



THE REPUBLIC OF UGANDA

OFFICE OF THE PRESIDENT

MINISTRY OF KAMPALA CAPITAL CITY AND METROPOLITAN AFFAIRS

GREATER KAMPALA METROPOLITAN AREA URBAN DEVELOPMENT PROGRAM
(GKMA-UDP)

Grievance Redress Mechanism Manual



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1.0 THE BACKGROUND

In March 2020 under Cabinet Extract Min. 132(CT 2020), the Greater Kampala Economic Development Strategy was approved for implementation under the Ministry of Kampala Capital City and Metropolitan Affairs (MoKCC&MA). As part of this strategy, the MoKCC&MA developed the Greater Kampala Metropolitan Area Urban Development Program (GKMA-UDP). The Program's strategic objective is to improve the institutional capacity in the Greater Kampala Metropolitan Area (GKMA) for metropolitan coordination and management and increase access to improved infrastructure and services.

The GKMA comprises nine entities: Kampala Capital City Authority (KCCA), the District Local Governments of Mukono, Wakiso, Mpigi, and their Municipalities of Mukono, Entebbe, Nansana, Kira, and Makindye-Ssabagabo.

The Program is built on four pillars: i) mobility and accessibility, ii) resilience and environment, iii) workspace and job creation, and iv) institutional strengthening. The Program's success will in part depend on effective management of grievances by the implementing entities, hence the development of this Grievance Redress Mechanism manual.

This manual therefore outlines the Grievance Redress Mechanism for the implementation of GKMA-UDP, describing the avenues for the general public or any Project Affected Person (PAP) to submit a complaint or express a grievance against the Program, its staff, or contractors, among others, during implementation. It also describes procedures, roles, and responsibilities in the grievance management process.

2.0

THE GRIEVANCE REDRESS MECHANISM

2.1 What is a Grievance Redress Mechanism?

A Grievance Redress Mechanism (GRM) is a coordinated combination of institutions, instruments, methods, and processes by which a resolution to a grievance is sought and provided. The Grievance Redress Mechanism (GRM) aims to reduce or mitigate adverse Program impacts on the communities.

Its objective is to dispose of grievances, disputes, and complaints in an efficient and timely manner to the satisfaction of all stakeholders, especially the affected persons.

The GRM will consist of procedures at the Ministry of Kampala Capital City and Metropolitan Affairs (MoKCC&MA), Implementing Local Governments and Municipalities, Communities, and at the construction sites. It will directly focus on and seek to resolve those grievances within their jurisdiction and where necessary, refer others to relevant Government agencies like the Inspectorate of Government, the Criminal Investigations Department of the Uganda Police Force, the Public Procurement and Disposal of Public Assets Authority, and Courts of law, depending on the nature of the complaint.

In establishing a GRM, as a minimum standard, Implementing Entities will ensure that the Mechanism is efficient and effective, and provides a rigorous and consistent approach to grievance management. The GRM should provide an independent and escalated review process for investigating complaints, together with redress options.

2.2 What is a Grievance?

A grievance is a concern, issue, complaint, problem, or claim (perceived or actual) raised by an individual (s) within a community (ies) affected by the project activities. At a project site, complaints can be related to

environmental, social, health or safety conditions. The common grievances on infrastructure development projects are listed in Table 1 below.

Table 1: Common Grievances on Infrastructure Development Projects

Environment and Climate Change Issues	Health & Welfare
1. Poor waste management and disposal 2. Dumping cut-to-spoil materials in private property or swamps 3. Poor management of stormwater 4. Noise and dust pollution by the contractor's fleet 5. Vibrations produced by the contractor's machinery 6. Flooding during wet seasons resulting from poor drainage	1. Non-provision or inadequate meals 2. Lack of or poor sanitary facilities 3. Lack of first aid support
Social Issues	Safety Issues
1. Disruption of social services and utilities like hospitals, schools, and water and electricity supply 2. Impact to physical and cultural resources 3. Gender-Based Violence, Sexual Exploitation and Abuse, Violence Against Children, and HIV/AIDS 4. Acquisition and Compensation for Land (Disputes on land ownership) 5. Poor disclosure of project-related information 6. Lack of proper channels for handling complaints. 7. Unfair labour conditions (lack of contracts, poor remuneration, delayed payment of workers, long working hours with no pay among others)	1. Non-provision of free and appropriate personal protective equipment (PPE) 2. Lack of or inadequate signage resulting in frequent accidents 3. Poor conditions of equipment and machinery
Others:	
1. Delays caused by traffic diversions 2. Fraud	

2.3 What Is a Grievance Redress Committee?

The Grievance Redress Committee (GRC) is a body that receives and processes complaints from the public and takes action to facilitate the successful implementation of the program/project.

2.4 Purpose of a Grievance Redress Mechanism

The purpose of a grievance redress committee (GRM) is to handle complaints from PAPs, community members, and workers within the project-affected area using a well-documented system to ensure that their complaints are effectively and efficiently addressed. The GRM is established to create a sustainable means of recording, processing, and resolving complaints during the project cycle.

The GRM shall be communicated to all stakeholders from the early stages of the Program implementation and referenced throughout the Program lifecycle at every meeting and event to ensure that stakeholders understand the process but also provide feedback and comments on whether it is effective and fit for purpose.

This will be done to minimize conflicts and avoid the risk where due to lack of a standard procedure for handling grievances, complainants take matters into their own hands and exploit other means to manifest their frustrations hence compromising the Program implementation and impeding the timelines of the Program in the areas. It is also a well-accepted principle that development programs should not leave people worse off than pre-program conditions.

3.0

PRINCIPLES OF GRIEVANCE MANAGEMENT

The principles of grievance management include the following.

- i. **Accessibility:** The GRM should be easily reachable by all stakeholders, especially vulnerable groups. The process should be user-friendly, and the information is readily available in multiple formats.
- ii. **Cultural Sensitivity:** The GRM should understand and appreciate the diverse cultures and their traditions, customs, languages and beliefs.
- iii. **Inclusion and Non-Discrimination:** No one should be excluded from the benefits of the Program based on their age, sex, ethnicity, religion, physical or mental disability, social, civic, health or economic status among others
- iv. **Predictability:** The GRM should have clear procedures with defined timelines and grievances should be addressed promptly. Timely handling of grievances makes stakeholders confident that complaints will be addressed.
- v. **Legitimacy:** Grievances should be processed with independence and without bias.
- vi. **Transparency:** The GRM should maintain a transparent grievance management process and regularly update the stakeholders about all relevant aspects of the process: recording and assessment, investigation procedure, timelines, channels for communication and providing feedback, closure and referral pathways.
- vii. **Fairness:** The GRM should be impartial and provide equal access to information and participation of stakeholders in the process.
- viii. **Confidentiality:** The GRM should ensure that complainants' identities are protected and there are secure systems for handling sensitive information.

4.0

HOW TO PREVENT COMPLAINTS

Preventing complaints can be achieved through (among others):

- i. Providing sufficient and timely information to the communities: Many grievances arise from misunderstandings, as well as from delayed, inconsistent, or insufficient information, and a failure to perform agreed-upon actions. It is important to regularly communicate accurate and adequate information wabout the Program and its activities, including an estimated implementation schedule and costs, to the communities. This infomation should be displayed at prominently noticeable locations, such as construction sites, division/municipal/district offices, schools, churches/ mosques, hospitals, and other well-known community buildings.
- ii. Conducting meaningful community consultations and dialogue throughout the implementation of a project especially utilizing site meetings and any other opportunity available to consult and publicize the outcomes.
- iii. Strengthening the capacity of workers, community leaders, and technical persons at the district and municipal levels. These and other stakeholders should be provided with adequate information about the Program such as project designs, activities, implementation schedules, timelines, costs, and institutional arrangements to enable them to channel the same information to the general community.

5.0

FUNCTIONALITY OF GRIEVANCE REDRESS COMMITTEES

5.1 Composition of Grievance Redress Committees

5.1.1 MoKCC&MA GRC

The committee at the MoKCC&MA level shall be chaired by the Undersecretary or a nominee, with the Social Development Specialist as the secretary. Other members will be the PST who will be chosen according to the expertise the case may require. The GRC shall address grievances forwarded by the implementing entities.

5.1.2 District/Municipal GRC

The District or Municipal level committee shall be constituted following the Ministry of Gender Labour and Social Development (MGLSD) Circular on grievance management under the Uganda Intergovernmental Fiscal Transfer (UGIFT) Programme at Local Government Level of July 2023.

As such the GRC shall have 9 members including the Chief Administrative Officer/Town Clerk (Chairperson); District Community Development Officer/ Principal Community Development Officer (Secretary); a representative of vulnerable groups (e.g. women, PWDs, youths, PLWHIV/AIDS, older persons); the technical person in charge of the subject matter of the project; a representative of Civil Society; 3 community members drawn from existing structures such as School Management Committees (SMCs), Parents Teachers Associations (PTAs), and Health Unit Management Committees (HUMCs); 1 representative of non-government actors i.e., Civil Society Organizations (CSOs) or Faith Based Organizations (FBOs) or Community-Based Organizations (CBOs); and 1 Labour Officer.

5.1.3 Subcounty/Division GRC

The committee Subcounty or Division, shall also be constituted following the MGLSD Circular on grievance management under the UGIFT Programme at Local Government Level of July 2023. As such the GRC shall have 9 members of which: 3 are community members drawn from existing structures such as School Management Committees (SMCs), Parent Teachers Associations (PTAs), and Health Unit Management Committees (HUMCs); 1 Chairperson (SAS/SATC or a nominee (technical person) by the SAS, SATC); 1 Secretary (CDO); a representative of vulnerable groups (e.g. Women, PWDs, youth, Person Living With HIV/AIDs, Older Persons); a technical person in charge of the subject matter of the project; a representative of CSO or FBO or CBO; 1 PAP.

5.1.4 Project GRC

The Project GRC shall also be constituted following the MGLSD Circular on Grievance Management under the UGIFT Programme at the Local Government Level of July 2023. As such, project GRCs shall also have 9 members including 1 Chairperson (CDO of the hosting LLG or a nominee (technical person) by the CDO); 1 Secretary (Parish Chief or a nominee by the Parish Chief); 3 Community members (chosen from women, PWDs, youth, opinion leader, cultural institution, community organization representatives); 2 representatives of Workers (Female and Male); and 2 representatives of Management (Female and Male).

For road projects, it is recommended that there should be a GRC for every 3 kilometers to ease accessibility for the complainants.

Grievances from the contractor's workers shall be addressed by the contractor's GRC. This GRC will consist of worker representatives from the various departments of the contractor. The establishment and training of this GRC will be guided by a set of Terms of Reference (ToR). These guidelines will be developed collaboratively by the contractor, the supervision consultant, the implementing entities, MGLSD, and MoKCC&MA.

Notes:

- i. The GRC will be constituted before the project commences/the site is handed over to the Contractor.
- ii. In communities hosting refugees and ethnic minorities, there should be a deliberate effort to have at least a representative from these communities on the GRC. At least one member of each Committee should be elderly (60 and above).
- iii. GRCs will co-opt a PAP if they are not already represented on the Committee. The PAP representative will be nominated from among the PAPs using the procedures below.
- iv. The GRC Chairperson can co-opt a knowledgeable person when a particular case is being heard /settled. Also, technical persons can be co-opted from the Higher Local Government (HLG) if the position required does not exist at the LLG level e.g. Labour Officer.
- v. GRCs will be inaugurated by Political Leaders at the various levels (levels I, II and III by Chairperson LC I, LC III and Mayor / LCV respectively).
- vi. There shall be a deliberate effort by the implementing entity to train all GRC members on their roles and responsibilities.
- vii. A member is free to tender a resignation at any time and will be replaced by another member from the group they represent using the procedures below within three (03) weeks after receipt of the resignation of the previous member.
- viii. If the alleged perpetrator is a member of the GRC he/she shall not attend the hearing meetings as a member.
- ix. During GRC meetings, a member should declare a conflict of interest in situations they are bound to derive personal benefits from actions or decisions made in their official capacity as GRC members.
- x. The quorum for each GRC is 5 members.
- xi. GRCs shall operate within the laws of Uganda.

5.2 PROCEDURE FOR FORMATION OF GRCs

5.2.1 District/Municipal

The Accounting Officer (or their nominee) will prepare letters to the different organizations requesting nominees to the GRC. The DCDO/PCDO will follow up with the nominees to get their acceptance in writing. The DCDO/PCDO will compile the list of members of the Grievance Redress Committee. The District / Municipality will publish the names of the committee members in places that are accessible to the community, for instance, churches, markets, community notice boards, project notice boards, and LG notice boards.

5.2.2 Subcounty/Division

The Accounting Officer, at the LLG level (or their nominee), will prepare letters to the different organizations/Individuals requesting nominees to the GRC. The CDO will follow up with the nominees to get their acceptance in writing. The CDO will compile the list of members of the Grievance Redress Committee. The LLG will publish the names of the committee members in places that are accessible to the community, for instance, churches, markets, community notice boards, project notice boards, and LG notice boards.

5.2.3 Project

The LLG CDO will prepare letters to the different organizations/Individuals requesting nominees to the GRC. The CDO will follow up with the nominees to get their acceptance in writing. The CDO will compile the list of members of the Grievance Redress Committee. The LLG will publish the names of the committee members in places that are accessible to the community, for instance, churches, markets, community notice boards, project notice boards, and LG notice boards.

5.3 THE ROLES OF THE GRC

The roles of the GRC are:

- i. Receive, document, address and or refer complaints/issues concerning the Program. Cases that cannot be resolved at a particular level will be referred to a higher administrative level.
- ii. Acknowledge receipt of the complaint within 24- 48 hours.

- iii. Provide feedback within three (3) weeks of receipt of each complaint.
- iv. Hold meetings whenever cases arise.
- v. Sensitize communities about the existence of the Committee and its operations and direct them on how to report, where to report and who to report to. The contact/s of person/s to report to must be shared with the community/stakeholders. Channels for reporting include suggestion boxes, telephone calls, text messages, emails, face-to-face, and letters.
- vi. There shall be a complaints logbook that shall be kept and managed by the GRC Secretary at the various levels.

5.4 SCOPE OF THE GRC

The GRCs shall handle grievances resulting from the implementation of GKMA-UDP projects within the district or municipality. The GRCs shall not handle grievances related to capital offences. Grievance handling shall follow the national legal framework.

5.5 STEPS OF GRIEVANCE RESOLUTION

Below is an outline of the proposed steps of grievance resolution. The mechanism proposes using local leadership structures to ensure that aggrieved persons, especially vulnerable groups can have their concerns resolved without the undue delays or expenses associated with formal legal channels like courts of law.

Step 1: Documentation of the Grievance

a) **Receipt of the Grievance:** An Individual, a community, or an organization with a grievance, shall report and file it with the project GRC or at the district/municipal GRC, as soon as possible but preferably within 24 hours of its occurrence. However, reporting can also be done at one's discretion if the complainant is faced with critical limitations for example insecurity, constrained accessibility to the respective grievance handling desks, or a

health-related reason for the delay. English will be used for documentation purposes, but the grievance can be provided in a local language. The person submitting the grievance should be given a receipt once the complaint is entered into the Grievance Register. People also have the option of making their initial complaint through village leaders who will then forward the complaint to the GRC for recording in the grievance logbook.

- b) **Assessment:** The Project GRC secretary will assess the grievance in terms of their capacity to resolve it. A matter that can be resolved locally at this level shall be registered in the logbook and closed if possible. If this is not possible, the grievance shall be (i) referred to the Entity Level GRC for further handling and (ii) referred to the police if the grievance is criminal for example assaults, rapes, defilements, theft, etc. At the district/municipal level, the focal person (CDO) shall receive and assess grievances directly from the public or consider referrals from the project GRCs. If the aggrieved party is satisfied, the matter shall be closed and signed off with them in the grievance logbook.
- c) **Acknowledgement of the Grievance:** Further to the receipt issued upon registration of the complaint, written information (accompanied by verbal explanation) as to steps that will be taken to resolve the grievance and the expected time for its resolution will be provided to the complainant.

2

Step 2: Grievance Handling

- a) **Investigation of the grievance:** The GRC should investigate and determine the underlying causes of the grievance and make/propose any changes required to prevent the reoccurrence of a similar grievance. As appropriate, the GRC should also hold meetings with the responsible person/group/entity to discuss, clarify, and solve the issue. The committees shall sit at least once

every two weeks to investigate and conduct hearings and give the outcome of their investigations to the complainant within 24 hours of their decision. In case no complaints are received in the two weeks, the committees are advised to meet at least monthly to reflect on the previous cases or minutes taken.

- b) **Communicate the Outcome of the Investigations:** Once the investigation has been completed, the outcome should be communicated to the complainant. The necessary corrective action should also be implemented.
- c) **Outcome of the corrective action is verified with the complainant:** Following completion of the corrective action, the sociologist should verify the outcome with the complainant. The complainant should be asked to sign off on his/her acceptance of the 'solution' (or nominate someone to do so on his/her behalf). If the complainant remains dissatisfied with the outcome, additional corrective action may be agreed upon and carried out by the project team.
- d) **Referral:** If the party is not satisfied with the outcome of the Project GRC, the matter shall be referred to the Sub County or Division GRC. If the party is not satisfied with the outcome of the Sub County or Division GRC, the matter shall be referred to the District or Municipal GRC for further handling. If the party is not satisfied with the outcome of the District or Municipal GRC, the matter shall be referred to the MoKCC&MA for further management.

The MoKCC&MA committee will investigate and communicate its findings to the complainant through the district or municipal GRC within 2 weeks of receipt of the appeal. If the complainant is satisfied with the decision, the matter shall be signed off.

If the issue remains unresolved, the MoKCC&MA shall consult other agencies of government for example the Ministry of Gender Labour and Social Development (MGLSD), Procurement and Disposal of Public Assets Authority (PPDA), Inspectorate of Government (IG), National Environment Management Authority (NEMA), and Courts of Law among others.

To Note

- i. All grievances will be recorded in a grievance logbook held by the GRC secretary.
- ii. Every grievance reported will be assigned a file number for tracking purposes.
- iii. The logbook shall indicate the complaint received, the date filed, actions taken to address or reasons the grievance was not acted on, information provided to the complainant, and the date the grievance was closed. The complainant where possible shall sign off in the same book.
- iv. Grievances can be submitted at any time, either directly or through a grievance redress committee member. Some grievances can also be submitted by telephone, email, courier, or word of mouth.
- v. The complainant is expected to cooperate with the GRC to reach an amicable solution. This is done by providing enough evidence about the complaint and exercising patience with the team within the timeframe.
- vi. The committee is expected to be fair and just in finding a solution by listening to all parties to the complaints raised. GRC members should avoid acts of nepotism, corruption, and racism.
- vii. The contacts of the GRC members should be published on the notice boards at the project sites to ensure that project beneficiaries can easily file their grievances. In addition, suggestion boxes, and local project offices among others should be publicized to the public as alternative places for registering grievances arising from project implementation.

5.6 RESPONSIBILITIES OF THE GRC SECRETARY

The principal responsibilities of a GRC Secretary are below.

- Recording the complaints received, both written and oral, categorizing and prioritizing them.

- Ensuring that relevant policies and procedures are effectively followed while resolving any issue.
- Preparing a work plan for the GRC.
- Present grievances to the Committee to find solutions for issues resolvable at that level.
- Reporting/providing feedback to the complainants about developments regarding their complaints and decisions of the Committee.
- Refer the grievances that require so.

5.7 TERM OF OFFICE OF GRCs

- Project GRC:** The Term of Office will expire when the project is completed.
- Subcounty or Division:** Open for the technical staff (Government) and until the project is complete for members for who are not from the Government.
- District or Municipality:** Open for the technical staff (Government) and until the project is complete for members who are not from the Government.

5.8 MANAGEMENT OF GRIEVANCES FOR COMPLETED PROJECTS

Grievances for completed GKMA-UDP projects will be managed by the existing Committees such as Road User Committees. The Implementing entities should plan to build the capacity of these committees to manage grievances more effectively

5.9 MONITORING, REPORTING AND COMMUNICATING THE GRM

5.9.1 Monitoring

The Program will require periodic monitoring of the GRM to assess its performance and hence determine its effectiveness in resolving grievances using the following parameters.

- i. Total number and type of grievances received.
- ii. Channels through which grievances were received.
- iii. Number and percentage of complaints that have been resolved/unresolved.
- iv. Number and percentage of complaints that have gone to mediation.
- v. Resolution timelines for the resolved grievances.
- vi. Status of unresolved grievances
- vii. Customer feedback on GRM.
- viii. Percentage of complainants satisfied with the response and grievance redress process.

5.9.2 Reporting

The GRCs and supervision consultants shall send to implementing entities weekly reports on grievance management in the form of grievance logs and minutes. These reports will then form part of the monthly and quarterly reports submitted by implementing entities to the MoKCC&MA.

5.9.3 Communicating the GRM

The existence of the GKMA-UDP GRM will be communicated to the general public through a variety of channels including but not limited to the following.

- i. Print media including newspapers and IEC materials.
- ii. MoKCC&MA website.
- iii. Social media.
- iv. Radio talk shows, mentions, and announcements.
- v. Printing and distribution of T-shirts.
- vi. Stakeholder meetings

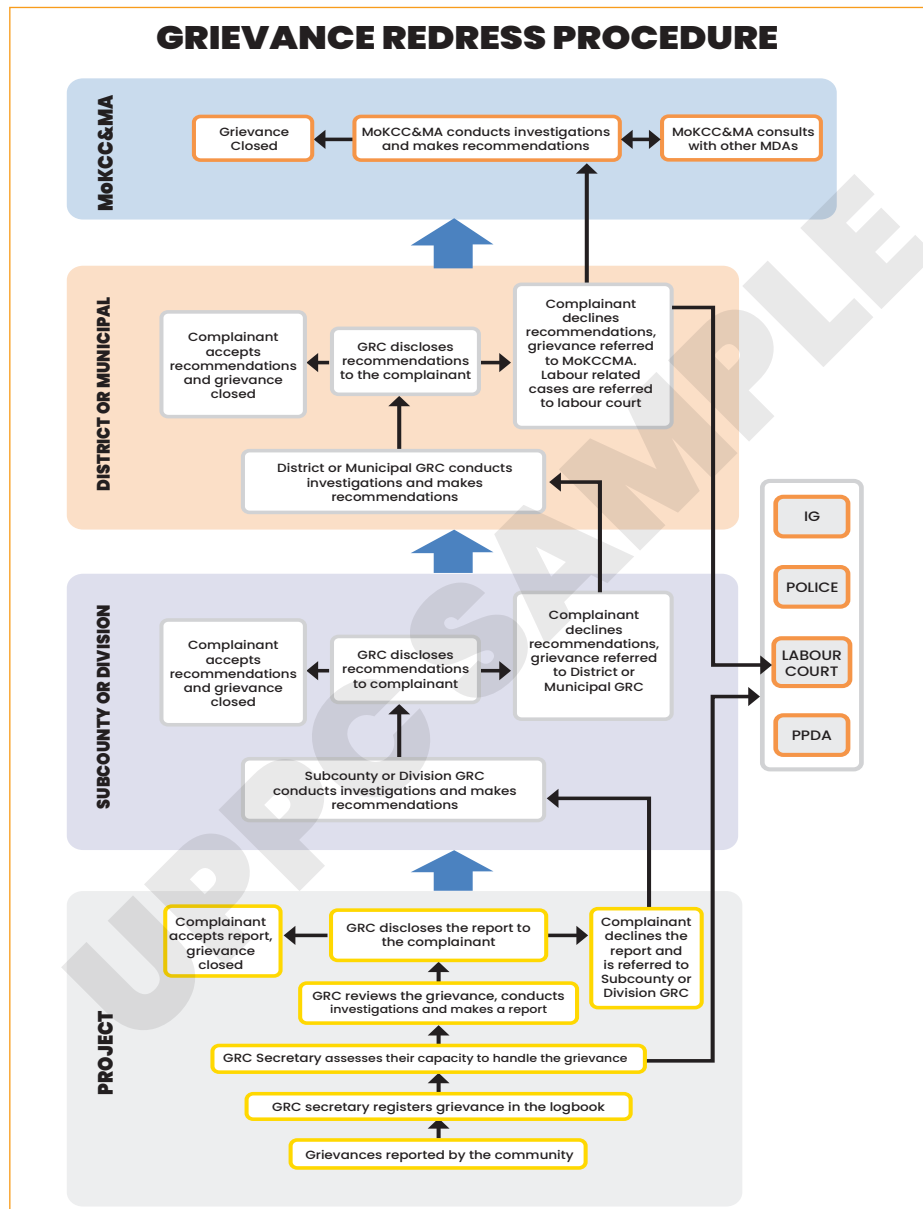
In publicizing the GRM, the focus will be on providing Information to the general public regarding the available channels through which grievances can be communicated to the implementing entities. It is the overall responsibility of the Social Development Specialist and Communication Specialist to inform the public about the availability of this GRM.

5.10 MAKING THE GRM WORK

All persons engaged in grievance management will be trained and oriented in the process. There will be a need to strengthen the capacity of the GRC members in areas such as;

- i. Communication and interpersonal skills (soft skills).
- ii. Conflict resolution mechanisms.
- iii. Grievance redress process comprised in this manual and the Program and Local Government processes.
- iv. Policies and laws that govern grievance management.
- v. Record keeping and management.

Annex A: Grievance Redress Procedure



Annex B: Grievance Registration Form



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ONE

Original

GRIEVANCE REGISTRATION FORM		
Name of Implementing Entity: _____		
Reference Number: _____	Date: _____	
FOR OFFICIAL USE ONLY		
Status of Grievance: 1: Pending ☐	2: Resolved ☐	3: Forwarded ☐
Action taken: _____		
Resolution signatures		
Name of complainant _____	Signature _____	Date _____
Second Party (GKMA Entity/Contractor etc) _____	Signature _____	Date _____
GRC Chairperson Name _____	Signature _____	Date _____
GRC Secretary Name _____	Signature _____	Date _____

CONTACT INFORMATION OF COMPLAINANT

ONE

Name: _____	Sex: ☐ Male / ☐ Female
Telephone: _____	Village/Cell: _____
Email: _____	Parish/Ward: _____
Anonymous grievance: ☐ Yes / ☐ No	Subcounty/Division: _____
If YES, what is the preferred channel for following up? _____	Road Chainage [if applicable]: _____
Preferred mode of communication for feedback: ☐ Written / ☐ verbal	How the grievance was lodged: ☐ in person / ☐ phone

DESCRIPTION OF GRIEVANCE

Please provide details of the grievance below	Category of grievance: G1: Land, housing and utilities G2: Other economic losses G3: Employment G4: Environment and health (nuisance & pollution) G5: Safety (transport and explosion) G6: Social conduct and security G7: Cultural heritage G8: Engagement and communication G9: Others (Specify) _____
When did it happen? _____	
Where did it happen? _____	
How did it happen? _____	
Who caused it? _____	
What impact did it cause? _____	
Frequency of incidence? _____	
Please provide details of any past actions taken by the complainant concerning the grievance. _____	
Name of complainant _____	Signature _____ Date _____
Name of Grievance Officer _____	Signature _____ Date _____



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