

**COMMUNITY APPROACH TO SECURITY, SOCIAL INCLUSION
AND DEVELOPMENT IN TANZANIA**

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Introduction:

Personal safety and security is not only a basic human right but also it is one of the key factors to a good quality of life of communities worldwide. Peace and Security generally provide an enabling environment for citizens to live and work towards social, economic and political development of communities. The absence of peace, safety and security stifles the human capacity to develop and heavily compromises the dignity and quality of life of both individuals and society. Moreover the grave incidence impacts negatively on all citizens through losses of property, life and limb, or through loss of confidence from fear of violence. Delivery of safety and security is therefore a justifiable public good in the mandate of urban authorities because.

What causes conflicts in society? According to Deribssa Abate (2004) it is the struggle for existence and the variability in the chances of survival that put societies in systems of conflicts. "Conflicts exist when there are relationships between two or more parties with incompatible goals with one another. Societies get into conflicts for various reasons and at various levels, ranging from interpersonal to international. Conflicts are not problems in themselves. The problem is rather when manageable differences lead to violence and confrontation. Prevalence of a violent conflict is the manifestation of societal failure to manage contradictions by peaceful means and in a manner conducive to all parties in a dispute".

The traditional response to safety and security concerns, which was based on reacting to effects of common crime with interventions being exclusively in the hands of the national state and its institutions; the armed forces, the police, the courts (UNDP, 1997) is no longer adequate for several reasons. Recent events including rapid urban population growth in the African cities with its attendant positive and negative features for example,

underscores the crucial role of Local Government Authorities (LGAs) in providing an environment that is conducive for peaceful co-existence (Kisia 2004). Estimates indicate also that by 2006 half the world population of 3.2 billion is expected to live in urban areas with the most explosive growth, taking place in Africa and Asia (O'Meara, 2001). It is forecasted that 80% of the urban population of 5.0 billion will be residents of cities in the less developed countries by 2025 (Masser, 1999).

At present about two-thirds of population growth in the developing countries is already taking place in the cities and the urban population in these countries is expected to reach about two billions by the year 2000, or three times the figure in 1970 (Sethuraman, *ibid*). In Africa only 37.9% of the population of 784,445,000 lived in urban areas in 2000 (UN, 2000), but as much as 60% of the population is projected to be living in urban areas by year 2005 (Ndubiwa, 2001). In Sub-Saharan Africa, the urban population is expected to double, approaching 440 million or 46% of the region's projected total of 952 million by 2020" (UN, 1999).

Urbanization, Poverty and Insecurity

History shows that urbanization generally is a positive phenomenon. Cities are powerful engines of economic growth (Cohen, 2001) and as countries develop more of the national income is produced in the urban areas, accounting for 55% of gross national product (GNP) in low-income countries, 73% in the middle-income countries and as much as 85% in the high-income countries (World Bank, 1999). Even in Sub-Saharan Africa, the urban areas, despite accounting for only 34% of the total population, are already credited with 60% of the region's GNP (UN, 1999). The irony for Africa is however, that urbanisation is taking place in the context of stagnated or shrinking economies, with unemployment and poverty becoming so widespread that in the urban areas where monetary income is crucial for urban survival, in the absence of opportunities in the rural areas for subsistence and assistance by community and family members (Kironde, 2001) poverty represents a potentially serious political problem particularly in the face of growing income disparities that create social, economic and environmental crises from discontent and frustrations amongst the poor urban majority, which could easily

degenerate into hatred and violence against the affluent minority and may render the cities unliveable on account of violence, crime and intolerance.

Employment is seen as the most effective instrument to attain sustainable poverty reduction (Sethuraman, *ibid*) but for the vast majority of urban dwellers in Sub-Saharan Africa, the lack of formal employment drives them into various types of informal activities consisting of very small-scale ventures, where both productivity and incomes are low. Worse, even though the informal sector provides “the goods and services that are consumed by about one third of the world’s population, adds billions in value to the mainstream economies” (Wickware, 1998) and provides employment to millions of urban residents informal sector operators are “unseen, uncounted and unrecognized”. This is despite the fact that its share in the non-agricultural workforce ranges from 55% in Latin America to 45 - 85% in Asia and Africa (Carr, M. et al, 2002). On average, 30% of workers in developing-countries cities are informal and in the Sub-Saharan African cities, the informal sector accounts for as much as 80% of employment (See Table 1).

Table 1: City Informal Employment

Abidjan	64.6%
Accra	69.5%
Addis Ababa	61.0%
Arusha	54.6%
Brazzaville	50.3%
Bujumbura	30.5%
Dar es Salaam	56.0%
Harare	16.6%
Kampala	45.6%
Kinshasa	80.0%
Lagos	69.0%
Lome	27.0%

Source: The Global Urban Observatory. Urban Indicators Programme, Phase One
1994-1996, UNCHS.

Poverty aside, there are many other economic and social ills such as global terrorism, corruption, political hooliganism, racism, religious and tribal and ethnic conflicts that present new challenges to government on issues of peace, safety and security, especially in the developing world. These developments alongside with the ongoing decentralization moves the world over, have since the mid – 1980s placed LGAs in the center of activity in addressing concerns over lack of public safety and security, which in the urban setting form an integral component of the many elements that contribute towards a vibrant urban life, at par with other key issues of concern in urban development like social and economic services and infrastructure, and urban environmental management.

There is yet another dimension in Africa’s urbanization process in that urban local authorities have very little revenue of their own, far less than what they would require for providing even a minimum level of basic services and the revenues have failed to keep pace with the rate of urbanization (Sethuraman, *ibid*). Estimates show, for example, that local government spending per capita in the mid-1980s on services and infrastructure were \$68 in Nairobi and \$5.80 in Dar es Salaam; compared to \$1210 for Ontario (Canada) in 1988. Urban LGAs in the region capture only a small percentage of GDP - \$14 per capita in revenue compared to \$248 in Asia (Pacific), \$252 in Latin America and the Caribbean and \$2763 in the industrialized countries.

This is largely because most of the LGAs have very low revenue, based on taxes that are low yielding, unstable and inelastic and also unpopular, costly and difficult to administer with an increasing proportion of the urban population, being poor, falling outside the taxable category. Other sources of revenue are equally precarious. Central government transfers upon which, the LGAs depend heavily, are often unpredictable and uncertain in their level, timing or prioritization, while aid organizations “tend to ignore the city as an engine of social and economic development” (UN, 1999). Stakeholder participation makes it possible to bridge resource gap on the meager public resources of the LGAs and it enables limited public resource to go further in delivering services.

According to Kisia (2004) “the need to understand urban growth vis-à-vis the capacities of local governments has brought in the community as a major partner of local governments in the establishment of security and peace structures. New community-based, municipally defined initiatives, coordinating the fight against violence, seeking long-term solutions and at the same time addressing immediate needs, have appeared at the community level”. This paper discusses the experience of Ilala Municipal Council (IMC) in Dar es Salaam, Tanzania in her attempts to respond to some of these challenges.

IMC Project

Realizing that crime prevention is better and more cost-effective than solving incidences of crime, Dar es Salaam City initiated The Dar es Salaam Safer Cities Program, which was launched in 1998 four years after its global launching by UNHABITAT in 1996. Program activities at Ilala Municipal Council (IMC) began after decentralization of Dar es Salaam city into Ilala, Kinondoni and Temeke municipalities in 2000.

The main objective of the Dar es Salaam Safer Cities Program is to build capacity at both municipal and city levels to adequately address issues of urban insecurity and to establish a culture of crime prevention and control. Specific objectives of the Ilala municipal program are to strengthen capacity at the grassroots to: reduce interpersonal crime, prevent the cycle of violence particularly against women, children and other vulnerable groups; create a culture of respect to law and to municipal by-laws, deliver prompt justice, build an environment that is conducive to safe urban living for all and sustain urban security.

Project partners and stakeholders

1. The 4 Local Government Authorities in Dar es Salaam city
2. Central Government ministries and Departments including Ministries of Home Affairs, Foreign Affairs and International Cooperation, Natural Resources and Tourism, Justice and Constitutional Affairs, Finance, Community Development, Women and Children, Labour and Youth, Education and Culture, Lands and Human Settlements Development, The President’s Office (Regional Administration Local Government, Public Service Management Unit), and the Police and Prisons Departments
3. Communities, especially the youth and women, Civil Society Organizations

4. Private sector institutions such as private security companies
5. UNHABITAT
6. Canadian agencies including the Canadian Institute for Peace, Justice and Security that signed a Memorandum of Understanding with the Tanzania Prison Service

Project methodology and grass roots activities carried out

The project methodology involves working directly with the communities and with the police department through local democratically elected leaders at the ward and sub-ward levels. Sensitization was done to councillors, senior executives of the council and representatives of key stakeholder groups through seminars and workshops. Public awareness was created through workshops, seminars and by use of leaflets, brochures and the mass media. The workshops and seminars provided a forum to discuss the crime situation with stakeholders, identify the underlying causes of crime and generate solutions for joint implementation.

The large population of unemployed youth emerged among the underlying causes of crime in the city and in Ilala municipality. Others include widespread poverty and lack of employment among the general urban population and low police coverage. Focus was placed on youth unemployment that led to the design of gainful youth employment programs in community policing and other income generation projects. The municipality collaborates with communities and other stakeholders to provide security patrol equipment such as truncheons, hand cuffs, and whistles. The council also provides youth groups with technical and financial assistance on project preparation, skills developed training and capitalization loans. To-date, five such groups engage in poultry, food vending, tailoring, cleaning and solid waste collection.

A participatory women's safety audit was conducted in two wards revealing that women are particular targets of street crimes especially when they engage in various self-employment activities. The study raised public awareness on violence against women and enabled the identification of areas where women and other vulnerable groups felt unsafe. It helped decision-makers to understand how women and men experience crime. Lack of street names and signage was for example cited as a major problem in accurate reporting of specific locations of incidences of crime to the police and other security organs, thus inhibiting prompt protective interventions.

Tools leveraged (specify if communication and or information technologies were used and if so how.):

Various information technologies are used in the project. Traditional mass media (news papers, radio and TV, leaflets, brochures) are used to disseminate project information especially at workshops and seminars. The internet is used to exchange project information among municipal staff and officials and between the four LGAs in Dar es Salaam, and to search for information on experiences elsewhere from web sites. However, the most important innovation of the project in Ilala Municipality is in the use of mobile telephone communication to enhance project activities.

Project Evaluation and applicability of benefits

▪ **Principle project results**

1. A victimization survey has been undertaken to collect specific data on crime in Dar es Salaam so as to create a central database of crime information for use in crime prevention programs, and to develop specific tools such as crime-mapping and hot-spot analysis
2. Informed communities now participate in crime prevention initiatives through community policing units or neighbourhood watch groups called ‘Sungu Sungu,’ in collaboration with other law enforcement agencies (Plate 1 and 2)
3. Municipal Auxiliary Police units have been established that collaborate with communities in grassroots crime reduction (Plate 5)

Plates 1& 2: Kisutu and Kitunda Wards Sungu Sungu Groups Plate 5: An Auxiliary Police Parade



4. Youth and women have formed income generation projects (Plates 3 & 4)

Plate 3 & 4: Kitunda and Mchikichini Income Generation Activities



5. Ward tribunals have been established in all 22 wards of the municipality, to decongest the courts and speed up delivery of justice (Plates 6 & 7)

Plates 6 & 7 Ward Tribunals at Work



Evaluation of project and realized contributions

Project evaluation that was done in March 2004 revealed the following contributions had been realized:

1. Following awareness creation and sensitisation 68 Sungu Sungu groups have been established by communities,
2. Communities perception indicates satisfaction in progress to reduce crime from youth employment projects and engagement of youth in Sungu Sungu activities, make voluntary contributions in funds, labour or land to motivate the youth,
3. Women groups in Mchikichini have raised Tsh 400,000/- (USD 400) contributions to costs of Tsh 3,800,000/- (USD 3,800) for re-installing street name signage,
4. Congestion of cases pending in primary courts and police stations has decreased by about 50% as minor disputes are resolved in Ward Tribunals. The council contributes funds for allowances, stationery and equipment,
5. Success in preventing major crimes has dramatically increased in two communities where the Sungu Sungu units were provided mobile telephones to communicate among themselves and with the police as demonstrated in the following examples:

- In June 2004 the Police stopped a car-jacking and possible murder of the hijacked Taxi driver in Vingunguti area after receiving information from a Sungu Sungu patrol through the mobile phone. The bandits were apprehended
- In February 2004, an organized group went on violent rampage in one neighbourhood in revenge for a stolen a mobile phone. A Sungu Sungu patrol engaged the group without success but made use of mobile phones to report the incidence to Buguruni police station. The group was arrested thus preventing injury and possible death to innocent people.
- In February 2003, a livestock thieves were arrested by the Buguruni police force following information from received from the Sungu Sungu group through the mobile phone. Persistent theft of livestock has since stopped in the community

Assessment of how the project benefits can be extended to a larger area or community, or can be applied within a different socio-cultural context

The project benefits can be extended to a larger area and applied within different socio-cultural context through the exchange of experiences, knowledge and information by use of study visits, conferences, and the new information and communication technologies including publication of project experiences and innovations in web sites. Specifically, Ilala Municipal council has acquired 10 new mobile telephone sets for distribution to other Sungu Sungu groups so as to replicating current achievements.

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