**The Tanzania National Committee for the Prevention of Genocide**
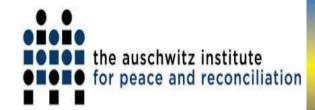
the auschwitz institute
for peace and reconciliation

## The Auschwitz Institute for Peace and Reconciliation

## TRAINING FOR THE NATIONAL COMMITTEE FOR THE PREVENTION OF GENOCIDE AND MASS ATROCITIES

Dar es Salaam, from 14th – 16th October, 2014

**1.0 Introduction**

From 14th – 16th  October 2014, the Tanzania National Committee for Prevention of Genocide and Mass Atrocities (TNC) in collaboration with Auschwitz Institute for Peace and Reconciliation (AIPR) conducted the second round in a series of proposed trainings..

The training brought together around 40 participants, 7 resource persons and observers from within and outside Tanzania. It was the second in the series of training for members of the TNC planned jointly by TNC and AIPR with a view to build the capacity of the committee to discharge their mandate under the Protocol for Prevention of Genocide. The fact that PG is a new phenomenon in a country has not experienced genocide makes it even more important to expose members to a wide range of issues  related to their area of work as well as different regional & international mechanisms working in the same area. In that regard, capacity building for the members of the committee runs parallel to the capacity building of key players in the community in this case religious, political & civil society leaders.

**2.0 Objective of the Training**
The main objective of the training was to strengthen the capacity of the committee to deal with peace challenges particularly resource and election based cocflicts.

**3.0 Theme of the Training**
The major theme of the training was **Tanzania's current National Peace Concerns and Possible Interventions.**

**4.0 Topics covered**
1. Examining legal, policy and administrative flaws in the past election: The case of Tanzania
2. Managing election related conflicts
3. Technology and the prevention of election-based violence
4. Addressing land conflicts in the Northern part of Tanzania : The Case of  Simanjiro, Kiteto and Loliondo
5. Community-based natural resource conflict management: The case of Mtwara
6. Grassroots approaches to resolving resource based conflicts
7. Review of AIPR Training Manual on Genocide and Mass Atrocity prevention
8. Development of Action Plan

**5.0 Resource Persons**
1. Dr. Alexander Makulilo Senior Lecturer, UDSM
2. Rev. Anna Mghwira, Lecturer, Makumira University
3. Dr Ashad Sentongo, AIPR Africa program Director
4. Prof. Mohamed Bakari Head of Dept, Pol. Science and Public Administration, UDSM
5. Mr John Ikubaje, Political Affairs Officer, African Union
6. Mr Leonard Ngeleja, IT Specialist, EAC
7. Dr. Ambassador  Augustin Mahiga

**6.0 Presentations**

The presentations focussed on what is happening in Tanzania in terms of citizen's disatisfactions, grievances and mistrust amongst themselves and against the governments, factors which have lead to and or might lead to conflicts if not adequately and timely addressed. They also looked at what is happening around the region, at African Union level as well as East African region level in respect of early warning and prevention of atrocities. The methodologies adopted in the presentations were the same for all presenters with power point presentations, group work and plenary discussions. The following are the presentations.

**6.1 Examining Legal, Policy and Administrative Flaws in the Past Election: The Case of Tanzania**

The objective of this presentation was to familiarize Members of the National Committee for the Prevention of Genocide and Mass Atrocities (TNC) with the general election process in Tanzania and to acquire skills on how to evaluate the coming election process in order to prevent conflicts. The presentation focused on three areas, namely

1) Tanzania's democratic description,

2) The Context,and

3)  The current flaws with elections in Tanzania.

The presentation reviewed the four past general elections in Tanzania highlighting problems and challenges related to democracy.

Participants had an opportunity to review the  history of Tanzania's political development from Colonial rule, through  independence when Tanzania become a constitutionally single party state  from 1965 to 1992, then moving to a multiparty democratic political system from 1992 to date. Problems and challenges that brought about political changes during the three main

periods were highlighted. Also, the problem of democracy as rooted in both the colonial legacy and the single party order was explained as both systems were inherently authoritarian in nature in which no Bill of Rights existed and the political space was only a domain of one actor. The political logic of both systems was power concentration and centralization and participation was not the primary issue.



The presentation explained the main rules of the game in Tanzania including the Constitution of 1977, the Elections Act of 1985, the Political Parties Act of 1992 and the Election Expenses Act of 2010 which are supposed to be studied and made use of it by the TNC.

The trend of general elections and flaws after the introduction of multiparty democracy in 1992 was presented with clear indication that the ruling party which has ruled the country since independence in 1961, is gradually losing ground in each election. Increasing incidents of electoral violence during the 2010 elections which caused by the ruling party (CCM) and the main opposition party in Tanzania mainland (CHADEMA) were revealed.

Going by the electoral violence study conducted in 2011 by the College of Arts and Social Sciences (CASS) of the University of Dar es Salaam in relation to the 2010 general elections,

the presentation observed that the 2015 general election is potentially going to be more violent.

## 6.2 Managing Electoral Conflicts in Africa

This presentation focused on two main areas, namely
1) Causes of electoral conflicts and deaths in Africa
2) African Union Mechanism for Preventing Election Related Conflicts

The presenter explained that during political elections in Africa, many people lost their lives and properties and thousands were wounded and because of poor management during election process. Some of the most violent elections in Africa occurred between 1990-2015 whereby 2,215 lost their lives and thousands wounded. 1,502 deaths occurred at the time of the general elections in Kenya 2007 , 239 deaths in South Africa in 1994, 226 deaths in Nigeria in  2007, 178 deaths in Cote d'Ivoire in 2000 , 42 deaths in the  DRC election in 2006 and 28 deaths in Sierra Leone in 1996.



He pointed out that main causes of electoral conflicts in Africa are tenure elongation, unconstitutional changes of government, lack or weak conflict management system, weak

judicial system, poor early warning and early action system(s), corruption, the winner takes all principle, weak democratic Institutions (Judicial, EMBs and Parliamentary), poor internal democracy within political parties, weak democratic check and balances lead to electoral conflicts.

The facilitator introduced participants to the African Union Mechanism for Preventing Election Related Conflicts explaining main components of this mechanism as Preventive Mechanism (African Governance Architecture), democracy and election, and management mechanism (African Peace and Security Architecture).

## 6.3 Technology and the Prevention of Election based Violence

Prior his presentation, Ambassador Mahiga made a brief opening remark. He then shared his knowledge and experiences about genocide and mass atrocities.

Ambassador Mahiga congratulated all participants for their interest to join the training with the Members of theNational Committee for the Prevention of Genocide and Mass Atrocities (TNC).



He urged that there is a need to study genocide, its characteristics and how to prevent it in order to maintain peace and political stability in Africa and the world at large. Precaution must be taken when we commit our efforts in preventing genocide because experience shows that

genocide is a planned event, done deliberately and in some cases occurs in the face of international security agencies, as it was the case in Rwanda.

Using Rwanda Genocide as a case study, Ambassador Mahiga said the incidence occurred in 1994 in front of UN agencies and unfortunately they did not take any serious measure to prevent. The Rwandan Genocide was a genocidal mass slaughter taking about 100-day from April 7, 1994 to mid-July where about 1,000,000 Rwandans were killed.

He point out some examples of genocide includes the Holocaust, the Armenian and Cambodian genocide, and more recently the Rwandan genocide. He elaborated that the Holocaust was a genocide in which approximately six million Jews were killed by the Nazi regime, under the command of Adolf Hitler, and its collaborators. Killings took place throughout Nazi Germany and German-occupied territories. Between 1941 and 1945, Jews were targeted and methodically murdered in the largest genocide of the 20th century. This genocide was part of a broader aggregate of acts of oppression and killings of various ethnic and political groups in Europe by Nazis.

He said violence is closely associated with democracy and calls for the member of the TNC to watch elections and educate citizen on how to avoid conflicts which might lead to mass atrocities. The electoral process in many of Africa's democracies has been characterized by violence and political crisis, naming Kenya, South Sudan, Somalia, Central African Republic, DRC, Egypt and Libya as classic examples.

Ambassador Mahiga advised the members of the National committee to carefully study the Rwandan genocide so that they can get familiar with indicators and the eight stages of genocide which was all applied in Rwanda Genocide. The stages are classification, symbolization, dehumanization, organization, polarization, preparation, extermination and denial.

He commended the use of ICT to create a strong network among the members of the National committees for genocide prevention and use social media to educate, and sensitize the public to engage on genocides and violence prevention.

## 6.4 Technology and the Prevention of Election based Violence

The presentation looked at the use technology, especially ICT, to prevent election based violence. Discussions revolved around lessons learnt from those cases and how the social media can be used to end atrocities.

It was explained that the use of technology in a positive way has brought positive changes in political systems. This has been seen in several parts of the world. Citing the case of Tunisia, the presenter illustrated how the use of social media has brought major revolution in what was known as "Arab Spring". Activists used Twitter to help protesters navigate the on-the-ground

tumult, warning of sniper locations. Information that was shared sensitized people to their grievances and ultimately caused them to react.

He added that social media, telephone and mobile technology provided the instantaneity and transparency that empowered people and stripped the tyrants of their power. The link provided by social media and mobile networks created a dense atmosphere that allowed messages to travel fast, aided by the creative use of a multiplicity of tools, so when and if Facebook is censored, Twitter came as an alternative, or television, and so on. In Angola, for instance, the of uses of technology played a big role in preventing recurrence of war and mass atrocities by locating and killing veteran rebel leader Jonas Savimbi through tracking a telephone call he made to Lisbon from his forest hideout.

However, he pointed out, when the media is misused, it can cause harm and destruction instead of bringing peace and harmony. The Rwandan genocide gives a good example of misuse of technology and media. The Power groups believed that the national radio station, Radio Rwanda, had become too liberal and supportive of the opposition. They therefore founded a new radio station, Radio Télévision Libre des Mille Collines (RTLMC), which broadcasted a mixture of racist propaganda, obscene jokes and music.

In conclusion, the following points were emphasized:

- As a national committee, what happens in the media and technology is crucial to our work

- Effective use of technology, especially ICT and working with the media will ease the committee's work by locating areas where violence is mostly likely to erupt.

- Encouraging "responsible" media, particularly the FM radios and social media

## 6.5 Community-Based Natural Resource Conflict Management: The Case of Mtwara

The presentation highlighted the natural resource conflict which occurred in Mtwara when citizens obstructed government plans to build gas pipelines from Mtwara to Dar es Salaam. Specifically, it looked into the following main areas of focus:

1) The legal and policy framework governing the Gas sector in Tanzania

2) Explaining conflict/resistance: national and local levels.

3) The various actors in conflict

4) The Government response to  local conflict and resistance

5) Possible strategies of local conflict resistance .

The presenter defined and explained conflict as a situation in which one or both parties perceive a threat (whether or not the threat is real). Conflicts continue to fester when ignored and involve perceived threats to our well-being and survival, they stay with on until addressed and resolve. People respond to conflicts based on their perceptions of the situation, not necessarily to an objective review of the facts. And the perceptions are influenced by our life experiences, culture, values, and beliefs.

On the other hand, the presenter defined conflict resolution as the process of resolving a dispute or a conflict by meeting at least some of each side's needs and addressing their interests. Managing and resolving conflict is essential for having a harmonious relationship between actors e.g., state versus local communities and other actors. He mentioned the basic principles of conflict resolution as follows:

- Defining the conflict objectively rather than subjectively;
- Focus on the problem rather than the actors.
- List shared concerns and needs – common ground.
- Work on active listening rather than passive hearing;
- Choosing the appropriate place to resolve the conflict – not in the battle ground;
- Develop forgiveness skills – looking forward rather than backward;
- Focus on what is doable /feasible



*Prof. Bakari during his presentation on Community-Based Natural Resource Conflict Management*

The status of legal and policy frameworks governing natural resource management was summarized as follows:

- The legal and policy frameworks are underdeveloped in Tanzania.
- Natural gas policy is yet to be formulated
- No clarity in power distribution between the central and local government.
- Existing system is centralized model – all key decisions are made at the centre.
- The position of local governments in NRM is relatively weak.
- Issues of accountability and transparency in Natural Resource Conflict Management contracts are not accessible to key stakeholders.

He explained the central-local relations in managing natural resources conflicts in the country and said that they don't open up for sustainable solution. The Local Government Act was enacted ostensibly with the aim to devolve power and authority to local administrative bodies. This involved also the transfer of responsibilities in service delivery at the local levels. If the central government is too powerful in terms of power distribution, the local government may be just an execution agency of the central government without its own agenda and aspirations. Alternatively, if local governments are strong, the central government may be compelled to negotiate and compromise with mutual respect. The key question in this balance of power is why resistance at national, regional and local levels?

He also revealed possible strategies in dealing with resistance pointing out that a considerable amount of research has been undertaken on natural resources management in terms of ownership, management, revenue distribution, conflict management, centre-local government relations, and relations between the key actors as well as socio-economic, political and environmental impacts.

Eventually key challenges that developing countries face were highlighted including:

- Lack of requisite expertise, experience, financial capital, and weak structure of governance in the area of natural resources.
- Glaring mismanagement of resistance by the government – the use of coercion vs effective dialogue.
- A sense of being deprived-marginalized economically and or politically. For instance, about 87% of the total government revenue in Nigeria is generated from oil production, but oil-producing areas are generally marginalized economically and politically, eg., Ogoni and the case of Ken Sarowiwa who was hanged to death.
- Top-down approach to NRM and collusion of local elites with national elites.
- Fear and uncertainty of key stakeholders when the project comes as a surprise and minimal opportunity for consultation and inputs from the key stakeholders particularly at the local level but also even at the national level.
- Lack of access to appropriate information

In conclusion the following were put into the light for necessary future actions:

- In recognition of the various challenges, it is imperative to develop the capacities of the key stakeholders (government both central and local, local governments, regulatory institutions, CSOs, political parties, investors, media, research institutions) in managing their natural resources.
- Under the existing policy and institutional framework in Tanzania the natural resources management is largely by the central government. Powers to formulate, implement, and supervise government policies, plans and programmes, rules and regulations, and regulatory powers are a preserve of the central government. Local governments and local communities do not explicitly feature in the management of natural resources.

## 6.7 Land conflicts in the Northern part of Tanzania: The Case of Kiteto

The main objective of this session was to share research findings about the most recent land crisis in Kiteto district.

The presenter introduced that early in 2000, Kiteto district villages conducted a land use plan which identified user clusters: 1,450 acres for residential, 2880 acres for agricultural, 9184 acres for grazing - pasture lands, 9805 for reserve plus burial grounds. In spite of this planning for land use, Kiteto district has experienced land crisis for over decade which lead to some people losing their life and property destruction.

Between 2001 and 2002, an organization known as Land Management Pogramme (LAMP), sponsored Kiteto villages to draw up maps of the land use plan.  In 2006, another organization known as Community Research Development (CORDS), owned by a Member of Parliament for Kiteto, conducted a map review which changed the earlier land use plan. Following these measures, there was a shift over the land use in some areas; from agriculture to pasture land or vice versa. That is when many land conflicts started to surface between farmers and pastoralists on one hand, and farmers and the district council on the other. Conflict of interests among leaders, politicians, large scale farmers is reported as well to widen the problem.



*Participants actively and attentively shared experiences during group work sessions*

There is a problem with naming the culprits: reports do not mention names, they report events. For instance the report is supposed to say group A invaded village B.  General reporting that "farmers" invade grazing areas encourages conflict instead of solving the problem.

She narrated possible Intervention measures in the area as follows:

- Detailed survey and updated plans of conflict prone areas

- A mechanism to prevent encroachers should be instituted e.g. participatory and locally owned early mass education on land use plans

- Documentation of the process and people's views

- A willing, familiar, conversant leadership with pastoral and agricultural environments and culture

- More dialogues between civil society with the state organs

- Strong leadership to guide nurture and lead the process

It was noted that the National Committee for Prevention has a big role to play to maintain peace and social cohesion and so it must read widely and become conversant with the different conflicts related to land, elections, corruption, discrimination and inequalities that trigger violence. It should therefore strive to identify clearly the root causes of conflicts and design programs to address issues with the aggrieved parties. This will include both short and long terms preventions strategies including provision of mass education on the issue of genocide and atrocities prevention.

**6.8 The role of EAC in Conflict Prevention, Management and Resolution (CPMR)**

The aim of this presentation was to introduce East Africa Community (EAC) and its role in Conflict Prevention, Management and Resolution to enable member of the TNC to learn from their best practices and identify areas of collaboration with the EAC.

The presenter defined East African Community (EAC) as the regional intergovernmental organization, comprising five countries namely, Burundi, Kenya, Rwanda, Tanzania and Uganda. That the EAC recognizes that peace, security and stability are pre-requisites for the achievement of economic integration and socio-economic development in the region.

That the EAC envision to have a peaceful, stable and politically united East Africa, where East Africans can leave in peace, conviviality and prosperity. One of the fundamental principles of the EAC is peaceful co-existence, good neighborliness and peaceful settlement of disputes.

He continued to explain that the EAC goal number 14 requires Partner States to establish a Conflict Prevention, Management and Resolution Mechanism for peaceful resolution of disputes and conflicts amongst the Partner States and a forum under which the EAC can participate in resolution of disputes within the region. Goal number 15 requires Partner States

to establish an Early Warning Mechanism in order to prevent, mitigate and manage conflicts and threats in region.

In order to achieve the goal, Partner States developed a Conflict Prevention, Management and Resolution (CPMR) Mechanism and the Earl Warning Mechanism. The development and approval of these Mechanisms followed a participatory approach, involving various levels of stakeholders for its ownership: academics and researchers, Partner States officials, East Africa Legislative Assembly (EALA) Members, Civil Society Organizations and ultimately the Council of EAC Ministers.

He pointed out that the EAC goals on peace and security are similar to the goals of the National committee for Genocide prevention. The Framework engages the EAC at three levels i.e. conflict prevention; conflict management; and Conflict resolution/transformation. That the first pillar for conflict prevention is Early Warning, while conflict management and resolution involves: negotiation and mediation, peace support operations, and humanitarian assistance. Currently EAC is in the process of establishing the Panel of Eminent Persons which will come in to carry out peacemaking activities, negotiation and Mediation.

## 6.8 Grassroots Approaches to Prevention of Genocide and Mass Atrocities

The main objective of this session was to facilitate and stimulate discussions on effective and practical means and ways in which participants could contribute to prevention of genocide and related atrocities. The session looked at the following:

1) The nature of common grassroots approaches to prevention in Tanzania.

2) How best can they be linked with national approaches through specific government programs?

3) What known challenges are faced in developing and implementing grassroots approaches to prevent conflicts in Tanzania

4) What lessons can be identified as learned from grassroots approaches to prevention of conflicts in Tanzania

The presentation defined the meaning of the words "Prevention", "resilience" and "community resilience" in the context of grassroots prevention, highlighting the benefits of using this approach.

The need to focus preventive efforts on grass roots was emphasized due to the fact that they are the most affected with genocide and atrocity crimes. Existing peace initiatives, the role of the community leaders and civil society in different parts of the country was highlighted as well.

The session suggested the need to forge networks at all levels ranging from the grassroots in order to access clear information and what is going on the ground.



*Dr. Ashad Sentongo during his presentation on grassroots approaches to prevention of genocide*

**6.9 Reviewing the Training Manual on Prevention of Genocide and Mass Atrocities**

This session focused on sharing with the participants what the AIPR has so far developed as draft training manual for prevention of genocide drawing from different actors in the region. The Manual is meant to guide training programs basing on local needs. This exercise was therefore a feedback on what has been done as a consolidation of various ideas including those of members of TNC offered in the first training in March. It was also meant to solicit further inputs from participants to improve the document and test its applicability to capacity building for genocide and mass atrocity prevention in general. Areas covered were:

1) Report on a baseline assessment conducted towards developing a Training Manual on genocide and mass atrocity prevention for state leaders.

2) Identified needs and capacity gaps, and the proposed outline on the content of the training manual seeking to respond to these needs and gaps.

3) Comments and recommendations towards improving the content, structure and process towards operationalizing the manual.

## 7.0 Way Forward

After the presentations and fruitful discussion, the participants to developed the TNC 2-year action plan as the country approaches local elections and 2015 general election. The proposed action items were as follows:

1) Conduct clear and critical observation during Pre and post election. The committee should form three major groups of people who will observe the pre and post election violence in three sensitive areas in local authorities election where by the reports will help in planning for the general election interventions. The proposed intervention areas are Kahama, Musoma (Tarime), Arusha, Mbeya, Iringa, Dar es salaam etc.

2) Research and designing of prevention and conflict resolution strategies especially on land issues

3) Use of social media. This will include opening special committee's online account for the discussion (Facebook, tweeter etc), use of technology to collect information, opening of the online portal.

4) Use of the community radios and televisions and prepare special programs

5) Prepare peace caravan programs

6) Resource mobilization strategy

## 8.0 Conclusion

Participants to the training were greatly empowered and inspired during the training sessions that reflected the interplay between the understanding of genocide and mass atrocities prevention theories and application of practical tools in local context.

It was observed that there was a marked difference from the first training in that this time around participants were more knowledgeable and exposed to a wide range of issues relevant to the theme of the training. Localization of practical examples of how mass atrocity crimes are planned and put into practice on one hand, and possible strategic preventive measures right from the grassroots on the other, made the participants even more vibrant in committing their energy into prevention.

The active presence of AUC and EAC showcasing their respective efforts in ensuring peace and stability in the region and Africa generally inspired the TNC and made them very much appreciative and look forward to foster this network. As we plan for future training, the committee remains indebted to AIPR and to the people of Tanzania to put into practice what was learnt during the three days of training.