

General Data Dissemination Project (GDDS II)

The World Bank

REPORT

Technical Assistance mission to Tanzania

First mission

Justice and Security Module

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GDDS MODULE ON JUSTICE AND SECURITY: REPORT ON FIRST EXPERT VISIT TO TANZANIA

This visit took place from 12-24 October, 2008. It was a base-line review, to describe the current situation and the main long-term needs of the justice agencies. This report suggests both short and longer term ideas. Agencies are also encouraged to keep in contact with the expert between now and the second expert visit planned for 21 February to 7 March 2009.

1. PREPARATIONS FOR VISIT

The Tanzanian GDDS team attended the launch workshop in March 2007 as well as mid-term workshop in April 2008. A work plan was agreed and incorporated into the TOR for this visit.

A Statistics Committee, chaired by Mr Ahmed Stambuli, Senior Assistant Commissioner of Police, has met several times to discuss statistical issues and prepare for this visit. Much of the planning for the J & S IT infrastructure to assist the collection and analysis of statistics once in place had been shared in advance with the GDDS Module manager¹.

The TOR for my visit were agreed beforehand. I am very grateful to Mr Andulile Mwaisaka, Ministry of Constitutional Affairs and Justice and to Mr Ahmed Stambuli of the Tanzanian Police Force for their preparatory work and to all staff who made me welcome and supplied transport and hospitality to a high standard.

Without exception I was able to meet the most senior officers during my visit, to familiarize myself with the current situation and future plans. All senior officials expressed a need for better statistics for policy and operational use but found themselves short of resources to develop these.

I reviewed material from various Tanzania web sites² and summarized the crime and justice situation in Tanzania along the following lines, broadly confirmed during my visit:

- Recorded Crime itself was flat between 2002 and 2006 but rose in 2007.
- Crime rates per 100,000 population vary considerably through the country
- Some crimes rates such as Murder, are high by international standards
- There is no survey data giving an alternative measure of crime.
- The population of young men, an indicator of the growth of crime, will rise over the next few years. Other more positive social factors, such as secondary enrolment, are also changing fast
- The number of law enforcement officers: police, magistrates, prison and probation staff is relatively low by international standards, leading to delays and backlogs.
- Sentence lengths seem high by international standards but little data is available. Prison numbers are around 45,000, with over 40% of these on remand.
- The length of time on remand in prison before trial is long by international standards.
- There is relatively low use of probation and community punishments.

¹ The two main reports were the *ICT Strategy for the Justice System, : ICT Strategy Tanzania Court of Appeal* and the *ICT Master Plan for the Tanzania Institute of Judicial Administration*, both drafts as modified on 10 April 2008

² Particularly the police (<http://www.policeforce.go.tz/>) the prison service (<http://www.moha.go.tz/>) the National Bureau of Statistics (<http://www.nbs.go.tz/>) the Ministry of Home Affairs (<http://www.moha.go.tz/>)

2. SUMMARY

Taken as a whole I found many more positive developments in Justice and Security Statistics than I had been led to expect. The traditional Tanzanian welcome and openness about the situation enabled me to discover most detailed aspects of the current situation and plans³. (See Annex A for list of persons met)

I met senior officials and managers in all areas and found their **general attitude to statistics very positive**. They recognized the need for good data, particularly for planning, resource allocation and public openness. They are very **constrained by shortage of resources**, however and not able to do all they wish. But resources seem to be **gradually improving**: eg a number of up to date computers have recently installed and staff trained.

However, **there is much to do**. Most data collection is still based on **paper records** and much of the use of computers is very limited consists of using them for document management, by recording statistics on WORD or EXCEL. There is **little documentation for statistical data recording**, although the well disciplined staff, especially the law enforcement officers, undoubtedly follow their verbal instructions well. Many documents are similar to those from in the 1960s and need updating and improving.

There are a few examples of more sophisticated analysis, such as NBS work correlating crime data with socio-economic material across regions but broadly **statistical analysis is limited**. It consists of ensuring completeness and timeliness. **Timeliness is excellent** with monthly data being produced within a few days of each month and passed up through district, region to national level. Because of the disciplined system the completeness is also very good. There is **little value added through statistical analysis** such as seasonal adjustment, projections, or model-building.

The publication of statistics is limited and this has led to a perceived lack of openness among non-government agencies. The NBS publishes limited J & S statistics in its Statistical Abstract⁴. Annual statistical reports have been produced by the Police, Courts and the Prisons but this does not happen every year. However, the police have recently published 2007 crime statistics in easily accessible form. Given the small amount resources needed for continued publication, **strong efforts should be made to find these resources**. I understand that the World Bank and the NBS are in the process of agreeing a funding package that could assist such publication.

A recent positive development is the setting up a **Crime and Justice Statistics Committee**, chaired by the Assistant Commissioner of Police, Mr Stambuli. It is good to see this in action, as it is a tool used in England with considerable effect. However, this is only a first step: the committee needs to establish itself as a **power within statistics**, to encourage statistical development, analysis and publication, and the use of statistics across the different agencies.

Another example is the proposal to eventually change the crime statistics unit into a **police statistics unit**. This will enable other types of statistics to be collected: for example, the way crimes are dealt with, the number of prosecutions, more details of serious crimes and of actions against drug crime, firearms crime and organized crime: as well as public confidence in the police. This unit could be further extended to a statistics and research unit to add greater value.

³ I would be grateful to be informed of any errors in this report, as this was my first visit and I may not have grasped all the details exactly correctly. (cglewis42@googlemail.com)

⁴ The 2008 edition is now at the printers.

No agency as a routine **shares results across other agencies or requests much data from other agencies**. But much value can be added to statistics if data is shared across sectors. I give a list of examples in section 5 of this report. This lack of use of others' data is because of the lack of an integrated statistical system for justice and security. As an example, senior prison officers were attracted by my mentioning the possibility of producing forecasts of **future prison numbers** using police, courts and prison statistics together. But other forecasts could be made: eg crime, numbers of police needed or court workload. However, all forecasts would need different agencies to collaborate with each other.

Within agencies the most pressing need is for more strategic and balanced planning. All aspects of the statistical system need to be developed in parallel:

- For data this includes **collection, analysis and publication**.
- For infrastructure this includes a **gradual development of IT hardware**: investment in IT software: statistical and IT training for those producing the statistics and training in the potential benefits of statistics for more senior managers.
- For **publication** this includes an acknowledgement that regular public availability of the key facts on justice is a feature of the democratic process.

Across agencies, many of the needs can be delivered **without a large input of resources**: eg:

- **Regular meetings** of the Crime and Justice Committee: eg on the same lines as the Mauritius Statistics Bureau committee which meets every 6 weeks or so⁵.
- A **concerted effort to publish more statistics** in the interests of openness and as part of the justice reform process
- The need for J & S statistical agencies to maintain close links with groups that are involved in **the justice and law reform process** now going on throughout Tanzania. Section 5 gives examples of how statistics can assist in the reform process.
- The need to **share good practice, develop common classifications systems**, methods of publications and joint use of each others' statistics.
- Each agency has put a certain amount of effort into IT development and there is a need to **share good practice in IT development**, including statistical training for IT use, and the development of software that can be modified for use within different agencies.
- In particular there is a need to make **better use of the existing PCs** in statistical units.
- The use of statistics for measuring performance of governance agencies: eg in **outputs per staff member employed**: public confidence measures

There is a need to realize that improvements in J&S statistics will be a **long haul**, over perhaps 5-10 years, extending beyond the remit of GDDS. Tanzania is in essence carrying through a process that it took the British system over 20 years to achieve. GDDS can kick start the process to some extent but the main engine will be the work of Tanzanian Statistics, Planning and IT staff: and it will be achieved in small steps, not through big jumps.

In the second visit planned for February/March 2009 the issues raised in this report will be further investigated and solutions elaborated. In preparation for my second visit I will share with Tanzanian colleagues some good practice of how statistics can be used across agencies. The visit will be more effective if Tanzanian colleagues can begin thinking and planning their reactions to my suggestions in this report in the period between now and next March. This should be done via the statistics committee.

⁵ I suggest topics for this committee to discuss at the start of section 5 of this report.

3. PRIORITIES

I followed the priorities set out in the TOR, aiming to talk to all agencies:

Table 1	Tanzania	Remarks
Priority 1	Stocktaking issues, to see what is available and recommend changes to basic sources. (50% of time)	Visits were made to each agency, both at HQ and at some local stations/offices to determine what is available, what IT systems exist and what plans there are for the future. The following was discussed: Move from paper to automated data capture. Need to identify appropriate software and hardware. Need to link information between local offices and HQ/centre. Need to review existing data capture forms. Improve outputs and annual reports Improve awareness of statistics amongst policy makes I discussed the lack of trained personnel in data collection and IT I discussed the lack of computer equipment – particularly locally I discussed the need to improve links between agencies
Priority 2	Scoping and Improving Prosecution Statistics data collection/publication systems (20%)	A visit was made to the DPP but not to a local office. The current system needs to be documented, including plans for the future, new data collection systems and what uses could be made of statistics.
Priority 3	Scoping and Improving Judiciary Statistics data collection/publication systems (20%)	Detailed visits were made to the Court of Appeal and High Court. The current system can now be documented, with plans for the future, including publication of Court statistics
Priority 4	To discuss and comment on Tanzanian IT plans (10%)	I discussed the IT plans for the Courts, prisons and police and the way lack of resources is holding up the speed of development of statistics.

I found the following main priorities needing to be addressed

Table 2 Priorities that need to be addressed:
<p>a. Statistics are still sent from local offices in paper format. Lack of both qualified and clerical staff, hardware and software, mean that the statistics cannot be processed efficiently.</p> <p>b. There are very few properly designed data collection instruments. Most statistics are compiled by hand from summary records kept of individual crimes, court proceedings or offender records.</p> <p>c. There are very few field visits or other mechanisms to check the completeness and accuracy of data. Thus no-one can be sure that the data at present used are accurate</p> <p>d. Statistics from different agencies need to be compared, both as a check on their quality and to enhance their use for operational and policy development.</p> <p>e. Most statistics concentrate on workloads. However, there is a need to develop statistics on outcomes as well: statistics on sentencing outcomes would be a valuable addition to policy development for many agencies of the justice system. I will send suggestions for development</p> <p>f. Tanzania is a very large country and difficult to collect 100% data. This calls for more use to be made of sampling techniques, in a structured way: eg of police stations, courts or prisons, to give indicators of what is happening in some specific areas: eg particular types of crime: the behaviour of young offenders, etc. In turn this requires statistical training.</p> <p>g. The statistics committee should push forward statistics/IT developments and the sharing of data. There should be more frequent meetings, to discuss mutual progress,, work towards common classifications, express common needs for statistics and to improve publication.</p> <p>h. Very few regional offices, prisons, courts or police stations have received any IT equipment. There are some encouraging developments, especially in the courts and the prisons. All other agencies need to plan to place computers, first in regional offices and then in districts and stations, prisons, remand homes etc. There is also a need for networks. It could be considered whether a single WAN for the justice system as a whole would be the most effective way forward. This would solve security issues and allow agencies to share data.</p>

4. FINDINGS FOR EACH AGENCY

My findings and conclusions are set out in this section, under headings for each agency.

4.1 All agencies

Table 3 Findings that apply to all agencies

- Agencies should ensure they regularly join in regular discussions about statistical needs and infrastructure through the criminal statistics committee.
- Agencies should follow the example of the police and the prisons and produce a short descriptive document of their statistics areas, following the reports noted in Annexes C and D of this report.
- Agencies should encourage their senior officers to make more use of statistics in planning operations and policies, including using data from agencies other than their own.
- Agencies should develop more indicators of performance that extend the collection of statistics by relating them to other statistics such as population, resources and those of other agencies (eg. police per 100,000 population: cases solved by police: cases heard within 6 months of arrest: criminal reconvicted within 2 years of leaving prison: success rates for probation programmes: public confidence measures.)
- Agencies should all consider whether sampling techniques could be used to answer specific queries. This would require some statistical training for one or two officers, or assistance from the NBS
- When networks are being considered this should be considered across all agencies at once. If a WAN is to cover, say the prison service, then it could be extended to cover all other services. Alternately, if a service is installing telecommunications equipment for its own use, then strong consideration should be given to including all other agencies within the same system. Long term savings could be immense.
- Agencies should read through section 5 of this report to see what new uses of statistics might be possible if statistics are shared across agencies and developed in a joint way.
- Agencies should prepare for a possible second expert visit in March 2009 where points mentioned in this report could be modified, prioritized and a time line drawn up for their implementation.
- In due course, agencies should follow the good practices of publishing data on web sites. A good indication of the value of web sites can be found by carrying out a Google Search for each agency. Those with the better web sites appear first because of their frequent use. Some agencies do not appear at all on the first page of a search. A performance indicator of a good website is for it to be the first that appears when a search is carried out.
- Agencies could also consider whether they could share facilities between each other: eg IT training could be carried out by the prison service at its college.
- Agencies should consider whether NBS could assist in funding improvements in publication frequency and content through forthcoming World Bank statistical funding.

4.2 Police

Table 4 Findings for the Police

- The annual statistics report should also be produced in English, following the very useful translations produced by ACP Stambuli during the first visit. Contact should be maintained with the NBS to see if they can help with funding.
- Data collection forms should be designed and instructions issued so that all stations, districts and regions work in the same way.
- More computers are needed for data capture, at least in the main police forces and the current old-fashioned methods of capturing statistics by radio and fax should be replaced by networked computers.
- There is a need for a measure of crime independent of the police and the police should discuss with the NBS how a crime question could be added to existing household or panel surveys
- There should be local visits to check the data. Eventually all data should be entered locally and use made of it locally as well as at HQ.
- More use should be made of the serious crime data being entered onto the Access database. This requires more staff trained in the data entry and more staff who could make use of the data once stored.
- IT advice and training on the analysis of such databases should be enhanced
- More analysis of data that is collected should be carried out. This includes more cooperation with the NBS and universities.
- More data should be shared with other criminal justice agencies.
- Police would benefit from a study visit to other neighboring jurisdictions: eg their problems are similar to those in Nairobi and both countries could learn from each other.

4.3 DPP

Table 5 Findings for the Director of Public Prosecutions (DPP)

- As there are very few statistics on prosecutions, new data collection instruments are needed and this should be a priority. Because prosecutions are carried out by various agencies on the DPP's behalf, such instruments need to be completed by all such agencies and hence would need to be agreed by them all. This could probably be done through the Statistics Committee.
- Such instruments should use the same statistical classifications as used by other agencies: eg for offence, age, sex, area of country, etc.
- Once a data collection instrument has been designed, a pilot data collection project should be carried out in a small number of prosecution offices for short periods. If successful this should be extended to more offices/courts. In the first instance the sample should be grossed up to give national and regional estimates. Eventually national data would be available and should be used for resource allocation and budgetary negotiations.
- When data is available DPP statistics should be published.
- There is a need to develop the statistical presence by recruiting more qualified staff to set up new data collecting arrangements, produce more analysis and publish material.

4.4 Judiciary

Table 6 Findings for the Judiciary

- Current Plans to check courts data should be completed and then the 2007 data published.
- The NBS should be approached to see if they can assist with funding the publication and improved quality of the annual publication.
- Sampling techniques should be used to collect data from the primary courts.
- The NBS should be approached to see whether, from time to time, information on local use of primary courts should be added to their agricultural panel survey.
- More data on court outcomes should be collected, as these would be of great use for all agencies (see Section 5 of this paper) New data collection instruments should be designed for this and piloted in a small number of courts
- The statistics section should have 3 or 4 new computers to improve their ability to process, analyse and publish statistics.
- Data on court delays is needed. This would require new data collection instruments, which should be piloted in the courts known to have long delays and the results published.
- When computers are available to the courts and regions, priority should be given to making sure software is available to produce statistics from them.
- In the next visit, the expert should discuss the progress on IT hardware and software and the future collection of Statistics data using computers with the head of IT in the Judiciary.

4.5 Probation

Table 7 Findings for Probation Services

Young people

- New data collection instruments and a common system for maintaining personnel records should be developed for offenders passing through Remand Homes and Approved schools.
- Data on the actions of courts towards young people needs to be obtained from the new court statistics system so that the demand for probation services could be estimated and those courts not using remand homes could be targeted for better training of magistrates.
- A short annual report should be made available to the press and placed on a web site so that the public is aware of the situation regarding young people.
- The future projections of young persons' population should be examined from time to time in co-operation with the NBS.
- In the next visit the expert should talk with the Ministry of Home Affairs about the developing plans for Community Service and probation for adults.

Adults

- Probation and community service for adults was not covered in this visit, as the general message was that few resources were available.
- Now a Community Services department has been set up in the Ministry of Home Affairs this should be visited in 2009 to encourage its use of statistics.

4.6 Prisons

Table 8 Findings for Prisons Statistics

- The Prison Service plans for IT development, including the OMIS software are the best way forward in the long run, provided funding can be made available. However, some progress can be made with improving statistics independently of OMIS: eg.
- Prison service should publish their statistics in an annual report, as in the past, and/or place the statistics on their web site. This should not only include counts of the number of prisoners but the length of time they have been on remand and sentence. This is because currently, prisons are the only place where this data is available.
- If necessary, prison service should approach NBS to see if there is any assistance possible with producing publications
- Prison service should share their experiences and plans for IT and statistics with the Statistics committee and help the committee to develop standard classifications and data collection methods.
- The possibility of common software being used throughout the justice system should be investigated.
- Prison service should consider making forecasts of future numbers, using data from the police and the courts.
- Prison service should consider discussing their statistical problems with neighboring jurisdictions such as Kenya which have similar problems.

4.7 National Bureau of Statistics

Table 9 Findings for Tanzania National Bureau of Statistics

- NBS should be encouraged to develop its new statistical capacity building programme with assistance from the World Bank to include crime and justice statistics: eg in relation to assisting with improving printing and content of statistical publications and in the greater availability of statistical training and software for statistical units..
- NBS should discuss with the Statistics committee whether to add a crime question to their next agricultural panel survey so that some non-police estimates of crime were able to be made. If this is successful than this panel could be source of other information on local crime and justice.
- NBS should enhance their web site to enable government agencies to include more data on J & S statistics.
- NBS should cooperate with crime and justice agencies, as much as resources allow: eg by attending or receiving papers from the criminal statistics committee
- The statistical analysis of correlating crime data against socio-economic data is excellent practice and other J & S agencies should be encouraged to carry out analysis of this type.
- In particular, NBS and J & S agencies should consider the value of making forecasts of future crime, police/crime ratios, prison numbers and courts workload (and hence possible delays)
- NBS should look into section 5 of this report to see how their input could add value to the uses made of statistics, as far as resources allow.

5. Good practice in using statistics for policy and operational use in Justice and Security

5.1 This section gives some good practice in using statistics across all the justice agencies of Tanzania. They are taken from my experience, both in Europe and in some other countries. Some of these will be more long term than others. In all cases more detail is available on what I have in mind and I am able to supply more information to any agency that is interested. I start with some ideas for future co-operation between agencies in both statistics and research. This could well be part of the agenda for the Tanzania J&S committee, which should continue to meet on a regular basis, to ensure that progress continues. The Mauritius committee, for example, meets around every 6 weeks.

Table 10 Ten ideas for better Statistical and Research Co-operation across Justice agencies which should be discussed by the Statistics Committee

1. Routine discussions should take place between justice agencies with a view to improving collaboration between them
2. Harmonized definitions, classifications and counting rules should be developed across all departments. The police definition is usually the basis for such classifications, especially with regard to offences. Where geographical areas are concerned the common classification is probably already in place.
3. The J&S statistics committee should discuss the situation where some data will be useful for more than one agency and should be collected by the agency that can do so most easily, even if they have less use for such data than other agencies do.
4. The committee should discuss areas where statistics and research that inform policy issues that cut across departments should be addressed jointly. I give several examples of these in this section where I feel statistics and research could make a very useful contribution
5. The committee can discuss where efficiency gains can be made from common practices: eg. shared equipment in rural areas, etc: common training: common development and usage of statistical IT packages.
6. The committee should discuss the best way of linking different agencies, both nationally, regionally and all offices. The likelihood is that all offices of the police, courts ,probation, and prisons should be linked by Internet, so that daily close co-operation can be maintained, both administratively and statistically, with access to each others data bases: the use of common identification numbers for offenders so that data can be cross-referred, and past history of offenders researched.
7. This committee could also develop a common policy towards research, including co-operation with the NBS
8. Routine statistics should be shared between the justice agencies on a regular basis.
9. The committee should encourage agencies to publish their material on an annual basis.
10. The committee would be able to advise where resources for better statistics and research could be best used.

5.2 During my visit I found many areas where statistics and research could help in discussing the problems that the Tanzanian Justice system faces. I recommend that priority be given to developing statistics and research in areas where the expenditure would give best value for money in illuminating, costing and evaluating the likely solutions of particular problems with which the Tanzanian Justice system is faced: eg

Table 11 Areas where Statistics can assist: What affects crime?

1. Effect of age distribution and future changes (See Annex XX for brief discussion)
2. Why have crimes risen so much in 2007?
3. What are the trends in different types of crime
4. What is the effect of unemployment:
5. What is the effect of poverty on crime
6. What is the effect of drug addiction on crime.
7. Variation across country: Province, urban, rural
8. How does the lack of CJ resources affect crime
9. Make predictions of future crime levels, especially looking at growing numbers of young men over the next few years.

5.3 Other areas where the availability of statistics and research could help with the reform process, and with policy and operations are given in the tables below

Police Discretion

Table 12 : Areas where Statistics can assist: Should police discretion be extended ⁶

1. Police usually have some discretion in Traffic cases giving warnings for first offences
2. Local OIC has some discretion in crime cases. Little is known about how often and in what circumstances this is exercised, or the extent to which more use would be publicly acceptable. Similar discretion in the British Police Force lead to much diversion from the justice system in the 1970s and 1980s, leading to a great saving of money within the CJS.
3. If fewer people came to court in the first place then magistrates would not have to send so many on remand, which leads to extra expenditure in a high remand population.
4. Many people kept in prison on remand then get acquitted. This is also a waste of money.

The Charging Process

Table 12 Areas where statistics can assist : Charging

1. Research and statistics could examine what other countries in Africa and Europe do.
2. In Germany many offences sent to a special non-criminal agency who will fine people. This reduces work on the courts
3. In the Netherlands the Prosecutor can give a fine for small crimes, saving the courts work
4. In England the prosecutor decides whether to charge or issue a warning/caution: Inspector will issue caution. Charge will be made for second offence
5. In Scotland the Prosecutor (Procurator Fiscal) can drop charges in the public interest or refer to non-CJ agency (especially for young people)
6. Economic analysis could predict how much could be saved by changes to procedures.

⁶ This has happened in the UK, saving the justice system a good deal of money in reducing the cases that come to courts, without any great public disquiet.

The Remand process

Table 13 Areas where Statistics can assist: Remand

1. High remand population leads to wastage of resources:
2. Prison costs in feeding prisoners most of whom do not get a prison sentence
3. Prison costs in extra population due to remand period not counting against sentence (this would require a change in the law)
4. Transport costs in taking cases to court, especially for capital cases that take a long time to finalize.
5. Long remand periods when prison service not able to start rehabilitation and prisoners get no chance to work or gain skills
6. How many prisoners on remand have legal understanding or resources, which leads to the appeal process not working properly
7. What would be the effect of new laws: eg limiting the time a prisoner can be held on remand in prison awaiting trial

The Sentencing Process

Table 14 Areas where Statistics can assist : Sentencing

1. Are sentences effective. What is reconviction rate?
2. Money can be saved by reducing sentences. Statistics can estimate this.
3. Sentences could be similar to those in other countries. Research could assist.
4. Sentencing guidelines could be issued for magistrates and judges
5. Remand time served could count against sentence to save prison numbers and hence money.
6. Did specific laws work: eg sentencing for sexual offences
7. What would be the effect of new laws: eg extending the maximum sentence

Access to Legal Services

Table 15 Areas where Statistics can assist : Legal Aid & Compensation

1. If more offenders aided legally, perhaps through donor money to start with, then this could pay for itself by reducing the costs of the CJS.
2. Legal aid could be on arrest as in some countries (egg England)
3. Legal aid could be when remanded (for some poor people in England)
4. Legal aid in court
5. Legal aid to make appeal
6. Compensation for injury
7. Extra resources needed in prisons for access to legal services: eg the appeal process

Managing Offenders

Table 16 Uses of statistics in Managing offenders

1. Teach literacy, IT skills, machine skills
2. Use psychological/medical methods to reduce:
3. Sex offending,
4. Drug taking
5. Crimes committed in anger
6. Crime committed with firearms

Restructuring of CJ Agencies as part of the reform process

Table 17: Areas where Statistics can assist: Structuring of CJ agencies:

1. Many countries are carrying out re-structuring of their CJ agencies so that justice can be delivered more cost-effectively. A statistics and research group can look into what has worked in other countries and avoid mistakes.
2. The Ministry of Home Affairs is now taking in probation for adults. Many countries have much closer working between prisons and probation and the way this has worked can be examined: eg looking at experiences in Uganda: Sweden and England & Wales in going along these lines.
3. Many countries have spent money in ensuring that their prosecution system can be fully separate from the police. This saves money by having cases better prepared for the court and having fewer remand prisoners.

6. DELIVERABLES PRIOR AND DURING VISIT

Publications:

National Bureau of Statistics *Tanzania in Figures 2007*, (www.nbs.go.tz)
National Bureau of Statistics, *NBS Business Plan, 2008/9-2010/1* (www.nbs.go.tz)
National Bureau of Statistics, *Statistical Concepts, 2008*, (www.nbs.go.tz)
National Bureau of Statistics *The Tanzania Statistical Master Plan*, Quarterly Bulletin, September 2007 (www.nbs.go.tz)
National Bureau of Statistics *Concept note on justification of the revival of crime statistics in Tanzania, June 2007*. (www.nbs.go.tz)
National Bureau of Statistics *Timetable for the release of data from the 2007 Household Budget Survey* (www.nbs.go.tz)
National Bureau of Statistics *Key Findings for the Integrated Labour force Survey (ILFS), 2007* (www.nbs.go.tz)
NBS Integrated Labour Force Survey Key Indicators: 2001-2007, 2006
NBS Why Tanzania needs good statistics.
NBS Tanzania National Profile Data in Brief
NBS various questionnaires for the agricultural panel survey: 2008
List of regions and Districts in Tanzania (pdf. File)

Tanzania Police Force *Police Crime Statistics 2007* (Kishahili only – *Taarifa Hali Ya Uhalifu Nchini Tanzania*) [Translations of parts of this document have been kindly produced by ACP Stambuli. A brief extract is included at Annex D (Separate WORD file.)]

Tanzanian Judiciary, *ICT Master Plan for the Institute of Judicial Administration, 2007*
Tanzanian Judiciary, *ICT Strategy for the Justice System: ICT Strategy Tanzanian Court of Appeal, 2008*

Prison Service Annual report for 2001, including statistics
Prison Service Brief notes on the Current Status of Statistics and IT sections
Prison Service Statistical Data Collection Instruments

Web Sites

National Bureau of Statistics, Tanzania. www.nbs.go.tz
Tanzanian police force www.police.go.tz (Kiswahili only)
Tanzanian Ministry of Home Affairs <http://www.moha.go.tz/links.html> for prisons service, and Community Service Secretariat

Dictionary

A Standard Swahili-English Dictionary (eg. Oxford University Press, Dar Es Salaam.) was useful to appreciate better some data collection instruments and publications.

7. OTHER DONOR PROGRAMMES

I debriefed Hans Hoogeveen, Senior Economist, on my mission and gave him a copy of my draft report. We discussed the general position of Justice and Security Statistics in Tanzania. We also discussed a statistical capacity building programme at present being discussed between the WB and the NBS.

This could run from December 2008 for up to 6 years ahead. Although concentrating on economic statistics, it was possible that some small tranches of funds could be available for other sectors such as justice and security sector for assistance in areas such as publication, software licensing, statistical training, etc. We agreed to keep in contact with regard to any possible links between this programme and GDDS in Tanzania.

8. NEXT EXPERT VISIT SPRING 2009.

Preparations should be made for a second expert visit from 21 February to 7 March 2009 by both the World Bank and Tanzanian agencies. These could include the following:

- Regular meetings of the Justice and Security Statistics committee, chaired by Mr Stambuli. Copies of the minutes should be shared with all agencies. Minutes should be sent to all members, including those who do not attend. The committee could discuss different aspects of this report, which ideas should be followed, and what further work needed to be done to put more flesh on the ideas in this report.
- To facilitate progress routine should be maintained between the author of this report and Tanzania statisticians about progress and problems (cglewis42@googlemail.com)
- Plans should be made for visits to agency offices away from Dar Es Salaam, to see the practical difficulties of data collection
- A general report, updating progress in each area should be prepared for the next visit.

The second expert visit should include visits to all relevant agencies: to new agencies not previously visited, including the Ministry of Home Affairs (Community Service) and possibly a general seminar for all agencies to sensitize them to the need for improving the appreciation of agencies and the public to J&S statistics. The visit will also revisit the progress made on developing IT systems.

9. LANGUAGE

GDDS is aimed at Anglophone countries. Although most Tanzanians can speak English, the practical position is a little more complex. As a senior police officer in Zanzibar told me, most people do not speak English as a routine on a day to day basis. Thus many returns are made in Kiswahili and most web sites and statistical publications are also in Kiswahili. Although, the legal system uses English as their main language and most of their reports are in English, even in the Judiciary some staff admit they need to improve their English: eg to be able to follow modern computer use more effectively. NBS conducts surveys using both Swahili and English.

This means that most of my interviews with people needed to be conducted more carefully than in other countries, with care that I understood properly and there was often much discussion in Kiswahili as to the exact meaning of a word. A good Kiswahili dictionary was needed to check the meaning of some of the documents that I was given.

The implications are that a large number of the data collection instruments, analyses and publications could well be more effective if they were to be in KiSwahili. The main reason for data to be available in English is to share with the wider world, especially those who do not speak KiSwahili. However, if operational and police use is best served by material continuing in KiSwahili, then this must be a decision for the Tanzanian authorities. Clearly a non-KiSwahili speaker such as myself can be less effective, or have to work harder than another statistical expert who is able to speak the language. Consideration should be given to recruiting such a speaker, if one can be found for any future Phases of GDDS.

10. TRAVEL, ACCOMMODATION AND SAFETY

Travel was quite satisfactorily, including the transfer at Nairobi and the hotel courtesy coach from the airport at Dar Es Salaam.. The Tanzanian Police Force was extremely helpful in supplying transport around Dar Es Salaam and sponsoring my visit to the police force on the island of Zanzibar, where transport was also provided. Transport was also kindly provided by prisons and probation services.

Accommodation arrangements were fine, with the hotel occupying a good central position for access to government offices, World Bank, etc. However, the hotel was a little lax with its charging and care was needed to see you did not get charged for other people's meals, etc.

On safety, one point worth mentioning is that my mobile phone was stolen in a mugging outside State House in the first week of the visit. I was unharmed, but this shows the care that needs to be taken when walking around even central Dar Es Salaam. This was at 3.30 in the afternoon, in a relatively crowded road near government offices, where I had previously walked with Ronald Luttikhuizen. But I was alone, and the only foreign face in the street at the time. Later I found that this was in the vicinity of the fish market and where a lot of drug addicts hang out.

11 ON CONTRACTING

No problems worth noting. Any details will be taken up when claiming fees and expenses.

12 FINAL REFLECTIONS

Tanzania public administration is looking for better ways of delivering services to the public in a much more efficient way. This has various drivers including recent strong economic performance, specific initiatives such as the reform of the justice system that is now starting and the fact that many senior officers, eg the Inspector General of Police, have been part of International Aid efforts where they have seen better systems put into place.

This means that it is an appropriate time to start improving Justice and Crime Statistics gradually over the next few years.

Chris Lewis, GDDS J&S Module Statistical Expert and Module Manager, October 2008

ANNEX A: AGENDA OF VISITS:

In many cases meetings took place over several visits, with initial meetings for familiarization. Personnel varied from meeting to meeting and it was not possible to list every person who was met. At other times conversations were held by phone or via the internet.

Meetings with National Bureau of Statistics: October 13, 24

Mrs Albina Chuwa, Director General
Mrs Radegunda Maro, Director of Statistical Operations
Mr Sange Mbaruku, Director of Economic Statistics
Mr Wilfred Mwingira, Statistician
Mr Ahmed Macbel, Statistician

Meetings with Tanzanian Police Force October 14, 17, 18, 19, 20, 22,24

Headquarters

General Saidi Ally Mwema, Inspector General of Police

Commissioner Robert S Maasumba - Director of Criminal Investigations
Deputy Commissioner S Kassala - Chief of CID Operations
Deputy Commissioner Kivuyo - Chief of Intelligence
Senior Assistant Commissioner Hayama – Chief Small Arms Manager
Assistant Commissioner P Nghosha – Chief Administrator
Assistant Commissioner V Mlowola – Intelligence
(*) Assistant Commissioner A Stambuli – Head of Crime Statistics Unit and staff

Criminal records department October 14, 17, 20

Assistant Commissioner H Cyimbi – Chief of Forensics Bureau
Head of Criminal Records Office, fingerprint officers, IT personnel and data entry officers

Dar Es Salaam Special Zone, Regional office and Police Station October 14

Senior Superintendent Mkonyi
Mr Matafunghwa, Head of Police Station
Plus many staff at the Station, Region and Zonal levels.

Zanzibar Region HQ October 19, 20

Detective Senior Assistant Commissioner Faridji A S Kayuga
Superintendent Mohammed
Statistical Staff

Zanzibar Urban West District Police HQ October 19

Acting Head and statistical staff

Director of Public Prosecutions October 15

Mr Eliezer Mbuki Feleshi, Director of Public prosecutions

Deputy Director

Mr Andulile Mwaisaka, Statistician

Judiciary October 18, 24

Mr Mr. Ferdinand K.L. Wambali (The Registrar of Court of Appeal of Tanzania)

Deputy Registrar, Mrs Pellagia Khaday

Mr Zakayo, Chief Training Officer, Judiciary (zakayolukumay@yahoo.co.uk)

Mr William M J Shonga, Resident Magistrate, Asst Training, Research and Statistics Officer, Judiciary (shongawilliam@hotmail.co.uk)

Mr Issa Kasailo, Statistics Officer, Judiciary (kasailo@yahoo.com)

Mrs Doris Kaniki, Statistics Unit, Judiciary (doris_kaniki@yahoo.com)

Mrs Salama Fitina, Statistics unit, Judiciary (salamafitina@yahoo.com)

(*Mr Essaba Head of IT at the Court of Appeal, was absent at a fortnight's training session for judges and magistrates in Arusha, but we corresponded by e-mail. (t612aaj@yahoo.com)

Probation – Department of Social Welfare, Ministry of health and Social Welfare - Akiba House October 23

Mr George Kameta, Commissioner, (Kameta_georgekim@yahoo.co.uk)

Mrs Happiness Heonya, Assistant Commissioner. (heonya2007@yahoo.com)

Mr David Maganga Statistical officer

Head, Dar Es Salaam Remand Home.

Ministry of Home Affairs – Prison Service October 20, 21

Principal Commissioner of Prisons, Mr A N Nanyaro

Commissioner of Prisons Mr Mboya

Commissioner of prisons Mr Nkuku

Deputy Commissioner Mr Minja

(* Mr Abdallah Zawadi, IT Manager

Mr Marka Kilumbu – Superintendent, Prison Statistics

Mr Mbarak – Prison Statistics officer

Ministry of Home Affairs – Community Service Department

No visits made

World Bank October 23rd

(*Johannes G Hoogeveen, Senior Economist,

50 Mirambo St P O Box 2054. Dar Es Salaam

jhoogeveen@worldbank.org

(Starred names have already been in touch since the visit with extra useful information)

ANNEX B DETAILS OF VISITS TO DIFFERENT AGENCIES OF THE CRIMINAL JUSTICE SYSTEM

National Bureau of Statistics

The Tanzania National Statistics Bureau has the support of the President in developing good statistics for Tanzania. Under the dictum '**If you can't measure it you can't manage it**' they are responsible for drawing up the Tanzanian Statistical Master plan as part of the National Strategy for the development of Statistics. They are drawing up a statistical development plan in association with the World Bank that, once agreed, would set out an assistance package for the development of statistical collection, analysis and publication over the next 3 or more years. Although the priority is to improve economic statistics, there will probably be some scope for resource input towards other sectors such as crime and justice..

This importance of statistics is also true as far as Justice and Security Statistics is concerned, although NBS is in a similar position to the British Office of National Statistics, where most justice and security data is collected, analysed and published by the relevant ministries. However, NBS works with statisticians in justice and security agencies in improving collection and analysis as well as improving the standard of publication. NBS also publishes a statistical abstract for wider readership that contains some justice and security information and be widened to include information on all aspects of justice and security.

NBS is also promoting the use of statistics at the highest levels of the government and plans to host a meeting to discuss the importance of statistics in the next few weeks. It would clearly be important to get a discussion of crime and justice statistics on that agenda.

NBS has responsibility for the 5-yearly Family Budget Household Survey, which collates results from households. It also conducts a panel survey in modular form, called the 'agricultural survey' but its content is much wider than that. Both these would be possible vehicles for including a small number of questions about actual victimisation and/or public confidence in policing or justice generally, including perception of corruption: see the web site of the Kenya Anti-Corruption Commission: <http://www.kacc.go.ke/>
NBS also collates the Labour Force Survey which gives details of employment and secondary education, both key factors for analysing crime trends. NBS is also putting together a statistical capacity building programme together with the World Bank. This could run, in various forms, from 2009 onwards for 5 years or more and could include some assistance towards the justice and security statistical sector.

Meetings with the Tanzanian Police Force

The Tanzanian Police Force has developed its statistical and other record areas considerably during the last two years and is poised to continue making considerable advances in the collection, analysis and use of statistics.

The most tangible change is that, for the first time, the 2007 crime data were published in May 2008 in an excellent, most readable booklet, with tables, charts and commentary of high quality. As the priority customers for this were Members of Parliament, senior police officers and other Tanzanian citizens, priority was given to producing it in Kishawili, the main Tanzanian language. However, there are plans to produce material in English as well, in due course.

A brief description of the statistical system for the Tanzanian Police Force is at Annex C and, in advance of an English translation, I have produced, with the kind help of Mr Andulile Mwaisaka and Mr Stambuli, a summary of the crime statistics in Tanzania for 2007 at Annex D. Mr Stambuli has also translated Chapter 5 of the 2007 report into English for me.

Tanzania has two methods of collecting data on crime:

1. Once an offence is reported to a police station, a detailed manual record is kept in the station, with appropriate unique numbers attached to this report. For each serious offence data is sent continuously from throughout Tanzania to HQ either by Fax or radio⁷.
2. Information on serious crimes, traffic offences and accidents of various types is also collated locally and summarized in monthly returns that are sent to Headquarters.

These two methods reinforce each other, with the more detailed records of individual offences acting as checks on the monthly summaries.

At Headquarters, the numbers are collated and typed into a number of EXCEL spreadsheets, by offence, region, station, etc, ready for various uses. This includes: routine publication, background information for parliament; operational use by senior police officers; and use by journalists and academics for research and study.

Criminal Records Department

The Tanzanian Police Force also maintains a criminal records office at headquarters, where all records of all criminals throughout the country are received. This system is associated with the recording of fingerprints for identification and, in total there are around 1 million records of all criminals who have come to notice since 1958.

The force has recently started to place some of these records on to a computer database, created for the purpose by the Indian ICT firm CMC India. This Criminal Attributes Database seems to be Access-based and consists on several screens for input and **output. Typical screens are:**

1. Criminal details
2. Arrest data
3. Conviction data
4. Details of wanted persons
5. Details of fingerprints recorded at scenes of crime.
6. (A separate database for Police HR details.)
7. Good conduct certificates

This CADB is used at present for:

1. Searching for matches for criminals as an aid to investigation
2. Issuing good conduct certificates
3. Searching for matches to SOC evidence on fingerprints, etc.
4. Providing courts with previous conviction data as an aid to sentencing in court

⁷ There is potential, in some geographical areas for this to be moved to electronic capture in the near future.

The CADB is in its early stages, and probably about 50,000 records have been placed on it up to October 2008. More records will be included. It was not clear exactly how many records would eventually be held on the computer but the idea was mentioned of converting the back records dealing for convictions since 1980.

This CADB, once a sufficient number of records are included on it, will become a very strong database for statistical analysis. This would need an expert analyst statistician, who would be able to produce research to assist in operations and policy work. For example, other countries that have such a database (England, Netherlands, Germany, some states of the US) are able to analyse the following:

1. Patterns of criminal careers
2. Specialization among types of offences committed
3. Likelihood of giving up crime after a certain age
4. Affects of drug-taking on crime
5. Delays in court proceedings after arrest
6. Whether criminal commit crimes again after leaving prison,. After being fined, or serving a period on Probation.

Many of these types of analysis would give results which could be of use to criminal justice agencies other than the police. Therefore, this database is a good example where the development of a statistical database needs to be discussed with all other agencies of the justice system, so that its usefulness can be maximized. Such discussions could best be discussed in the criminal statistics committee, at present chaired by Assistant Commissioner Stambuli, head of criminal Statistics.

Level of recorded crime

The level of reported crime statistics, at around 88,500 serious offences and 421,000 less serious offences in 2007, seems to be quite realistic for the population level and taking into account the problems of reporting in rural areas. As a comparator, this is considerably higher than in Kenya, with its larger population, probably reflecting the fact that the Tanzanian population is more likely to report crime to the police than in Kenya.

Language of publication

With few exceptions, all the material published and otherwise made available by the Tanzanian Police Force, is published in the main Tanzanian language, KiSwahili. This is clearly the most sensible first choice for statistics to be better understood and used to a greater extent by the Tanzanian population. However, for comparison with other countries and to facilitate advice that can be given, the TPF recognises that summaries and tables should, once resources permit, be produced in English as well as in KiSwahili. This also applies to the TPF web site, currently quite effective, but all in KiSwahili.

Small Arms Database

Although I was not able to see the detail, I was told that a small arms database exists of all guns that have been recovered or used. Such a database, would be a further useful source of statistics on crime if the data held were available for statistical analysis and held in an accessible fashion

Statistical Staff

All staff recording and compiling police statistics seem to be police officers and there seem to be sufficient staff employed in these areas. Most seem to be well aware of what the system expects and are used to recording the information in the proper way. There all seem aware of the need for statistics to be of good quality and do their best to achieve this. However, I do not think there are any written instructions as such to improve consistency and I did not see any guidelines or counting rules that should be used when a crime is recorded⁸:

IT resources

There seems to have been a welcome increase in the availability of up to date computing hardware and software in recent years, although I was told this is quite patchy. Officers at HQ, both in the statistics department, the criminal records office, small arms database, etc all seem to have good modern computers and more are expected. However, many of these computers seem underused, reflecting the need for more training of staff to be able to use computers more effectively.

Most of the computers that I saw are quite up to date, with at least Windows XP and many with the 2007 versions of windows and Microsoft. Such computers are extremely powerful and could be exploited in many different ways to improve the efficiency and effectiveness of the statistics unit and the criminal records office. Some steps are being made in this area, but more could be done. There seems to be a good IT department within the TPF, which has made at least two very good databases available to improve output.

1. There is an access-based software to input details of serious crime onto the computer system. Although this system has great potential, it seems to be underused, as only one officer is trained to use it who has other duties. Once other officers can use this database so that all serious crime is input to this database, then this will reduce the amount of work in summarising and adding up data on serious offences. However, the database itself can be improved, if certain new variables about the crime are recorded as individual attributes, rather than in text form as at present.
2. The Criminal Attributes database used in the criminal records office, is described below.

Staff training needs

Statistical staff have some basic training but it is recognised that more could and should be done. This will vary according to the needs of the officers concerned. In headquarters there is an eventual need for both more training of existing staff and for more staff who are qualified in statistics and IT.

⁸ Counting rules define what should be recorded when there could be some room for different interpretations, thus ensuring consistency between different officers: eg what is the difference between theft and burglary, how many crimes are counted when 5 people are robbed at gun point, and so on. In due course, statistical quality would be improved when such rules are produced.

Police force in Zanzibar

The police force in Zanzibar is totally integrated with the mainland force. It also includes the island of Pemba. Because of the extremely kind sponsorship of the Tanzanian Police I was able to visit the island and see the local police force in operation. I met many members of the police force in Zanzibar but I would particularly like to thank:

Who made his office available to me and showed me the way statistics were collected in the Zanzibar region.

Zanzibar is a relatively low crime area, with much of the crime being committed by foreigners.. There are 27 police stations and some 10 districts within Zanzibar.

Because the Zanzibar police force is a good example of other regions of Tanzania outside the Dar Es Salaam region, I was able to draw the following conclusions from examining the statistical systems that are probably typical.

- Resources generally are not good: eg there are very few computers, with a small number at regional HQ and none at district HQ or in stations. Old fashioned typewriters are used to some extent but there is much handwritten recording.
- However, staffing is high and all statistics are collected by police officers. I was told there were 7 staff on statistics at Regional HQ and perhaps 3 or 4 in each district and further resource input on statistics at each station. Accumulated over the whole country this is likely to lead to a very large number of police officers throughout the country working on statistics alone. With an appropriate investment in (mainly) computers, many of these staff could be redeployed to more front-line duties.
- There are no written guidelines for statistical collection. However, the procedures are quite simple and tend to be the same in each region of the country.
- All crime is recorded in the police station book, and information collated at district level on a monthly basis. A series of summary tables is sent from district HQ to region a few days after the end of the month. Regional office collates this information into summary tables for the region and transmits this to the HQ in Dar Es Salaam by around the 8-10 of each month. Some detail of specific offences is collected: eg. the sex of murder and rape victims and suspects.

There are some local crimes that are recorded separately from the main analysis

Department of Public Prosecutions

The Tanzanian legal system is similar to that of England and Wales, being Common Law and adversarial. However, the Office of the DPP was established by article 59B of the 1977 Constitution and the National Prosecution Service was established by section 4 of the National Prosecution Service Act of 2008 (27). The office is divided into Headquarters and 14 regions coterminous with the regions under which all other Justice departments are organised and from which all data is collected, including that from the NBS.

The DPP has the legal authority to prosecute all criminal cases in Tanzania but it does not yet have the resources to do so. To illustrate this, the DPP told me that he had currently some 250 State Prosecutors but that, to achieve his full constitutional position of prosecuting all criminal cases he would need around 1,300 State prosecutors.

One consequence of this shortage of resources is that prosecutions have to be carried out by other authorities, as agents of the DPP. Typically, this involves the police, but also revenue authorities, National Parks authorities, Immigration authorities and the anti-corruption Bureau, but also other agencies. The position varies cross the country, with a higher proportion of cases prosecuted by the State prosecutors in some areas than others. As well as the shortage of resources to actually pay new State prosecutors, there is also the shortage of qualified lawyers to fill the posts and full employment of 1,300 state prosecutors is likely to take many years to achieve.

There are no real statistics on the extent of prosecutions, although some figures are pulled together from time to time from looking at case files. There seem to be no data collection instruments and the very diversity of who carries out the prosecutions means that many agencies would need to complete data collection forms

The duties of the DPP can be summarised as:

- Receiving the case and deciding whether or not to charge – this is the legal opinion stage
- Preparing the charges after the decision to charge has been taken
- Instituting charges and prosecuting them
- Appointing prosecutors
- Supervising prosecution work
- Co-ordinating investigative agencies under section 16 of the act.
- Presenting appeals and applications
- Conducting inspections
- Providing legal advice to other agencies and to the general public
- Conducting training of state prosecutors and other stakeholders within the justice system

The DPP has to exercise these roles with little to no formal statistics. However, he is personally aware that statistics would help him considerably in his job and is keen to develop the statistical service that he receives. He is also very aware that statistics he needs are not only those that would be provided by his staff but that he would need figures from the police, from the courts (Judiciary) as well as from the National Bureau of Statistics.

The types of statistics he needs and their uses, as he sees them, would involve the following areas:

- He needs **crime statistics** from the police to inform the level of work his staff are faced with, trends in different crimes and patterns across the country
- He needs estimates of population, especially future figures, by area, age, etc so that he look to future pressures
- He needs to estimate levels of workload of his staff, both currently and for several years running so that he can predict future levels.
- He also needs statistics to produce a better budget based upon realistic assessments of what is needed.

Judiciary

The administration of the Judiciary is at the Court of Appeal. The Chief Executive Office is the Registrar, whom I met with his Deputy and senior staff of the Training and Statistics Unit. The head of IT was away at a training workshop in Arusha but I shall meet with him next time.

The Registrar was very enthusiastic about the value of statistics and, having worked in that area in the past was aware of the need to develop the statistical system to include improvements to data,

the measurement of outcomes as well as workloads and to publish material. He saw the need for better statistics to be able to plan resources, reduce waiting times, know what crimes were being committed in different areas, how legislation was working and what changes should be made. He was keen to publish the 2007 volume but had insisted that the figures were all checked thoroughly first and this was now being done. The registrar was also aware of the need to share statistics across agencies and for consistency across agencies to be taken more seriously: he gave examples of where data from different agencies gave a completely different picture of the problem of juvenile delinquency faced by the justice system.

The Tanzanian Legal system has similarities to the British system, based on Common Law. Because of the rural nature of much of the country the difficulty of collecting statistics is extreme, with over a thousand primary courts, mainly in villages: around 20 Resident Magistrates' Courts and around 90 District courts: and about 14 zones of the High Court within each Region. Finally, the Court of Appeal in Dar Es Salaam hears cases from all parts of the country, including Zanzibar which has a parallel system of justice, with its own Bureau of Statistics.

Data collection is much more difficult than in any other areas of the justice system, because of the forms of communications that have to be used. Few primary courts have more than rudimentary facilities, so any data collected or instructions sent have to be done by mail, which can be delayed, delivered to the wrong place or not delivered at all. This means that, for the foreseeable future, collection of data from the primary courts needs to be on a sample basis. Currently this is done using a convenience sample of courts that are able to complete the forms: around 50 out of the 1,000+ courts. This sample is unlikely to be representative of those more rural courts than have few facilities. There are plans for a more structured sample but the shortage of HQ staff, and the lack of good communications and sampling frames make this very difficult to achieve. It is possible that the NBS panel surveys could also be used as a source to obtain information about the use of primary courts.

Statistics are collected, on a monthly and annual basis, from residential magistrates' courts and District courts and from the different Zones of the High Court. These are mainly measures of workload, and the data collection instruments are designed to be internally consistent, so that checks on their accuracy can be made at HQ and follow up queries, either by telephone or in person can be made. There is a further return of individual serious criminal cases that comes from a number of courts on a monthly basis but this is not 100% nor could be because of the lack of resources, both a courts level and at HQ to process the data. However, the returns that do come in are used as a way of checking the annual returns that show internal inconsistency.

Although annual statistical reports have not been published since 1994, the draft 2007 report on Judiciary Statistics is now in draft and the data being checked. It will be published, once correct and when resources for printing have been found.

There are two new computers at HQ, which are used for document management: eg the annual reports for all the different resident magistrates' courts and district courts are typed into EXCEL spreadsheets and added up. The annual report is also being drafted in WORD on computers.

There has been some useful contact with the National Bureau of Statistics in the past over the design of data collection instruments and some Judiciary data has, from time to time, been included in NBS annual Statistical Abstracts. The current Judiciary statistical staff are planning to discuss their current statistical problems with the NBS when resources allow. Mr Kasailo sits on the Criminal Statistics Committee, chaired by Mr Stambuli of the Tanzanian Police Force.

Probation Service

Probation services in Tanzania are poorly funded and are themselves in transition. I spoke with the Commissioner at the Ministry of Health and Social Welfare, who told me that it had recently been decided that probation services for adults (over 18) were going to be taken into the Ministry of Home Affairs and included within the Community Service Secretariat. Due to lack of time I was not able to follow this up and find out what the structure of this new department would be, although press reports claimed it was under funded and unsupported by the public at large.

Within the Ministry of Health and Social Welfare, the Commissioner described a widespread series of plans to expand provision. This included aiming towards:

- 8 social workers for children in each of the 133 local authority areas: at present there are social workers in only 53 areas
- More remand homes and approved schools, so that magistrates have the opportunity to send young people to these
- More education for magistrates, to make them aware of their powers in law to send young people to such institutions or to award probation orders.
- More presence of social workers in courts to help magistrates understand the effectiveness of such institutions.

The Commissioner described the current situation which is far removed from his plans, and it was not clear how realistic or long-term these plans were. He described a series of small current initiatives associated with probation for those under 18. His organisation runs three areas: Legal services for juvenile justice: Family and child welfare: Work with disabled people. The main work of a probation nature was the running of Remand Homes and an approved school. The prevalence of children under 18 in the existing six institutions is as follows.

Flow of children through Approved school and remand homes, 2004-2007

	2004		2005		2006		2007	
	Male	F	Male	F	Male	F	Male	F
Approved school	30	0	43	0	29	0	52	0
Arusha R Home	24	1	46	1	120	9	100	8
DSM R/Home	300	33	222	18	320	34
Mbeya R Home	58	0	102	1	81	5	716	65
Moshi R Home	53	1	98	3	42	2	526	33
Tanga R Home	38	4	119	5	21	3	239	11
TOTAL	708	43	515	37	1953	151

Statistics are collected at headquarters from each home/school, by age offence charged and sex. Statistics are also available on the extent of educational training that goes on in these institutions and the success rate of those who go through the courses: the success rate is usually very high.

Statistics are maintained in paper records: there are no guidelines or rules for completing them or data collection instruments. Personnel records are kept for each child in each institution, again on paper. There are no working computers in the homes. Statistics are collated in headquarters but not published.

The Commissioner was of the opinion that more use of probation and remand homes would benefit the Tanzanian economy, as prison was the only current alternative for most children offenders who were thus lost to the productive economy and cost large sums of money to keep them in prisons. I saw a pilot programme in the DSM Remand Home to teach skills to young people to prepare them for their eventual release.

He also realised that good statistics would benefit his campaign to achieve more resources for the probation services. As far as his current work is concerned, the amount of statistics that is possible is very limited. There are currently no more than 2100 children flowing through the school/remand homes and the data is readily available, in as much detail as can be used. However, the quality of this data and its timeliness is completely unknown as they are simply a by-product of paper records.

Some form of data collection instruments is needed, together with basic instructions to complete these, and priority should be given to this over the next few months between now and my next visit. I will liaise with the commissioner about this. In the longer term, once new remand homes/approved schools are available, then it would certainly be possible to install computers for record keeping, but nothing very sophisticated would be needed.

What is more important is that the case for more probation is made through using statistics from other parts of the justice and social system. The incidence of young offending is known from the police, the growth of the age group from which this is drawn is known to the NMB. Both organisations would need to modify their output to help the probation services and this should be discussed in the statistics committee chaired by Mr Stambuli.

Prison Service

The detailed description of the prison service statistics and IT section can be found at Annex D, in a very useful document produced by Mr Zawadi, Assistant Commissioner of prisons. The approach to IT and Statistics seems to be an extremely useful one, which could be discussed by the statistics committee and possibly of use to other agencies.

I met with all the senior commissioners of prisons and visited two prisons and the prisons college. All senior staff were aware of the need for good statistics and were signed up to the plans that Mr Zawadi and aware of the need to push forward with the OMISA database to collect better information on the way that their systems runs. They explained how the Prison Service had previously been advised by consultants that the solution to their data problems will lie with getting an IT system into place, as part of which various Software systems would produce the management, operational and accounting information needed by the service. Statistics would be produced by OMIS, and data would be entered at individual prisons.

I agree with this strategy and the current plans seem excellent. A pilot project is planned but the sticking point is the cost of the software, not all of which is funded. The GDDS project does not fund software development but I am happy that what is proposed is the way forward and consistent with GDDS. I encourage the Tanzanian Prison Service in their plans to install OMIS when funding is available.

However, it is important that progress in Statistics should progress along lines parallel to the development of OMIS. Examples should include the production of an annual prison statistics report, which could be placed on the prison service web site very easily, with little cost. This should include statistics of prison numbers and lengths of sentences and remand populations. If funds for publication are lacking then the NBS should be approached to see whether their new statistical capacity funding with the World Bank would be a source for such funding.

The prison service also has an excellent IT training centre at their Prison College and it could be considered whether this could be a source for training statistical personnel from other agencies in the IT skills they need to improve their use of current IT equipment.

ANNEX C BRIEF REPORT ON THE CRIME STATISTICS UNIT OF THE TANZANIAN POLICE FORCE

Senior Assistant Commissioner Ahmed Stambuli, Head of Unit

The Crime Statistics Unit of the Tanzania Police Force is under the Director of Criminal Investigation (D.C.I.). It is dealing with the collection, analysis and dissemination of crime reports from all Police regions and Unit throughout Tanzania, Mainland and Zanzibar. Collection of reports is mainly from all regions and Units on Daily Crime Situation reports known as SITREP which is analysed and usually sent to the Inspector General of Police. The other common Crime and Traffic reports received and analysed for the Monthly Crime Situation report, Quarterly, half yearly, Three Quarters and Annual reports which are also sent to the Inspector General of Police who disseminates them to the Minister for Home Affairs, the State House and the Parliamentary Committee on Security and Safety and others. For the first time The Annual Crime Situation report for the year 2007 has been published in KiSwahili language and was distributed to all members of parliament in it Budget Session for 2008/9 when discussing the budget for the Ministry of Home Affairs on June/July 2008. The members of Parliament and others who got the published 2007 report were happy to know something about the crime situation and condition of the police in combating crimes.

The crime Statistics Unit Headquarters Office, at present has 19 Staff who are all Police Officers as follows: 1- ACP Head of \Unit; 1-ASP, 2-INSP, 16 - RANK & FILE. The Unit has got 5 Desktop PCs (Personal Computers), 1 heavy duty printer and 3 other small printers, and 1 fax machine.

But Tanzania is a very big country under the Police Administration it has 28 regional Offices, 3 Units with 142 Districts plus the Zanzibar Police Headquarters office and the Dar Es Salaam Special Zone office. The Daily and Monthly, Quarterly, Half Yearly, Three Quarters, Annual situation reports from all these offices have to be collected and analyzed and disseminated in time. It is a heavy work to do so and we are working very hard. Taking into consideration the problems we are facing some of the regions are very far from the HQ and the only means of communication is the Police Radios, from the District offices to the regional HQ and the same Police Radios to the national Police HQ in Dar Es Salaam. Many of the Regional Offices have no computers it is only the written paper work and it is to be sent by radio. In such a situation you must face the problem of accuracy and timely data.

The problem of over staffing in our Statistics Offices is manual/written works, if we have computers the number of working staff is going to be reduced to just a few people. The problem of trained manpower we have only a few trained staff in basic statistics methodology and IT. According to GDDS objectives of improving the availability and usefulness of Crime and Justice Statistics and the improving of the IT infrastructures under which statistics are collected, analyzed and published. We need at least one computer for every Regional and District office and some staff to be trained on basic statistics methodology and basic IT programmes, a proposed budget will be attached.

Under the assistance of UNDP there will be a link between 6 regions on which data transfer at the regional level only including through V-Sat and there will be an INTRANET connection, the regions are Dar Es Salaam, Zanzibar, Arusha, Mwanza, Dodoma and Mbeya and the Police HQ. It is expected these regions will be under a Pilot project which will furnish them with IT communications equipments and they will also have access with the Crime Statistics Unit by the end of this year 2008.

Data collection format is another very big problem we have, since the independence 1961, there have been many different formats used for different times. We are receiving data from different regions in more than five different formats and we have to do extra work in order to make all reports in one format for one unique report. We are in need of one format only to be used by the whole police force

Crime Statistics Unit
Tanzania Police HQ
October 20th 2008

ANNEX D
THE UNITED REPUBLIC OF TANZANIA
MINISTRY OF HOME AFFAIRS
(Tanzania Prisons Service)



Tanzania Prisons Service

Brief notes on the Current Status of Statistics and IT sections

Prepared by:
Office of the Principal Commissioner of Prisons,
IT Department,
30th October, 2008.

1.0 Executive Summary

Currently Tanzania Prisons Service is experiencing a big number of data management problems: The present data are not accurate, and they can not be retrieved in a timely fashion or in a format useful for dealing with non routine problems, and also sensitive data has no security and control there are difficulties on sharing of information within the department and even with other legal institutions partners. Data redundancy, Poor data integrity and difficulties of data access are other remarkable problems. Basing on these problems, Tanzania Prisons Service had decided to establish IT department with a vision to develop strategic information system which will have impact to Tanzania Prisons Service' services and business operations. The major types of information system to be developed will include Offenders' Management Information System (OMIS), Human Resource Information System, Production Management Information System, Accounts Management Information System, Inventory Management Information System and strategic systems.

In the year 2005, needs assessment was conducted as one of the initial steps of developing Strategic Information System which identified an Offenders' Management Information System as one of the priorities for Tanzania Prisons Service. To implement an Offenders' Management Information System (OMIS) countrywide, the implementation of the same to the pilot sites was seen to be an ideal approach to get ahead smoothly. A reasonable ground work has been done to include refurbishment of pilot sites' offices, putting in place two computer laboratories, and implementation of Local Areas Networks to the pilot sites namely: Prisons Headquarters, Prisons Main Store Keko, Prisons Regional Office Dar es salaam, Secondary Storage at Prisons Staff College Ukonga, and Ukonga, Keko and Segerea Prisons.

The aforementioned activities have been accomplished at the total cost of **USD 750,000**. Justice and security statistics which are resided in Offenders' Management Information System will be taken care through the use of Business Intelligence tool which will be developed along with OMIS software. OMIS project comprise of two sub projects namely: the development of OMIS software and implementation of OMIS infrastructure. The project shall be implemented in four phases and is expected to be completed by year 2012 with the estimated cost of **USD 20,507,000**

2.0 Tanzania Prisons Service Administration

The Tanzania Prisons Service is constituted under the Provisions of Section 3 of the Prison Act, No. 34 of 1967 (Cap 58 of 2002) and guided by the Constitution of the United Republic of Tanzania, 1977 and other Laws and Regulations which may be issued and amended from time to time. The Prisons Service is a statutory organ of the government within the Ministry of Home Affairs. Unlike other statutory organs, which operate throughout the United Republic, the Tanzania Prisons Service caters for Tanzania mainland only.

The Prisons Service major functions include the safeguarding of prisoners under the lawful custody and convey prisoners to or away from prison, rehabilitation of prisoners and care for those who are remanded under the law or those who come within the Prisons care by virtue of official orders made by Courts or competent authorities for custody. At the apex, the Prisons Service is headed by the Principal Commissioner of Prisons. The headquarters consists of three divisions and three special units. The three divisions which are headed each by a commissioner are Rehabilitation Services, Legal and Prisons Administration and Finance and Administration. The three special units are Inspectorate and Internal Audit, Intelligence Operations and Prisons Corporation Sole.

At the Regional level there are twenty one (21) Regional Prisons Offices headed by Regional Prisons Officers (RPO's) who are the heads of all prisons within each particular region. Under Regional Prisons Officers, there are unequally numbers of prisons which are headed by Officer In charges. The total available number of prisons all over the country is 120 and daily average prisoners' population stands at about 45,000, where 25,000 are convicted prisoners and 20,000 are remanded prisoners. Prisons are classified in three groups as follows: Central Prisons⁹, District Prisons¹⁰ and Open Farm Prisons¹¹. Among the 120 prisons: 12 prisons are Central Prisons, 64 prisons are District Prisons and 44 prisons are Open Farm Prisons.

3.0 Current System

Tanzania Prisons Service has currently a manual centralized system. However, the process of data management has been decentralized to the individual prison stations. Data processing and information management in all levels within the service are executed manually, that results in delay and inefficiency, which could have been taken care of simply by the electronic Management Information System.

Information Management:

There are prevalent problem of data processing, storage, retrieval and control under the present manual system. The Prisons management needs electronic management system which will convert manual system into easy-to-manage electronic Management Information System. In the existing manual system the following operations are being executed:

- Data is collected and processed manually,
- Information is stored in physical files and cabinets,
- These files and cabinets are stored in record rooms,
- Registers are generated to keep the record of all files and to control the movement of those files,
- Many staff are employed full time to look after this job.

Data/information Available:

In the Service, a normal daily activity which consists of the management of data/information belongs to the following operations: - Human resource management, Offenders' management, Accounts management, Production management and Inventory management. All this data/information management has prevalent problems such as:-

- Inaccuracy,
- No retrieval in timely fashion or in format useful for dealing with non routine problems,
- Lack of security and control to some sensitive/confidential data.
- Difficulties in sharing of information within the department and outside the department such as legal institutions partners, Prisons Service's clients and other government departments.

Roles of statistics sections

⁹ The maximum security prison which caters for all types of prisoners serving any lengths of sentences

¹⁰ The maximum security prison which is a reception center for remands prisoners in the District and caters for prisoners serving a sentences of up to 10 years.

¹¹ A large open prison situated in the rural areas specialized in one or more agricultural activities and catering for certain type of prisoners who have not more than ten years to serve before release.

The process of managing data within the Prisons Service has been decentralized to the individual prison stations. Each prison station has its own Statistics section, where data belongs to it are being gathered, stored, analyzed and presents it so that users can make better business decision more easily. With regards to offenders' management as a core business for Prisons Service the major activities undertaken by Statistics sections includes:

- Preparation of Prisoner's record,
- Computation of sentences,
- Classifications of Convicted prisoners,
- Preparations of review of sentences for Convicted prisoners,
- Storage and retrieval of data and Information,
- Data collection and data processing,
- Preparation of various report and returns.

Unlike other statistics section in each prison station, the statistics section at the headquarters has the following roles:

- Compilations of various report and returns from the prison stations.
- Document processing such as preparation of various report and returns
- Data collection
- Data analysis
- Storage and retrieval of data and information
- Review of various statistical forms
- To design format for data inquire for instant queries from corporate level and functional level.

4.0 Justice and Security Statistics

Justice and security statistics is resided in offenders' management system which is core business for Prisons Service. As I have pointed out earlier, under the offenders management system the management of data related to justice and security statistics has been decentralized to individual Prison station. The source of that information is from the commitment warrants issued by the courts and oral interview of prisoners. In the prison prisoners are admitted from different legal institutions such as: the courts, the Police and another prison (transfers). These include the remand prisoners¹², convicted prisoners¹³ and civil prisoners¹⁴. On admission, the information/particulars of all prisoners admitted are being collected and entered into proper registers before the same being transferred into prisoner's record for permanent storage.

5.0 Offenders' Management Information System (OMIS)

The Offender Management Information System (OMIS) will be a computerized case file management system to be used by the Tanzania Prisons Service (TPS), the Tanzania National Parole Board, Community Service and other criminal justice partners such as Tanzania Police Force and all courts in Tanzania mainland, to manage information on offenders management throughout their sentences. The system will gathers, stores, and retrieves information required for tracking offenders and through the use of business intelligence all departments at all levels will be

¹² Remand prisoner is any person dully committed to custody under a written warrant or order of any court exercising criminal jurisdiction or by order of court martial, or special tribunal

¹⁴ Convicted Prisoner is any prisoner under sentence of court or court martial or special tribunal or detained in prison under section 85 of the Criminal Procedure Act 1985

¹⁴ Civil prisoner is any prisoner other than convicted prisoner such as debtor, deportee etc

able to make decisions concerning offenders' cases. Leaving aside the general functionality of OMIS in other legal institutions, in the Prisons Service, OMIS will support all aspects of inmate management through the use of a single offenders' database that supports all inmates' management operations. The OMIS will have rigorous security framework to allow someone to control access to information based on daily operation. Furthermore, OMIS will be able to support for inmate rehabilitation through case management functionality and driving down the instance of re-offending (identifying recidivism) and tracking the movement of the inmates. Besides the aforementioned management functionality, OMIS will also cater for the following results:

- Will facilitate seamless sharing of accurate and timely offender information within the prisons department and other criminal justice partners through electronic means;
- Will provide effective reintegration and case management tools to collect all offenders' related information for use and sharing necessary for effective corrections and decisions for offenders' management.
- Will enable prisons officers/correctional officers to use correctional tools effectively by treating the offenders in the same coherent way, which will help offender to be rehabilitated and hence supports public protection.
- Through the use of business intelligence which will be developed along with OMIS software, it will streamline decision making regarding offenders' management in all organization levels such as corporate level, functional level and operational level.

Tanzania mainland has 120 established prison facilities scattered all over the country. This means that it is an uphill task for the Head Office which is the central coordinating point to receive reliable and timely information on all aspects of prisons and prisoners from around the country without having in place an effective and efficient Offenders Management Information System. Therefore, TPS saw the need to work for implementation of Offenders Management Information System is inevitable so as to address the problem of failure to obtain reliable and timely information from various prison stations and secondly to keep pace with the technological advancement happening in the field of corrections worldwide.

5.1 Development of OMIS software

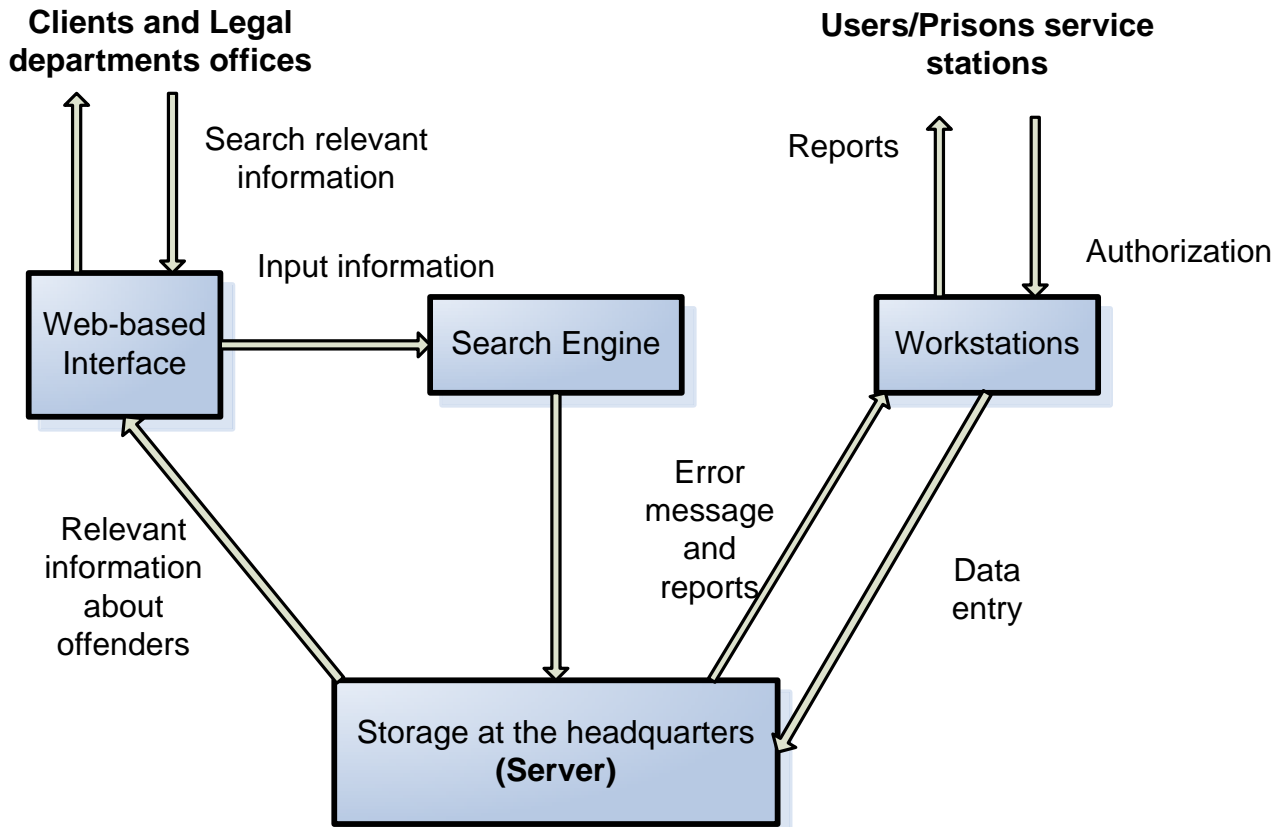
Tanzania Prisons Service is planning to implement the centralized OMIS with an environment which requires centralized configuration, management and monitoring of data access. It is targeted also to implement a centralized console for configuring and managing data access from a single point of control. Bearing that in mind TPS is planning to implement the three-tier client-server architecture combined with web-centric technology with Graphical User Interface to the users in order to help them find information on the OMIS, which will be integrated in all prisons stations and other strategic legal departments offices all over the country.

The system will enable users to browse through detailed information about the OMIS. The OMIS proposed will have two main parts. The first part will provide an interface to access the information about the convicted prisoners. The second part will provides an interface to the access the information about the management of the remands prisoners. The offenders' information will be stored in database. The relevant information to the community will be searched by search engine. The clients and other stakeholders will search the relevant information online using Internet browser. The system will run with acceptable performance on Servers as it has specified in the system hardware requirements. The system will have a central hub of communication which will be situated at the TPS headquarters, and is to be connected to private

data network (VPN). We are expecting to implement mission-critical system which will be readily available and reliable.

5.2 System Block Diagram

System Block Diagram



6.0 Network infrastructure solution

All Prisons Service strategic information systems will be composed of databases that link all sites together using the internal and external network connections. The solution will be based on industrial standard, open-architecture components including Intel-based processors, Microsoft Windows operating systems and ODBC-compliant relational database management products (Microsoft SQL Server or Oracle). The solution features will be a combination of client-server and web-centric technology. The solution will represent a seamlessly integrated suite of applications sharing data where applicable. At the central hub of communication, the solution will utilize a single set of centralized servers communicating with the workstations via TCP/IP in a standard Ethernet LAN/WAN environment. At the central hub of communication, the solution will involve a minimum of three servers to be installed in the server's room and another two servers to be installed in the demilitarized zone (DMZ) as stipulated below. Server room: Database server, Applications server and Domain server. DMZ servers: Mail server, WebQuery Server

At the central hub there is a LAN connecting through the Ethernet to allow high-speed access 1000 Mbps switch to accommodate high bandwidth applications. The network connects all the client users, printers, and corporate central hub to the servers via switches. The switches in the hierarchical style will provide a more secure, faster, and more cost effective network. . There will also be a file storage sever to organize and manage the files. Each site will have a router for receiving data, sending data, port filtering, and blocking network probing. The solution will include the use of compression software to manage the transfers of large files. All the network equipment will be integrated together to provide the highest level of efficiency and security.

Status of the Network infrastructure

All pilot sites namely Ukonga, Segerea and Keko prisons¹⁵, Prison main store at Keko prison, Dar es salaam regional prisons office, Systems secondary storage at prisons staff college Ukonga and Tanzania Prisons Headquarters have Local Area Network (LAN) in place and the implementation of Wide Area Network (WAN) to integrate all those named pilot sites is in progress and is expected to be completed by the end of November, 2008. The pending task for completing integration of pilot sites is the supply and configuration of active network components which is expected to be completed by 15th November, 2008. The delay in completing this activity has been caused by US Laws where all export of security items has to be vetted and approved for export. Basing on our vendor report, the export clearance for our equipment from Cisco Company has been completed and the equipment has been dispatched from the US. It is expected at the Dar-es-Salaam port by 4th November, 2008.

7.0 Strategic implementation Plan

Phase I: Implementation of Offenders Management Information System (OMIS) to the pilot site by year 2008 USD 1,213,000 plus VAT

The implementation of OMIS project to the pilot site comprise of development of OMIS software projected and related user training along with the supply of related equipments which is expected to cost USD 1,000,000 plus VAT and improving network infrastructure and monthly bandwidth charge which is expected to cost USD 213,000 plus VAT.

Phase II: Implementation network infrastructure and installation of OMIS software to twelve regions and twelve maximum security prisons by year 2010: USD 4,310,000 plus VAT

The activities to be accomplished include:

- Implementation of Local Area Networks
- Implementation of Wide Area Networks:
- Supply, Installation and configuration of VSAT satellite communication kit
- Supply, Installation and configuration of active networks components
- Bandwidth charges
- Installation of OMIS software to the sites
- Related user training

Phase III: Implementation network infrastructure, installation of OMIS software to eight regions and sixty eight district prisons by year 2011: USD 13,364,000 plus VAT

¹⁵ The expert was able to visit all these sites and see the systems which will be in operation in the pilot areas.

The activities to be accomplished include:

- Implementation of Local Area Networks
- Implementation of Wide Area Networks:
 - Supply, Installation and configuration of VSAT satellite communication kit
 - Supply, Installation and configuration of active networks components
 - Bandwidth charges
- Installation of OMIS software to the sites
- Related user training

Phase IV: Implementation network infrastructure, installation of HRI software, Production System software, Inventory System Software to all prisons site countrywide by year 2012: USD 1,620,000 plus VAT

The activities to be accomplished include:

- Integrating Prisons Corporate LAN with High court, Headquarters' of Ministry of Constitutional Affairs and Justice, Police headquarters and Headquarters' of Ministry of Home Affairs
 - Supply, Installation and configuration of VSAT satellite communication kit
 - Supply, Installation and configuration of active networks components
 - Bandwidth charges
- Installation of browsers to the sites
- Related user training

Cost analysis summary for Project Phases

Project Phase	To be completed by year	Implementation Costs(USD)	Funds Available(USD)	Deficit(USD)
Phase I	2008	1,213,000	333,400	879,600
Phase II	2010	4,310,000	0.00	4,310,000
Phase III	2011	13,364,000	0.00	13,364,000
Phase IV	2012	1,620,000	0.00	1,620,000
Total Costs		20,507,000	333,400	20,173,600

8.0 Conclusion

It is an undisputed fact that an Offenders' Management Information System is essential for Tanzania Prisons Service to improve its offenders' data communication and full potential of seamless sharing of offenders' information within the Service and with other components of the Criminal Justice System. As long as the main source of prisoners' information is from committal documents issued by the Courts, therefore, it is expected that the Offenders Management Information System (OMIS) will deliver a permanent solution to the problem of justice and security statistics in Tanzania when will be put in operation. Moreover, an effective Offenders Management Information System through the use of intelligence is also expected to streamline the process of decision arena in all level of Prisons Service management and other organs of the criminal justice system with regards to offenders and case managements. With these few comments, we hope Tanzania Prisons Service will find its way out to better result in offenders' data management and facilitate the same to other legal partners.

Annex E Summary of Tanzanian Crime Statistics, 2007

Chris Lewis, Ahmed Stambuli, Andulile Mwaisaka

Tanzanian Police Crime Statistics for 2007 have been produced as a readable and accessible 70-page booklet¹⁶ summarizing the current situation and developing some sophisticated statistical analysis of how crime relates to some social variables. It is the result of a valuable co-operation between the Tanzanian Police Force and the National Bureau of Statistics. It currently exists only in KiSwahili but publication in English is planned when resources permit. Its main readers were assumed to be politicians, senior police officers, journalists and academia.

This annex to my report has been produced with the help of Mr Stambuli and Mr Mwaisaka as a reference document for those who wish to understand the position of crime statistics in Tanzania but do not read KiSwahili. To enable wider understanding and for other countries to see the good practice that has been adopted in this publication, this annex has translated into English the main figures and some of the tables. It also lists the tables included in the booklet. I have added some commentary not in the Kiswahili volume.

Chapter 1 - General Introduction, description of police structures

Chapter 2 - Summary of Main Statistics:

Table 2.1 Crime statistics for Tanzania: Calendar years 2006 and 2007

	Calendar year 2006	Calendar year 2007	Change (numbers)	Change (%)
Recorded Crime				
Serious	68,781 (12.8%)	88,527 (11.9%)	+19,746	+28.7%
Minor	359,848 (66.8%)	420,935 (56.9%)	+61,087	+17.0%
Total	428,629 (79.6%)	509,462 (68.8%)	+80,833	+18.9%
Traffic Crime				
Serious	18,167 (3.4%)	25,151 (3.4%)	+6,964	+38.2%
Minor	91,681 (17.0%)	205,600 (27.8%)	+113,619	+124.2%
Total	109,868 (20.4%)	230,751 (31.2%)	+120,883	+110.0%
Grand Total	538,497 (100.0%)	740,213 (100.0%)	+201,716	+37.4%

All aspects of reported crime have increased considerably between 2006 and 2007. The 28.7% increase in Serious Crime is particularly worrying. Part of this increase is certainly real: the population is increasing at around 3% a year, and the population of young males between 15 and 30, the main group that commits crime is increasing by vvv% a year. However, some of the increase is likely to be due to better reporting of crime. NBS figures show that the number of mobile phone users has increased from less than 1 million in 2002 to over 8 million in 2007. There are now 40 times as many mobile lines as fixed lines and it is likely that mobile phone messages form a much greater part of reporting of crimes than in earlier years, especially in city areas where reception is good. It is also likely that much of the increase in reported minor traffic crime is due to more effective recording although the mechanism is not yet clear.

¹⁶ *Taarifa Ya Hali Ya Uhalifu Nchini Tanzania, 2007*, Tanzanian Police Force, May 2008.

Serious crime figures, totalling 88,000 in 2007, are around 224 per 100,000 population. This is difficult to compare with other countries, as each country has a different definition of ‘serious crime’. However, the best comparative figures seem to be The main reason for the differences, I would suggest, is that Tanzania has a better system of recording so that a higher proportion of its crime is recording than in many other African countries. The only way to test this would be to conduct a crime survey of households, etc, asking people what was their experience of crime and comparing this with recorded crime figures. The possible of doing such as survey is discussed in the part of this report concerned with the National Statistics Bureau.

Chart 2.1.1 summarizes the three main aspects of recorded crime: Crime against the person, Crime against property and crime against ‘public tranquility’, for 2006 and 2007. It clearly shows the way that all types of crime is increasing, especially serious crime.

The next three tables look into the three main types of crime:

Table 2.2 (with Chart 2.1.2) details the crimes against public tranquility for 2006 and 2007

Offence	Calendar year 2006	Calendar year 2007	Change (Number)	Change (%)
Narcotic drugs	377	318	-59	-16%
Cannabis Sativa	5,020	5,521	+501	+10%
Khat	296	471	+175	+59%
In possession of Government Trophy¹⁷	720	791	+71	+10%
Smuggling	60	39	-21	-35%
Bribery/Corruption	37	34	-3	-8%
Illicit Liquor offences	2,690	5,937	+3,247	+121%
Illicit Liquor apparatus	-	133	-	-
In possession ammunition	-	189	-	-
In possession firearms	832	585	-247	-30%
In possession explosives	-	18	-	-
Total	10,032	145,036	+4,004	+40%

The 40% increase is dominated by the increase in illicit liquor offences, probably resulting from greater police action during the year.

Table 2.3(with Chart 2.2.1) details the crimes against property for 2006 and 2007.

Offence	Calendar year 2006	Calendar year 2007	Change (Number)	Change (%)
Firearms Theft	72	104	+32	+44.4%
Armed Robbery	1,028	1,108	+80	+7.8%
Robbery	4,620	7,198	+2,578	+55.8%
Burglary	20,413	20,904	+491	+2.4%

¹⁷ Banned material such as elephant tusks, rhino horn, etc.

Theft	18,107	21,708	+3,601	+19.9%
Motorcycle theft	118	222	+104	+88.1%
Motor vehicle theft	287	254	-33	-11.5%
Passing counterfeit notes	389	487	+98	+25.2%
Stock Theft	3,904	5,153	+1,249	+32%
Theft in banks	6	23	+17	+283.3%
Theft public corporations	0	383	+383	-
Theft corporate unions	0	18	+18	-
Theft local government	0	27	+27	-
Theft central government	0	129	+129	-
Arson	2090	2943	+853	+40.8%
Fire accident	0	252	+252	-
Total	51,034	60,913	+9,879	+19.4

Table 2.4 details offences against the person for 2006 and 2007

Offence	Calendar year 2006	Calendar year 2007	Change (Number)	Change (%)
Homicide	2,612	3,583	+971	+37.2
Rape	4,278	8,894	+4,616	+107.9%
Unnatural acts¹⁸	512	567	+55	+10.7%
Child stealing	38	71	+33	+86.8%
Child cruelty	86	157	+71	+82.6%
Illegal immigrants	189	306	+117	+61.9%
Total	7,715	13,578	+5,863	+76.0%

The Homicide rate has risen sharply and now stands at nearly 9 per 100,000 population. This compares with less than 2 for England and Wales but with around 60 for South Africa. Rape figures have also more than doubled in the year, probably reflecting better reporting and greater sensitivity of the police to such reports. The central Dar Es Salaam police station, for example, has a separate room put aside for women reporting sex crimes to be interviewed by female officers. Illegal Immigrants' offences have also risen but could just as easily be classified in another part of crime statistics, as offences against the Immigration Acts. Table 2.3 (second)¹⁹ (Chart 2.3.1) gives offences committed by illegal immigrants, by sex and nationality.

¹⁸ Paedophilia, etc

¹⁹ Table numbering has gone wrong in Chapter 2, after table 2.4.

Table 2.4 (second) goes into more detail about how serious offences were dealt with in Tanzania in 2007. The actual table gives regional data. In summary the position is as follows:

Outcome of investigation into serious crime	Numbers	Percentages(CHECK)
Offence 'no-crimes'	1,738	2.0%
Offence under investigation	37,376	42.3%
Offence closed	9,790	11.1%
Offence awaiting court proceedings	30,946	34.6%
Offence concluded successfully	6,390	7.4%
Offence dismissed in court, etc	2,287	2.6%
Total	88,527	100.0%

Because of delays in court proceedings, this table will underestimate the number of cases that are concluded successfully. A more complex method of recording is needed that will relate the number of court cases in anyone year to the number of crimes they relate to and not the number of crime recorded that year. This probably means closer working between the police and the judiciary/prosecution statisticians.

Tables 2.5 and 2.5.1 go into more detail about the offences committed by refugees in the border areas near Rwanda and Burundi. and what happened to these refugees.

Chapter 3 deals with traffic offences and accidents, which are summarized into

Road accidents
 Accidents resulting in death
 Number of deaths
 Number of injuries

Table 3.1 gives summary figures

	Calendar year 2006	Calendar year 2007	Change (Numbers)	Change (%)
Road accidents	18,187	25,151	+7,024	38.6%
Accidents resulting in death	3,028	3,065	+37	+1.2%
Deaths	2,657	3,071	+414	+15.6%
Injuries	16,546	16,119	+337	+2.0%

Tables 3.2 and 3.3 (with chart 3.3.1) analyse these by region. Tables 3.4, 3.5 and Chart 3.4.1 show a longer trend in traffic accidents over the period 2002 to 2007. This is a good example of information that should eventually be produced for the main crime series.

Chapter 4 gives some interesting detail of some specific offences, such as arms recovered or amounts of money stolen.

As is discussed in the report, the variable with highest correlation with different types of crime is enrolment in secondary education.

Tables 5.5 and 5.6 give information by region for traffic accidents, etc.

Table 5.7 (Charts 5.4.1 and 5.4.2) is the classic trend table for recorded offences, and it is good to see this table around, although I would give it more prominence and placed earlier in the booklet. Data for 2002 to 2007 are given and trends can be seen more clearly over a period. This table poses various questions for the statistician: have there been any changes in recording practices: have there been any changes in police targeting of offenders: has more effort been put into collecting statistics over the last two years that have shown such rises in the figures. Once the data are accepted as of good quality, we should ask what are the explanations of the long term trends in the figures: eg. Some offences against property have fallen ('uvunjaji') whereas others have risen ('theft')

Table 5.9 gives some comparators for other countries of

It is good to have maps in this sort of booklet and the map at the end of booklet gives some useful comparisons across the regions of Tanzania of crime numbers. However, this would look better if the rates of crime were given, related to population numbers (ie the last column in table 5.4 should be plotted rather than the first column.)