# Theory of Planned Behaviour and Complaints Management: Cases of Bahi and Mpwapwa District Councils

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### Abstract

This paper explored how the theory of planned behaviour is linked to complaints management practices at the Bahi and Mpwapwa district councils. The "perceived behavioural control" belief of the theory was considered important for analysis. This belief assumes that people prefer easy ways of resolving issues. 37 respondents were sampled purposively to provide key information regarding complaints handling practices. A semi- structured interview was conducted and a basic interview question on how senior leaders ensure effective complaint management was asked. An inductive thematic analysis was conducted to reveal actual complaints management practices. Five complaints management behaviours were inductively generated: diverted, political, experience, efficiency, and deception. First, the study recommends that the Presidents' Office-Public Service Management and Good Governance acknowledge diverted, experiences and political means. Second, complaints management officers should conduct a complaints management census in each department and unit to register complaints. Third, at each visit by a political leader, council officers could be in the meeting, recording complaints reported and the resolution reached by politicians. It should be established that during compliance inspection by the Presidents' Office-Public Service Management and Good Governance officers, departments and units could also be accessed to uncover other complaints and management-related issues such as deceptions.

**Keywords:** Complaints Management, a theory of planned behavior, Bahi, Mpwapwa, District Councils.

## **1.0 Introduction**

Complaints management has received considerable attention from public institutions (Msosa, 2021; Ngetich, 2019; Stauss & Seidel, 2019; Sengat, 2019; Lubuva et al., 2018; Mramba & Mapunda, 2018; Mgalula, 2017; United Republic of Tanzania {URT}2012; 2023). Governments in various countries have established standards to follow when handling complaints. Examples of countries with complaints management standards include the Philippines (Mantaring, Espinoza, & Gabriel, 2019), Taiwan (Chen, Huang, & Hsaio, 2003), Bangladesh (Bangladesh Bank, 2014), Nigeria (Olatunde, Sunday & Niyi, 2020), Kenya (Ngetich, 2019), Rwanda (Rwanda Inspectorate Competition and Consumer Protection Authority, 2024) and the United Republic of Tanzania (URT, 2023; 2019; 2014; 2012). To manage complaints, institutions are required to institutionalise a complaint management office where reception, sorting, and initial resolution of complaints are done (Ibid).

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The authors mentioned above add that, for complaints needing the attention of higher authorities within an institution, officers within the complaints management office are responsible for forwarding complaints to higher offices, making follow-ups, and providing feedback to complainants. In general, the complaints management process requires collaboration between the complaints management office and other higher-level officers such as heads of institutions, departments, and units.

This study aims to explore how the theory of planned behaviour is linked to the actual complaints management practices of Local Government Authorities (LGAS), particularly the Bahi and Mpwapwa district councils. The Bahi District Council was selected based on improved complaints management practices reported by the United States Agency for International Development (USAID) in 2018. In addition, the Presidents' Office - Public Service Management and Good Governance (PO-PSMGG) characterised the Bahi District Council (BDC) as an improved council in complaints management practices from 2017 to July 2022. The inappropriate complaints management practices reported by Lubuva, Ngowo, and Sullely (2018) and by the PO-PSMGG in early 2022 are criteria for the selection of the Mpwapwa District Council (MDC). The purpose of selecting these two councils was to learn what worked in the BDC but not in the MDC.

### 2.0 Literature Review: The Theory of Planned Behavior

Developed by Icek Ajzen (1991), the theory of planned behaviour (TPB) has been used in different fields such as the environment, business, education, health, psychology, and management (to mention just a few) to study how beliefs guide human behaviour (Bosnjak, Ajzen, & Schmidt, 2020). According to this theory, human behavioural intention is influenced by attitudes towards behaviour, subjective norms, and perceived behavioural control (Figure 1).

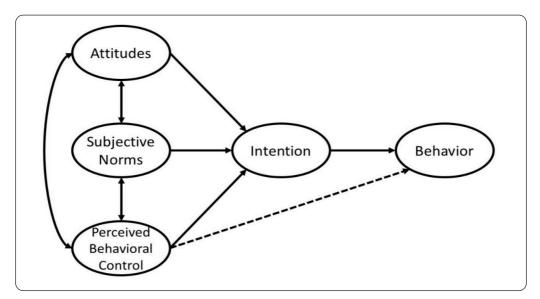


Figure 1: The Theory of Planned Behaviour Source: Sonsom (2021)

The theory strengthens four beliefs that influence behaviour. The first is **behavioural intention** which assumes that the stronger the intention to engage in a given behaviour, the more a person performs that behaviour. The second belief is the **attitude towards behaviour** which explains how favourably or unfavourably a person upraises a given behaviour. The third belief is the **subjective norm** which explains the social influence of performing or not performing a given behaviour. The fourth belief is **perceived behaviour control** which explains how easy or difficult a person perceives performing a behaviour of interest.

### 2.1 Complaints Management Practices

Complaints are feedback from service users who are dissatisfied with a service provider, service provision system, law, service, or product (Stauss & Seidel, 2019; URT, 2023; Maduhu, 2023). Governments are there to ensure that institutions are making efforts to minimise service-related complaints (URT, 2023; Olatunde et al., 2020; Mantaring et al., 2019; Ngetich, 2019; Rwanda Inspectorate Competition and Consumer Protection Authority, 2024; Bangladesh Bank, 2014).

Generally, governments around the globe have in place complaints management requirements to be followed when handling complaints. For example, The Queensland Government (2023), Government of Kenya (2016), Republic of Rwanda (2024), and Government of the United Republic of Tanzania (2023) (to mention just a few) have complaints management requirements to be followed when a complaint is reported at the institution. Some of the requirements are that, institutions should have (i) a complaints reception office and (ii) complaints management officers. The process requires (iii) a short reception and (iv) acknowledgement of reported complaints (URT, 2023; Stauss & Seidel, 2019; Ngetich, 2019). The officer (v) to do initial resolutions and (vi) forwarding complaints needing the attention of higher levels within the organisation (vii) make a follow-up and (viii) give feedback to complainants (ix) have complaints management office and other departments within an institution (Ibid).

The inference of the theory of planned behavior regarding complaints management is important. Despite prescribed complaints management practices, institutions can customise and apply the easiest behaviour in handling complaints (URT, 2012; 2023). In this fur, the perceived behaviour control element of the theory of planned behavior justifies the complaints management practices at the Bahi and Mpwapwa district councils' headquarters.

# 3.0 Methodology

A purposive sampling technique was used to sample 37 key participants. Twenty interview respondents from the Bahi District Council were sampled. They included seven heads of departments, six heads of units, and a complaint management officer. The Assistant Director, Ethics Compliance Monitoring from the PO-PSMGG, former Bahi District Executive Director, and coordinator from the Tanzania Social Action Fund (TASAF) office, administrative officer, ICT coordinator, and Ward Executive Officer were selected to confirm or disconfirm the initial findings. From Mpwapwa, 17 interview respondents were sampled, including eight

heads of departments, four heads of units, the District Executive Director, and a complaint management officer. Confirmation/disconfirmation respondents for the Mpwapwa District Council included the TASAF coordinator, a human resource officer, and the Assistant Secretary of Staff Services from Dodoma Regional Administrative Secretary's office.

Data on complaints management practices were collected through interviews and observations. One guiding question asked about the means used by senior leaders to enforce complaints management practices. The intention to ask the question was to ensure that complaints were managed as planned, as expected by the government of the URT. The observation focused on where exact complaints were reported: the office responsible for receiving, sorting, initially resolving complaints, and forwarding unresolved complaints to higher offices such as District Executive Directors, heads of departments, and units.

Interview data were translated into English and transcribed. The transcribed text was read and edited several times to align the themes with the research question. Interviewees were assigned synonymous names (CASES) to hide their names. The transcribed text was imported into the MAXQDA Analytics Pro—2022 (Release 22.5.0). Themes from the transcriptions were inductively generated based on the research question. Creative coding was used to merge generated themes, condense them, and make them more meaningful.

As this research was conducted on two councils, a comparative analysis was performed to identify the total number of coded segments from each council. In addition, subcode statistics were performed to determine the frequency and percentage (valid) distributions for each inductively generated theme. An interactive quote matrix was used to identify relevant quotations to be included in the results and discussion sections. Quotes from the interactive quote matrix were copied, pasted, and modified to suit grammar. The tables generated from the software were used to visualise the frequencies and percentages of the coded themes. The statistics in the tables have been modified to minimise the size of the tables. The modification involved estimating the decimal points and removing the percentage symbols.

## 4.0 Results and Discussion

Interview findings on means used by senior leaders to enforce effective complaints management implied the perceived behavioral control belief of the theory of planned behavior; *performing the behavior of interest;* "the easiest behavior." Various responses from Bahi and Mpwapwa District Councils informed this study about perceived behavioural control beliefs. Six complaints management behaviours were generated inductively. With regard to the theory of planned behavior, only five behaviours were considered. One of the behaviours was the diverted means; filing of complaints in different offices, particularly the offices for heads of departments, units, and the District Executive and the District Commissioners' offices (Tables 1 and 2).

The heads of departments and units confirmed that they had received complaints directly from the complainants and resolved them accordingly. Two cases from the Bahi District Council reported this incident. CASE4 said;

"Here ..., complaints are supposed to be received and sorted and forwarded to respective departments or units by the administrative and human resources office. We expect to obtain complaints from the complaint management office but do not.

We received complaints in our office directly from complainants and not from administrative offices." (BDC > CASE4: 16)<sup>2</sup>

#### CASE19 added;

"Complaints management is not given attention by leaders, such as the DED. That is why complaints management officers decide to do whatever they want ...it is an office with no supervision and nobody to ask. There are no accountability measures against such practices and no tracking. Neither PO-RALG nor DHRO tracks complaints management; the DED is busy with meetings and projects, and, most of the time, delegates the office to the DHRO or other heads of departments." (BDC > CASE 19)<sup>3</sup>

Inferring on the theory of planned behaviour, the heads of departments and units decided to do what could ease complaints management practices. Other heads of departments have argued that waiting for complaints from complaints management offices could lead to missing key complaints management data. In a normal conversation, one case from BDC insisted; "I decided to initiate a special complaints management register and file to help me have proper land complaint records. "… Land issues are critical and government officials always keep an open eye on land complaints."

This statement implies that if the heads of departments wait for complaints to be forwarded by complaints management officers, they may fail. This practice was termed as **"diversion"** by Lubuva et al. (2018) and in this study, it was found to persist and termed as *"diverted mean"* (Tables 1 and 2).

Findings from the observed complaints management practices noted that most of the time (before and during the data collection period, July–August 2022), complaint management officers were not physically present in their offices, and were busy with other basic duties and responsibilities. This was confirmed in two cases. CASE22 from Mpwapwa said:

"As you have seen, I am coming from villages, and this time is late. The registry is closed, the report is in the file, I cannot access the registry, and tomorrow I will be travelling for seven days. However, I can give you a complaint register because I can access the complaints management office." (MDC > CASE22: 26)<sup>4</sup>

### While CASE2 from Bahi added

"Madam ... since July 11<sup>th</sup>, I am alone here. How can I handle all of these issues? I handle things, skip others, and continue my life." (BDC > CASE2, Pos. 4)  $^{5}$ 

<sup>2</sup> Interview on 28<sup>th</sup> July, 2022 from 9:49 AM to 10:02 (14 years' experience)

<sup>3</sup> Interview on 18<sup>th</sup> August 2022 from 12:00 to 12:30 Noon (3 years' experience)

<sup>4</sup> Interview on 12th August, 2022 from 5:23 to 5:42 PM (more than 15 years' experience and 2yrs as CMO)

<sup>5</sup> Interview on 27<sup>th</sup> July, 2022 from 9:00 to 9: 30 AM (10 years' experience)

Inductive thematic analysis revealed other **perceived behavioral control**; "other ease to use complaints management practices." The heads of the department found it easy to use other complaints management approaches that fit their working environments, even if they were not officially recognised by the PO-PSMGG. They used political, deceptive, negligent, and efficient means (Tables 1 and 2).

Inductively generated themes	CASES	%	% (valid)
The left means	30	81	86
Deceptive means	6	16	17
Diverted Means	27	73	77
Experience means	20	54	57
Efficiency (overloading)	17	46	49
Political means	10	27	29
Documents with code(s)	35	95	100
Documents without code(s)	2	5	-
Analyzed documents	37	100	-

Table 1: Inductively coded means used to enforce compliance in BDC and MDC

Source: Field Data, 2022

Inductively generated themes	BDC	MDC	DRAS*	PO-PSMGG	Total
The left means	32	25	0	0	57
Deceptive means	13	0	1	0	14
Diverted Means	42	30	1	0	73
Experience means	11	14	0	0	25
Efficiency (overloading)	16	14	0	0	30
Political means	7	9	1	0	17
SUM	121	92	3	0	216
N = Documents/Speakers	19	16	1	1	37

Source: Field Data, 2022

Note: DRAS means Dodoma Region Administrative Secretary

#### 4.1 Experience

The rules, regulations, and guidelines for public services guide the provision of services. The guidelines for managing complaints of 2012 explain step-by-step practice and that each officer should have a guideline to help performance (URT, 2019; 2011; 2012; 2014). In LGAs, the client service charter was seen as a must-have document that helped officers effectively and efficiently perform their duties.

In contrast, in both the Bahi and Mpwapwa district councils, the interviewed cases had neither a client service charter nor complaints management guideline. It can be remembered that complaints were received and resolved directly by the heads of departments and units (diverted). The heads acknowledged receiving complaints directly from citizens but did not record them. They were also asked whether they had any guidelines as a reference for managing complaints; they admitted no.

Twenty interviewed cases (57%) and 25 coded segments from the Bahi and Mpwapwa district councils claimed that their experiences helped them handle complaints without guidelines (Tables 1 and 2). Hence, *"experiences equal to how ease a person perceives of performing the behavior of interest."* The cases claimed that collaboration with experienced heads of departments and units helped them manage complaints easily.

#### 4.2 Efficiency

In public services, efficiency and effectiveness are the major focus (URT, 2012; 2019). Maintaining efficiency is accompanied by the maintenance of effectiveness. Public servants are obliged to meet institutional objectives (effectiveness) using fewer resources (efficiency) (Sundqvist et al., 2017; Sudit, 2012; Zidane & Olsson, 2014). Overloading complaints management officers can be an efficient but ineffective means of enforcing compliance. The officers in the two district councils were assigned extra complaints management duties and responsibilities but were not exempted from their basic duties and responsibilities. Seventeen interview cases (49%) were coded, claiming that complaints management officers were overloaded (Tables 1 and 2). Overloading was caused by complaints management not being in a department or unit; therefore, assigning more than one staff member was impossible. CASE24 from the Mpwapwa District Council revealed the following:

"The complaint office is not within the approved local government structure; it cannot have more than one employee. There was also a shortage of staff. However, this depends on the institution's core functions." (MDC > CASE24, Pos. 19)<sup>6</sup>

Complaints management officers could be exempted from their basic roles and responsibilities and assigned only complaints management tasks. This could provide them more time to handle complaints, as provided by the guidelines. In a normal conversation, one head of department at BDC headquarters was recorded condemning that,

"Being assigned complaints management activities is like a punishment, complainants are many and the basic duties are many as well ... complaints management has no extra duty allowances while basic duties have ... this causes the officers to concentrate more on the basic duties and responsibilities and neglecting complaints management." (MDC > CASE24, Pos. 19)<sup>7</sup>

The two councils should consider exempting complaints management officers from their basic duties and responsibilities. Complaints and complaints management practices in Tanzania have received increasing attention (Sikika, 2013; Amos, 2016; Mgalula, 2017; Lubuva et al., 2018; USAID, 2028; Sengat, 2019; Maduhu, 2023). The guidelines establish that public institutions to have integrity committees and customer care units. These have

<sup>6</sup> Interview on 16<sup>th</sup> August 2022 from 11: 20 to 11:44 (15years experience)

<sup>7</sup> Interview on 16th August 2022 from 11: 20 to 11:44 (15years experience)

to work together with the complaints management officers (URT, 2012; 2014; 2023) Inconsistencies in complaints management on the district councils of Tanzania have been reported (Ibid). Inferring the noted inconsistencies, seriousness has to be taken into account, including exempting all officers assigned complaints management duties and responsibilities from other duties

#### 4.3 Political

Senior leaders from within and outside the two councils used political means to ensure that complaints were effectively managed. Ten interview cases (27%) were maintained and confirmed by using 17 coded segments. Political means of ensuring effective complaints management were common in the LGAs (Tables 1 and 2).

The interview cases added that managing citizen complaints is complex. These difficulties arose because citizens preferred to complain in public gatherings, mainly when visited by political leaders, such as presidents, ministers, and members of parliament. Moreover, citizens preferred to complain to regional commissioners, district commissioners, and councillors, rather than to established complaints management offices.

Interview cases from both the BDC and MDC were confirmed using political means to ensure effective management of complaints. CASE24 from the MDC declared the following:

"Let me tell you the politics of complaints management. The complaints management system is under the umbrella of good governance, which is political rather than professional. Even if a new complaints management system is designed, it fails. We have established a professional system, but we are doing it politically." (MDC > CASE24: 14)

Through probing, the researcher identified why citizens preferred to complain to politicians more than the established complaints management systems. Some of the inductively coded reasons were as follows: (i) citizens want quicker solutions, (ii) politicians have easier accessibility, and (iii) there is a lack of information on where to complain. The other reasons were (iv) delayed feedback over reported complaints and (v) the popularity of politicians.

Under quicker solutions, CASE24 from the MDC claimed the following:

"Citizens want quick answers ... solutions. The quick solutions and answers were political. In professional life, you cannot give quick answers or solutions ... You must follow the established procedures." (MDC > CASE24: 16)

Citizens prefer accessible access to politicians. An interview with CASE36 from the Bahi District Council revealed the following:

"Citizen report their complaints more to the District Commissioners, to the DED, and the Council Chairperson than to the complaints management desk. Complaints were directly resolved by these political leaders. You know what, if these top leaders are not accessible easily, the established complaints management process will gain strength." (BDC > CASE36: 19)<sup>8</sup>

<sup>8</sup> Interview on 18th August 2022 from 8:15 to 8:50 AM (7 years' experience)

Even if it is commonly perceived that political leaders are there to handle public complaints, an effort should be made within public institutions to resolve public complaints as stipulated by the complaints management guidelines of 2012, 2014, and 2023. The PO- PSMGG (2014) stipulates that public institutions should resolve public complaints and integrate complaints management reports into institutional development plans. Although politicians resolve public complaints, an arrangement should be made to record complaints resolutions from politicians so that, public institutions can integrate the recommendations from politicians into the institutional development plans. This could minimise the observed complaints management inconsistencies by Sikika (2013), Lubuva et al. (2018), and Mgalula (2017).

#### 4.4 Deceptive

The researcher encountered conflicting complaint management data from the Bahi District Council. On 17<sup>th</sup> August, the researcher interviewed the office for Assistant Director Compliance Monitoring at the PO-PSMGG. The director's office advised the researcher to return to the BDC and Interview (name withheld) about the officially printed complaints register audited on the 5<sup>th</sup> of April, 2022.

When interviewing the Bahi District Human Resource Office (DHRO) and the TASAF offices on 18 August 2022 the researcher revealed the elements of deception. Coded interview data from six cases (17%) showed deception (Table 2). The Bahi DHRO's office was asked whether there was a printed complaint register on the complaint desk. The office paused, then guided, "...do you have only the register I have seen or other registers? CASE7 from BDC replied:

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"Yes, it is the only one we have." (BCD > CASE7: 23) 9
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Respondents were asked about the use of the printed TASAF complaint register. The question was, *"Is the TASAF complaints register used by other departments to register complaints?"* CASE7 replied;

"... (With a shock) It is also used by other departments, not only by TASAF. It can record complaints from other departments." (BDC > CASE7: 25)

On the same day, the researcher conducted a confirmation/disconfirmation interview with the TASAF officer regarding the use of the printed TASAF complaint register. The question was, "Do other departments use this register-to-register complaints?" ... The officer was guided, "...can it be used (let's say) by secondary or primary education departments, or land, or community development...?" CASE18 from the BDC TASAF Office replied:

"Any person, any citizen, can register complaints in this register, but the complaints must only be related to the TASAF program. This complaint register is specific only to TASAF issues. Other departments have complaints management systems." (BDC > CASE18: 3)<sup>10</sup>

CASE18 from the BDC TASAF office was asked a leading question. The question was, "Do you mean other complaints such as salary areas, transfer allowances, education complaints, and land compensation could not be registered in the TASAF register? CASE18 replied;

<sup>9</sup> Interview on 1<sup>st</sup> August 2022 from 8:00 to 9:00 AM (14 years' experience

<sup>10</sup> Interview on  $18^{\mbox{\tiny th}}$  August 2022 from 10:15 to 11:30 AM (7 years' experience

"... Can be registered if only they relate to TASAF programs. For example, the TASAF constructs infrastructure, such as dams and classrooms. If we have constructed a dam and people complain about their land, that land complaint is related to the TASAF program, which is caused by the TASAF project. The complaints must be recorded in the register. If we used a teacher to facilitate TASAF training, the head teacher or pupils complained that the teacher did not teach. This was a TASAF-related complaint. It will be registered in the complaint register. The complaint register is only used in this office and cannot be moved to other offices. We also have complaints registered at the Ward Executive Offices and Village Executive offices." (BDC > CASE18: 6)

Interpreting the interview findings from the Bahi District Council, it seems that even the seven complaints recorded in the PO-PSMGG compliance inspection report for the 2021/2022 financial year were only from the TASAF office (Table 3). The Assistant Director of Compliance Monitoring asked the compliance inspection officer for the BDC about the audited complaint register, and the officer replied, *"I audited an officially printed complaint register at the BDC, and there were only seven resolved complaints."* 

 Table 3: Bahi and Mpwapwa District Council's Compliance inspection report for the 2021/2022 financial year

Council	Compliance inspection Dates	Complaints Per 2021/2022 Financial Year	Addressed complaints	Unaddressed complaints
BDC	5 <sup>th</sup> April 2022	7	7	0
MDC	21 <sup>st</sup> Feb 2022	2	1	1

Source: Compliance Inspection Report from the PO-PSMGG, 2022

Nine complaints were found in the officially printed TASAF complaint register during the data-collection period (July and August). Eight complaints were dated 1 April 2022 and one was dated 3<sup>rd</sup> August 2022 (Table 4). During the compliance inspection (5<sup>th</sup> April 2022), the TASAF complaint register included only seven complaints.

Table 4: Complaints date from TASAF office taken on 29th July & 28th August 2022

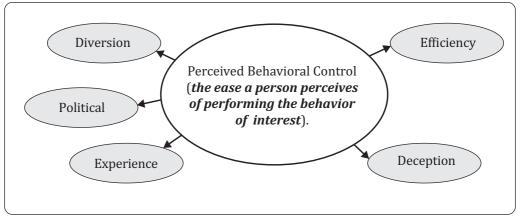
	Dates of complaints	No. Complaints
TASAF complaints register	1 <sup>st</sup> Apr 2022	8
TASAF complaints register	3 <sup>rd</sup> Aug 2022	1
Total		9

Source: TASAF Complaints Register, 2022

Deception could also be an easy way to manage complaints effectively but violates the code of ethics and conduct for public service in Tanzania. The URT (2023) insists that serving the public should maintain integrity, loyalty, diligence, respect for law, and impartiality.

## **5.0 Conclusion and Recommendations**

This study has linked the assumptions of the theory of planned behaviour with the actual complaint management practices at the Bahi and Mpwapwa district councils. Belief in perceived behavioural control was linked to the five complaint management practices inductively generated from the interview responses.



**Figure 2: Implication of the Theory of Planned Behavior in Complaints Management Practices Source:** Adopted and modified from Sonsom (2021).

From a pragmatic point of view, officers at Bahi and Mpwapwa district councils use diversion and political, deception, experience, and efficiency approaches to ensure that complaints are resolved. Interview respondents confirmed the use of easy and possible means to resolve reported complaints. They claimed that following the established official complaints, management practices could lead to missing important complaint data and, hence, be accountable to higher levels. The ease of performing the behaviour of interest also dismantles bureaucratic procedures, easing complaints management practices.

This study recommends the following. The PO-PSMGG acknowledges diverted experience and political means. Acknowledging these complaints practices could go hand in hand with establishing complaints registered in departments and units, and insisting that each head of department and units should record all complaints reported directly to them. This could go hand in hand with complaint management officers making a complaint management census in each department and unit to reregister the complaints. Moreover, at each visit by a political leader (either a public meeting or gathering), council officers could be in the meeting, recording complaints reported and the resolution reached by politicians. It should be established that during compliance inspection by the PO-PSMGG officer, departments and units could also be accessed to uncover other complaints and management-related issues such as deceptions

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