1.0 INTRODUCTION

Member States adopted the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA) at the United Nations Conference held on 9-20 July 2001 in New York. The United Republic of Tanzania attaches greater importance to the fight against small arms and light weapons (SALW) because of its debilitating effects on human security and other developmental efforts. In view of that, Tanzania has spared no effort in rendering support to PoA since its adoption, both in its implementation and in the actual fight to reduce and eradicate illicit trade in and proliferation of SALW at both national and sub-regional levels.

Throughout this national report, consistent commitment and key positive elements in developing Tanzanian implementation programmes are portrayed. The report also highlights some of the most relevant themes to the Tanzanian specific environment, and charts out national initiatives underway. In addition, it underscores the relative progress achieved and the remaining challenges which are deemed necessary for further action to overcome the menace of small arms and related sources of insecurity.

2.0 MAGNITUDE OF THE PROBLEM

The United Republic of Tanzania is geographically at the cross-road albeit strategic location between Southern and Eastern Africa, the Great Lakes Region and between the Indian Ocean and the Central African region, sharing borders with Kenya, Mozambique, Malawi, Zambia, Democratic Republic of Congo, Burundi, Rwanda and Uganda. The majority of its neighbours have, for many decades, been the most conflict-ridden and politically unstable countries in Africa. As a result, Tanzania has become one of the hubs of the proliferation of small arms and light weapons in the sub-region whose numerous sources are difficult to trace.
The spread of arms in Sub-Saharan Africa is much more historical in nature. A greater part of the illicit arms are a fall-out from decolonisation and the armed liberation struggle in Southern Africa. For example, Tanzania played a pivotal role in the liberation of Southern African countries through hosting most liberation movements during the turbulent decades of 1960 to early 1990’s and providing a home to many members of the liberation movements. These arms continue to destabilize the region and feed into perpetual spirals of conflict and violent crimes. In Tanzania the effects of SALW proliferation is compounded by the existence of long porous borders with unstable neighbouring states, a huge influx of refugee population and increased cross-boarder crimes. Consequently, Tanzania is forced to address the impact of residual SALW within its own communities and within the sub-regions. Further more, the territory of Tanzania has been utilised as a transit point by illicit networks and has directly suffered from acts of terrorism and increased crime.

It is important to emphasize here that, the legacies of the Cold War and decolonisation left behind a considerable arsenal of arms and a large number of trained soldiers, who could not be absorbed in civilian life because they only possessed military skills. Unfortunately, when these conflicts came to an end, there were no programmes in place to take care of the arsenals and demobilize and integrate the ex-soldiers into normal community life. The large quantities of small arms, mines of long shelf life and abundant cartons of ammunition which was left behind created a unique destabilising environment in the region. It is also likely that new sources may include illicit manufacturing, locally manufactured weapons and ammunition and imports from outside the region.

The net socio-economic impacts of small arms proliferation are immense, deeply felt and far reaching to the Tanzania people. SALW fuel conflict, and undermine individual security and hampers development in so many ways. Apart from direct instabilities caused, heavy loss of life and injuries, population displacement and increased crime rate, widespread of arms also cause heightened cost of combating the scourge and impact negatively on other development programmes in place, undermining to a greater extent the Government ability to achieve the Millennium Development Goals. Because of the
gravity of the problem, Tanzania accords high priority to the implementation of PoA.

3.0 PROGRESS MADE IN THE IMPLEMENTATION OF PoA (JUL 2001-JUL 2006)

In Tanzania, implementation efforts began in 2001. Within the five years period, Tanzania was able to make valuable contributions by initiating several important measures and ensuring the finalization of sub-regional agreements. In this regard, commendable progress has been achieved, both at the national and regional.

3.1 National Approach

The Tanzania Government, right at the beginning, realized that there was a pressing need to create viable governmental structures through which implementation of the UN PoA could effectively be carried out. Adopting a national approach was important in ensuring that adequate preparations were galvanized before the establishment of the National Action Plan. Equally important were efforts made to find ways to assist all stakeholders to acquire a clear understanding of the magnitude of the problem and how it manifests itself in the Tanzanian context. This entailed a through evaluation of the existing policy and legal instruments, as well as knowledge about the required capacity in terms of state resources and the urgency of creating relevant implementation structures. Likewise, to ensure full involvement of all key stakeholders including all provincial and local authorities, all relevant governmental agencies and the civil society became equally important and desirable.

The fist step to be undertaken was to mainstream SALW issues into the day-to-day function of the National Defence and Security Council. This body is traditionally the highest National decision making body in all matters pertaining to national security. Its mandate had to be extended to cover issues relating to Arms Management and Disarmament, Policy support to the implementing agencies within the government of Tanzania and oversight of the implementation of the NAP. Secondly, three principal bodies established specifically charged with the combat of SALW were established; namely:
• A National Focal Point on Firearms, Ammunition, Explosives and Related Materials;
• A National Committee for Arms Management, Disarmament and Funding; and
• Provincial Task Forces for Arms Management and Disarmament.

The general understanding is, although it is true that regional, continental and international agreements provide a vital political framework for PoA implementation, it is at the national level that we find the main locus of real tangible and practical implementation measures.

3.2 National Focal Point

At the national level, much effort has been directed at controlling the existing stocks in government use and monitoring a substantial illicit stock that is in circulation within the region and the continent. The Tanzania National Focal Point (NFP) was established in 2001, after a thorough analysis of the national and regional environment. The NFP is an interagency committee comprising of all government stakeholders involved in addressing the small arms problem. It is a formal national body charged with the development and implementation of the Tanzania National Action Plan. The day-today management is the responsibility of the National Focal Point Coordinator and the executive committee, housed within the Tanzania Police Force Headquarters.

Prior to the establishment of the NFP, Tanzania carried out a National Assessment in which, research, analysis, planning and fundraising were conducted to allow the final approval of the NPA. The assessment was based on 15,000 household surveys across all regions and districts to gauge the impact of SALW on the lives of ordinary citizens.

To implement the whole exercise, considerable financial and technical assistance were obtained from two civil society organisations Safer Africa of South Africa and Safer World of the UK. The analysis of the research results were then presented to all relevant departments and agencies at the national and provincial level. Only after such analysis was it possible to finalize guidelines for the development of the National Action Plan. The guidelines which were developed taking into account a
wide range of supply, demand and contributing factors were subsequently issued to the National Focal Point through the National Defence and Security Committee and the National Action Plan. The issue of linking desirable actions to resources, capacity building and fundraising plan came to the fore in the preparation for the implementation of the NAP.

A draft National Policy on SALW has been developed. The Policy Document addresses all the areas of the National Action Plan such as institutional framework, review of legislation, stockpile management, civil society participation, capacity building, and sub-regional cooperation among others.

The National Conference and Civil Society Network brings together all stakeholders who were very much helpful in informing the public and in particular organizing civil society on the approved plan and in soliciting their support on various elements of implementation of the plan. Through the Conference the newly established network to support implementation of the plan was crystallized. The network is managed by one national non-governmental organisation by the name of the Centre for Peace and Economic Development (CEPEDE).

3.3 National Committee

Both governmental and non-governmental experts played a pivotal role in assisting the planning process and the conduct of assessment leading to the development of National Action Plan. Members of the National Committee include senior police officials, representatives of key government agencies, the project manager and representatives of national, regional and international NGOs. The committee operates in parallel with the National Focal Point, but is the sole planning, coordinating, fundraising and monitoring body of the National Action Plan.

Following the assessment undertaken, three alternative options for implementation were considered and the best course of action was finally adopted including its appropriate fundraising strategy. As it came to pass, the actual work to mobilize and organize a Civil Society support network was performed in tandem with the training of the members of the NFP with respect to capacity building to prepare them for the refinement of the National Action Plan and a deep understanding of how the NFP could function at the national level.
The Tanzania National Focal Point on Small Arms and Light Weapons also serves as the National coordinating agency. The National Focal Point Coordinator is:

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**National Point of Contact**

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**Composition of the NFP**

The National Focal Point is composed of members from the following Ministries and Agencies:

- Tanzania Police Force – Lead Agency.  
- Ministry of Public Safety and Security.  
- Ministry of Home Affairs.  
- Ministry of Foreign Affairs.  
- Ministry of Finance.  
- Ministry of Planning and Economy and Empowerment.  
- Ministry of Natural Resources and Tourism.  
- Ministry of Defence and National Service.
• Ministry of Justice and Constitutional Affairs.
• Ministry of Education and Vocational Training.
• Ministry of Health and Social Welfare
• Ministry of Community Development Gender and Children.
• Department of Immigration.
• Department of Customs.
• Tanzania National Parks Authority.
• Civil Society Representative (Centre for Peace and Economic Development).

3.4 Functions of the National Coordination Agency

The following are some of the main tasks and functions of the established National Focal Point and Coordination Agency;

• Develop, implement, resource and monitor the National Action Plan.

• Coordinate implementation and operational activities with the Provincial/Regional Task Forces.

• Coordinate and implement the Nairobi Declaration, Nairobi Protocol, other Protocols, Programmes of Action and Declarations pertaining to Small Arms and Light Weapons (SALW) applicable to the United Republic of Tanzania and ensure compatibility with the national objectives.

• Coordinate and interact with civil society, conduct and facilitate research on issues pertaining Small Arms and Light Weapons in all its aspects.

• Facilitate the exchange and dissemination of information.

• Co-ordinate requests for all information related to firearms

• Identify and apply lessons learnt aimed at developing best practises

• Build and maintain the capacity of all stakeholders and Coordinate activities related to Small Arms and Light Weapons to ensure effective and sustainable action in dealing with the SALW problem in all its aspects
3.5 Institutional Framework at the Provincial Level

Before establishing the National Action Plan different agencies (Law Enforcement, security, provincial and local government, education, civil society, etc) had no tradition of working jointly on security and community related issues. The new set up had to focus its attention on the operationalisation of the institutional framework and capacity building, in order to support the NFP in the implementation of the NAP at the provincial (Provincial Task Force) and district (District Task Team) level.

The establishment of work ethics, roles, functions and standard operating procedure for effective functioning at the national and provincial level became necessary. All the required structural and functional aspects of the district level institutions were developed in conjunction with those of the Provincial Task Force but implementation had to delay in a large measure, until sufficient knowledge was imparted. It took us five follow-up training workshops to complete all 27 Provincial Task Forces to ensure that the staff was now well prepared to play an effective role within the National Action Plan.

With regard to capacity building among organised civil society, which forms an integral part of the Provincial Task Forces, another three separate sessions were implemented. This was amply useful to engage the NAP in a meaningful and constructive manner. Not withstanding the complex responsibilities of civil society in both their advocacy and watch-dog roles, we saw it fit to provide Civil Society with additional input so that they could directly work in support of a government initiative.

4.0 PROGRESS ACHIEVED ON SPECIFIC THEMES

In as far as specific themes are concerned; encouraging progress has been recorded in several aspects.

4.1 National Legislation and Administrative Procedures

Before 2001, Tanzania had a Firearms and Ammunition Act (Act no 1991), which covered the broader issues related to Small Arms and Light Weapons but the issues were still being addressed in no less than 19 different pieces of legislation. With the adoption of regional agreement on the SADC Protocol and Nairobi Protocols in 2001 and 2004 respectively, it was found
that many of the provisions of Act no 1991 did not comply with the minimum expected standard of the UN PoA and the new sub-regional Protocols. A substantial work was required to review the old legislation, regulations and administrative procedures and drafting a proposed bill. The whole process took almost one year and we are happy to report that the promulgated Bill has now been approved.

Currently, control over all aspects regarding Production, Export, Import, Transit and Transfer of SALW and Ammunition in Tanzania is sufficiently exercised through the following legislations:

- The Laws of Tanzania (Revised Addition of 2002)
- Chapter 223, the Arms and Ammunition Act.
- Chapter 246 The Armaments Control Act.

These regulations provide credible evidence of both the criminalization and law enforcement commitment in the fight against illegal manufacture, possession, stockpile and trade of SALW. The regulations also prove how all related criminal offences are severely punishable under the Tanzanian domestic law. The same applies to the prevention, the manufacture, stockpiling, transfer and possession of unmarked or inadequately marked SALW and Ammunition. Tanzania is committed to its international responsibility to prevent diversion of weapons into the illegal trade by particularly increasing the effectiveness of imports and transit controls, and of police and customs trans-border cooperation.

The ratification by the Parliament of another legal instrument against terrorism through the Prevention of Terrorism Act No. 21 of 2002, has further reinforced the commitment and fight against illicit trade in SALW in Tanzania.

4.2 Stockpile Management and Recordkeeping:

One of the main components of Arms Management is to ensure that all databases relating to all SALW in legal state and non-state possession are accurate and up to date. Poor data management actually defeats the purpose of having in place the Arms and Ammunition Act. Poor data could reduce the Act into just a mere piece of paper, worth the name. Unrealisable record keeping makes it almost impossible to trace firearms used in
crime or lost through negligence and sloppy control procedure or even to identify and correct any control dysfunctions. For this reason Tanzania had to do it best to change from archaic and out of date manual filing system to a new electronic database at the Central Firearm Registry (CFR). Personnel were to be trained for record computerisation and the registry equipped accordingly. Meanwhile the work to computerize the already existing paper records is still underway.

To date best practices for management of the state stockpile have been developed and tested by the NFP. At the same time measures to incorporate the lessons learnt into the regulations and administrative procedures of the various state departments in possession of government stock. National stock and updating of CFR are also being run to assist the improvement of the integrity of the state database, identify surplus and redundant stock, and identify stock for destruction. All unacceptable number of records found to be inaccurate, old and no longer valid have been subjected to several rectification options available. This process will be completed by end August 2006.

4.3 Reduction Activities

The National Action Plan is involved in substantial reduction activities, where illicit SALW are collected and voluntarily surrendered. The obtained, seized and captured and unwanted firearms are then destroyed. The initial collection exercise took place in July 2003 and a public destruction of 4000 firearms was conducted under the witness of the highest profile state leadership. Some of the collection and destruction exercises are performed at the provincial levels. Normally the destruction events are purposely planned to coincide with the capacity building training organised for civil society at provincial level. Also undertaken are the identification and collection of redundant and surplus stock from state armouries.

Tanzania does not manufacture firearms. State supplies rely only on firearms importation. The Government plan is to re-mark all the imported firearms and exchange this information to other States. In the past five years a total of 5768 illicit firearms have been destroyed.
4.4 Public Education

Tanzania is aware of the difference between Public Awareness and Public Education. The former has much to do with civil society activity in support of the various elements of the NAP, but the latter falls squarely under the responsibility of government. In this regard, the government has launched an education plan at schools (both primary and secondary) to develop an understanding of the dangers and impact associated with the use of firearms in the community, the negative effect of violent crime on socio-economic development, and the positive effects of a culture of peace.

Reading materials and education programmes are provided by the Government to support this education campaign. Present firearms owners and those aspiring form another target group in respect with public education programme. Relevant manuals referring to responsible ownership and basic issues such as the firearm legislation, safe keeping, and responsibilities towards the community in which the owners live, regulatory aspects and guidelines for eligible destruction are emphasized. The most recent education campaign involved the general public where pamphlets and guides were issued depicting the impact and dangers of firearms, basic elements regulating what to do and where to report for any misuse or suspected illegal firearms.

5.1 Community Policing Component

The Community Policing plan has been approved by the responsible Minister (Ministry for Public Safety and Security) and will be discussed during the forthcoming 2006 budget session within the Tanzania Parliament. The expectation is that the Government will support the implementation of the Community Policing component of the National Action Plan for implementation before the end of 2006.

5.2 Co-operation with civil societies NGO's

The United Republic of Tanzania has been generously receiving assistance from regional and international donor agencies and partner organisations. At the National level we have the Centre for Peace and Economic Development (CEPEDE) and the Tanzania Maritime Foundation (TMF). Within the Donor Agencies
there are the UK Government (through funding from DfID) and the European Commission. Partner Organisations; include Safer Africa from South Africa and the Centre for Peace and Economic Development (CEPEDE) based in Dar es Salaam.

Through Arms management and Disarmament Committee as a Government agent, Tanzania cooperates with civil societies in providing education for public awareness, workshops and conferences focusing on the problem of illicit SALW.

5.3 Training of Law Enforcement Officials

Officials belonging to the Tanzania Police Force and the Departments of Customs and Immigration have received two training cycles with regards to the enforcement of the Firearms legislation and various technical aspects such as tracing of firearms, firearm identification and crime scene investigation techniques. So far a total of 341 officers have been trained under this arrangement.

The revised legislation and regulations established the office of the Regional (Provincial) Firearms Officer (RFO). The RFO applies all the regulatory aspects of firearms applications, licensing and ownership at the provincial level. Its main functions include vetting of applicants, competency testing of prospective firearm owners, verification of licence applications. The RFO also deals with private companies owning firearms; it controls and inspects firearm dealers’ applications with respect to state owned firearm. The training cycle of the RFO’s started with the basic required technical knowledge and continues through the plan with more and more specialised aspects. A total of 127 Officers have so far attended the training.

The focus of the capacity building has now shifted to the provincial level, and more specifically to the Provincial Task Forces. Part of the capacity building activities includes practical day-to-day management and functions of the Task Force, planning and taking action on provincial level and interagency cooperation. A total of 679 provincial level officials and 63 representatives of organised civil society have been trained in 54 capacity building workshops across the country. An Operational and Reference Manual (ROM) for Provincial Task Forces has been developed and tested during. The ROM has been printed and distributed accordingly following its approval for use in 14
countries in the Great Lakes Region and Horn of Africa and SADC.

At National level, Tanzania has managed to establish and train regional (provincial) Task Forces which involves all law enforcement agencies on the issues pertaining SALW. The research (mapping exercise) was conducted in year 2001 and again in 2004 to find out the magnitude of the problem of illicit SALW in Tanzania.

5.4 Sub-regional Cooperation and Joint Operations

The United Republic of Tanzania is engaged and continues to actively participate in all sub-regional, continental and international policy formulation initiatives that aim to tackle the proliferation of and illicit trade in small arms and light weapons. within the UN Programme of Action and Vienna Firearms Protocol, OAU Bamako Declaration, SADC Protocol on Firearms and Ammunition, Nairobi Declaration and draft East African Firearms Protocol. The agreements provide clear guidelines for national, regional and international action as a member of both SADC Regional Police Chiefs Committee and the Eastern African Regional Police Chiefs Committee.

The regional or sub-regional perspective and action on SALW has indeed proved to be particularly most valuable. Determining National realities and requirements in addressing SALW related issues in all its aspects does not necessarily mean that the problem is addressed in “All its aspects”. Coordination between bordering countries, especially so in regions of the world where long and porous borders are shared, is of vital importance in addressing the full dimensions of the problem of SALW. The United Republic of Tanzania has committed a substantial portion of its resources for the implementation of the National Action Plan to harmonisation of legislation and procedure with neighbouring countries from both the SADC and the Great Lakes Region and Horn of Africa countries. Aspects of practical nature as well as thematic discussions on addressing the full range of activities required by the UNPoA was addressed with all 24 countries that make up these regional groupings through a series of National Focal Point Coordinators meetings in both regions.
In this regard, Tanzania belongs to both Sub-regional Police Cooperation mechanisms namely, Southern African Police Chiefs Cooperation Organisation (SARPCCO) and the Eastern African Police Chiefs Cooperation Organisation (EAPCCO). The implementation of the Regional Convention on Firearms and Ammunition in the SADC Region is coordinated through SARPCCO. The United Republic of Tanzania is the Permanent Chair for the Task Force on implementations of the SADC Protocol. In the Great Lakes Region and Horn of Africa implementation and coordination of the Regional Convention on the Control of SALW is conducted through the Nairobi Regional Centre for SALW to which Tanzania is a member of the executive board of the centre.

To supplement the United Nations Convention against Transnational Organised Crime, Tanzania has actively participated in the drafting of the Bamako Declaration, the Nairobi Declaration and Protocol, the SADC Declaration and Protocol and the Protocol against the illicit manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition.

Currently Tanzania holds the chairmanship of the SADC countries Task Force on the implementation of the SADC Protocol. The resources available to serve the work of the SADC Task Force are pooled form the National Action Plans of the respective countries. The objectives of the Task Force are to develop Best Practices, guidelines for harmonisation of legislation and minimum common standards in the application of the Protocol. The work of the Task Force is in progress.

In several occasions Tanzania has been providing technical support by sending its experts on SALW to various international and regional workshops for policy formulation on matters pertaining to SALW.

In addition, as a member of International Police Organization, Tanzania has always maintained communication through Interpol with other member states for exchange of information in order to identify those groups and individuals engaged in the illicit trade in SALW.

Participation in various international, regional meetings and workshops has helped to improve our common understanding of
the basic brokering issues which are at the centre of the whole problem of illicit brokering in SALW.

5.5 Legally binding Instruments

Tanzania is one of the parties to the Southern African Development Community Protocol on the Control of firearms, Ammunition and other related materials. The Government of Tanzania signed the SADC protocol on the 14th of August 2001 and ratified it in November 2002.

In the same vein the nation is party to the Nairobi Protocol for the prevention, control and reduction of Light Weapons in the Great Lakes region and the Horn of Africa. Tanzania signed the Nairobi protocol on the 21st of April 2004 and ratified it on the 10th of February 2005.

In all these occasions Tanzania was actively involved in negotiations for the Conclusion of legally binding instrument which are aimed at preventing, combating and eradicating the illicit trade in SALW in all its aspects. These instruments provide a firm basis for PoA implementation at the national and regional level.

6.0 Mid Term Evaluation to the National Action Plan

In the designing of the Plan of Action, the issue of mid term evaluation was purposely inbuilt within the plan itself. Therefore, NFP had to embark on a national assessment of the SALW problem in Tanzania. An evaluation was conducted last year to ascertain the extent to which the circumstances and factors that determined the tenets of the NAP in 2001 might have changed to warrant necessary adjustments. With the assistance of Safer Africa of South Africa and Safer World of the UK, it took about four phases to complete the assessment.

Results have shown that although the NAP’s implementation has considerable strengths such as the established institutional framework, reduction activities, recordkeeping and sub-regional cooperation; it needs a strong community policing component. To address this emerging need work has already started. The component appears to be the mainstay activity for the continuation of the National Action Plan.
The National Assessment also recommended some changes in the areas of regulations and administrative procedure, public education, civil society cooperation, stockpile management and capacity building and training of law enforcement officials.

7.0 CONCLUSION

Tanzania expects to enter into a higher phase of implementation of PoA in the next five years and beyond. In this regard, the outcome of the United Nations Review Conference could add even more impetus to the implementation of the PoA. Tanzania strongly believes that the general environment already created at the international level provides both challenges and opportunities to further implementation at the national, regional and global level. To a large measure we are optimistic that the instrument adopted in 2005 by the United Nations General Assembly to trace and mark SALW, is likely to contribute towards further improvement, especially in promoting technical assistance and international cooperation among member states. The instrument though largely of political character can still be usefully put to best use and could be up graded at an appropriate time upon reaching consensus.