

LuM/016/0002/04

AFRICAN NATIONAL CONGRESS

TRAINING VOCATIONAL CENTRE — DAKAWA

Our Ref. No:

Your Ref. No:

SECRETARY GENERAL'S OFFICE
RECEIVED

DATE: 14 / 03 / 89

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28:02:89

Dear Comrades Jacob and Tiphany, (SA) BOX 31791

Please refer to your circular on "3rd Dakawa Seminar". The matter of the establishment of an organised semi-autonomous ANC community in Dakawa appears to me to be much more than just being a matter of reviewing old projects and writing new ones. At its core it appears to me, a political act with many implications to the ANC strategy of our struggle and the future of peaceful life in the Dakawa settlement. I therefore suggest that the Seminar proceeds from:

- (a) Political achievements realised from the successful R.P.C. Seminar of May 1988. The outcome of that seminar included more political involvement of the members of the community here in matters affecting them. Towards that end a popular Z.P.C. was elected, rather, re-elected recently and now guides life in Dakawa more than the administration. Therefore I strongly recommend that, for the success of this planned seminar, you centrally involve the ZPC. The ZPC Chairman must be in what you call the Tanzanian sub-committee. Similarly, the Youth, Women and Health representatives in Dakawa should be included. This is in part, how Dakawa structures work.
- (b) Appendix I of Volume 2 of the Document ANC Development Centre Dakawa Tanzania prepared by NORPLAN for the ANC under an assistance agreement with Norway. I attach a copy of this appendix.

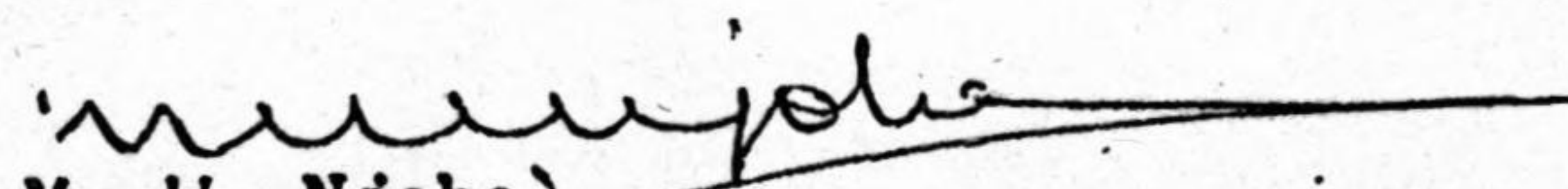
The appendix is entitled "Some Proposals for the establishment of a Local Municipal Administration at Dakawa". We asked for this assistance, and we must at least discuss the proposals formally on an agenda when we come to the discussion of what you call "to establish an autonomous administration for Dakawa". I suggest that copies of the whole Volume 2 document be made available to all participants to the "3rd Dakawa Seminar". The appendix has proposals on technical principles of organising: such a community, its public security services; economic services including the Agriculture, garment, leather activities we have in Dakawa; financial services including preparations for of budgets; accounts and disbursement of funds by our Regional Treasury;

Community services management including administration, culture, schools, health, burial, sport etc; technical services as provided by our project Manager; and so on. Let us examine these proposals at the Seminar and reject or accept after discussion. We must use the opportunity of organising life in Dakawa as practice on how the ANC will bring happiness to communities it will organise in South Africa when the ANC takes over power there. The ANC is an alternative government in our country and its credibility must begin to shine now, in the management of its community in Dakawa, for ANC members and our international supporters to see what we mean by life in post-apartheid society in our country.

- (c) Consultations with the Dakawa community at grassroots. Let us ask the ZPC to introduce the matter of autonomy to the community at large and then have it discussed ⁱⁿ the presently very active political units we enjoy here. Let us harness this political strength behind what we want to achieve by the 3rd Seminar. The ZPC could present the feelings of the community to the Seminar. They will certainly be positive. People like autonomy particularly those fighting to free their country.

My last comments are that (i) on the first page of your ^{circ}secular, the distribution list starting with Co-ordinator ^{should} include regional representatives of culture, the newly popularly formed Dakawa Social Order Unit (SOU) and Adult Education. (ii) Since one objective of the seminar is to establish an Autonomous Administration, it seems to me that our Legal Department ought to be involved. We shall need courts and structure to implement the ANC Code of Conduct here. (iii) Similarly since we shall be looking at the co-Ordination of projects with regional and national structures, should we not have someone from the office of the Secretary General when dealing with National Structures. Actually as you are aware the VTC already has a feeling that Vocational skills training co-ordination and situation in the ANC national structures needs to be reviewed for more efficiency.

MASS ACTION FOR PEOPLE'S POWER!


M. W. Njobe

PRINCIPAL VTC DAKWA

cc office of the S.G.

1. SOME PROPOSALS FOR ESTABLISHING A LOCAL MUNICIPAL ADMINISTRATION AT DAKAWA

1.1 INTRODUCTION

The purpose of the Working Paper which follows is to present some preliminary ideas on how the new community at Dakawa might best be organised so that the inhabitants obtain the conditions and services to which they have a basic right. The Paper is drawn up at the request of ANC who asked NORPLAN in March 1984 to come up with proposals and suggestions on how best to organise a local municipal administration for Dakawa. It is already recognised that, because of the special nature of the community at Dakawa (a homogeneous community from a different cultural background), there is no point in trying to integrate Dakawa into the Tanzanian system of local municipal administration which has its roots in the particular conditions of the Tanzanian political system. It is considered preferable to build up an individual, selfcontained municipal administration system for Dakawa itself. Hence the need for proposals.

1.2 SOME ELEMENTARY PRINCIPLES

Before looking at how to organise the community at Dakawa within a municipal administration, we have to examine what has to be organised. What will be the functions of a municipal administration at Dakawa? What duties will such an administration serve? What services must such an administration provide to the people of Dakawa?

In developing Dakawa, ANC has assumed some basic responsibilities towards the community. It must therefore create and organise appropriate conditions within which the new community may operate.

In the first place ANC has to provide public security so that people can go about their daily business without hindrance. In the second place ANC must be able to provide funds or at least provide the means (work) for obtaining funds in order to provide services to the community. In the third place ANC has to organise the provision of a series of communal and technical services which will be necessary to give the population of the new community a reasonable standard of living (e.g. water supply, education and health facilities, electricity etc.)

This therefore suggests that ANC will have to organise the provision of the following five groups of services within a local community or municipal administration:

- Public Security Services
- Economic Services
- Financial Services
- Communal Services
- Technical Services

NORPLAN has given some brief consideration to the establishment and organisation of such services for Dakawa and these are described briefly below for the future planning of Dakawa. NORPLAN has studied the Norwegian public and municipal administration system to see if this might be appropriate to the needs of Dakawa. The problems and background at Dakawa are, of course, very different. However for the purposes of comparison a brief description of how the Norwegian system of municipal administration works is given in Appendix 1A. This may be a useful model in more detailed administrative planning at a later stage.

1.3 PUBLIC SECURITY SERVICES

Any new community like Dakawa must be able to offer its citizens protection against the threat of external attack and it must be able to offer security of the person within the community to the individual. As to external threats, protection in this case will presumably be co-ordinated between the Tanzanian authorities and the African National Congress. As far as internal security within the community is concerned, some form of simple policing system may be necessary, although in a homogeneous community like Dakawa, self-policing may be all that is needed whereby the community regulates the behaviour of its individual members. However it would seem highly desirable to have at least one impartial person allocated to simple law enforcement duties in the community. This person could investigate possible cases of theft, violence or any cases of dispute between neighbours and then report the facts to the responsible authorities. In addition, ANC must also provide a court of law where the individual citizen may seek redress in civil or criminal affairs.

Finally the organising authority in Dakawa must also provide public security services against fire and other natural calamities e.g. floods, droughts, earthquakes etc. A fire brigade must therefore be provided and it seems desirable to establish a small, voluntary civil defence brigade for natural emergencies. Within the public security field it therefore appears that the municipal authority will have the need to provide the following services:

- Defence forces
- Police force
- Law courts (civil and criminal)
- Fire brigade
- Civil Defence Brigade

NORPLAN is not aware of ANC's detailed internal organisation and some of the functions described above may already exist and may simply need mobilisation when the requirement arises.

1.4 ECONOMIC SERVICES

In the early planning of Dakawa it has already been agreed that every attempt will be made to create productive economic activity at Dakawa, in order to give financial surpluses and in order to provide employment to the majority of the population. ANC shall therefore have to ensure that all productive economic activity at Dakawa is organised and carried out on a communal basis. It has already been agreed that the following components shall make up the economic activities at Dakawa:

- Agriculture
- Industry
- Trade and supplies
- Forestry

ANC has to establish an organisation which can plan, finance, organise and implement activities in all these sectors. It must be able to plan and organise the inputs for each economic activity and find the people to undertake the various subactivities. To take one concrete example, someone has to plan the planting of all forest at Dakawa, to arrange the preparation of the ground, to provide the seeds/saplings, to organise labour and ensure that all planting takes place in the correct season. He would organise fertilising, thinning, irrigation etc.

Finally he would be responsible for organising an exploitation programme, felling and commercial sales. For such tasks it would be necessary to find a competent forester in the ANC community at Dakawa.

The trade and supplies function would be a very important function at Dakawa. This would involve all wholesale purchasing of items required by the community and would also involve the sale and distribution of such items in the community through retail shops. This function would also involve the selling and marketing of the community's products outside the community itself.

1.5 FINANCIAL SERVICES

All new communities need a means of financing their activities. In Tanzania almost all taxes are collected by central Government so that any new community (like Dodoma for example), has to get its funds from central Government. In Norway, on the other hand, most tax is collected at local municipal authority level so that these are often able to finance their own operations from their own taxes. In the United Kingdom, New Towns are originally financed by central Government, but are required to become self-financing within a limited period. Most of the funds for building and operating Dakawa will be assembled from a wide variety of sources by ANC. However Dakawa will need an organisation, especially after construction is completed, to plan the financing of operations, to secure financing and to be responsible for disbursements, to draw up budgets and to keep accounts. The functions which a financial service at Dakawa will require to provide are as follows:

- Collection of funds from all sources
- Collection of community taxes/levies (?)
- Preparation of budgets
- Disbursement of funds
- Preparation of accounts

The means of financing establishment, operation and maintenance of services will have to be decided by ANC. The degree of subsidy and the levels at which these will be maintained is a matter of policy for the ANC leadership at Dakawa.

1.6 COMMUNAL SERVICES

By the term "communal Services" we mean those services which are provided by the community as a whole in terms of skilled manpower i.e. education, health, administration information, culture etc. They do not include the provision of physical infrastructure or buildings which are categorised as "Technical Services" (see below). The principal Communal Services will be as follows:

- Municipal administration
- Information and culture
- Nursery Education
- Primary Education
- Secondary Education
- Tertiary and Vocational Education
- Public health services
- Casualty/outpatient health services
- Acute medicine/in-patient services
- Dentistry
- Undertaking/burial services
- Personal services (hairstressing, banking etc.
- Sports and athletics
- Veterinary services and agricultural extension
- Services for the handicapped

It is not certain whether all of these services will be required at Dakawa and whether others not included will be needed. However the African National Congress must be prepared to establish a municipal administration which is capable of mobilising services and qualified staff in most of the above sectors. This means organising the services, staffing them, finding funds for salaries, equipment and organising the funding and construction of appropriate premises e.g. a health clinic etc.

1.7 TECHNICAL SERVICES

This is probably the biggest group of services to be provided for the new community and it includes all physical construction and technical infrastructure which will be needed to allow Dakawa to operate as a modern, selfcontained urban society. A municipal administration at Dakawa must be able to provide personnel to construct, maintain and operate and repair such facilities. The technical services at Dakawa will therefore include the following important components:

- Roads, footpaths and paved areas (parking)
- Water storage, distribution and supply
- Sewrage arrangements
- Land and street drainage, stormwater drainage
- Public open spaces, parks, public gardens, tree belts
- Village centres
- All housing, flats etc.
- Refuse disposal and collection
- Energy generation and distribution (solar/wind/biogas etc.)
- Electricity generation, supply and distribution
- Telecommunications (radio/telephone)
- Hospitals/clinics/health centres/dispensaries
- Cemetery
- Agricultural centre
- Student's orientation centre
- Rehabilitation centre
- Transport centre
- Mechanical repair and maintenance centre workshops
- All schools (nursery, primary, secondary, vocational)
- Street lighting

1.8 MUNICIPAL FUNCTIONS AT DAKAWA

In the section above a total of 50 municipal functions divided into five main groups are defined. These functions range from the establishment of law courts to the maintenance of a street lighting system and the operation of a trading/supply centre. The municipal functions at Dakawa will therefore be extremely diverse and will require a considerable amount of technical expertise. For the planning and design of some of the more complex technical sectors e.g. generation of electricity supply or provision of water supply, outside consultants will probably be needed. However for the operation of most facilities residents of Dakawa will be preferred. At this stage ANC should therefore be trying to identify suitable personnel to carry out different functions e.g. sports trainers, municipal accountants, magistrate, policeman, forester, motor mechanics, nursery school teachers, nurses, dentists etc. In addition it will be very important to analyse each of the potential municipal functions defined above in order to work out the demand for different occupational groups for each function. For example, how many staff and of what category will be required to operate Dakawa's forestry service when the community is completed?

How many nurses and health personnel will be required to operate the community's health services? However in the first place it will be necessary to examine how the different municipal functions shall be organised before proceeding to define who shall carry them out.

1.9 SOME THOUGHTS ON MUNICIPAL ORGANISATION

In most countries it is a general principle that municipal affairs or the development of new towns should be under democratic lay control. In other words, technical experts should not be given the final say, but should be subordinated to democratically elected representatives of the people. This principle applies in Tanzania and in Norway and it is recommended that it is followed at Dakawa.

In the case of a new community like Dakawa, it is not possible to elect members of a Town Council until the town is fully completed and occupied. In the interim, ANC should therefore appoint a representative committee to supervise the financing and construction of Dakawa from amongst its own ranks. Thereafter, once the town is occupied it is recommended that elections be held amongst the residents of the town to appoint a Municipal Council whose function will be to operate and maintain the town. This Council will have five main areas of operation as follows:

- Public Security
- Economic Activities
- Finance
- Communal Services
- Technical Services

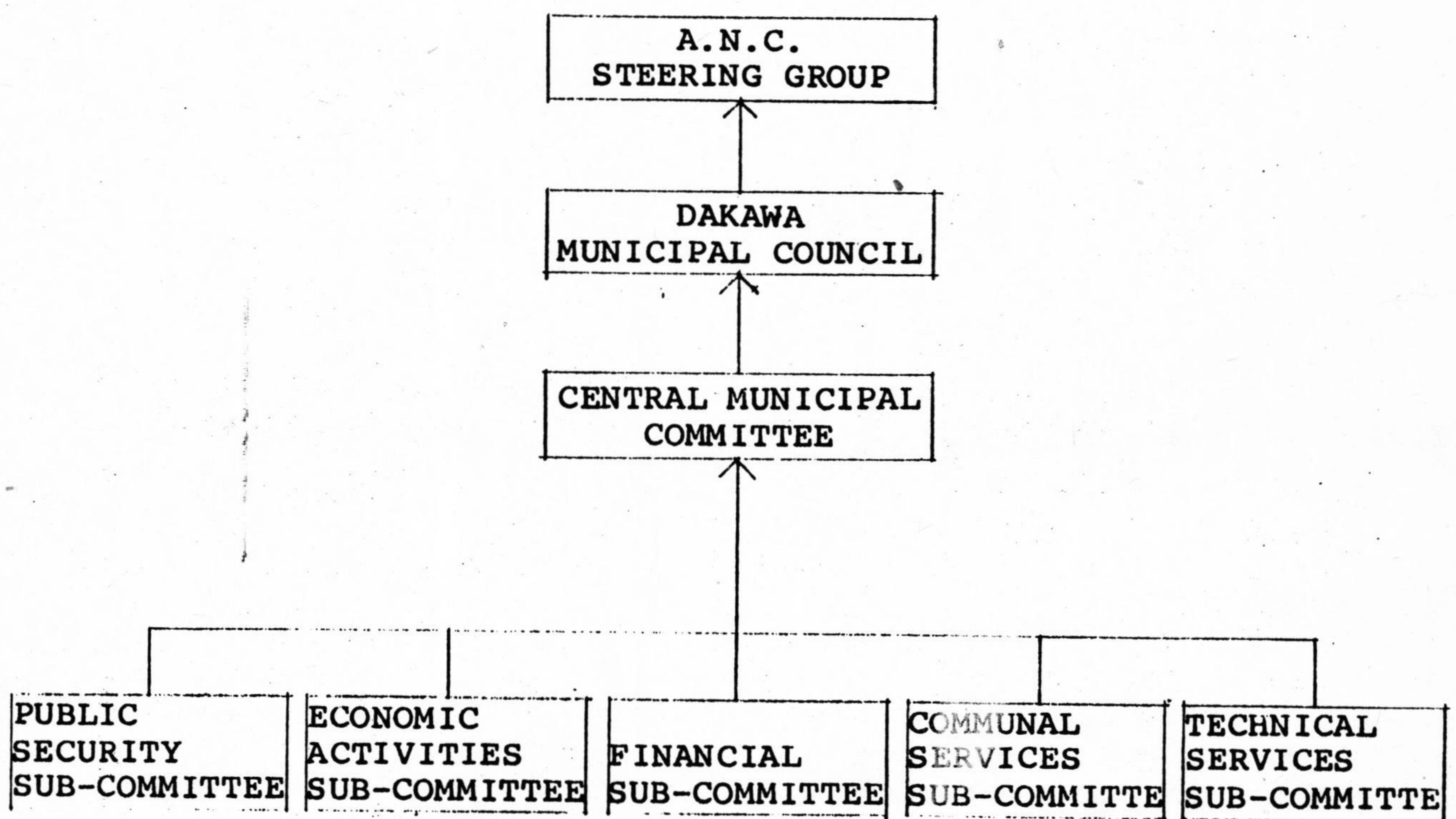
The Municipal Council should be made up of about 20 elected members (elections to be held every three years). Once elected the Council should elect from among its members a Chairman and a vice-Chairman, and three other members. These five members will constitute the Central Municipal Committee which would prepare matters for full meetings of the Municipal Council and which would arbitrate in matters of dispute between subcommittees (see below).

The Council should then establish five separate sub-committees on public security, economic activity, Finance, Communal services and Technical Services. Each sub-committee chairman whose duty will be to report recommendations to the Central Municipal Committee. The Central Municipal Committee ought then to identify and appoint a technical/administrative secretariat consisting of a Secretary, an Engineer and the necessary clerical staff so that the secretariat can prepare matters for the Municipal Council and the various sub-committees.

However before elections can be held - and until there are enough residents in the town - ANC could appoint members of the recommended committees and sub-committees from their own ranks and from those residents at Dakawa who are interested. The proposed committee structure would be as follows:

1. Municipal Council (20 members): meeting once every 3 months to discuss matters of principle and to approve decisions of sub-committees.
2. Central Municipal Committee (5 members): meeting once every 3 months to prepare sub-committee matters and agenda for full Municipal Council meetings. This Council should appoint a Secretariat.
3. Public Security Sub-Committee (5 members): meeting once every 1-2 months to discuss matters of external/internal security, policing, relations with surrounding communities, legal matters, fire prevention and civil defence.
4. Economic Activities Committee (5 members): meeting once every 1-2 months to discuss matters concerning economic development in agriculture, trade, industry and forestry. Employment promotion. Sales of products and purchasing policy.
5. Financial Sub-Committee (5 members): meeting once every 1-2 months to discuss matters concerning financing of the municipal activities, collection of revenues, preparation of budgets and accounts.
6. Communal Services Sub-Committee (5 members): meeting once every 1-2 months to discuss provision of communal services i.e. health, education, information, culture etc.
7. Technical Services Sub-Committee (5 members): meeting once every 1-2 months to discuss provision, operation and maintenance of technical infrastructure, buildings and related equipment.

FIGURE 1. PROPOSED MUNICIPAL ORGANISATION CHART FOR DAKAWA



1.10 SOME CONCLUSIONS

Figure 1 overleaf sets out a proposed organisation structure for local municipal government at Dakawa. This assumes that an A.N.C. Steering Committee will act as the highest authority for the administration of Dakawa in the absence of a Central Government Authority. All matters of policy on how the town will be administered shall be taken by this Committee.

Appendix 1A gives a very brief description of the Norwegian local government system for the purposes of comparison. Most of the functions defined for Dakawa in this paper are carried out on one of three different levels in Norway. For example community defence and policing are a State matter in Norway whilst the administration of cinemas is local municipal authority matter in Norway. At Dakawa it is proposed that there are only two levels of government i.e. an A.N.C. Steering Committee and the local municipal authority itself. Therefore Dakawa will have to take on a lot more diverse functions than a normal local municipal authority would in most other countries in the world. This means that it will be essential at the earliest possible moment to mobilise all the administrative and technical expertise which the Dakawa population has as much of this will be needed in organising a society at Dakawa.

The next step after this Working Paper will therefore be to start defining the types and numbers of personnel, with qualifications and experience for running the operations of the new municipal authority. NORPLAN could perhaps start preparing preliminary job descriptions for the most important positions so that A.N.C. could begin to identify potential candidates within its ranks.