs and, thus, failing to provide services at expected standards.

1.2.4 Students

The grievances in this area are an expression of dissatisfaction by one or more students with the University's actions or lack of actions, or with their educational experience or quality of the services provided by the University or someone else on its behalf. The grievances fall into a number of main issue areas: (a) academic

grievances, including admission and registration related grievances, academic grades and academic progress and evaluation grievances, including dismissals on academic grounds; (b) other academic grievances related to admission, academic waivers, examination results, grievances related to students' records, grievances related to academic dishonest, including plagiarism and cheating; and (c) non-academic grievances, including misconduct by other students, academic funding (fees, refund of the caution money, non-academic students waivers, etc.).

1.2.5 Resources

The grievances related to resources emanate from inadequate provision of sufficient tools so that there is optimum performance, including essential resources and a pleasant working environment. The grievances may occur when there is equipment, but the equipment is not fully used to provide quality services due either to the presence of an inadequate number of professionals to provide them or to the equipment being malfunctional.

1.2.6 Customers

The grievances relating to customers are those which emerge because of limitations on the part of the grievant. There may be situations where the grievant is unhappy because a staff member adhered to the existing laws, regulations, policies and procedures. It may also be the case that the grievant is not aware of the processes involved or of the requisite procedures and policies, and related requirements regarding the issue at hand.

It should be noted that, because of the complexity of the University community and its stakeholders, it is possible that other types of grievances will emerge. Any other type of grievance that arises will be accommodated accordingly.

1.3 Categories of Grievants

Grievances may be submitted by the University community, partners and other stakeholders (see Appendix 5). There are three categories of potential grievants.

1.3.1 Individual grievant

This refers to a grievance involving a single grievant, at personal capacity, or represented by a relevant association.

1.3.2 Collective grievant

This refers to a grievance involving a group of grievants, i.e., a group of students, staff, or a constellation of University service providers who all believe they are suffering from the same breach of the rules or unfair treatment.

1.3.3 Institutional grievant

This refers to a grievance involving a corporate body as a grievant holding the view that there is breach of rules or harbouring feelings of unfair treatment. It may also entail a complaint concerning the effect or interpretation, or a claim of breach of a particular agreement/contractual provisions relating to the rights and benefits that accrue to the organisation/ institution.

1.4 Grievance Reporting Practices

This section highlights the grievance reporting practices at the University. The reporting practices are presented respective to the categories of grievances.

1.4.1 Reporting of Individual Grievances

The current practice indicates that there are diverse channels for airing individual grievances. Four main issues determine where an individual grievance is reported. They include grievances reported to:

(i) The University office or officer who is most accessible to the grievant or the grievant is most comfortable to work with;

(ii) The office grievants perceive to be most responsible for the issue being contested;

(iii) The grievant's immediate supervisor as per the University arrangements;
(iv) The University official perceived as willing to listen to the grievants, regardless of whether he or she has the mandate to address the issue or not; and
(v) The two parallel systems, namely the University online grievance reporting and the government e-mrejesho grievance reporting system.

It is, however, important to note four issues regarding grievance reporting by individual grievants at UDSM. First, the most pervasive approach used by individual grievants is that of expressing frustrations to whoever will listen, through a platform most convenient to the grievant. Second, the above avenues are used by grievants who are currently affiliated to the University and by those who are not currently affiliated to the University but have some vested interests in it, including former students, former employees, former service providers, grievants who have strong connections with those currently affiliated to the University and so on. The avenues used in relation to the second issue include (i) complaining to colleagues, faculty members, friends, associates, family members and/or other people in one's circle; and (ii) expressing frustrations and grievances using social media, blogs and other digital platforms.

Third, the University's online grievance reporting mechanism needs to be reinforced with an elaborate monitoring and evaluation system, including a feedback-providing mechanism, if it is retained as a mechanism parallel to the government's e-mrejesho mechanism. Fourth, the e-mrejesho mechanism is at its infancy (it was recently introduced at UDSM) and, thus, needs more institutionalisation and concretisation.

1.4.2 Reporting of Collective Grievances

Collective grievances are currently mostly from students and staff, as explained below.

1.4.2.1 Reporting of Collective Staff Grievances

Collective staff grievances are channeled through departmental staff meetings and the Vice-Chancellor's and his deputies' meetings with the University staff or via their representatives; through staff representative bodies such as the University of Dar es Salaam Academic Staff Assembly (UDASA); Researchers, Academicians & Allied Workers' Union (RAAWU); Tanzania Higher Learning Institutions' Trade Union (THTU); and nationwide bodies such as the Trade Union Congress of Tanzania (TUCTA).

These avenues are said to be relevant and practical. However, their effectiveness is said to be limited in terms of handling staff grievances for a number of reasons, including:

(i) Often feedback on the grievances expressed is not guaranteed;

(ii) Changes, if any, as a result of grievances expressed, are not necessarily formally reported;

(iii) Staff associations are perceived by staff to not address the most pertinent grievances; and

(iv) It is also noted that there is a state of apathy, which limits the participation of members of staff in the associations. Where members of staff are obliged to participate in the associations, there is limited hope for change and, therefore, the motivation to raise serious issues, especially those that have to do with staff welfare, is very low.

1.4.2.2 Reporting of Collective Students' Grievances

Collective students' grievances are channeled through recognised avenues, starting with class representatives and representatives from students' halls of residence. There is also the University Students' Representative Council (USRC) and students' government, both of which are under the overarching Dar es Salaam University Students' Organisation (DARUSO).

1.4.2.3 Reporting of Institutional Grievances

Institutional grievances are usually submitted by institutions to the offices they have a contractual affiliation to or with whom they most closely work. They also present their grievances to the DVCs and directors of the directorates they are affiliated to. The highest level they take their grievances to is the Office of the Vice-Chancellor.

1.5 The University Structure for Handling Grievances

University procedures are evident in the University structure, rules, regulations and policies. The applicable University procedures relevant to any particular grievance, therefore, depend on the 'status' of the grievance, i.e. formal or informal, and its nature, i.e. grave or ordinary.

The University structure indicates that the following (not in hierarchical order) are regularly involved in handling grievances: (i) the top University management, i.e. the Offices of the Vice-Chancellor and of the Deputy Vice-Chancellors; (ii) the Office of the Director of Human Resources Management and Administration; (iii) the Offices of the Principals/Deans/Directors/Heads of Department, unit and coordinating unit; (iv) the Directorate of Student Services; (v) the Institute of Gender Studies/UDSM Gender Desk; (vi) the University Disciplinary Committee; and (vii) the University Integrity Committee.

The list of the key actors who handle grievances given above is not exhaustive. There are also student-based organisations and staff-based organisations, exemplified by DARUSO and UDASA, respectively.

Furthermore, it is important to underline that the organs mentioned above are informed by the relevant policy and institutional frameworks (and others that are relevant), as pointed out in section 2.1 of this document.

FUNDAMENTALS IN THE IMPLEMENTATION OF THE GUIDELINES

This section describes the twin cornerstone issues upon which the grievance handling guidelines are anchored. The issues are grievance prevention and grievance management.

1.6 Grievance Prevention

Grievance prevention relates to the proactive strategies and measures that the University has adopted to reduce or prevent legitimate discontents of its members and stakeholders from 'occurring'.

1.7 Grievance Management

Grievance management involves important activities being done before actual handling of a grievance begins. These guidelines, therefore, illustrate the approach that should be adopted so that the University can build a conducive environment for managing grievances, i.e. receiving and handling them fairly and efficiently. The following are the primary activities that should be done before beginning to manage grievances:

1.7.1 Establishment of a Grievance Managing Office

This office is responsible for coordinating the resolution of all the formal grievances submitted to the University. In that case,

i) all formal grievances shall be channeled through the GMO;

ii) formal grievances that can be handled by the GMO after an initial analysis shall be handled at that level; and

iii) the formal grievance(s) submitted to a particular unit, and if the grievance(s) is within the portfolio of that unit, shall be handled and related reports shall be submitted to the GMO.

In establishing the GMO, the University shall ensure that:

i) The Grievances Managing Office is in a place that is easy to reach;

ii) Signs indicating its location are in place;

iii) There is enough space at the office for serving clients;

iv) The office has sufficient security for keeping records, office tools and other equipment safe;

v) The officer is provided with specific facilities for handling grievances, including:

(a) Grievance registration forms;

(b) Computers;

(c) Materials for monitoring the grievances and opinions of stakeholders and clients such as newspapers, the radio and television;

(d) Communication equipment such as a scanner, a telephone and Internet; and

(e) storage equipment and tools such as cabinets; and

vi) It publicises among members of the University community and the University's stakeholders the channels and procedures for reporting/submitting grievances to the relevant organs or authorities.

1.7.2 Appointment of a Grievance Handling Officer

The duties of the Grievance Handling Officer are:

(i) To ensure that the grievant clearly understands the various steps in handling grievances and how his/her grievance is being handled;

(ii) To identify the type of people who submit their grievances and deal with them accordingly;

(iii) To give the grievant a good environment to make him/her free when he/she is providing details of his/her grievance;

(iv) To communicate with employees at all levels so as to resolve grievances quickly and prevent grievances from turning into conflicts;

(v) To ensure that adequate information is available;

(vi) To maintain the grievant's confidentiality and information;

(vii) To learn in order to make changes to strengthen the grievance handling system; and

(viii) To collaborate with and provide all necessary support to the units responsible for dealing with ethics and quality assurance issues at the University. The units include the Integrity Committee and the Quality Assurance Unit (QAU).

1.7.3 Sensitisation of Key Actors

Sensitising key actors regarding the grievances handling procedure is key before the actual implementation of the procedure. Presence of an explicit sensitization plan is highly recommended.The key actors and their role are indicated in **Table 1**.

Table 1: Key Actors and their Role in the Grievance Handling Process at UDSM

No.	Actor	Role
1.	The Vice-Chancellor	The VC is the Chief Executive Officer of the University and is responsible for the overall enforcement of the guidelines including: i) Ensuring that all key actors comply with the grievances handling procedure; ii) Receiving advice from the integrity committee in regard to unresolved grievances that are brought to its attention as indicated in figure 1 (page 32); and iii) Receiving grievances which could come from external stakeholders not through the jurisdiction of the lower levels of grievances

No.	Actor	Role
		handling procedure.
2.	Deputy Vice-Chancellor-PFA	The DVC-PFA is responsible for the overall supervision of the guidelines and hosts the entire grievance handling framework. The DVC-PFA coordinates and oversees the Grievance Management Office.
3.	Deputy VC-Academic & Deputy VC-Research	The two DVCs are responsible for handling grievances related to their areas of jurisdiction.
4.	The Office of the Corporate Counsel & Secretary to Council	As the chief of legal matters of the University, including court cases, the office will oversee grievances that end up in courts of law (grave grievances) and provide technical legal opinion in regard to other grievances (ordinary grievances).
5.	UDSM Grievance Managing Office (GMO) in the DVC-PFA's Office	The GMO is responsible for managing the day-to-day grievance managing activities. Specifically, the GMO: i) Collaborates with the Principals, Deans and Directors in retrieving data from each academic unit and routing it to the system; ii) Orients the carders in the University leadership to the grievance handling procedure; iii) Supervises the operationalisation of the grievance handling process; iv) Ensures that the grievant clearly understands the various steps in handling grievances and how his/her grievance is being handled; v) Identifies types of grievants and addresses their grievances accordingly;

No.	Actor	Role
		vi) Gives the grievant a conducive environment so that he or she is free when providing details of his/her grievance; vii) Communicates with the staff at all levels to resolve grievances quickly and prevent grievances from turning into conflicts; viii) ensures that adequate information is available to maintain the grievant's confidentiality and information; ix) learns in order to make certain changes to strengthen the grievance handling system; x) facilitates coordination and consultation with other UDSM units related to grievance management; xi) carries out publicity activities; xii) prepares monitoring and evaluation reports; and xiii) provides advice for renovating and improving grievances managing at the University.
6.	Office of the Director of Human Resources Management and Administration (DHRMA)	DHRMA is consulted in relation to grievances related to staff (UDSM employees).
7.	Offices of Principals /Deans /Directors	Principals/Deans/Directors serve as grievance managing officers at the college, school, directorate, institute and centre levels.
8.	University Disciplinary Committee	It serves as a collaborator with other actors as suggested in section 2.5 of Mwongozo wa Ushughulikaji wa Malalamiko katika utumishi wa Umma, 2012.
9.	University Integrity Committee	It serves as a collaborator with other actors as suggested in section 2.5 of Mwongozo wa Ushughulikaji wa Malalamiko katika utumishi wa Umma, 2012. It advises the Vice-Chancellor in respect of grievances that are not resolved at the lower levels.
10.	DARUSO	DARUSO coordinates students' grievances.

No.	Actor	Role
11.	UDSM Centre for Disability Services (UDSM-CDS)	The centre coordinates grievances from PWDs, i.e. grievances from within the University community (staff and students), those providing services to students and other stakeholders with disabilities.
12.	UDASA/ THTU/RAAWU	The organs coordinate the grievances falling under their jurisdictions.
13.	UDSM ICT Unit	The unit: i) Designs grievance handling webpages and contents; ii) Makes announcement and releases publications; iii) Designs grievance report submitting channels; iv) Develops the legal frameworks on which a grievance may be grounded; v) Designs and uploads forms related to grievance reports in the online system; vi) Formulates procedures for submitting grievance reports in the online system; vii) Develops the steps in handling and managing reported grievances; viii) Develops procedure for making appeals; ix) Identifies redress conditions; and x) Develops a mechanism for providing feedback to grievants.

GRIEVANCE HANDLING PROCEDURE

The grievance handling procedure provides a safe environment for the University members, the community and other stakeholders to communicate their grievances. The procedure is meant to provide an avenue for handling grievances in an amicable and supportive manner to avoid unnecessary escalation of grievances and negative feelings from clients. It is, therefore, meant to be both efficient and effective in ensuring that there is timely accountability, and that fairness and justice prevail at the University.

1.8 Unpacking the Concept of Grievance

There are multiple conceptions, interpretations and uses of the concept of grievance. In keeping with the definition of the concept provided in this document, grievance will, in the context of these guidelines, be dictated by the status and nature of the grievance concerned.

1.9 Status of a Grievance

In these guidelines, the status of a grievance refers to the severity of the grievance, as expressed by the grievant and his or her assessment of how it should be handled. It is recognised that the status of a grievance is in a continuum from informal to formal.

1.9.1 Informal Grievances

A grievance is considered to be informal if the grievant regards it as a dissatisfaction with something or presents it as a complaint about something. A dissatisfaction is anything that disturbs a grievant, whether or not the disturbance is expressed in words. A complaint is a spoken or written disappointment that the grievant brings to the attention of the immediate supervisor, often with an expectation of a quick resolution of the matter.

Often, individuals begin by addressing a dissatisfaction in an informal way. Such grievances end at that stage and are not recorded, if they are resolved informally. Some informal grievances are acted upon and others are not. This often depends

on who has received the grievance, the nature of the grievance and whether or not the grievant wants the grievance to be dealt with. Because of the 'unrecorded' status of informal grievances, it is not possible to determine the nature, prevalence or patterns of such grievances.

1.9.2 Formal Grievances

These are written grievances submitted to the University management.

A grievance handling procedure is activated when a complaint has been presented as a written submission and, thereby, formally raised as a problem or grievance that the University has to resolve. Usually, there are three conditions which cause grievances to become formal. They are:

a) The grievant having unsuccessfully attempted to address it informally and he/she not being willing to let it go unaddressed;
b) The grievant not wanting the issue to be dealt with informally; and
c) The grievance(s) being very serious and, thus, impossible to handle informally under the rules and regulations of the University or country.

1.10 Nature of Grievances

Each grievance handling procedure should reflect the nature of the grievance it is used to handle. In this context, the nature of a grievance refers to whether the grievance automatically leads to the start of a disciplinary process or not. This situation produces two kinds of grievance: grave and ordinary grievances.

4.3.1 Grave grievances: These grievances trigger and obligate the commencement of a disciplinary and/or criminal process. These are grievances which, if proved beyond reasonable doubt, make the perpetrator to be considered to have conducted an unlawful act that is punishable by a national law or the University's disciplinary procedures, or both. Grave grievances shall be handled by following the existing disciplinary/criminal procedures.

4.3.2 Ordinary grievances: These grievances relate to issues of unfairness in established institutional practices or to the violation of the grievant's stipulated rights. These are relatively easy to resolve, without having to resort to more formal disciplinary procedures. They can be amicably resolved using corrective measures, and sustainably dealt with through capacity building and improvement of the systems and procedures. The most extreme measure against the perpetrator who is found to have acted with negligence is the giving of a caution or formal warning to him or her.

Most ordinary grievances stem from a number of scenarios, including:

(i) A limited understanding of the regulations and procedures, particularly with regard to duties, obligations and responsibilities;
(ii) Situations in which procedures or regulations are not adhered to and, thus, what has been done could be regarded as an honest mistake;
(iii) The presence of weak or unfriendly accountability mechanisms for enforcing regulations and ensuring compliance with the accepted standards of behaviour;
(iv) Differences in the interpretation of the policies, regulations, etc.;
(v) Situations in which some inappropriate practices become routine;
(vi) Procedural challenges; and
(vii) The existence of limited participation avenues and, thus, reducing an individual's ability to make a decision/take action.

Ordinary grievances shall be handled through the following procedure:

i) A grievant reports a grievance to the Grievance Managing Office (GMO). The details of the grievance are formally received and filed using a grievance registration form (Appendix 1).
ii) The Grievance Handling Officer conducts an initial analysis and identifies ways of dealing with the grievance. If the grievance is resolved at this stage, the grievant receives feedback.
iii) If it is not resolved at stage 2 above, then the matter is referred to the relevant unit for processing.

iv) The unit receives and resolves the grievance. If the grievance is resolved at this stage, the unit provides feedback to the Grievance Handling Officer, who gives feedback to the grievant.

v) If the grievance is not resolved, the unit provides feedback to the Grievance Handling Officer. Then, the officer refers the issue to a higher level.

vi) If the grievance is not dealt within prescribed time, the officer submits a reminder to the relevant unit and makes a follow-up so that the grievant receives feedback. If the grievance is resolved at this stage, the grievant receives feedback.

vii) If the matter is still not resolved, the Grievance Handling Officer reports the matter to the Integrity Committee, which will subsequently advise the Vice-Chancellor, who serves as the Chief Executive Officer, for final resolution of the grievance.

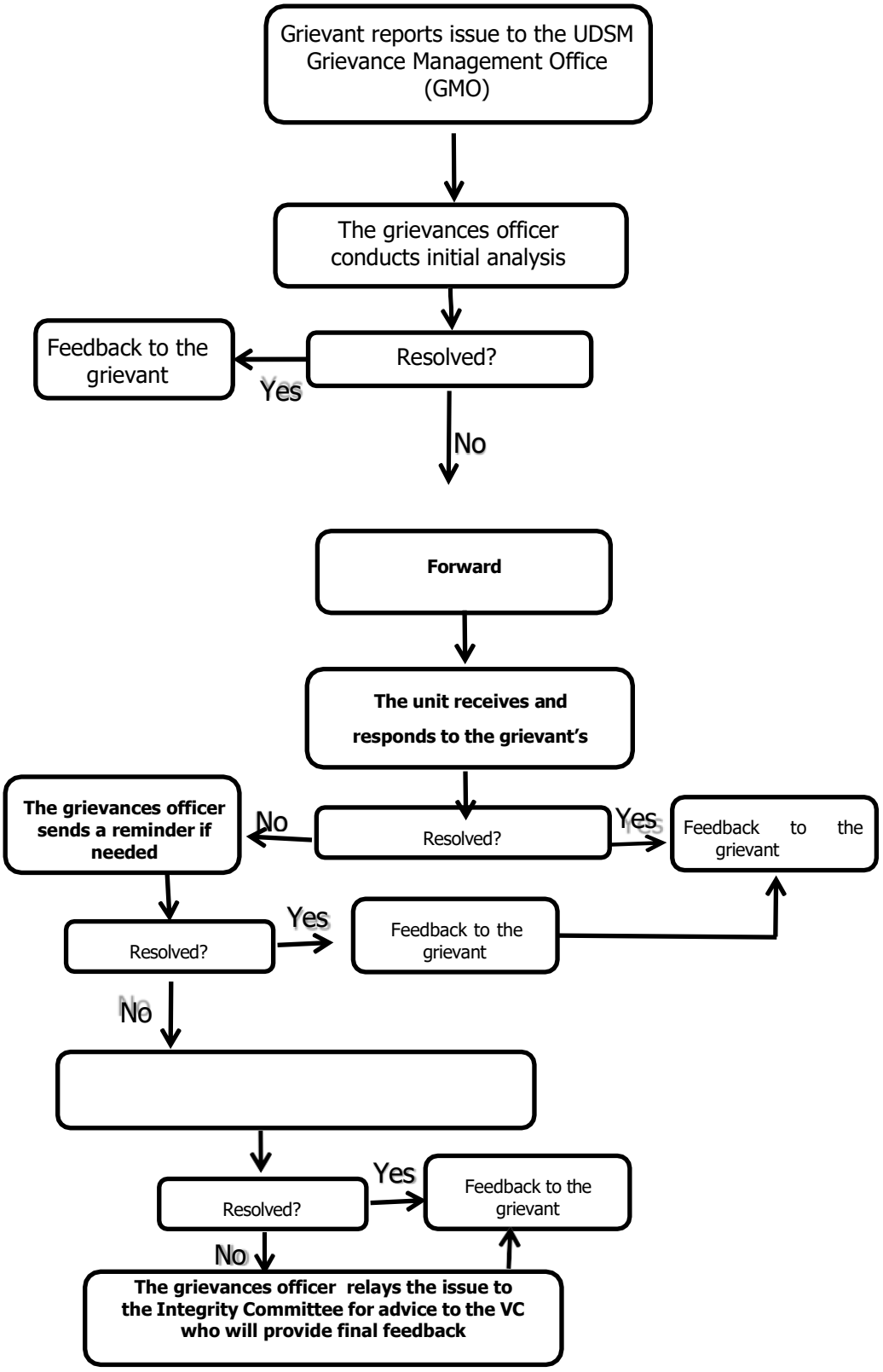


Figure 1: Grievance Handling Process at UDSM

Source: Adapted from Mwongozo wa Malalamiko kwenye Utumishi wa Umma, 2012.

1.11 Encouraging Grievances

Since grievances enable the University to identify areas that need improvement, it is important for the University to build an environment that will encourage members of the University community, service providers and other stakeholders to submit their grievances to the GMO or any other relevant office.

The office that receives grievances should be made known to the University community, service providers and other stakeholders so that they can submit their grievances to it easily. Information about the office should be provided to all stakeholders using posters, brochures, magazines, the radio, television, websites and actual or virtual meetings, where and when appropriate.

Grievances may be reported using various ways such as formal writing, suggestion boxes, grievance reporting forms (in hard or softy copy), an online system and a toll free number. The toll free number of the Grievance Managing Office should be known to the public.

1.12 Receiving Grievances and Comments

The guidelines are specific for grievance handling, but it is possible that a client or stakeholder does not have a grievance but wants to express his/her opinion about the University. Client feedback will be received along with grievances and be fully dealt with. Grievances and comments will be received and dealt with using the following forms:

1.12.1 A Form for Receiving Grievances and Comments

(i) The form for receiving grievances and comments shall be filled in by the officer who receives grievances. It can also be filled in by a grievant.

(ii) The grievance registration form (Appendix 1) shall be filled in by the Grievance Handling Officer or the grievant by hand or by computer so that the grievance can be analysed. Thus, the form must carry the following types of information:

a. Information on the Grievant

A full name, a postal address, a phone number, an e-mail address, an occupation, the type of client (internal or external) and the person affected by the grievance* In case of whistle-blowing, it is not mandatory for the grievant to mention his/her name. However, if the grievant must be part of the process of dealing with the grievance, his/her name must be written on the form.

b. What is the Grievance about

Is the grievance submitted for the first time or is it a follow-up? What type of grievance is it?. The grievance should be classified in a way that enhances analysis of the source of the grievance so that the solution(s) suggested can be implemented.

c. How the Grievance was Handled

Whether the grievance was dealt with immediately or later, the time spent until the solution was obtained and the final decision taken by the office that proposed the solution to the problem

d. The Process of Receiving the Grievance

The information included on the form should provide the identity of the officer who received the grievance, the date of receiving the grievance, the method used to submit the grievance and the office one is complaining about.

1.12.2 An Online Grievance Submission Form

A client can submit his/her grievance TO WHOM? using the online grievance submission form (Appendix 2).

1.12.3 A Grievance Register

The grievance register shall be used to record grievances from the time the grievances are received until solutions are found. The register shall contain the mobile phone number of the grievant, the date of receiving the grievance, the name and postal address of the grievant, the method of submitting the grievance, the type of grievance, the office or unit being complained about, the date of completing WHAT? and the result of the notification given to the grievant (Appendix 3).

1.12.4 Analysis and Handling of Grievances

Grievances are dealt with quickly and efficiently, if good procedures are in place. The procedures include the following:

1.12.5 Time Frame for Acknowledging Receipt of Grievances

The grievance handling mechanism should include a specific period of time within which an acknowledgement of a grievance that has been received is given. This acknowledgement can be given in writing or by phone within 2–3 days.

1.12.6 Grievances to be Dealt with within a Short Time

Grievances shall be dealt with within a short time, if efforts are made to reclassify the processes, the time spent and the activities involved. The time to handle a grievance at each level should be determined on the basis of the seriousness and number of grievances and the capacity of the staff needed to effectively deal with the grievances.

1.12.7 Use of an ICT System in Keeping Information

An ICT system shall be used to keep information to facilitate analysis and monitoring of the information.

1.12.8 Use of an ICT System in Handling Grievances

It is important to use an ICT system in handling grievances because it speeds up and simplifies the reception and handling of grievances. The system will also be helpful where:

(i) The grievance handling procedures are diverse , for example a grievance involving different units;

(ii) Grievances need to be analysed in detail and a report useful for improving the quality of services written; and

(iii) The unit provides various types of services that may require different procedures when dealing with them. Therefore, the ICT system shall be used to simplify the filing in, distribution, analysis and use of information and evaluation of a grievance.

1.13 Evaluation and Analysis of Information on Grievances

The overall purpose of evaluating and analysing information on the grievance received is, among other things, to check the authenticity of the information (evaluation of grievances), enable the responsible office/officer to handle the grievance so as to establish the type of grievance and reasons or source of the grievance, determine an appropriate response (including timelines for handling the grievance) to the grievance and determine the change that should be made, where necessary.

1.13.1 How to Analyse the Number and Type of Grievances

Analysis of the number and type of grievances shall be done regularly, taking into consideration the services provided by the University (teaching and learning) and the groups of clients (staff and students). During the analysis, the responsible office shall classify each grievance, show the environment in which it occurred, the time spent in handling the grievance and indicate the intensity of the grievance handled. This analysis will enable the University to determine where to put more effort when making plans and strategies to improve performance.

1.13.2 How to Analyse the Source of Grievances

Analysis of the source of grievances is done by listing possible areas that can cause grievances. The source of grievances may be one of the following:

(i) Procedures
(ii) Information
(iii) Staff (front desk staff and backstage staff)
(iv) Students
(v) Facilities (availability and use of facilities)
(vi) Customers

Each grievance has to be analysed to establish how, for example, the staff or procedures may have caused it. A detailed analysis of a grievance shall be done to determine the source of it. The analysis shall entail proposing a plan to address the problem by classifying the advantages and disadvantages of the measures which will be taken. The resolution of a grievance and effective implementation of the resolution will be achieved by conducting a detailed analysis of the processes involved.

1.14 Use of Information on Grievances

Information on a grievance must be analysed and put into a group of opinions and of grievances. Opinions and/or grievances which may have a major impact on the University shall be dealt with first. Information on grievances shall be prepared and discussed at management meetings (Appendix No. 3).

The feedback from stakeholders which relates to the grievances received shall be used to review and improve upon customer-service contracts and improve upon service delivery processes at the University by removing steps that are not in good terms with the service-delivery procedures. Therefore, the information in question should be collected every day, especially for units that receive many grievances. Units should provide information on grievances every three months and this procedure should be institutionalised.

Generally, the grievance handling guidelines have been developed so that the University of Dar es Salaam can have an effective grievance managing mechanism. The guidelines are anchored on the availability of accessible, visible, confidential, impartial, integrated, responsive and and feedback system for handling grievances at the University. The guidelines are also for ensuring that the grievances submitting processes are easy and are as safe as possible, including ensuring that the grievant is known only to those who are directly involved in the processes. In addition, the Grievance Managing Office at the University should develop a procedure for recording grievances and responses, and for using the records and managing them, while at the same time protecting any personal information and maintaining the confidentiality of grievants. Likewise, the staff who manage grievance reports must have an understanding of or training in the relevant parts of the code of ethics and conduct for public servants, particularly the code of conduct of the University of Dar es salaam. Additionally, the guidelines emphasise that all the parties directly involved in a grievance be given an opportunity to respond to any issues. The judgement of the issues must be done in keeping with the Institution's customer service charter and other legal frameworks related to the issues.

It is important to specify the period of time within which receipt of a grievance is acknowledged. The guidelines will have no value addition , if deliberate efforts are not made to build a 'welcomingenvironment' for potential grievants. In this spirit, the availability of alternative grievance submitting channels and procedures is emphasised. Pamphlets, booklets, posters, handbooks, newsletters, prospectuses, magazines, notice boards, websites, toll-free numbers, android applications, television and the radio should be used to facilitate communication between the Grievance Managing Office at the University and potential grievants. The guidelines will increase the University's efficacy, if they are seriously followed.

MONITORING, EVALUATION AND REVIEW OF THE GUIDELINES

The Office of the Deputy Vice Chancellor – Planning, Finance and Administration shall be responsible for monitoring, evaluating and reviewing the guidelines. The Director of Human Resources Management and Administration shall be responsible for undertaking and coordinating monitoring and evaluation, and for writing reports on the monitoring and evaluation of implementation of the guidelines.

1.15 Monitoring

1.15.1 The Purpose of Monitoring

The purpose of monitoring implementation of the guidelines is:

(i) To strengthen the service delivery capacity of all the key University actors through the undertaking of an objective analysis of the implementation progress, including identification of sources of grievances; and

(ii) To objectively assess achievement of the objectives of the guidelines by monitoring various aspects of the implementation plan.

1.15.2 The Monitoring Basis

Monitoring of implementation of the guidelines will be done in the following way:

(i) In collaboration with the Grievance Managing Office, the Director of Human Resources Management and Administration shall develop an action plan for implementing the guidelines which shall be endorsed by the DVC-PFA.

(ii) The plan shall indicate the strategy, process, actions and timelines related to the implementation of the guidelines.

(iii) The plan shall indicatethe schedule and procedures for monitoring the implementation of the guidelines.

(iv) The monitoring process shall be explicit and clear.

1.15.3 Grievance Monitoring

(i) There shall be a mechanism for tracking grievances and assessing the progress made in resolving them.

(ii) There shall be indicators for measuring grievance monitoring and resolution.

(iii) There shall be a specific procedure in how data is collected, analysed and used to make policy and/or process changes in order to minimise the number of similar grievances from occuring in future.

1.15.4 Monitoring of Implementation of the Guidelines

(i) There shall be specific indicators for gathering and analyzing information on the implementation of the guidelines.

(ii) Specific and effective techniques shall be used to collect data.

(iii) The process of monitoring the implementation of the guidelines shall be participatory.

(iv) How the efficiency and effectiveness of the guidelines will be assessed and determined must be clear and known to the stakeholders.

(v) How the impact of implementing the guidelines will be determined must be clear and known to the stakeholders.

(vi) Sustainability measures should be devised.

(vii) How the lessons learnt will be documented and used to inform the guidelines implementation process and prospective guidelines reviews must be established.

1.16 Evaluation

The following are the three ways of evaluating the guidelines:

5.2.1 Baseline evaluation: The situational analysis included in the guidelines serves as an initial baseline evaluation of the guidelines. The development of the guidelines has been prompted by a recognition that the current state of grievance handling is inadequate and is not as effective as it should be.

5.2.2 Midline evalution: Towards the middle of the lifespan of the guidelines, a midline evaluation shall be conducted. The purpose is to provide clear feedback to the key University actors on the state and source of grievances and on the recommendations made to improve service delivery. The midline evaluation will also provide feedback on the progress made in implementing the guidelines.

5.2.3 End-line evaluation: This evaluation shall be conducted towards the expiry of the lifespan of the guidelines. It will be a feedback report helpful in reviewing the guidelines.

1.17 Review of the Guidelines

The guidelines shall be reviewed every three years of their implementation.

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UDSM Vision 2061.

University of Dar es Salaam – Student By-laws (2021)

List of Appendixes

1.1 Appendix 1: Grievance Registration Form (Form A)

A. GRIEVANT

Grievance No.:.....

1. Important information:.....

2. Mr/Mrs/Ms:.....

First name: ..... Middle name:.....

Surname:.....

Occupation:..... Title: .....

Self-grievant/representative (specify).....

Address:.....

Telephone:.....

E-mail:.....

3. Internal/external grievant: ☐ Internal ☐ External

4. The grievant is:.....

☐ Self ☐ Grievant's relative ☐ Grievant's agent

☐ Grievant's employer ☐ Grievant's supervisor

5. Level of annoyance to the grievant:

☐ Low ☐ Average ☐ High

B. DETAILS OF THE GRIEVANCE

1. Service complained about
2. Short description

…….

…….

…….

3. Defect complained about
4. Where the incident occurred… ……5. Date of the event

…..……

6. Have you eveer submitted this grievance elsewhere? ☐ Yes ☐ No Do

you have evidence of the grievance? ☐ Yes ☐ No

Are there any other pieces of evidence? ☐ Yes ☐ No

C. THE WAY THE GRIEVANCE WAS DEALT WITH

1. If a solution to the problem has been found, mention the decision taken:……
2. If a solution was not found, mention the promise made to the client……
3. The time said the grievance would be dealt with

☐ Right away ☐ After a short time

☐ Given the date the solution would be provided

4. Date when the grievant secured a solution
5. The urgency of the grievance

☐ Very urgent ☐ Urgent ☐ Not very urgent

D. THE PROCESS OF DEALING WITH GRIEVANCES

1. Grievant: .....

2. The Department which is complained about:.....

3. Process complained about:

.....

.....

.....

.....

E. RECEIVING GRIEVANCES

1. Method used to submit grievances

☐ Phone ☐ Letter ☐ In person ☐ Electronic communication ☐

Other (mention)

2. Where the grievance is directed at

☐ Chief Executive ☐ Department/Unit ☐ Grievance Managing Office ☐

Office of Client Services ☐ Other (mention)

Name of the officer receiving the grievance:

.....Date:.....

Other (mention)

The name of the grievance handling officer:.....

Grievance No.:.....

Date:.....

1.2 Appendix 2: Online Grievance Submission Form

Grievant No.:........

A GRIEVANT

1. Important information

☐ Male ☐ Female

First name: ..... Middle name: .....
Surname: .....

Occupation:..... Title:.....

Your institution/representative

Address:.....

Phone..... E-mail:.....

3. The complainant is:

☐ Complainant him/serself ☐ Complainant's relative ☐

Complainant's agent

☐ Complainant's employer ☐ Complainant's supervisor

4. Level of annoyance to the complainant

☐ Low ☐ Average ☐ High

B. DETAILS OF THE COMPLAINT
1. Service complained about:…… 2. Brief details:…… 3. Defect complained about:…….. 4. Where the event took place:…….. 5. Date of the event…….. 6. Have you ever submitted this complaint to the University before? ☐ Yes ☐ No

1.3 Appendix 3: Grievance Register

Grievance No.	Date of Receipt	Name and Address of the Grievant	Submission Method	Type of Grievance	Details in Brief	Department/ Unit Complained about	Date Completed	Results and Client Information

1.4 Appendix 4: Service Providers' Grievance Handling Compliance Form

A. PARTICULARS OF THE SERVICE PROVIDER

1. Full name:……..

2. Address:……..

3. Contact address: ……..

4. Telephone……

5. E-mail:……..

6. Type of service provider: ☐ Internal ☐ External 7. Date engaged by UDSM:……..

8. Date of completing service provision to UDSM:……..

9. Brief description of the type of service provided to UDSM

……

……

……

B. COMMITMENT TO ABIDING BY THE UDSM GRIEVANCE HANDLING GUIDELINES

This is to declare that, during my engagement with UDSM as a service provider, I will abide by the University's Grievance Handling Guidelines. I will not in any way or manner contravene the guidelines and related frameworks such as the University's Anti-Sexual Harassment Policy and the University's Anti-GBV Policy. I understand that contravention of the guidelines and/or anyone of the relavant frameworks is tentamount to legal and related action being taken against me.

11. Full name of the person signing the form:……..

12. Signature……..

13. Position of the person signing the form……..

14. Date:……..

15. Official stamp (if the service provider is a company/an organisation)

1.5 Appendix 5: University Community, Partners and other Stakeholders

UDSM Community	Partners and other Stakeholders
Students Parents and guardians Suppliers and service providers Alumni Employees (staff) Students' sponsors General public	Industry and business partners Business associations Development partners Research collaborators External examiners Government Ministries, Departments and Agencies (MDAs) Higher learning institutions Professional bodies Neighbours The media Parliamentarians Trade unions Religious institutions Non-Governmental Organisations (NGOs) Civil Society Organisations (CSOs) Schools

Source: UDSM Customer Service Charter (2021)

1.6 Appendix 6: Institutional Knowledge and the Qualities of a Grievance Handling Officer

The Grievance Handling Officer should have an understanding of the following:

(i) UDSM Customer Service Charter, 2021

(ii) The Vision and Mission of the University

(iii) The core values of the University

(iv) Clients' expectations of the University

(v) The functions and power limits of the key actors involved in grievance handling at the University

(vi) The laws, rules and procedures of the Institution, and procedures pertaining to the public service

(vii) All the steps in the grievance handling procedure

An understanding of the fact that the procedure is for improving the provision of services at the University, and the records of grievances have to be kept and used appropriately. In addition, he/she should:

(i) Be professionally competent in issues relatedto grievance management or conflict management;

(ii) Hold a senior position in his/her area of specialisation;

(iii) Be a person of integrity, reliability, fairness and equity;

(iv) Be healthy and have pleasant interpersonal skills;

(v) Have a deep understanding of the Institution's laws, rules and procedures;

(vi) Be able to work without supervision;

(vii) Be confident and able to communicate with other members of the University at all levels;

(viii) Be patient in dealing with different types of grievances;

(ix) Not blame and humiliate the grievant;

(x) Not be biased;

(xi) not give an opinion before the grievant has finished giving his/her explanation;

(xii) be emotionally intelligent; and

(xiii) maintain confidentiality: should avoid exposing/sharing grievance reports with unauthorised individuals or authorities.