

**UNITED REPUBLIC OF TANZANIA**



**NATIONAL STRATEGY FOR CIVIC EDUCATION**

**JANUARY 2011**

## **LIST OF ABBREVIATIONS**

AP 2000	Agenda Participation 2000
APRM	African Peer Review Mechanism
ASCM	Annual Stakeholder Consultative Meeting
BAKWATA	Baraza Kuu la Waislamu Tanzania [The National Muslim Council in Tanzania]
CBO	Community Based Organization
CCE	Centre for Civic Education [in Ghana]
CCM	Chama Cha Mapinduzi
CCT	Christian Council of Tanzania
CE	Civic Education
CEDMAC	Civic Education for Marginalized Communities [in Kenya]
CFS	Consolidated Fund Services
CHRAJ	Commission on Human Rights and Administrative Justice [in Ghana]
CIVNET	Civic Education Network (in Zimbabwe)
COCEZ	Commission for Civic Education in Zanzibar
CRE-CO	Constitution and Reform Education [in Kenya]
CSO	Civic Society Organization
D by D	Decentralisation by Devolution
DDP	Deeping Democracy Project
DDTP	Deeping Democracy in Tanzania Project
DPS & PA	Department of Political Science and Public Administration
DS	Development Studies
EALB	East African Literature Bureau
ECEP	Ecumenical Civic Education Programme [in Kenya]

ELCT	Evangelical Lutheran Church in Tanzania
ESAURP	Eastern and Southern Africa Universities Research Programme
FBO	Faith-Based Organisation(s)
FCS	Foundation for Civil Society
FDS	Folk Development College(s)
GS	General Studies
LHRC	Legal and Human Rights Centre
NACCET	National Commission for Civic Education in Tanzania
NACE	National Advisory Committee on Education
NASCET	National Strategy for Civic Education in Tanzania
NCCE	National Commission for Civic Education [in Ghana]
NCCE	National Council for Civic Education [in the Gambi]
NCD	National Commission on Democracy [in Ghana]
NCEP	National Civic Education Programme [in Kenya]
NEC	National Executive Committee (of TANU/CCM)
NGO	Non Governmental Organization
NSA	NON – State Actor
NSTI	Nyegezi Social Training Institute
PE	Political Education
PMO	Prime Minister’s Office
PORIS	Political Risk Analysis
PVR	Permanent Voters’ Register
REDET	Research and Education for Democracy in Tanzania
RTD	Radio Tanzania Dar es Salaam
SAA	Strategic Approaches and Actions

SDD	Social Development Department
SIDA	Swedish International Development Agency
SO	Strategic Objective
SWD	Social Welfare Department
TAMWA	Tanzania Media Women’s Association
TANU	Tanganyika African National Union
TAWLA	Tanzania Women Lawyers’ Association
TBC	Tanganyika Broadcasting Services
TEC	Tanzania Episcopal Conference
TGNP	Tanzania Gender Networking Programme
THESODE	Theatre for Social Development
TOR	Terms of Reference
TSJ	Tanzania School of Journalism
TYL	TANU Youth League
UNHCR	United Nations High Commission for Refugees
UHRC	Uganda Human Rights Commission
UJCC	Uganda Joint Christian Council
UMWA	Uganda Media Women Association
UNDP	United Nations Development Programme
UPE	Universal Primary Education
VE	Voter Education
ZCM	Zonal Consultation Meeting

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## PREFACE

### Rationale for the Strategy

The rationale for developing a National Strategy for Civic Education in Tanzania [NASCET] is based on observations of many civic education [CE] stakeholders in the country. First, recent studies have identified several democratic *deficits* which require remedial actions.<sup>1</sup> These deficits include the following: (i) ambivalence and a poor understanding of the working of the multiparty system among citizens; (ii) timidity among the citizenry attributable to remnants of the one-party political culture; (iii) inadequate understanding of rights and obligations of citizens, and (iv) gradual erosion of core values and norms already established and which have been the foundation of Tanzania's fame as a peaceful and united country. The values include peace, unity, equality, tolerance, personal integrity, patriotism, lawfulness, and so forth.

Second, studies have also shown that the work done by many institutions engaged in [CE] and voter education [VE] has remained uncoordinated, thereby resulting in unnecessary duplications and inability to reap organizational synergies.<sup>2</sup> All key CE stakeholders have reaffirmed again and again in various gatherings that there is a need for an organization that will enhance democratic beliefs and culture, and instill among the body of the citizenry an understanding of, and respect for, democratic *principles, values* and *norms*. In this connection, the Terms of Reference [TOR] for preparing the proposed NASCET [see Appendix 1] had this to say, in part:

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1. See, in particular, REDET [2007], **Project Document for Phase VI** [introductory sections]; TEMCO's **Election Monitoring Reports** for the 1995, 2000 and 2005 General Elections ; PMO- LGRA [2008], **Review of Formal Civics Education with Regard to Decentralization by Devolution** [D by D], a Consultancy Report by Faculty of Education, University of Dar es Salaam; Ernest T. Mallya [2008], "Civic Education in Tanzania: An Assessment", an article in a REDET forthcoming publication of a Study on Empowerment; Willy M Komba (1996), " Changing Policies and Political Culture in Tanzania: The Impact on political Education and Civics Curricula, 1967-1994," London: University of London Institute of Education [PhD Thesis]; REDET [1997] , **Tanzania Political Culture: A Baseline Survey**, Dar es salaam University Press; USAID [2002], " Approaches to Civic Education: Lessons Learned," Washington DC: Office of Democracy and Governance, Bureau for Democracy, Conflict, and humanitarian Assistance.
  2. See S.S. Mushi and B. Killian [2001], "The State of Civil Society in Tanzania: A Capacity Assessment," REDET, a Consultancy Report for the Ministry of Justice and Constitutional Affairs; DPS & PA [2008], "Civil Society Networks in Tanzania: A Capacity Assessment Study," Consultancy Report for the Foundation for Civil Society [FCS]; and DPS & PA [2008], "Democracy and Political Governance in Tanzania," Consultancy Report for the African Peer Review Mechanism [APRM].
  3. See TOR in Appendix 1 for details.

*For a democracy to survive and flourish, a critical mass of its citizens must possess the skills, embody the values, and manifest behavior that accords with democracy. Citizen participation in a democratic society must be based on informed, critical reflection, understanding and acceptance of the rights and responsibilities that go with that citizenship. Civic education thus plays a very critical role in this regard in ensuring responsible democratic citizenship. It is imperative; therefore, that educators, policy makers, and members of the civil society build a case and ask for the support of civic education from all segments of the society and from the widest range of institutions and government.<sup>3</sup>*

Third, there is no officially mandated institution or agency responsible for the conduct of civic education in a systematic and consistent way. Therefore most studies and stakeholders have seen the need for an approach which can guarantee comprehensive and continuous provision of CE. The UNDP project on deepening democracy in Tanzania [DDTP] has this as one of its objectives. Thus the objectives spelt out by the UNDP TOR stipulate that the proposed Strategy [NASCET] will, among other things, contain recommendations for the following: (i) creation of a civic education body; (ii) stipulation of the legal status of that body; (iii) its relations with the government, NGOs and other civic education providers; (iv) key values which will inform the development of curricula for civic education; (v) implementation strategy, and (vi) realistic timeline for the National Strategy to start operating.

## **Organization of the Report**

The formulation of the CE strategy for Tanzania is one of the major activities undertaken by UNDP's deepening democracy in Tanzania project. The project operates with two steering committees, one for the Mainland and one for Zanzibar. In the course of time, the Zanzibar Steering Committee decided that there should be two separate reports, one for Zanzibar and one for the Mainland. The main argument was that Zanzibar's history, culture, politics and social formations were significantly different from those of the Mainland and that this difference would have implications for the CE contents for the two parts of the Union. We therefore gathered data in such a way that we could produce two separate reports without undue duplication or loss of comparability of the two parts of the Union.

This report can be considered a Mainland report as well as a union-level report; for it treats the history of CE provision on the Mainland in Chapter 1 while the rest of the chapters treat the Mainland and Zanzibar comparatively. On the other hand, the separate Zanzibar report focuses on Zanzibar materials only with the exception of the final chapter which contains strategic approaches and actions which are specific to Zanzibar as well as those which are applicable to both Zanzibar and the Mainland.

This report is organized in seven chapters, with each chapter handling an "objective" or sets of objectives stated [or implied] in the TOR. The first chapter is basically a historical review of civics and civic education in Tanzania Mainland since the colonial days. Section 1.1 discusses civics and CE during German and British Colonialism. Section 1.2 reviews the development of civics and civic education in independent Tanzania and the current situation. Section 1.3 presents comparative CE models found in a few other African countries. A final section 1.4 takes stock of the lessons that we have learnt from this history and their implications for strategic approaches and actions which the proposed National Strategy can benefit from.

Chapter 2 handles methodological, conceptual and definitional issues. It discusses the methodology used in gathering information for developing the National Strategy, defines the "development" goal, principles and strategic objectives derived from that goal, and provides operational definitions of the terms "strategy" and "civic education" from an academic

perspective as well as an understanding of the “community of practitioners” consulted in the field.

Chapter 3 presents the parameters of the proposed CE body with substantial focus on the relations it must establish with key stakeholders, its key functions and departments, key personnel and the strategic approaches and actions which it must apply to ensure smooth CE delivery by all concerned actors.

Chapter 4 discusses the issue of resources for the provision of CE and related costs. It examines the alternative sources preferred by stakeholders as well as the merits and demerits of these sources. The chapter ends with a word on strategic approaches and actions which the National Strategy will have to take to establish financial sustainability for the management of the CE body’s operations.

Chapter 5 examines the objectives and curriculum contents of CE programmes for different groups. In so doing, it also identifies the strategic approaches and actions that will be necessary to meet the needs of different groups such as disabled people, nomadic people, hunters and gatherers and so forth.

Chapter 6 presents a discussion of the methods and instruments to be used in delivering CE to different groups, and the merits and demerits of those instruments. It also presents the lessons relating to the best ways of catering for the needs of various groups of people.

Chapter 7 takes full stock of the strategic approaches and actions that the CE management body will have to employ to realize optimal results in the area of CE provision. The chapter also provides a time line for a plan of actions that leads to the official establishment and launching of the CE management body.

## **Acknowledgement**

The formulation of this Strategy would not have been possible without the cooperation and contribution of a number of people and institutions. We would first of all like to thank the UNDP for entrusting this important work to REDET and the cooperation that was extended to us during the entire period of carrying out the assignment. Our thanks are also due to basket donors whose financial contributions to this work are coordinated by the UNDP. Their continuing support for the democratization effort in the country is well known and appreciated by the people of Tanzania. We would also like to acknowledge the queries, comments and suggestions we received from the Mainland Steering Committee and the Zanzibar Steering Committee which brought to our attention omissions, commissions as well as errors.

We acknowledge with gratitude the assistance our logistics staff received from different people in the regions and districts, especially in locating and contacting the stakeholders who had been earmarked to attend the zonal consultation meetings. Without their assistance it would have been impossible to attain the high level of attendance and participation that we got. We thank the participants in these consultation meetings for their zeal and keenness in debating the subject matter – civic education strategy – for over eight hours non-stop! Their knowledge-based and experience-based contribution amounts to over 70 percent of this report. The names of all stakeholders and resource persons who participated in the consultation meetings in seven zones are given in Appendix 12. The appendices (1 - 12) constitute a separate volume.

**Professor Samuel Stephen Mushi, Team Leader, December 26<sup>th</sup> 2009.**

## **EXECUTIVE SUMMARY**

### **0.1 Historical Review**

#### **0.1.1 Rationale and Organisation of the Report**

The need for a coordinated and more comprehensive and continuous provision of civic education has been felt and expressed by many stakeholders and researchers who have identified democratic deficits and gradual erosion of established national core values. For this reason the United Nations Development Programme (UNDP) on behalf of the government of Tanzania, civic education (CE) stakeholders in the country and development partners contracted the Research and Education for Democracy in Tanzania (REDET) to formulate a National Strategy for Civic Education in Tanzania, and this Report is the result.

This report is organised in seven chapters. The first chapter presents a historical review of the teaching of civics in schools and civic education in different venues from the colonial days to the present noting the prominent features of different historical periods. The second chapter discusses the methodology used in preparation of this report and provides a conceptual framework for the National Strategy. The third chapter discusses the attributes of a recommended CE management body. The fourth chapter discusses alternative sources of resources for CE provision. Chapter five presents a discussion of the objectives and contents of CE curricula for different groups, and chapter six presents different CE teaching methods and teaching aids for different social groups. The report ends by presenting a timeline for the implementation of the strategy and a recommended menu of strategic approaches and actions which will guide the day to day business of the CE management body when it begins functioning.

## **Main Features of Civics and CE in Different Historical Periods**

During the German and British colonial rule the teaching of civics in schools and civic education to the general public had the following features:

- Civics/CE was limited in scope and purpose.
- It emphasised colonial values which would make the colonised people desirous of things other than those available in their own localities and environment.
- It emphasised law and order, respect and obedience to colonial officials, and fulfilment of obligations which the colonised subjects had to the colonial authorities.
- It encouraged dependency, passivity and docility.
- It discouraged local initiatives, proactivity, inquisitiveness and independent thinking.

Under the one party system following independence civics in schools and civic education to the general public had the following features:

Emphasis was on the values related to the major task of nation building such as unity, tolerance of social diversity (racial, ethnic, tribal, religious and so forth).

Another set of values emphasised before the Ujamaa period was the development related values such as hard work, discipline, respect and acceptance of leadership, judicious use of public and private resources and so forth.

During the Ujamaa era, the values incorporated in civics/CE curricula placed a heavy accent on socialist related values such as equality and cooperation (in production, distribution of products via cooperatives, solving social problems via self help groups and associations, etc). Civics in schools during this period was called political education or *Siasa* in Kiswahili. For general civic education, development related programmes had been formulated since independence including adult education programme (*kisomo*), social development programmes, cooperative

movements, government and party controlled workers' movements, etc in which programmes of civic education were executed. Other venues used successfully included the government/party owned media, party colleges, cultural activities and speeches of Mwalimu Nyerere.

In the post-Ujamaa liberal period, political education (*siasa*) in schools was renamed civics and CE was left almost entirely in the hands of uncoordinated non-state actors. Value contents of CE programmes provided by these actors have varied depending on the interests of the different providers and of late, the need for a body that brings in a modicum of coordination, standardisation and regulation is quite clear.

## 0.2 Methodological, Conceptual and Definitional Issues

### 0.2.1 Methodology

The data for the report were gathered from four major sources: written documents, interviews, consultation with stakeholders in seven zones and questionnaires. We also made use of the internet. Particulars of the stakeholders consulted in zonal meetings include the following:

Invitees vs Attendees: Out of 530 people invited, 514 (97%) attended.

Gender – 74% male, 26% female

(iii) Occupational and Institutional Affiliation:

Teachers – 14%

Political Party Representatives – 19%

NGO / CSO/CBO Representatives – 11%

Peasants, Pastoralists, Fishermen – 5%

Media / Journalists – 5%

Members of Parliament – 1%

District and Municipal/ City Councilors – 4%

Education Officers – 10%

Administrators – 7%

Religious Organizations – 6%

Business Associations – 6%

Representatives of Workers' Trade Unions – 3%

Representatives of Cooperatives – 3%

Representatives of Youth Associations – 2%

Representatives of Women Associations – 1%

Representatives of other groups [the disabled, etc] – 3%

(iv) Levels of Education of Participants:

Adult Literacy- 1%

Islamic Madrasat – 2%

Primary Education -12%

Secondary Education – 39%

Higher Education (non-degree) – 24%

University Graduates – 22%

(v) Age of Participants:

18-25 years – 4%

26-30 years – 6%

31-35 years – 10%

36-40 years – 13%

41-45 years – 15%

46-50 years – 18%

51-55 years – 15%

56-60 years – 12%

61-65 years – 6%

66 and above – 2%

(vi) Religion of Participants:

(a) Christians (all denominations) – 60%

(b) Muslims (all denominations) – 39%

(c) African religions – 1%

(vii) Work Environment of Participants:

Urban environment- 48%

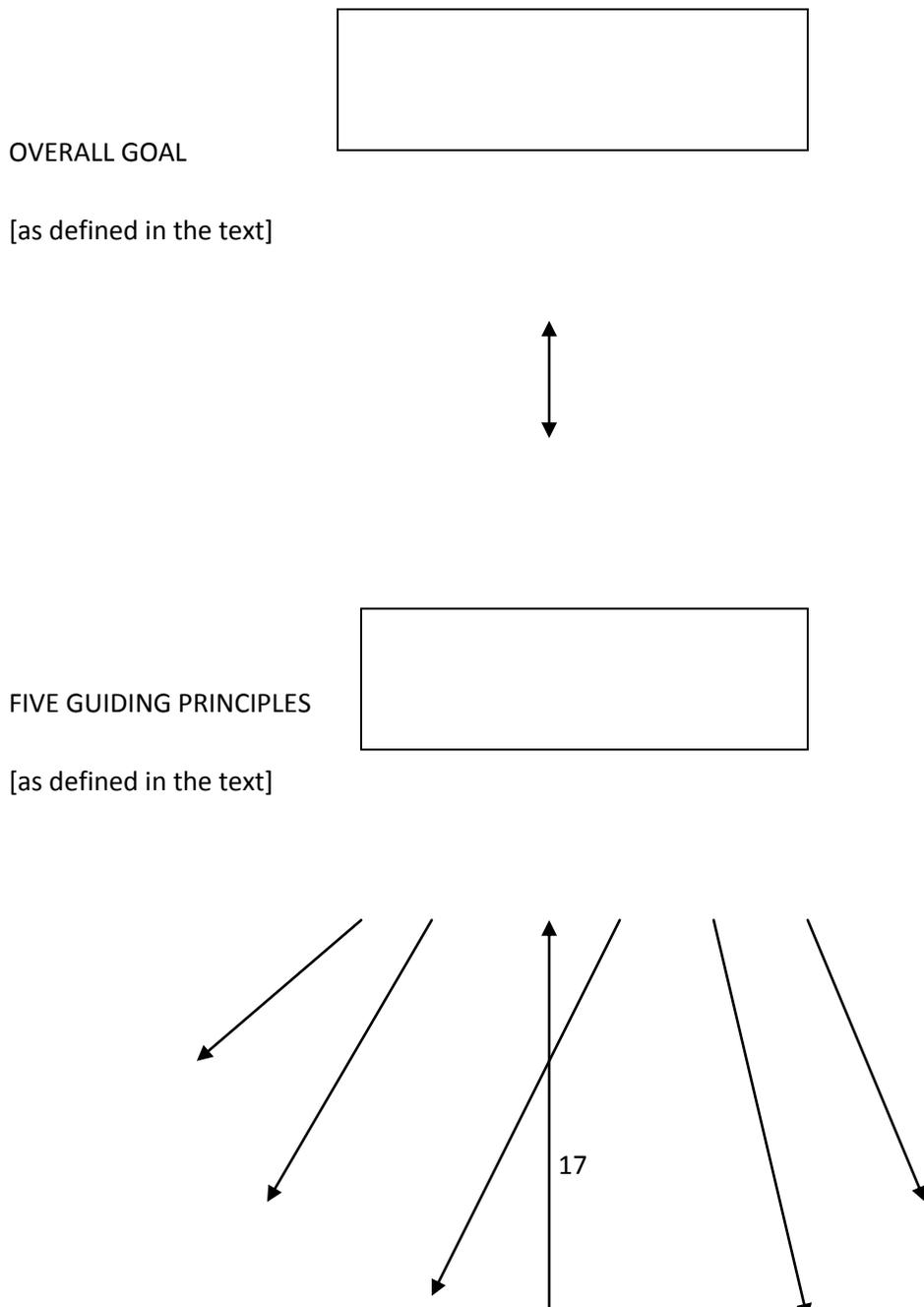
Rural environment – 10%

Mixed Urban and rural environment – 42%

### 0.2.2 Conceptualisation of the National Strategy

Research for the Report was guided by the conceptual framework depicted pictorially in the following charts.

CHART 0.1: The National Strategy for CE Provision: Interlinking its Four Key Components



Comprehensiveness

Continuity

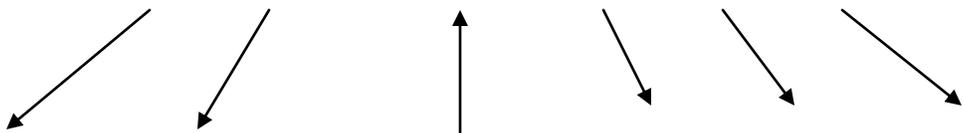
Relevance

Inclusiveness

Cost-effectiveness

FIVE STRATEGIC OBJECTIVES

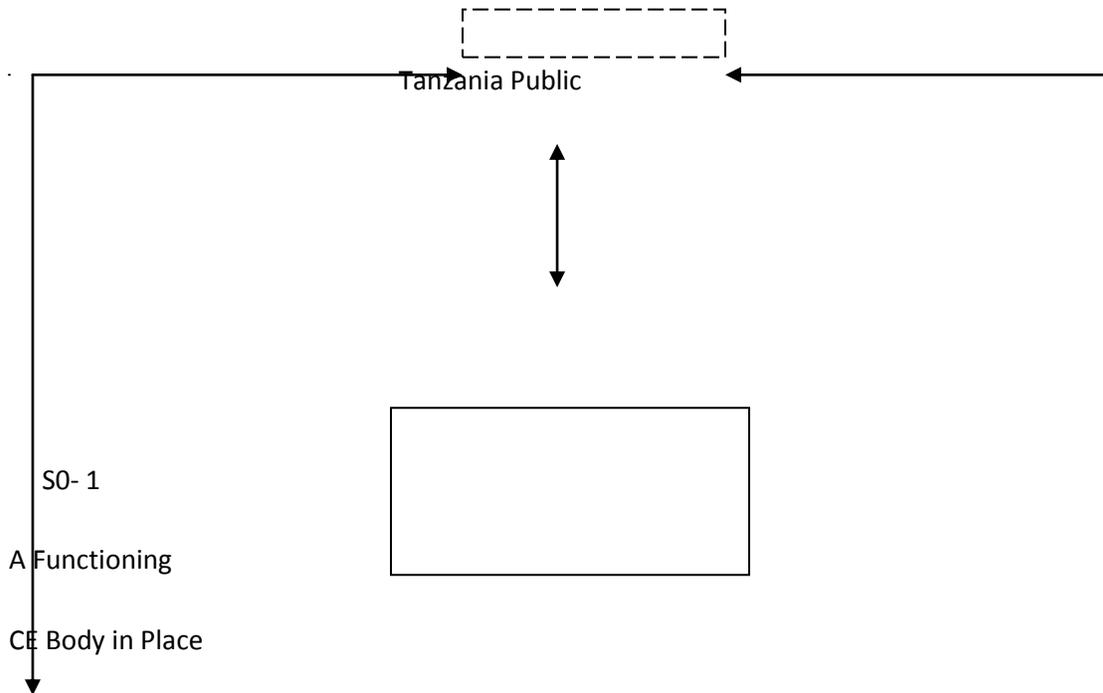
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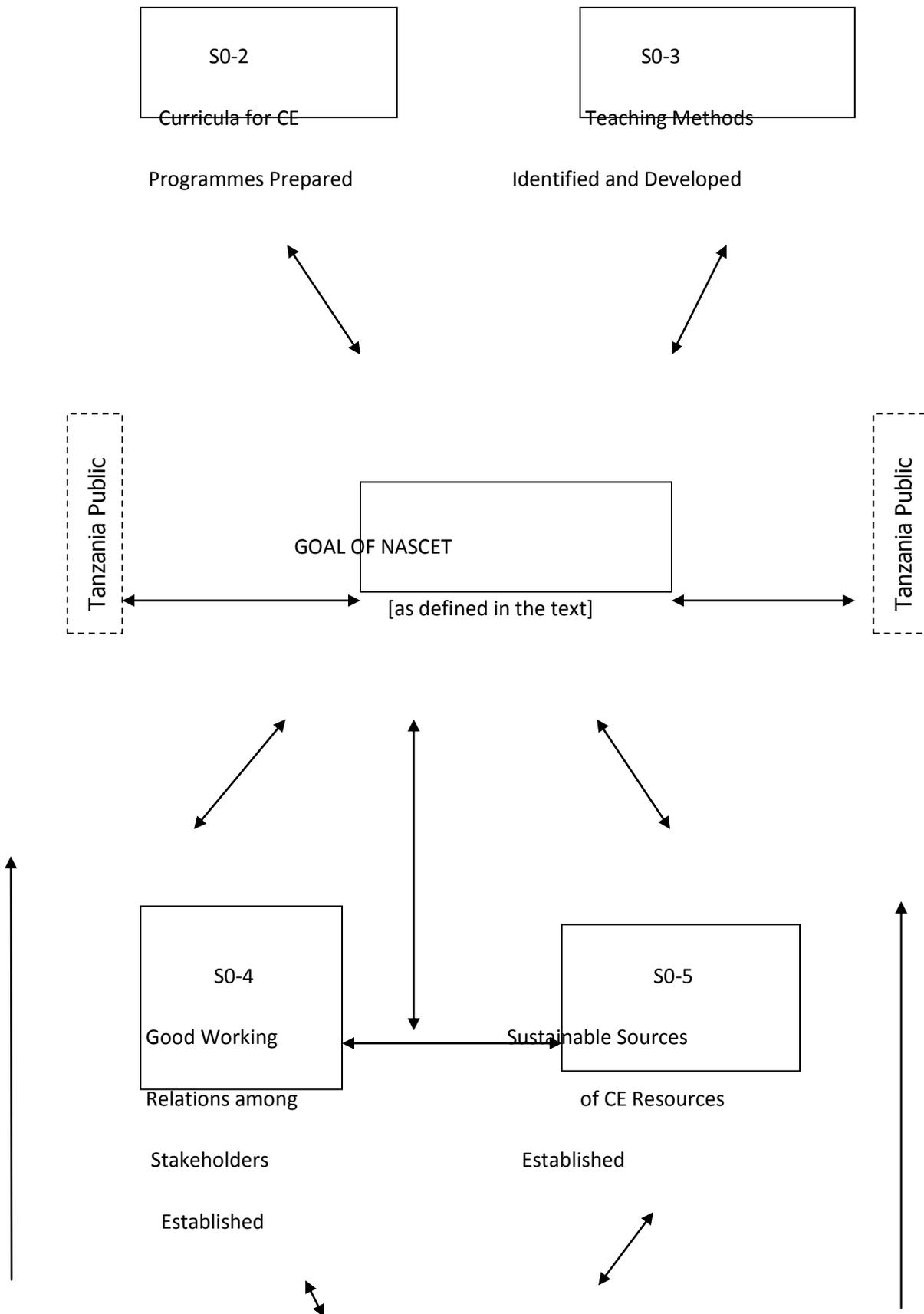


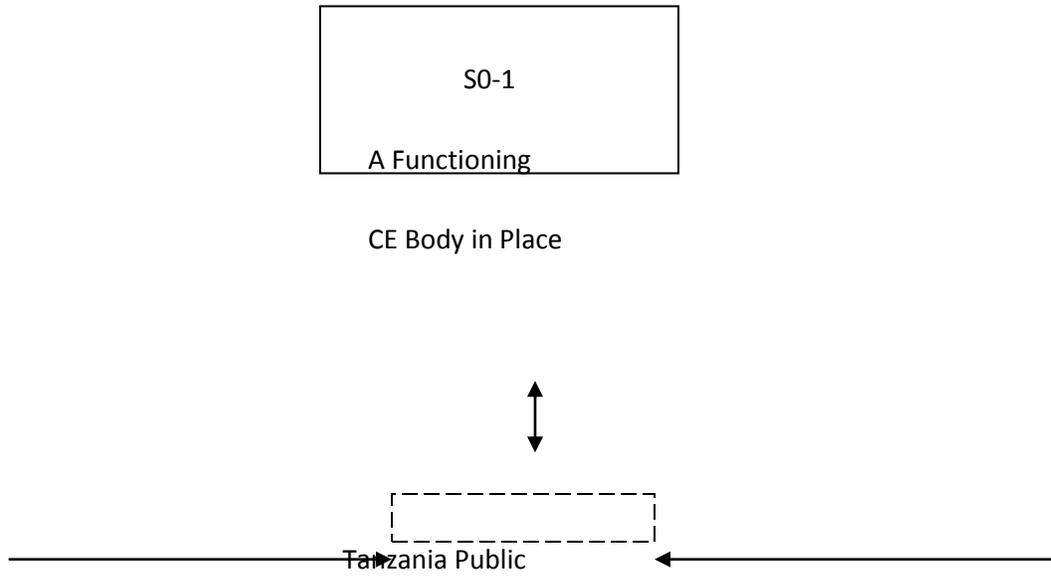


[as defined in the text]

Chart 0.2: Conceptual Links among the Strategic Objectives of the Proposed National Strategy for Civic Education in Tanzania







### 0.2.3 Principles and Objectives Guiding Research and Report

The following five principles and five objectives guided the research and the preparation of the report. The principles related to (i) comprehensiveness of CE provision;

(ii) continuity of CE provision; (iii) inclusiveness of CE provision; (iv) cost-effectiveness of CE provision and (v) relevance of CE programmes. The five strategic objectives were (i) a functioning CE body in place; (ii) curriculum for different CE prepared; (iii) methods and instruments for providing CE to different groups identified and developed; (iv) good working relations between the CE management body and key stakeholders fostered and (v) sustainable sources of CE resources established. These principles and objectives have been elaborated in chapter 2 of the main text.

### 0.2.4 Definitional Issues

Definitions of two terms, namely “strategy” and “civic education” have been analysed and definitions of academic researchers have been compared with definitions offered by Tanzanian community of CE stakeholders consulted in the field (chapter 2 section 2.3.2).

### 0.3 Organizing Civic Education on a National Scale

A majority of the stakeholders (57.8 percent) supported the proposal. It was suggested to decentralize the CE body by establishing offices at the regional and district levels. It was also decided to create two separate CE bodies, one for the Mainland and another for Zanzibar.

With regard to the legal status of the CE body, about 52 percent of the respondents wanted the CE body to be constitutionally created, whereas 43 percent wanted a statutory body created by an Act of Parliament. The overwhelming opinion in both the Mainland and Zanzibar was therefore in favour of a CE body with a constitutional status.

A majority of stakeholders wanted the CE body to have relations with the government in many aspects including funding, policy issues, appointment of leaders of the CE body, and the like. However, they were generally very concerned that such relations should not be at the expense of the independence and impartiality of the CE body.

On relations between the CE body and CSOs, stakeholders were also supportive of relations in many areas, including curriculum preparation, preparation of training programmes, CSO serving as implementing agencies of CE programmes and so forth. It was observed that CE programmes can only be successful if CSOs have close working relations with the CE body. It is the CSOs which can facilitate creation of a social capital, a sense of ownership and exploitation of synergies among various institutions dealing with CE programmes. The general opinion among stakeholders was that the CE body should have a broad representation of key stakeholders from the government authorities, CSOs, and religious institutions.

According to the stakeholders, the key functions to be performed by the CE body are as follows: coordination, supervision, monitoring, review and evaluation of civic education provision. These were considered by all the zones as the core functions of the CE body. The other functions which were mentioned by a significant proportion of the respondents but which did not prominently feature in the group and plenary discussions during the zonal consultations, include the actual provision of civic education.

The general opinion among stakeholders was that the CE body should be primarily a coordinating and supervisory body, rather than an implementing agency performing all the key functions relating to civic education. Chances are that if the CE body is directly involved in actual provision of civic education that role may be in conflict with the coordination and oversight functions. It was therefore suggested that the CE body should “supervise and coordinate civic education provision in general”.

#### 0.4 Sources of Sustainable Resources for CE Provision

A big majority of the stakeholders wanted funds for CE work to come from the consolidated fund of the government. This source was favoured partly in order to shield the CE management body from the politics of the annual budget. The CE management body should however remain free to search for additional sources of funds so as to ensure sustainability in the provision of CE in the country.

With regard to human resources, the dominant view was that the CE management body, what we have termed as the National Commission for Civic Education in Tanzania (NACCET), should consist of four types of staff, namely (i) presidentially appointed leaders (commissioners and the executive director); (ii) staff appointed by the Commission itself according to needs; (iii) consultants and (iv) personnel from stakeholder institutions to be assigned specific tasks. The utilization of staff from stakeholder organisations (e.g. CSOs operating in the field) will facilitate

decentralisation of Commission's work thereby facilitating the reaping of organisational synergies, as well as reducing wastage, competition and envies.

#### 0.5 Objectives and Curricula for Civic Education

The objectives and curricula for civic education basically aim at moulding individuals to become responsible citizens. A responsible citizen is defined by the possession of or the desire to acquire basic knowledge, skills, attitudes and values that will enable him/her to function and participate effectively in the social, political and economic system. While it is agreed that the process of moulding a responsible citizen is complex and requires the cooperation of many institutions and agents of political socialization, there is an assumption that if the different institutions and agencies are somehow coordinated and share common values and framework, the impact of the efforts will be greater.

Possession of knowledge attributes, competencies or capabilities, and appropriate attitudes or dispositions by citizens is the hallmark of a successful CE programme. Citizens need to acquire knowledge about themselves and about others and the relationships among them (interdependence). They also need to know their duties and rights and how to demand and defend their rights. Similarly, they need to understand types of conflicts and structures that cause and perpetuate those conflicts with a view to finding amicable ways of resolving or mitigating them.

One assumption being made is that it is through self awareness (cultural/national consciousness) and understanding of other people's cultures that citizens can understand why other people behave as they do and will begin to appreciate commonalities and differences among them, which is necessary for peaceful co-existence and sustainable development. This is particularly important for Tanzania at the moment when social divisions based on religious factions, geographical origins and party politics are threatening peace and harmony that the country has enjoyed for decades.

The chapter presents and discusses stakeholder views on the objectives for civic education in relation to knowledge variables, democratic practice and civic engagement variables, preferred value contents (i.e. the key citizen rights and obligations), and how the civic education curricula can be developed.

#### 0.6 Methods and Approaches for Teaching Civic Education

Chapter six identifies two major models for facilitating teaching and learning transaction for the young and adults, which are, respectively, *pedagogy* and *andragogy*. The pedagogical model assigns to the teacher full responsibility for making all decisions about what will be learned, how it will be learned, and if it has been learned. The teaching and learning process is solely directed by the teacher, leaving the learner with only the submissive role of following the teacher's instructions. Andragogy recognises the biological, legal, social and psychological definitions and characteristic features of the adult person. Decisions on the choices of appropriate CE teaching and learning approaches, methods and resources must hinge upon the major conceptual and theoretical premises about learners embodied in the two frameworks. Teaching and learning variations between the young and the adult persons revolve around the learner's self-concept, role of experience, readiness, orientation and motivation to learn.

There are two common approaches to teaching or facilitating CE. The teacher-cum-facilitator centred approach is functionally closed, didactic, transmittal, expository and relies heavily on *monologue* teaching techniques. It includes methods such as lectures, demonstration, speech, sermon, broadcasts, mass campaigns and guest speaker. The learner-centred approach is open-ended; permitting sharing of experiences, participation and exploration, and relies heavily on dialogue and interactions. The methods associated with this approach include buzz discussion, panel discussion, group discussion, role play and theatrical techniques. Each teaching method has strengths and weakness; hence should be used in a complementary manner taking into account the prevailing circumstances. Participatory teaching approaches and learners-centered methods should be used more than the teacher-centered techniques in facilitating CE.

Tanzanians and target groups for CE are not homogeneous. Different groups have specific CE needs, and may require specific methods and instructional resources to facilitate their learning. However, mass-oriented CE campaigns facilitated through the electronic and print media may serve as appropriate methods for disseminating CE information to a wide public. These matters are elaborated in chapter 6.

#### 0.7 Timeline for the Implementation of the National Strategy

This chapter performs three tasks: discusses the essential preparatory work that will lead into translating the National Strategy into action; presents an action plan; and provides an elaborate summary of the recommended strategic approaches and actions which will guide the proposed National Commission for Civic Education in Tanzania (NACCET) in its day to day work.

The process from the acceptance of this report to the time when the NACCET begins to function is estimated to be 24 months which takes us to October 2011. The justification for this apparently long period is discussed in detail in chapter 7 which also presents a time flow chart.

CHAPTER 1

HISTORICAL REVIEW OF CIVICS AND CIVIC EDUCATION IN MAINLAND TANZANIA

CIVICS AND CE DURING GERMAN AND BRITISH COLONIALISM

As elaborated by Joel Carl Millonzi,<sup>4</sup> German colonial administrators introduced Tanganyikans to the German political order in three main methods. The first was apprenticeship learning. Through this method, local people were taught literacy, clerical and manual skills in order to serve in various government departments as apprentices. The second method involved the provision of training accompanied by political instruction in public institutions. This was in fact a direct method of political socialization. The third method which was known as political socialization by experience was a direct involvement of the local people in administrative structures and policies. In the words of Millonzi [1975], one of the main motives of employing these methods was “to imbue adults with a sense of Germany’s authority over the territory, to which they urged local loyalty”<sup>5</sup> Colonialists envisioned local people as loyal subjects of the colonial administration, as such various schemes and methods were employed to produce passive colonial subjects.

A policy statement of 1903 explicitly reflected the German intention to train loyal subjects who would in turn render their services to the colonial administration. It stated the aim of education as: (a) to enable the native to be used in government administration; and (b) to inculcate a liking for order, cleanliness, diligence, dutifulness and a sound knowledge of German customs and

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<sup>4</sup> See Joel Millonzi (1975), *Citizenship in Africa: The Role of Adult Education in the Political Socialisation of Tanganyikans, 1891-1961*, Maxwell School of Citizenship and Public Affairs, Syracuse University USA

<sup>5</sup> *Ibid.* p 30

patriotism.<sup>6</sup> German colonialism emphasized the apprenticeship method of political socialization, a scheme loaded with political indoctrination. One of the main media of political indoctrination was the press. There was a territory-wide Swahili paper called *Kiongozi* which was established by German priests in 1915 alongside other Swahili periodicals. The other papers were *Mamboleo*, a very popular monthly paper during the early fifties praising the British colonial administration, a weekly paper called *Habari za Leo* and Swahili dailies such as *Mwangaza* and *Ngurumo*.<sup>7</sup>

In the 1950s, British colonial administrators adopted the Territory's Ten Year Plan for the Development of African Education. The plan whose goal was to triple primary school enrolment went parallel with the establishment of the Social Development Department (SDD), originally founded in 1946 as the Social Welfare Department [SWD] whose mission was to promote literacy campaigns in towns and rural areas. One major invention of the SDD was the introduction of sports programs in adult centers. Sports clubs founded in these centers included football and boxing. The immediate outcome of this approach, as expounded by Millonzi, was "learning how to compete within a set of rules, to accept defeat with grace, and to choose leaders with popular vote, characteristics emphasized in most sporting events whose lessons [would] be shown as reinforcing the values of political democracy"<sup>8</sup>

The other medium for shaping natives' political orientation was the East African Literature Bureau (EALB) which was established in 1948. The EALB focused on the development of literature in Kiswahili and was the main reading source in Tanganyika's district literacy campaigns. Works of local writers and poets like Shaaban Robert were published by EALB and were available at modest prices.

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<sup>6</sup> Ibid. p. 34

<sup>7</sup> Ngurumo Newspaper was privately owned by one Radhir Thanker, owner of a printing company called Thankers Limited, Ngurumo and another paper by the name, Mwafrika, publicized and supported efforts by TANU in the liberation struggles and in fact championed independence struggle.

<sup>8</sup> See Millonzi, *ibid* p.83

Films also became a convenient agent of political socialization during the German and British colonial epochs. The thrust towards educational films was given a boost by the passing of the Cinematograph Ordinance of 1935<sup>9</sup>. Some of the films produced had direct political content and were meant to prop up colonial authority. Examples of films that stressed colonial authority include:

*Nigeria Greets the Queen,*

*Princess Margaret Visits Jamaica, and*

*Princess Margaret Visits East Africa.*

Tanganyika Broadcasting Station also had a role in transmitting images of British authority over its territories. Listeners were bombarded with newscasts of events in Great Britain, for instance, Queen Elizabeth's Coronation and addresses by Tanganyika governors, Twinning and Turnbull. Indeed, "the radio served adult political learning by bringing the distant image of the government nearer..."<sup>10</sup>

#### Syllabus of Instruction

The syllabus meant for use in schools of the Tanganyika territory, as reprinted in 1939, scantily mentions the subject of Citizenship, with no elaborate guidelines on the coverage of the topics to be taught and corresponding reference books, as opposed to detailed instructions provided for other subjects. The syllabus of instruction for the African schools of the Tanganyika Territory which was prescribed by the Director of Education under the Authority of the Education Ordinance of 1927, and the Education Regulations of 1934 included the teaching of Civics under the name 'Citizenship'. The Citizenship syllabus was designed to try and teach pupils that "a good citizen is one who tries to give something to his country and not one who merely expects

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<sup>9</sup> Tanganyika Territory, E.D.R., p.16

<sup>10</sup> Wilbur Shramm, "Communication Development and the Development Process," p. 30-57 referred to in Millonzi, op.cit.p.101

to receive benefits”,<sup>11</sup> and biographies were chosen to try and illustrate this theme. An outline of the course content from *Standards VII-X* is given in Table 1.1

There was a special syllabus for African girls’ schools. Both the 1942 and 1943 syllabuses for African girls’ schools were designed to prepare girls for life in their homes and groom their children. It is no wonder that there was little or lack of training in citizens’ rights and responsibilities. The type of training offered in these schools was geared to enable girls to assume a supportive role in community life and not to really become responsible citizens. Henceforth, the syllabus emphasized the teaching of practical home-craft; nature study and agriculture; hygiene; infant and child care; needlework; anatomy and physiology; home nursing; drawing and handwork; housewifery; cookery; and laundry work. Other subjects taught in these schools included Geography, Arithmetic, and Reading and Writing.

#### CIVICS AND CIVIC EDUCATION IN INDEPENDENT TANZANIA

##### Civics in Schools under the One-Party System

One revealing aspect of the history of the provision of CE prior to the reintroduction of the multiparty political system in Tanzania is the appreciation of the essential role of civic education in citizens’ lives, and in nation building, and thus the grand national strategy of Mwalimu Nyerere to turn the country’s populace into a nation-wide civic education class through his speeches and other programmes. Generally speaking, school curricula in independent Tanzania Mainland, especially during the mono-party system, stressed political education [PE] as a compulsory subject from primary school to university levels. In 1968 Political Education [PE], known by then as *Siasa*, replaced Civics at all levels of the education system to the degree level. The provision of political education in learning institutions had a dual objective of enlightening

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<sup>11</sup> The Syllabus of Instruction for African Schools of Tanganyika Territory

students as well as moulding their political orientation. The history of the provision of CE during the single-party era is well summarized by Ernest Mallya as follows:

Provision of political education [PE] was based on the assumption that the government and party policies of the time were fine and therefore not to be questioned. According to Komba (1996), “learners had to simply be taught about the good party policies and about the institutions for implementing them so that they may support and implement the policies while in school and after their academic careers.”<sup>12</sup> During Mwalimu Nyerere’s regime there was a form of political education in schools and universities going by the name *mchaka mchaka*. This was also the time when the University of Dar es Salaam became a popular venue for Sunday’s informal discussions on Marxist-Leninist ideology organized by the TANU Youth League [TYL].

*Prior to the adoption of the multiparty political system in Tanzania, civic education was delivered in the form of political education for the youth in schools and colleges, and for adults through adult education, popular campaigns for economic and social development (e.g. Ujamaa Vijijini, Mtu ni Afya, Siasa ni Kilimo) and through radio commentaries and other programmes. It was also expressed in print form as is the case with books, as well as features in government and party-owned newspapers of the Citizen (now defunct), Uhuru, Mzalendo, the Sunday News and the Daily News.*<sup>13</sup>

Table 1.1 Summary of the British Colonial “Citizenship” Syllabus for Standard VII-X

Level	Main Focus Area	Speci Topics
Standard VII	What is a good citizen?	His duties and responsibilities to

<sup>12</sup> Read Willy M. Komba (1996), **Changing Politics and Political Culture in Tanzania: The Impact on Political Education and Civics Curricula**, 1967-1994, London: University of London Institute of Education. Ph.D. Thesis

<sup>13</sup> See Ernest T. Mallya (2008), “Civic Education in Tanzania: An Assessment “. Article in forthcoming publication of a Study on Empowerment

		<p>His family,</p> <p>Village,</p> <p>(c ) The Government, local and central</p>
<p>Standard VIII</p>	<p>Local Government</p> <p>The Central Government</p>	<p>Local chiefs,</p> <p>Duties and powers of local courts and government,</p> <p>Tax, why is it levied and purposes for which it is used,</p> <p>The land, water and other physical resources of the country.</p> <p>Functions of each department, duties of citizens to the central government</p>
<p>Standard IX</p>	<p>The Greek City-states</p> <p>Explanation of different forms of government</p> <p>The constitution of the British Parliament</p> <p>Examples of the lives</p>	<p>Their training of citizens,</p> <p>The development of democracy,</p> <p>Wrong ideas of democracy,</p> <p>Constitutional monarchy, dictatorship, republic, totalitarian government,</p> <p>The evolution of the relationship of British colonies and dominions to the mother-country.</p> <p>Pericles, Socrates, Archimedes, Julius Caesar, St. Francis of Assisi, Leonardo Da Vinci, Shakespeare, Isaac Newton, Abraham Lincoln, Roosevelt, Booker Washington, Winston</p>

	and work work of great citizens	Churchill, etc.
X	Standard Justice	The principles of justice, Impartiality and incorruptibility of English justice, Jury systems, Witnesses, their duties, Magistracy, Courts, criminal and civil, Appeals.

*Source: National Archives, Dar es Salaam*

A noticeable feature of the main civics textbooks used in the one-party independent Tanzania Mainland was the extensive coverage of the history, vision and mission of the ruling party, namely Tanganyika African National Union [TANU]. For instance, civics textbooks by Derksen and Meienberg which were widely used as course books for secondary schools, teacher training colleges and upper primary standards, contained lengthy sections detailing the birth, organizational structure and supposedly ‘positive’ intentions of the ruling TANU for the Tanzanian people. Chapter two of Meienberg’s book which covers the history of nationalism in the country dedicated a section on TANU *Pledges* and its organogram. These *pledges* called upon members and all Tanzanians to act as responsible citizens and confirm their allegiance to the party, government and the President of the United Republic of Tanzania. The TANU *Pledges* as reproduced in this book are as follows:

*I believe in the universal brotherhood of man and in the Unity of Africa.*

*I shall faithfully serve my country and its people.*

*I shall apply all my efforts towards the elimination of poverty, disease, ignorance  
and corruption.*

*Corruption perverts justice; I shall neither offer nor accept bribes.*

*I shall never use my official position nor that of another person for my personal  
gain or private benefit.*

*I shall make available to the people of this country my knowledge and skill, which*

*I shall constantly strive to advance.*

*I shall actively take part in the building of the Nation.*

*I shall always tell the truth and shall never bear any grudges against anybody.*

*I shall be a faithful member of TANU and a good citizen of Tanzania and Africa.*

*I shall be loyal to the President of the United Republic of Tanzania.<sup>14</sup>*

On its part, the civics textbook by Derksen presents fully the TANU 'Creed' in a chapter which is based on the Interim Constitution of the United Republic of Tanzania<sup>15</sup>. Content-wise, the teaching of 'Elimu ya Siasa' for primary school pupils (Standards I-VII) constituted more of political ideologization than teaching of citizenship rights and corresponding duties. The

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<sup>14</sup> See Meienberg, op. cit, p, 12-13. The book was withdrawn allegedly for carrying anti-communist and anti-socialist biases

<sup>15</sup> See Derksen, op. cit. p. 19-21

guidelines for the teaching of *elimu ya siasa* issued by the Ministry of Education in 1975 for primary schools delineated the objectives of teaching the same as:

To build and strengthen the ability of pupils to appreciate and develop the policy of socialism and self reliance.

Pupils to be aware of and implement party and government directives depending on the context they were living in.

Pupils to gain political consciousness.

Pupils to be accorded the opportunity to evaluate progress of implementation.

Lessons for Standard I, for example, included presentations on TANU and ASP; their flags; songs praising TANU and ASP, uhuru torch (*Mwenge*), and leaders. Standard I pupils were also trained to memorize national festivals (e.g. Independence Day, *Saba Saba* day and so forth), including TANU and ASP birth days. References included the constitutions of TANU (1973) and ASP (1972); TANU Guidelines of 1971; a book on *Ujamaa* by Nyerere; *Tanzania Kabla na Baada ya Uhuru-E.A.L.B.*; *Demokrasi Tanzania* by A. J. Nsekela; *Kalenda ya Chama cha Afro-Shirazi*; *Chama cha Ukombozi*; *Maisha ya Ujamaa-TANU*; *Azimio la Arusha*; *Siasa ya TANU katika Kilimo* by P. P. Kimati; *Civics for Tanzania* by Rein Derksen; *Bunge la Tanzania* by Y. Halimoja; *Uhuru ni Kazi* by Nyerere, to mention but a few. This is not to say that primary school pupils were not learning about other non-party issues. The syllabus for *Elimu ya Siasa* also featured lessons on the economy, national culture, security and defense, national language, traditional life, the Union between Tanganyika and Zanzibar, and the liberation struggles.

A policy on Education for Self-Reliance was introduced in 1967<sup>16</sup> aiming at changing completely the system of education which was inherited from colonialism. It was conceived as a policy for

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<sup>16</sup> J.K. Nyerere [1967], *Education for Self –Reliance*, Dar es Salaam; Government Printer.

moulding the recipients to the image of an *ujamaa* society. The policy, among others, had set out to achieve the following objectives:

A relevant and self-sufficient primary education, not solely designed to graduate pupils into secondary schools;

Establish a complete secondary education, not solely designed to 'propel' students to university or other institutions of higher learning;

Encourage students to participate in communal activities;

Reduce emphasis on written examinations as the only method of assessing students' progress.

To effectively implement this policy and address a number of constraints and problems faced in its first seven years of operation, the National Executive Committee (NEC) of TANU adopted specific directives, popularly known as the 'Musoma Resolutions' of 1974. The four main directives of the Musoma Resolutions were:

Within three years, i.e. by 1977, Tanzania would achieve Universal Primary Education (UPE), 12 years ahead of the original target of 1989.

Students completing Form Six of secondary education will have to work and gain practical experience of several years before they could be considered to pursue university studies.

Productive work was made an integral part of education in all schools and other educational institutions (e.g. farming, brick-making, poultry-keeping, etc).

The excessive emphasis placed on written examinations was to be reduced and students to be continually assessed on the basis of their progress in the classroom combined with their performance of other functions and the work component of their studies.

These directives, especially regarding delayed Form Six students entry into university, transformed the University of Dar es Salaam into an adult education institution since all students admitted were working adults. From then onwards, before a form-six leaver could be

admitted to university education, he or she had to work for a number of years after which he or she had to obtain recommendations from their respective employers and TANU branches regarding their work competence and character.

#### Civics in Schools after Reintroduction of Multiparty System

It can be noted that civics curricula were reintroduced in Tanzania at the advent of multiparty system of politics. The subject of civics assumed different names for different levels of learning institutions. For primary schools it was called *Maarifa ya Jamii* [Community Knowledge/Education] whilst for Teacher Training Certificate level it took the name, *Uraia*, [citizenship], and for ordinary Level it was called Civics. It has been called General Studies [GS] for Advanced Level in Secondary Education and Diploma level and Development Studies [DS] at Degree levels. Since 1992 there have been several reviews and improvements to the curricula. The latest improvements were carried out in 2005 and 2006 with a view to develop in the learners basic competences (i.e. knowledge, skills and attitudes) that can enable them to demonstrate an ability to:

Read and understand what they read.

Observe, analyse and interpret issues.

Seek for information from various sources, including reading for information, asking questions and conducting interviews.

Access and utilize ICT facilities productively.

Participate in political and civic activities.

Think critically and make efforts to solve social problems.

Be self-reliant, life-long learners and seekers of self-advancement<sup>17</sup>.

The change in the name of a school subject from 'Political Education' (*Siasa*) to 'Civics' went with the omission of some topics<sup>18</sup>. The omitted topics in the new civics syllabus included Merging of TANU & ASP and birth of CCM; the One Party Constitution; The Arusha Declaration, and Socialism in other parts of the world. The decision to omit those topics has been questioned. A doctoral study on civics curricula in Tanzania posed the following query:

*It was not clear as to why the topics were left out. Although the political system was no longer socialist or one-party, the omitted topics were political documents/events/phenomena worthy of political study/inquiry. Indeed, to delete them was tantamount to denying Tanzania its political history by disregarding the past political experiences as if they had never happened.*<sup>19</sup>

Despite recent reviews and improvements to the civics curricula, the teaching and learning of Uraia, Civics, General Studies, and Development Studies "have been severely affected by either the absence or shortage of appropriate textual materials"<sup>20</sup> A major finding of Lutatenekwa's content analysis of the current *Uraia* and *Civics* materials points to their being characterized by critical technical and pedagogical shortfalls. As stated in the analysis, the materials "hardly

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<sup>17</sup> Quoted in Ferdinand Lutatenekwa (2007), "Strategy for Development of Civic Education Teaching Materials for Students, Teachers and College Tutors", paper prepared for the Research and Education for Democracy in Tanzania (REDET)

<sup>18</sup> The Nyalali Commission Report called for '*Elimu ya Siasa*'. The report recommended the establishment of a programme of national civic education in order to instill a democratic political culture among the public.

<sup>19</sup> Read Willy M. Komba, (1996), "Changing Policies and Political Cultures in Tanzania: The Impact on Political Education and Civics Curricula 1967-1994", London: University of London Institute of Education, Ph.D. Thesis

<sup>20</sup> Lutatenekwa op. cit.

stimulate student interactivity; they do not promote skills such as reflection and discussion; and they do not promote student-centered teaching and learning.”<sup>21</sup>

Civics syllabus for secondary schools (Forms I-IV) was introduced for implementation in January 2005. The syllabus replaced the 1997 edition. The ultimate aim of the current syllabus is to make the teaching and learning process of civics more interactive and learner centered, and what is more is that it seeks to develop learner’s competence. The general objectives of teaching civics in secondary schools (forms I-IV) include:

(i) to promote an understanding and appreciation of the current international

cooperation; our nation;

(ii) to develop civic responsibility and active civic participation;

(iii) to enable students to develop into full human personalities;

(iv) to develop an understanding of democracy and appreciation of its value, as well as of the concept of government. The civics syllabus has been structured in two main parts: Part one contains several competences of teaching the subject. Part two contains class level competences and objectives, topics, and subtopics with their teaching and learning strategies and materials. This part also contains a mode of assessment and the number of periods.

Form I topics include: Our Nation, Promotion of Life Skills, Human Rights, Responsible Citizenship, Work, Family Life, Proper behaviour Responsible Decision Making, and Road Safety Education. Form II topics include: Promotion of Life Skills, government of Tanzania (sub-topics: government; the Constitution; local government; central government; Tanganyika and Zanzibar Union and Union affairs), Democracy, and Gender; Promotion of Life Skills, Economic and Social Development, and poverty are the topics for Form III students. Form IV topics are Culture, Life Skills, and Globalization.

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<sup>21</sup> Ibid.

Religious organizations have also had a prominent role in the provision of civic education to the masses, both within and outside the school system. It should be noted that religious organizations such as the Christian Council of Tanzania (CCT), the Tanzania Episcopal Conference (TEC), the National Muslim Council in Tanzania (BAKWATA) have been running educational institutions, especially secondary schools, teacher training centres, and universities. Apart from instilling issues of faith and morality to students, religious educational institutions have also been offering courses in Civics and General Studies for secondary schools, and Development Studies at university level. These particular educational institutions have been using the same syllabuses used by government-run and private-owned schools and higher learning institutions.

The main goal of teaching Civics has been to train students to be 'good citizens', but also to know their role in propelling the country's and their own prosperity. The objectives of Civics and CE will be discussed in sub-section 1.3.3.

### 1.2.3 Civic Education outside the School System

During the post-independence period many institutions and eminent leaders have made substantial contributions to the CE work. We can only refer to the more important ones here.

#### Adult Education

Tanzania announced its official policy on adult education in 1969. The National Executive Committee of TANU [NEC] declared 1970 an Adult Education Year. Broadly stated, the objectives of the policy were to train the country's population in basic literacy; use the basic literacy to learn how to improve their lives; and enable them to understand the policy of socialism and self-reliance. To achieve these objectives, the Government gave priority to adult education in its five-year development plans which emphasized education in politics and the responsibilities of

the citizen; literacy; agricultural techniques; craftsmanship; health education; housecraft; simple economics and accounting.<sup>22</sup> A special Department of Adult Education was established within the Ministry of National Education and a National Advisory Adult Education Committee [NACE] was established with a wide membership.<sup>23</sup>

#### The Media Role

Radio and newspapers were used not only for information and entertainment but also as mass mobilization instruments. During the single party regime one could not draw a clear line between government and party newspapers. They both shared and propagated the same ideological orientation. In the absence of the private media, both government and party owned media served as instruments of propaganda.<sup>24</sup>

Soon after independence, the Government of Tanganyika invested in education via the public media in what came to be popularly known as 'Schools Broadcasting Service' program. The approximately eight-week educational broadcasting program was aired through Radio Tanganyika, and the main target was primary schools. The Government distributed transistorized radio sets powered by torch cells and in case they were out of order, teachers were instructed to report them to their Regional Education Officers or Education Secretaries. The later had spare sets with which to replace the dysfunctional sets. Programmes covered lessons in English, General Science, Elementary Economics, Geography, Kiswahili, Civics and Current Affairs. Another series of programs for pupils from *Standard V* upwards known as 'Makers of Africa' was introduced in the first decade of independence. The program dealt with important and interesting facts in the lives of some of the 'great' African personalities such as

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<sup>22</sup> United Republic of Tanzania (1969), Second Five-Year Development Plan: Dar es Salaam: Government Printer

<sup>23</sup> .K. Nyerere [1967], Education for Self –Reliance, Dar es Salaam; Government Printer.

<sup>24</sup> .K. Nyerere [1967], Education for Self –Reliance, Dar es Salaam; Government Printer.

Aggrey and Nkrumah of Ghana, Haile Selassie of Ethiopia, Nasser of Egypt, Luthuli of South Africa, Nyerere and Rugambwa of Tanganyika and Bishop Steere.<sup>25</sup>

The Tanganyika Broadcasting Corporation was transformed to Radio Tanzania Dar es Salaam (RTD) in 1965, following the Union of Tanganyika and Zanzibar in 1964. Following the Arusha Declaration of 1961, there was a marked drive to produce programs bent on the socialist ideology of *Ujamaa na Kujitegemea*. Some of the prominent programs with a heavy dose of political education aired by RTD since then were:

*Ujumbe wa Leo* (Today's Message): This program has been re-running parts of speeches by party and government leaders. Most of the speeches are centred on politics and national development. The program is still running on TBC Taifa (formerly RTD).

*Fimbo ya Mnyonge* (A Poor Man's Weapon): This program used to be prepared by CCM's ideological college - Kivukoni. It was designed to disseminate CCM's ideology.

*Ujamaa - The Rational Choice*: This program was also prepared by the Kivukoni College. It has the same mission as the *Fimbo ya Mnyonge* program.

*Mbiu za Mikoa*: A regional round-up of development related news from Ujamaa Villages.

*Mazungumzo Baada ya Habari* (Commentary after the News): This is a five-minute program aired on RTD after news bulletin. Most of the commentaries were written by Paul Sozigwa, the then Head of CCM National Executive Committee's Disciplinary Committee. This program used to have a mix of allegory and 'sugar coated' stories to draw listeners' attention, and facts, political messages and clarion calls for certain courses of action. The scope of the topics covered in this program is well captured in the following passages from a study on the content analysis of the *Mazungumzo Baada ya Habari* program:

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<sup>25</sup> See Radio Tanganyika Broadcasts to Primary Schools, February-April 1963, printed by Tanganyika Standard Limited

*The program also touched on various campaigns, for example, consolidation of the party (CCM) at the grassroot level, the fight against cholera, drunkardness, idleness, laziness, economic saboteurs and racketeering which became rampant in 1981 and hooliganism in sports.....sometimes the program has been used to dispel fears from among members of society, for example on their belief that when there is a moon or sun eclipse it can be the end of the world (the doom's day) and thus giving offerings to God to save the situation. The programme on October 22, 1976 (sun eclipse) said the moon or sun eclipse is normal and there was no need to give offerings as the eclipse lives shortly. Amid their fears, the programme taught them the best way, for example, to see the sun eclipse, saying there was no cause for alarm on such situations.<sup>26</sup>*

Radio Tanzania Dar es Salaam was also used for mass mobilization in different national campaigns, which were in themselves educative. Examples of such campaigns include the 1973 *Mtu ni Afya* campaign ( Man is Health); *Chakula ni Uhai* campaign (Food is Life), and the 1978/9 Kagera war Campaign against the invasion by Iddi Amini of Uganda. According to Gervas Moshiro, "... the RTD underwent a content reorientation to become a formidable instrument of politicization, economic development and liberation in Africa." He adds, "The motto then was to politicize through education, information and entertainment."<sup>27</sup>

The *Tanganyika Standard*<sup>28</sup> one of the most influential newspapers launched in 1930 under the ownership of Lonhro Newspaper Business Enterprise, was nationalized on February 4<sup>th</sup> 1970 and became an important instrument of disseminating socialist oriented policies after the Arusha

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<sup>26</sup> Michael M. Mtaya (1987), "Contents Analysis of Mazungumzo Baada ya Habari", Diploma Thesis, Tanzania School of Journalism, Dar es Salaam.

<sup>27</sup> See G. Moshiro, (1987), The Role of Radio Tanzania Dar es Salaam in Mobilizing the Masses: a Critique, A Report for the then Tanzania School of Journalism.

<sup>28</sup> On April 26<sup>th</sup> 1972 the government owned "Standard" merged with the Party owned "Nationalist" to form "Daily News" and its sister weekly newspaper "Sunday News" under the ownership of Tanzania Standard Newspapers.

Declaration. This role is clear in Nyerere's own statement on the occasion of the nationalization of the newspaper:

*The new "Standard" will be a socialist newspaper; it will support the socialist ideology of Tanzania, as defined in the Arusha Declaration, Parts 1 and 2. The new "Standard" will give general support to the policies of the Tanzanian Government, but will be free to join in the debate for and against any particular proposals put forward for the consideration of the people, whether by Government, by TANU, or by other bodies. Further, it will be free to initiate discussions on any subject relevant to the development of a socialist and democratic society in Tanzania. It will be guided by the principle that free debate is an essential element of true socialism, and will strive to encourage and maintain a high standard of socialist discussion.*<sup>29</sup>

#### Kivukoni College

Kivukoni College was established in 1961 by the Tanganyika Education Trust. It was a college of adults who did not have formal educational qualifications to enter a university. Students whose average age was approximately twenty-six, were given an intensive course in the social sciences whose curriculum focused on economic, social, and political problems of Africa, especially East Africa and Tanganyika as seen in their historical setting. The course normally lasted for thirty weeks. The main aim of this college was to instill a great sense of responsibility to those who had the privilege of attending the course. A statement by the Governing Council of the college on the 10<sup>th</sup> November 1962 spelt out the primary aim of the College in the following extract:

*It is not possible to fit a course of Kivukoni type into the accepted schemes of education when trying to evaluate it. The primary aim is not to produce good examinees, but Tanganyikans with a will to assist in the development of their country, that is, men and women with knowledge and*

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<sup>29</sup> Drawn from a statement by Julius Nyerere titled "A Socialist Paper for the People", undated.

*understanding of its problems sufficient to appreciate both what is impracticable and what should be undertaken.....For many if the key posts in both public service and private business the essential qualification is not one for which an examination is appropriate but the capacity to handle responsibility, to cope with it conscientiously and with integrity- 'without fear or favour'. Such qualities cannot, perhaps, be taught but where a man or woman has the essential attitudes and character it may be possible to provide an environment in which these can be strengthened and underpinned, enabling the individual to give service of a high order. To provide such an environment is the purpose of Kivukoni.<sup>30</sup>*

An Additional but equally important motive behind teaching of political education in the Kivukoni Ideological College was “to ensure that people in sensitive institutions like students, soldiers, workers, cultural groups and journalists are given proper ideological orientation in accordance with their responsibilities in nation building as conceived by the party.”<sup>31</sup>The College had a monthly newspaper titled *Kivuko*, which mostly featured articles by the college students. *Kivuko* became an important medium of political education by the State Party. Even though it carried feature articles on socio-economic issues most of its contents were predominantly political and largely supported the ruling party policies and actions. Its editorials echoed powerful political messages which the ruling elite would want to pass on to the general public. Some of the articles were in English but presented in a very simple way.

#### Mwalimu Nyerere’s Speeches

The first President of the United Republic of Tanzania, Mwalimu Julius Nyerere, astutely utilized his appeal and charisma to convey important political and developmental messages to the masses through his many speeches to the nation. To cite a few examples, in simple but

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<sup>30</sup> See Kivukoni College Dar es Salaam: Aims and Objects, A Statement Authorized by the Executive Committee, 10<sup>th</sup> November, 1962.

<sup>31</sup> Abihudi M. Saideya (1989), “Political Propaganda and Mass Mobilisation in Tanzania”, A paper presented at the Annual Consultative Meeting of Tanzania School of Journalism (TSJ) and Nyegezi Social Training Institute (NSTI), held at Moshi 13-16<sup>th</sup> December.

articulate language, President Nyerere unveiled the theme of adult education year on 31 December 1969, urging the entire nation to embark on massive adult education campaign. His address clarified the nature, scope and philosophy of adult education and his call really “served as an impetus and inspiration for the subsequent remarkable development of nationwide adult education programmes in a way that probably no single ‘plan’ or ‘policy’ could have done”<sup>32</sup>

President Nyerere earned the nick-name *Mwalimu* not only because of his teaching profession or his unwavering leadership, but also due to his ability to offer teachings and draw lessons through speeches. It is doubtful whether there was another Tanzania leader at the time of the Arusha Declaration who could have explained the Declaration and defend its values with the eloquence demonstrated by Mwalimu Nyerere. The Declaration which he personally authored was hailed by both friends and enemies of socialism across the world. In the Declaration are to be found such civic education values as equality, unity, self- reliance, peace, development, and so forth.<sup>33</sup> These values resonated in many of Nyerere’s speeches until his death in 1999. He really managed to make the nation a single civic education class in his tireless effort to build a united, socialist and prosperous Tanzania.<sup>34</sup>

#### Workers’ Education

When the Arusha Declaration was proclaimed in 1967, workers’ education begun to receive more serious attention, and in the early 1970s a major drive was mounted following issuance of the Presidential Circular No. 1 of 1970 on workers’ participation in management through Workers’ Councils, followed by the Prime Minister’s Directive of July 1973, which made Workers’ education compulsory. Workers’ councils were to be established in addition to

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<sup>32</sup> Yusuf O. Kassam, (1978), *The Adult Education Revolution in Tanzania*, Nairobi: Shungwaya Publishers Ltd.

<sup>33</sup> TANU [1967] The Arusha Declaration and TANU’S Policy on Socialism and Self –Reliance, Dar es Salaam: Government Printer.

<sup>34</sup> For a more detailed account of Mwalimu Nyerere’s contribution to civic education in Tanzania see Rasul Ahned [2009], “Historical Review of the Teaching of Civics in Schools and Civic Education for the General Population and for Specified Groups in Tanzania”, REDET Discussion Paper, pp.19-21.

workers' committees which had already been in existence since 1964 but which were mainly concerned with the conditions of service, wage policies and disciplinary matters."<sup>35</sup> Workers' education covered the ideology and policy of TANU, labour management relations, elementary economics, wages policy, NUTA, literacy, how to read a balance sheet, Presidential Circular No. 1 of 1970, the structure and functions of the organization concerned, and the Prime Minister's Circular on Workers' Education of 1973.<sup>36</sup> The P.M. circular empowered the Ministry of Labour and Social Welfare to inspect and supervise the implementation of workers' education programmes in all institutions.<sup>37</sup>

### Folk Development Colleges

Another significant development in the provision of civic education in the 1970s was the institution of *Folk Development Colleges*. Adapted from the Swedish pattern of Folk High Schools, Folk Development Colleges were set up in rural Tanzania by the then Ministry of National Education through the assistance of the Swedish Development Agency (SIDA). The Ministry of National Education issued syllabuses and schemes of work on seven core courses, namely, *political education, economics, agriculture, accountancy and management, domestic science, technical education and culture*. In political education, subjects taught included: History of Tanzanian politics; Policy of the Party (TANU); Policy of Socialism and Self-Reliance; Liberation of the African Continent; Defense of the Nation; and Tanzania's relations with other countries.

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<sup>35</sup> Kassam, op. p. 80

<sup>36</sup> See National Institute for Productivity (1973), *A guide to Workers Education*, Dar es Salaam.

<sup>37</sup> See Rashidi Kawawa (1973), "Guidelines Regarding Adult Education-Workers' Education", Dar es Salaam, Prime Minister's Office (mimeo).

In a nutshell, it can be said that the FDCs assumed multiple roles, for instance, as post-literacy institutions, as vocational institutions as well as ideological colleges. They were also expected to offer a variety of skills, including agricultural skills as well as provide leadership training skills.<sup>38</sup>

#### Civic Education through Cultural Activities

Cultural activities such as songs, *ngomas* and music have also featured very prominently in the efforts to inform and sensitize the masses on political issues. They have indeed served as a convenient vehicle for mass mobilization due to their ability to convince and spur people into action. As one researcher notes “Party Chairman Mwalimu Nyerere’s speeches were analysed and presented to the masses by *ngomas*, choir, taarab and jazz band singers. These cultural activities helped to raise public awareness and called for total support for TANU to win political independence.”<sup>39</sup>

Poetry was also used as a medium to pass on political messages to the public, especially in popularizing the Arusha Declaration and its virtues. For instance, a publication compiling several poems by Saadani Abdu Kandoro titled, ‘Liwazo la Ujamaa’<sup>40</sup> could serve as among important political education handbooks because of its rich coverage of political themes. Some of the poems in this publication by Kandoro include: Liwazo la Ujamaa; (*the idea of ujamaa*) Tanzania Nchi Yetu Tujenge Ijengeke (*Tanzania our country let’s build it so that it develops*); Cheo cha Umma Dhamana (a public position is a trust); Maisha ya Omba Omba Nchi Haijengeki (*the nation cannot be developed by begging*); and Afrika ni Moja (*Africa is one*).<sup>41</sup>

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<sup>38</sup> See Ruth Meena (1995), “The Impact of Divergent Interests in an Aided Project Process: The Case of Swedish-Aided Folk Development Colleges in Tanzania”, Ph. D. Thesis, University of Dar es Salaam.

<sup>39</sup> See Abihudi M. Saideya, the then Assistant Party Secretary in the TANU Headquarters, in his paper titled ‘Political Propaganda and Mass Mobilisation in Tanzania’, op. cit. p.6.

<sup>40</sup> See Saadani Abdu Kandoro, (1978), *Liwazo la Ujamaa*, Dar es Salaam: Tanzania Publishing House.

<sup>41</sup> Translation in parentheses ours.

*Utenzi wa Zinduko la Ujamaa*<sup>42</sup> is a publication by Zuberi Hamadi Lesso capturing all major events prior to and during the establishment of the Arusha Declaration. The poem also attempted to idolize the work and personality of Mwalimu Julius Kambarage Nyerere as the architect of the policy of socialism and self-reliance. Mwalimu Nyerere himself gave a Swahili translation of William Shakespeare's play, *Julius Caesar* and the Merchants of Venice.<sup>43</sup> Another publication of poems titled *Matunda ya Azimio: Mashairi ya Mwamko wa Siasa*<sup>44</sup> covered wide-ranging themes but with a high political content. Some of the themes are socialism and equality, leadership, economy, social welfare, defense and security.

#### Provision of Voter Education (VE)

According to the *Copenhagen Document*, neither law nor public policy should be used to deny eligible voters an opportunity to learn about political parties and candidates. The meaning of this code is that both law and public policy ought to compel the government to inform and educate voters on the entire electoral process. Such knowledge is what has come to be described as *Voter Education (VE)*. In fact, *VE* is a subset of Civic Education.

The 1991 Nyalali Presidential Commission report on whether Tanzania should adopt a multiparty political system found that the level of civic knowledge on democratic issues was very low to support a thriving multiparty democracy. It therefore recommended that a programme of national CE be established. According to the Commission's transitional timetable, CE was recommended to begin in June, 1992, or earlier. The recommended providers of this education were identified as the mass media, universities and other institutions of higher learning, civil society organizations, and political parties. Uncharacteristically, the Nyalali

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<sup>42</sup> Zuberi Hamadi Lesso, (1972), *Utenzi wa Zinduko la Ujamaa*, East African Literature Bureau.

<sup>43</sup> J. K. Nyerere, (1963), *William Shakespeare's Julius Caesar*, Dar es Salaam: Oxford University Press.

<sup>44</sup> S. Y. A. Ngole et al. (1980), *Matunda ya Azimio: Mashairi ya Mwamko wa Siasa*, Taasisi ya Uchunguzi wa Kiswahili, University of Dar es Salaam.

Commission's report did not mention the national electoral bodies as possible agents of civic/voter education. The electoral bodies, however, ended up receiving the lion's share of the blame for not mounting robust civic and voter education campaigns. The silence on the role of the electoral management body in the provision of civic and voter education is also found in the 1985 Elections Act. According to the Tanzania Election Monitoring Committee (TEMCO) in the 1995 General Elections NEC got involved in voter education rather reluctantly and efforts of other agents of CE/VE were poorly coordinated and unsystematic:

*What little voter education is acknowledged to have taken place was largely carried out by the mass media, religious organizations (e.g. BAWATA, TEC, CCT,, political parties (particularly the well established ), and the NEC itself. Input from Universities and other institutions of learning was very minimal. Independent organizations such as ESAURP, PORIS and BAKWATA conducted small-scale voter education. NEC's share in this venture was both direct and indirect. In its direct form, NEC's voter education took the form of dissemination of pamphlets, posters and messages given through the media, organization of seminars, etc. In its indirect form, NEC's voter education was done by proxy, through encouraging interested organizations to run programmes.<sup>45</sup>*

In the 2000 general elections also NEC did not fare well in the dissemination of VE education. In fact, ZEC appeared to have been better prepared than its counterpart. With regard to the 2000 elections the TEMCO report announced low NEC scores on CE/VE again:

*Civic and voter education are vital for educating and mobilizing people to register for voting. Apparently, NEC did not fare well in this area prior to and during the registration process. The RTD programmes on civic education and voter education sponsored by NEC did not capture or attract a wide audience throughout the country. Likewise, the posters prepared by the NEC's Civic Education and NGO's Committee were not disseminated widely, particularly in rural areas.*

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<sup>45</sup> TEMCO, 1997, The 1995 General Elections in Tanzania, p. 42.

*In fact, the bulk of these posters still lie in the NEC offices. It is apparent from the various TEMCO monitoring reports that NEC was not fully prepared in this area. ZEC, on the contrary, seems to have been more prepared. From the initial stages of the election process, it mounted a massive civic and voter education programme, including the use of TVZ, Radio Zanzibar, showing cinema in the rural areas, conducting seminars for different groups (NGOs, officials), sponsoring debates between schools, providing slogans and sticker.<sup>46</sup>*

The change in the format for registering voters following the introduction of the Permanent Voters Register (PVR) further necessitated a concerted VE programme for the 2005 general elections. ZEC's role in this venture was even more pronounced and this time around the Isles the electoral body commissioned the Theatre for Social Development (THESODE), established by students of Nkrumah Teachers' College in 1998 to stage plays about the Permanent Voter Register (PVR). It was reported that "The plays were skillfully designed to arouse peoples' interest in the PVR."<sup>47</sup>

#### Religious Organizations

Outside the school system since the re-introduction of multiparty politics, increasingly religious organizations have been involved in the provision of CE, albeit in an adhoc and uncoordinated manner. For instance, occasionally religious organizations have been organizing seminars, printing booklets and distributing circulars or Pastoral Letters (*Nyaraka za Kichungaji*) to their followers with the intention of making them aware of the prevailing political and socio-economic situation of the country. To cite a few examples, in March 1994 the ELCT issued a statement entitled "the Bagamoyo Statement", following a Bishops' Summit on Economic and Political Democracy held in Bagamoyo in the Coast Region. As the title of the Summit suggests,

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<sup>46</sup> TEMCO, *The 2000 General Elections in Tanzania*, p. 18.

<sup>47</sup> The 2005 Presidential and General Elections in Zanzibar, Report of the Tanzania Election Monitoring Committee, p.12.

the statement covered wide ranging political and socio-economic issues such as political and economic democracy, corruption, plunder of national resources, and free markets. The Bagamoyo Statement, in an explicit way, “emphasized the role and responsibility of the Church in looking into what is happening in society.”<sup>48</sup> It is noted that “the Church statements go deep into their followers’ convictions and they are closely observed.”<sup>49</sup>

Likewise, the CCT issued a document titled the CCT Position on the Prevailing Situation in the Country which was published in 1995. The document addressed such issues as political and economic democracy; the Constitution of Tanzania; the relationship between Churches and the State; and the Church as an advocate of political justice and democracy. More recently [July 2009], the TEC issued a Pastoral Letter to Catholic believers outlining the qualities of good or God – fearing leaders. This was to serve as a guide for choosing or electing leaders in local, national and other elections. The Letter was nick-named Election Manifesto of the Catholic Church in Tanzania by those who opposed it, including BAKWATA and some prominent politicians who thought the message of the Letter would divide the nation.<sup>49</sup> Recognizing the importance of CE both Moslem and Christian organizations have established CE and Human Rights Units in their organizations.

As a faith-based organization, BAKWATA runs both seminaries and ordinary schools all over Tanzania. As of October 2007, BAKWATA had seventeen secondary schools of its own.<sup>50</sup> In the 2005 general elections, BAKWATA was formally invited by the UNDP along with Church organizations to participate in the Basket Fund Project, “Voter and Civic Education in Tanzania.” BAKWATA conducted voter and civic education in 16 districts in Tanga, Coast, Dodoma and

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<sup>48</sup> See Ernest T. Mallya, (2008), “Civic Education in Tanzania: An Assessment”, article in a forthcoming publication of a Study on Empowerment.

<sup>49</sup> Ibid. 49. See all newspapers from mid-July to mid – August, 2009.

<sup>50</sup> Suleiman Lolila, “Experiences Of Religious Institutions In Empowering Through Poverty Reduction: The Case Of Bakwata”, Paper Presented in a REDET workshop for Religious Leaders, held from October 29<sup>th</sup> – 30<sup>th</sup> 2007

Iringa regions of Mainland Tanzania.<sup>50</sup> Likewise, both ELCT and CCT have provided CE on a continuous basis and VE ahead of elections. Furthermore, representatives from religious organizations also participated in election monitoring as TEMCO members or stakeholders.

#### Civic Education by CSOs

A more prominent role in the provision of civic education has been played by civil society organizations (CSOs), especially those operating at the national level. These include Tanzania Women Lawyers Association (TAWLA), Tanzania Media Women's Association (TAMWA), Tanzania Gender Networking Programme (TGNP), and the Legal and Human Rights Centre (LHRC). The CSOs have been disseminating information and providing education on human rights related issues, gender relations and overall civic education via:

Publications ( e.g. *Mama Sitti* quarterly magazine published by TAMWA), leaflets and fliers;

Radio programmes (e.g. the *Kioo* Program by TAMWA-a weekly program on women and gender issues, currently aired on TBC Taifa);

Television programmes (e.g. Pambanua TV program run by LHRC which features experts on various issues of interest, and *Ijue Sheria* TV program on ITV);

Para-legal training and legal aid programs for women and children (e.g. those of TAWLA).

In the 2005 general elections, an alliance of CSOs issued their election manifesto alongside those normally released by mainstream political parties. The main goal was to conscientise the would-be voters on several yardsticks they ought to apply when going to the ballot box so as to make informed choices. In this regard, the Non-State Actors (NSAs) drew up a Charter on the 2005 elections. The Charter was a product of efforts of Agenda Participation 2000 (AP 2000), itself a non-state actor aiming at enhancing citizen competence in the election process. The AP 2000 organized a Non-State Actors forum at the Karimjee Hall in Dar es Salaam on December 3, 2004 at which it was resolved "to develop and draw an action program through which they could

elicit the support of various other Non-State Actors to project their voices to various political entrepreneurs on what they called: ‘The Tanzania We Want’.”<sup>51</sup> The NSAs which were involved in the consultation process culminating into the Charter comprised various occupational and individual guilds of professional and non-professionals, including teachers, petty traders, activists, community organizers, organizations of people with disabilities, pastoralists, women’s groups, youth groups, artists, transporters and academics. This group met between December 2004 and March 2005 to deliberate on the Charter. The specific reasons for drawing up the Charter are clearly spelt out in its preamble. It reads as follows:

*We drew this Charter, first, having recognized that in the past, political entrepreneurs have taken positions on key issues without due consultations and with minimum regard for how such viewpoints and decisions affect the country in general and Tanzanians in particular.*

*Secondly, following intense consultations among ourselves and with others, and cognizant of the view that similar attempts have been made and sector-based manifestos have been produced by organizations, we decided through the Charter to reaffirm our commitment to the electoral process not only as a means of exercising our democratic right to vote and elect leaders of this country, but more important as an opportunity to influence a national development vision and agenda, one which represents the views of the masses.*

*We also see the opportunity the general election affords as an occasion to remind both the electorate and candidates about the primary purpose of the electoral system, i.e. to promote and safeguard the interests of this nation and her peoples by articulating and adopting policies that benefit the majority of the population.*<sup>52</sup>

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<sup>51</sup> Agenda Participation 2000, “Non-State Actors Charter: The Tanzania We Want During and After Elections 2005”.

<sup>52</sup> Ibid. p. 1-2.

The Charter addresses various issues, ranging from economic growth and equity to employment, environment, natural resources, social services, leadership and governance, human survival and security, to elections and ethics. Of particular interest is what is called Non-State Actors' Key Electoral Demands in 2005, which appear as the last chapter of that Charter. The twelve points demands mainly focus on aspects of leadership and the conduct of the electoral process itself. Finally, the Charter demands for an increase in the budget to the NEC and ZEC for civic education, which would in turn enable NSAs to play a role in providing the same.

### 1.3 COMPARATIVE CIVIC EDUCATION MODELS

In this section we shall have a glance at a few examples of CE models in other African countries such as Egypt, Ghana, Kenya, Uganda, The Gambia and Zimbabwe. Egypt is one of the African countries which have placed CE programs at the forefront of their political and socio-economic agenda. However, the conceptualization of the term civic education in Egypt's official circles has an unbalanced emphasis on citizen's rights and obligations, with duties and obligations of citizens receiving more emphasis than corresponding rights. Like in other post-independence African states, the teaching of CE was largely to discourage independent thinking and questioning. Educationists and experts on teaching methodology in Egypt have begun to contemplate CE specialized teaching techniques such as role playing, simulation, problem solving, innovative thinking, and use of information technology. School curricula under the present regime of President Hosni Mubarak have emphasized such themes as citizenship and civic rights, human rights, globalization, children's and women's rights, political awareness and meaning of democracy. The 2003 Ministry of Education's publication outlines eight core principles or values that are supposed to constitute the teaching of civic education in Egypt. These are:

Citizen duties and rights;

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Life skills (ability to negotiate, to cooperate, tolerance of others, and diversity in opinions);

Government system (democracy, constitution, people's council, elections, citizens' role in elections);

Preserving heritage (Arab and Egyptian heritage, Islamic and Coptic heritage, Arab and Egyptian values and traditions);

Egypt's relations with other countries (on the Arab level, the Islamic level, the African level, and the global level);

Non-Governmental Organizations (conditions for establishing NGOs, the role of NGOs);

Arab organizations and institutions; and

International organization and institutions.

As can be quickly observed, important issues for a national CE curriculum such as rule of law, equality, social justice, and political rights have been left out. Moreover, the listed core values are inadequately reflected in CE textbooks. In fact, in some of the text books such things as the environment and tourist attractions have featured more than the core values. A cabinet committee was formed in 2006 to set plans for citizenship education through other societal channels such as the media and non-governmental organizations.

In Ghana, civic education has been offered mainly through established state, quasi-state and public institutions such as the Information Services Department, state owned media and the Centre for Civic Education (CCE). Similarly in the 1966- 72 period, there were other institutions such as the National Commission on Democracy (NCD) in the PNDC era, the National Commission for Civic Education (NCCE), the Electoral Commission (for voter education) and the Commission on Human Rights and Administrative Justice (CHRAJ) for human rights - under the 1992 Constitution.

In the East African country of Kenya, well-developed non-state actors [CSOs and others] took significant initiative to self-coordinate the provision of civic education. The consortia of civic education providers and their member CSOs produced a curriculum, a handbook and a trainers manual which are the main reference materials on civic education.<sup>53</sup> The involved consortia were Civic Education for Marginalised Communities (CEDMAC); Constitution and Reform Education Consortium (CRE-CO); Ecumenical Civic Education Programme (ECEP), and the Gender Consortium. The production of these CE materials has been carried alongside the implementation of two national civic education programmes, namely the National Civic Educational Programme I (2000-2002) and the National Civic Education Programme II - URAIA (2006-2007). As the timing suggests, these programmes were conveniently held in the period before elections in the country.

The Kenya's curriculum takes cognizance of gender as a cross-cutting issue permeating all subjects discussed in civic education. It is also from the fact that women make up about 52% of the population in Kenya and therefore a majority group that plays a significant role in the society and in economic production. Four broad themes in four units are covered in this curriculum. These are a) nationhood and nation-building; b) state, democracy and democratization; c) constitutions, constitutionalism and constitution-making; and d) the practice of governance. Each unit comprises subject context, subject objectives and subject content. The content of the handbook is devoid of political bias and as such its neutral nature makes it accessible to people and groups of different political orientation.

One striking feature of this handbook for civic education which is titled, *Making Informed Choices*, is its conception of the relationship between the state and its citizens. It is conceived to be a two-way (reciprocal) relationship meaning that the state has certain duties to, and rights over, citizens and the entire population in its territory. The reverse is also true. One of the basic rights of citizens is the right to take part in the affairs of the state. Citizens' responsibilities have

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<sup>53</sup> The production of the materials was made possible through financial assistance from the governments of the Netherlands, the United Kingdom, Canada, Denmark, Sweden, Finland, Austria, and Norway.

been categorized into social duties, economic duties and political duties. These are described in Table 1.2 below.

Some of the social values that citizens are encouraged to promote are a constructive use of political freedom; gender sensitivity; non-discrimination; conscience; tolerance, and dialogue.

Table 1.2: Social, Economic and Political Duties of Citizens in the Kenya CE Model

<p>Social Duties include:</p> <p>Obeying and practicing the rule of law;</p> <p>Teaching young citizens the social standards and positive values;</p> <p>Living peacefully with each other;</p> <p>Respecting the rights of fellow citizens;</p> <p>Helping create and maintain a fair society; and</p> <p>Growing and protecting social institutions such as the family unit.</p>	<p>Economic Duties include:</p> <p>Working and taking part in creating wealth for society to the best of their abilities;</p> <p>Making sure that the state uses national wealth for the benefit of all and for the common good; and</p> <p>Contributing to the income of the state by paying taxes.</p>
<p>Political Duties include:</p> <p>To participate meaningfully in civic activities, including elections;</p> <p>To contribute to building and protecting democracy;</p>	

<p>To take part in setting up a democratic culture and abiding by democratic principles; and</p> <p>To respect the rule of law.</p>
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Source: Adopted from a handbook for civic education, *Making informed Choices*.

The provision of CE in Uganda has not been continuous. Civic education delivery in Uganda has essentially been tied to the electoral process. Indeed, “it is civic, but limited to guidance to the people towards exercising their civic rights of voting!”<sup>54</sup> Since the Uganda Human Rights Commission (UHRC) was given a constitutional mandate to conduct civic education there is now a realization that it should be a permanent undertaking. The Uganda Media Women Association (UMWA) has also been involved in the provision of civic education that focuses on civic rights of voting (voter education as civic education). Other entities that have been involved more or less in the same capacity are the Electoral Commission of Uganda [ ECU] and the Uganda Joint Christian Council (UJCC).

In Gambia, the National Council for Civic Education (NCCE) which was established by Act 1 of 1998 pursuant to Section 198 of the Second Republican Constitution is mandated to create and sustain awareness of constitutional democracy through civic education in that country. The NCCE is specifically charged with the responsibility of formulating, implementing and overseeing programmes aimed at inculcating in the citizens of Gambia awareness of their civic and fundamental rights, duties and responsibilities.<sup>55</sup> To enable the NCCE fulfill this responsibility, its independence has been entrenched in the constitution which provides in section 199 (3) that, “In the exercise of its functions, the Council shall be apolitical and, save as may be provided by

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<sup>54</sup> See Kibwana and Kawive, op. cit.

<sup>55</sup> Section 199 of the Gambia Second Republic Constitution.

an Act of the National Assembly, shall not be subject to the direction or control of any person or authority.”

Moreover, appointments of members of the Council made by the President are subjected to National Assembly scrutiny. Members are hired to serve a term of five years which is renewable. The curricula include topics such as roles and responsibilities of the government; usage of legal mechanism and instruments for conflict prevention and resolution; civic rights, duties and responsibilities; provisions of the constitution; rights of women and rights of children and special groups. Functions of the NCCE include development of syllabuses and introduction of the teaching of civic education in schools and in non-formal educational institutions in collaboration with relevant stakeholders. The NCCE also foresees the establishment of monitoring and evaluation mechanisms which assess the impact of the civic education programme on the population.<sup>56</sup>

Zimbabwe presents one of the relatively unique models of civic education called *community publishing*. *Community publishing* has been defined as “an internally driven process of change, rooted in community wisdom, creativity and solidarity.”<sup>57</sup> This means, it is the local communities which steer the process at the grassroots, practicing shared leadership and self-management. In method, *community publishing* combines community based research, publishing, education and organizing. A summary of the methods and materials employed in this approach to civic education is given below:

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<sup>56</sup> Dawda A. Jallow, (2009), “National Civic Education: The Gambia Experience”, presentation at a Symposium on Civic Education for Political empowerment, February, Arusha, Tanzania.

<sup>57</sup> Definition drawn from a presentation by the ACPD (Africa Community Publishing & Development Trust) with the title, “Civic Education in Zimbabwe-A Community Publishing Approach”, at the Civic Education and Political Empowerment Symposium MS TCDC, 16-17<sup>th</sup> February, 2009.

The community publishing approach begins with research on the generative themes (i.e. an issue that is so important to communities that it can motivate them to take action) of communities, and their learning needs. Economic, social and political issues are included and political issues and views are collected from the people of different age categories and backgrounds. A participatory community based process of research and book production is used to produce booklets or manuals for civic education. Sometimes supplementary materials like posters and T-shirts are produced. These materials include guidelines on how to select and train facilitators, and how to organize participatory study circles and workshops. What is most original about community publishing workshops is that after the first hour of orientation and trust-building, the facilitators hand over the leadership and ownership of the workshop to participants, who volunteer for leadership roles such as chairing, record-keeping or time-keeping. The workshop methods give participants an opportunity to practice democracy.<sup>58</sup>

Community publishing in Zimbabwe started as a project in a development ministry but was later registered as a trust. In 2000 the Civic Education Network (CIVNET) was formed. CIVNET has been involved in the organization of civic education at the national level. In fact CIVNET is a brainchild of the Church/NGO Voter Education project of 1994.

#### 1.4 CONCLUSION AND LESSONS FOR STRATEGIC APPROACHES AND ACTIONS

##### 1.4.1 Conclusion

This brief historical elucidation of the teaching of civics and provision of civic education in Tanzania has confirmed the fact that while the country's formal education system has been an essential agency for the delivery of civic education, other important channels for the provision of *political education as civic education* have been the media, adult literacy campaigns, TANU/CCM affiliated organizations such as the UWT, JUWATA, TANU Youth League, and the

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<sup>58</sup> Ibid

ideological college at Kivukoni. It has also been observed that the TANU and later CCM governments have always appreciated civic education as forming the bedrock of our society and thus supported consistent efforts to turn the whole country into a 'civic class'!

However, the state-sponsored provision of civic education during the single party regimes cannot escape our modest criticism. The substance of civic education programs and even content of civics textbooks were marked by a distrust of learners' critical thinking and sought to push only the validity of the leaders and thus state's actions. Children in schools were prepared to learn more about the mechanisms of elections, the formation of governments, and the importance of nation-building efforts more than gaining knowledge of citizens' rights and importance of protecting and promoting them. Simply put, there was a vivid imbalance in content on the insistence of citizens' rights versus citizens' duties and responsibilities, i.e. the former being shrouded by the latter.

Despite recent reviews and improvements to the civics curricula, the teaching and learning of civics is still severely affected by either the absence or shortage of appropriate textual materials. It has been pointed out that the current Uraia and Civics materials are also characterized by critical technical and pedagogical shortfalls.

Comparative CE models elsewhere reveal an emerging "push towards developing linkages between civic education and community ethos, a decentralization of methods and content to be in tandem with the felt needs and aspirations of communities."<sup>59</sup> The new thrust affirms that civic education is but a subset of community education. Already in some countries relatively new and innovative approaches are being used to impart civic education to local communities. This chapter has managed to present, albeit briefly, community publishing as one of the newer approaches to the dissemination of civic education in Zimbabwe.

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<sup>59</sup> Kibwana and Kiwive, op. cit.

Other innovative strategies should continue to be explored. The chapter has also highlighted the growing tendency to ‘decentralize’ the process of conducting civic education along with other activities in our countries. Gone are the days when it was only the Central Government that controlled the whole process of designing and implementing national civic education programmes. There is now a realization that the provision of civic education will be enriched and sustained only where it involves a combination of the private sector, the civil society, public agencies and other key stakeholders. This is not an entirely a fresh call as it is one of the commitments reached by SADC member states in its *Protocol on Education and Training*. Article 3 (d) of this Protocol, of which Tanzania is a signatory, spells out one of the objectives as follows:

*To promote and coordinate the formulation and implementation of policies and strategies that promote the participation and contribution of the private sector, non-governmental organizations and other key stakeholders in the provision of education and training.*

#### 1.4.2 Lessons for Strategic Approaches and Actions

The lessons for strategic approaches and actions emerging from this historical review can be summarized in the following five points:

Films/ Cinema: We should review the Cinematograph Ordinance of 1935 so that the Ministry concerned with community development and, or social welfare can again make educative films which can be shown to communities in urban and rural areas. They were popular and effective in the past in inculcating colonial values, and they will still continue to be effective in inculcating democratic and nation – building values. The CE body to be created can as well undertake this work

Role of National Leaders: Mwalimu Nyerere, in particular, played a leading role in Tanzanian’s history of CE provision. His major speeches remain a major source of nation- building values to-day. Since citizens tend to pay much attention to respected national leaders [including retired ones], the proposed CE management body should work out ways of taping this resource.

Effective Use of Media: Under the one –party system, the state media were very effective instruments for instilling political and development values and ideas in the population. These instruments can still be used effectively now. It is a fact that now private media with their commercial motives and priorities have proliferated; but still the leading ones can be used to embody in their stories democratic and nation- building values. Government and private media chief editors should be invited by the CE body to Annual Stakeholder Consultative Meetings [ASCM] along with other stakeholders with a view to enlist their commitment to this role.

Community - centred Approach: The Zimbabwe CE model which we have reviewed briefly suggests a useful strategy of tapping community energies and ethos, thereby complying with the principle of relevance to the needs of different communities [see chapter 2 for elaboration]. The strategy is to avoid making CE appear as something imposed on the people from above by the nation’s politicians, bureaucrats or technocrats, and, even worse, an imposition by external “experts”. As stated above, there is a need for “developing linkages between civic education and community ethos, a decentralization of methods and contents to be in tandem with the felt needs and aspirations of the communities.”

The Strategy of Inclusiveness [see Chapter 2] will be maximized through vertical and horizontal decentralization. Horizontal decentralization of CE work, as we have seen, has brought in a wide range of non-state actors [private, civic and religious]. These actors must continue to make a contribution to enable the CE body to tap organizational synergy brought in by these actors. This strategy will become clearer with exemplifications made in the following chapters.

## CHAPTER 2

### METHODOLOGICAL, CONCEPTUAL AND DEFINITIONAL ISSUES

This chapter has four sections. Section 2.1 discusses the methodology used and the particulars of the stakeholders consulted in seven zones of the country. Section 2.2 discusses the key principles and objectives of the proposed National Strategy for Civic Education in Tanzania [NASCET]. Section 2.3 examines various definitions of the concept of “strategy” and “civic education”. Section 2.4 takes stock of the lessons for Strategic Approaches and Actions [SAA] emerging from the chapter.

#### 2.1 METHODOLOGY AND PARTICULARS OF STAKEHOLDERS CONSULTED

### 2.1.1 Methodology

The data were gathered from four major sources, namely written documents, interviews, zonal consultation meetings and questionnaires. The documentary sources comprise a review of many documents and books relating to CE policies and practices in different historical periods, CE review reports, CE curricula, and so forth. We also made use of the internet to get brief information on comparative models of CE organization used in other countries, especially in Africa.

We held interviews with three categories of stakeholders, namely (i) state policy makers and implementers, (ii) non-state CE practitioners and providers [CSOs, NGOs, CBOs and faith-based organizations], and (iii) donors. It was possible to incorporate interviews for people in categories (i) and (ii) into the zonal consultation programme given the inclusiveness of its meetings. The resource persons conducted interviews with selected participants representing different categories [Table 2.2] at the end of the consultation meetings. With regard to donors, interviews were conducted with selected people in UNDP's Deepening Democracy Programme [DDP] from whom we were able to get information on the level of donor interest and support for CE and related democracy programmes in Tanzania. Unfortunately, we had inadequate time to widen donor consultations beyond the UNDP which coordinates the democracy and development related projects and programmes supported by basket fund donors.

Zonal consultation meetings [ZCM] were held in seven zones of Tanzania, namely Southern Zone which includes Lindi and Mtwara Regions; Southern Highlands Zone which includes Mbeya, Ruvuma, Iringa and Rukwa Regions; Central Zone which includes Dodoma, Singida, Tabora, and Kigoma Regions; Lake Zone which includes Mwanza, Kagera, Shinyanga and Mara Regions; Northern Zone which includes Kilimanjaro, Tanga, Arusha and Manyara Regions; Coastal zone which includes Dar es salaam, Coast and Morogoro Regions, and Zanzibar Zone which includes five regions, three in Unguja [Urban-West, Unguja North and Unguja South Regions] and two in

Pemba [Pemba North and Pemba South Regions]. The dates and venues for the zonal consultation meetings are given in Table 2.1.

It was also possible to incorporate the questionnaire into the zonal consultation meetings [ZCM] programme. In each ZCM, the first item in the morning, following the official opening by the lead resource person, was for all participants to complete the questionnaire individually. This timing was perfect for the exercise because the participants were fresh and had not shared ideas about the different aspects of the consultation programme. This exercise, which took one to one and a half hours to complete, was then followed by an in-depth discussion of key questions [prepared in advance] in groups not exceeding 20 people each. Secretaries or recorders of each group [backed by their chairpersons and group members] then presented group recommendations to the plenary for a wider discussion. On average, group discussions took three to four hours while plenary sessions took four to five hours.

Table 2.1: Dates and Venues for Zonal Consultation Meetings

ZONES	REGIONS	VENUES	DATES
Coastal Zone	Dar es Salaam, Coast, Morogoro	Dar es Salaam	21/03/2009
Lake Zone	Mwanza, Kagera, Shinyanga, Mara	Mwanza	28/03/2009
Zanzibar Zone	Pemba North, Pemba South, Unguja North, Unguja South, Urban –West	Zanzibar Town	29/03/2009
Southern Zone	Lindi, Mtwara	Mtwara	06/04/2009
Central Zone	Dodoma, Singida, Tabora, Kigoma	Dodoma	07/05/2009
Northern Zone	Kilimanjaro, Tanga, Arusha, Manyara	Arusha	25/05/2009
Southern Highlands Zone	Mbeya, Ruvuma, Iringa, Rukwa	Mbeya	16/06/2009

Sources: Appendix 2, Table 2.1

## Particulars of the Stakeholders Consulted

The criteria for selecting participants in the zonal meetings were based on representation of major stakeholder groups or institutions. Particulars of the participants are summarized below. Zonal and regional breakdowns can be found in various tables of Appendix 2.

Invitees vs Attendees: Out of 530 people invited, 514 (97%) attended.

Gender – 74% male, 26% female

(iii) Occupational and Institutional Affiliation:

Teachers – 14%

Political Party Representatives – 19%

NGO / CSO/CBO Representatives – 11%

Peasants, Pastoralists, Fishermen – 5%

Media / Journalists – 5%

Members of Parliament – 1%

District and Municipal/ City Councilors – 4%

Education Officers – 10%

Administrators – 7%

Religious Organizations – 6%

Business Associations – 6%

Representatives of Workers' Trade Unions – 3%

Representatives of Cooperatives – 3%

Representatives of Youth Associations – 2%

Representatives of Women Associations – 1%

Representatives of other groups [the disabled, etc] – 3%

(iv) Level Education of Participants:

Adult Literacy- 1%

Islamic Madrasat – 2%

Primary Education -12%

Secondary Education – 39%

Higher Education (non-degree) – 24%

University Graduates – 22%

The stakeholders consulted were therefore very well educated, with nearly a half of them (46%) having attended higher education qualifications, degrees (22%) or diplomas (24%)

(v) Age of Participants:

18-25 years – 4%

26-30 years – 6%

31-35 years – 10%

36-40 years – 13%

41-45 years – 15%

46-50 years – 18%

51-55 years – 15%

56-60 years – 12%

61-65 years – 6%

66 and above – 2%

This is an interesting age structure with a good mix of three groups: 18-35 years which represents youthful dynamism (20%); 36-55 years which represents the most dynamic middle age work group [60%]; and 56 and above years which represents old age wisdom (20%).

(vi) Religion of Participants:

(a) Christians (all denominations) – 60%

(b) Muslims (all denominations) – 39%

(c) African religions – 1%

(vii) Work Environment of Participants:

Urban environment- 48%

Rural environment – 10%

Mixed urban and rural environment – 42%

## 2.2 THE PROPOSED CE STRATEGY: GOAL, PRINCIPLES AND OBJECTIVES

The proposed CE Strategy consists of a goal, key principles, key objectives and strategic approaches and actions. These three components of the strategy will provide the framework of analysis for the entire report.

### 2.2.1 The Goal and Key Principles

Both principles and objectives are derived from, and have to be consistent with, the ultimate goal of planned sets of actions [projects, programmes, etc]. Based on the Terms of Reference [TOR] and views of stakeholders obtained from zonal consultation meetings, we arrived at the

following definition of the goal of the proposed National Strategy for Civic Education in Tanzania [NASCET]:

*The ultimate or “development” goal of the proposed National Strategy for Civic Education in Tanzania is to have in place a well functioning civic education management body that ensures comprehensive, continuous, smooth and cost- effective provision of civic education that is relevant to the needs of targeted citizens and prevailing circumstances.*

In the context of the above-stated goal of the proposed national civic education strategy, therefore, a “principle” will be understood as a fundamental value or proposition that serves as the foundation for action or behaviour of those engaged in the provision of civic education in the country.<sup>60</sup> Five key principles will be observed:

Comprehensiveness of CE provision

Continuity of CE provision

Inclusiveness of CE providers

Cost –effectiveness of CE provision

Relevance of CE programmes

We shall consider each of these principles in turn.

The principle of comprehensiveness requires the whole country and all major groups in the society to be reached by programmes of civic education. This is a gigantic task which requires strategic organizing and strategic planning.

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<sup>60</sup> For a more detailed definition, see Concise Oxford English Dictionary, edited by Catherine Soaries and Angus Stevenson, DUP, 2004.

The principle of continuity requires permanent availability of resources [financial and human] to ensure that civic education programmes are implemented without frequent interruptions. This means that dependable and sustainable sources of resources have to be identified.

The principle of inclusiveness, in the context of delivery of civic education, refers to the creation of an environment in which different providers of the service can continue to make a contribution without undue duplication of effort, colliding or coming into conflict with each other. There are already a number of divergent providers of civic education in Tanzania working independently without much coordination among them. The introduction of a central organization may be the beginning of envious and conflicts if care is not exercised. Smoothness of operation requires an inclusive strategy that encompasses all key stakeholders. CE providers must also be given a role in decision making and management of CE programmes.

The principle of cost-effectiveness will apply to two aspects of the national civic education strategy. First, in organizing CE programmes, it will seek to harness organizational synergies by enlisting the contributions of state and non-state institutions engaged in provision of civic education. Second, the choice of civic education delivery instruments for different groups will depend on their appropriateness for the groups concerned as well as their cost-effectiveness in terms of “value for money” considerations.

The principle of relevance refers to the “relevance” of the contents of civic education programmes for different groups as well as the appropriateness of the instruments used in delivering civic education. Since the relevance of values and instruments [or technologies] continues to change as time passes, this principle cannot be settled once and for all; CE contents and methods (plus instruments) will have to be reviewed from time to time. For example, a country’s change of ideology [say from socialism to capitalism] will call for a review of the contents of CE programmes to make them broadly consonant with the prevailing ideology and

other circumstances. This happened when Tanzania switched from the Ujamaa ideology to the present liberal or free market ideology.

### 2.2.2 Key Strategic Objectives and Strategic Approaches and Actions

Like principles, strategic objectives (SOs) are derived from the goal of an undertaking and have to remain consonant with it. Strategic objectives are therefore goal-oriented and seek to advance and finally achieve the goal of the undertaking. The National Strategy will be based on the following five strategic objectives:

S0-1: A functioning civic education [CE] management body in place.

S0-2: Curricula for different CE programmes prepared

S0-3: Methods and instruments for providing civic education to different groups identified and developed

S0-4: Good working relations between the CE management body and key stakeholders as well as among the stakeholders themselves fostered.

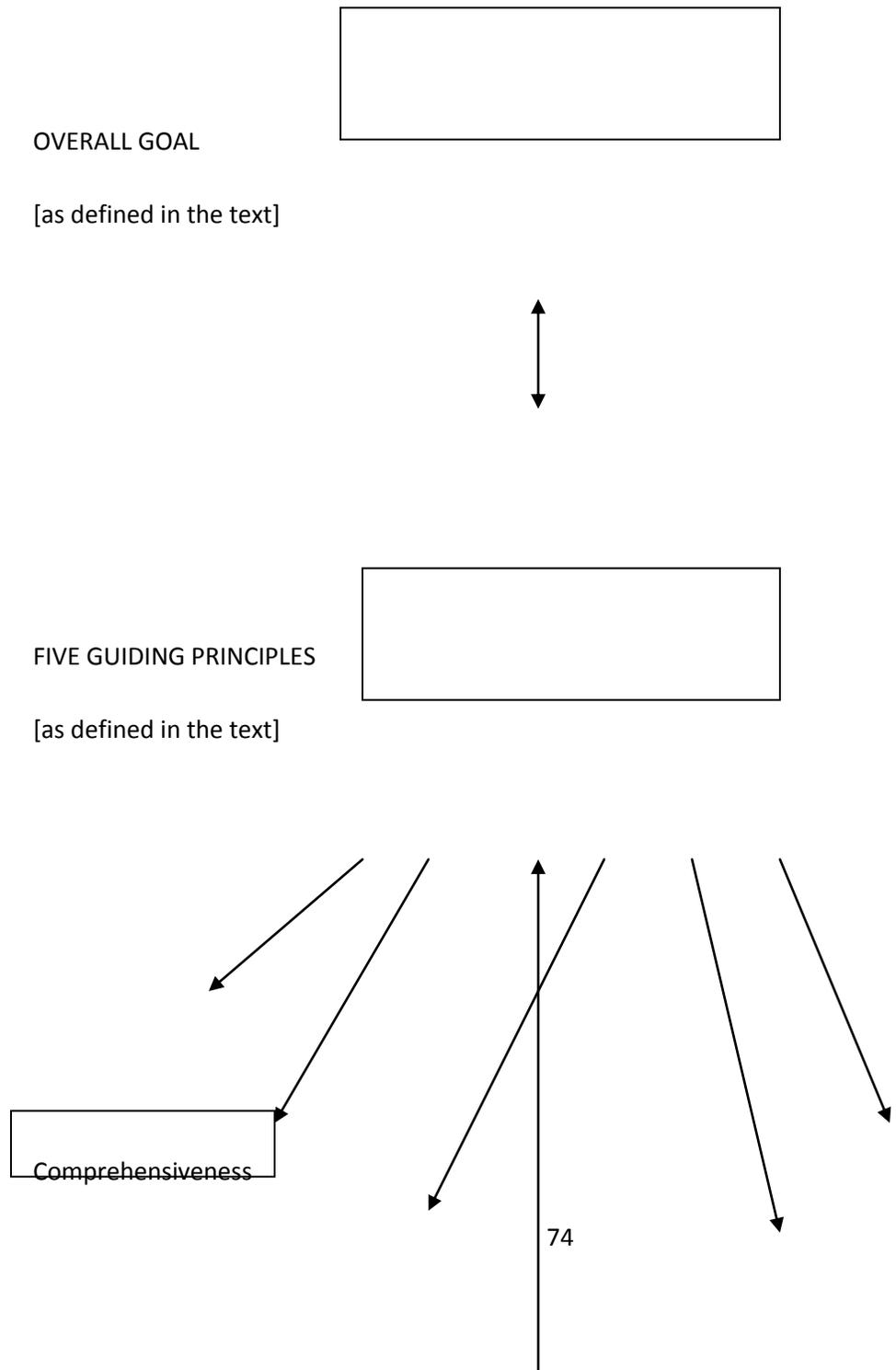
S0-5: Sustainable sources of CE resources established.

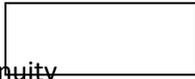
Since these strategic objectives form the basis for the following five chapters [i.e. the “results areas”] where they will be discussed in detail, we do not need to elaborate them here. We should, however, note that the five objectives are closely interlinked in so far as they all derive from, and seek to achieve the above-stated goal of the NASCET. Chart 1 illustrates the conceptual links among the objectives pictorially.

We should also note that the five strategic objectives will provide the basis for specifying functions and “departmentation” of the CE management body [see chapter 3]. Achievement of the strategic objectives will require a choice of strategic approaches and actions [SAA]. An

“approach” in this context refers to a framework, way or manner in which an objective is achieved and, likewise, an “action” refers to a specific activity in the course of achieving an objective. Approaches and actions are “strategic” only if they are oriented to the achievement of a strategic objective or the overall goal of an

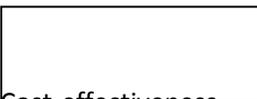
CHART 2.1: The National Strategy for CE Provision: Interlinking its Four Key Components



Continuity 

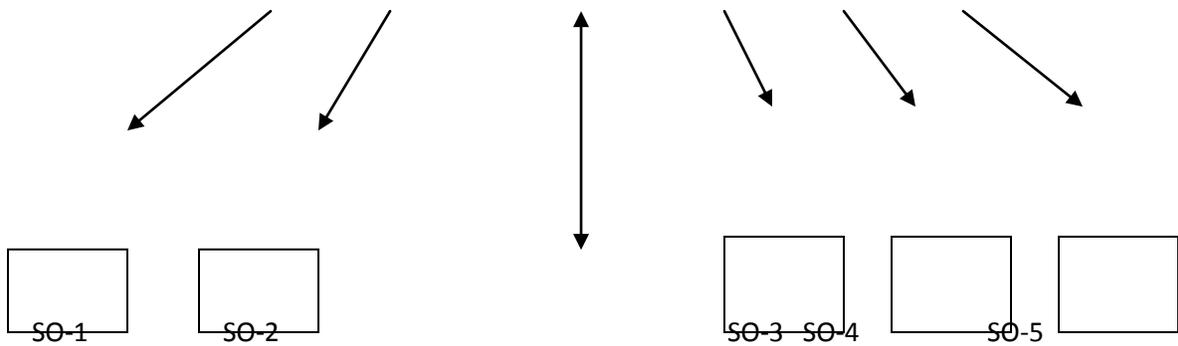
Relevance 

Inclusiveness 

  
Cost-effectiveness

FIVE STRATEGIC OBJECTIVES 

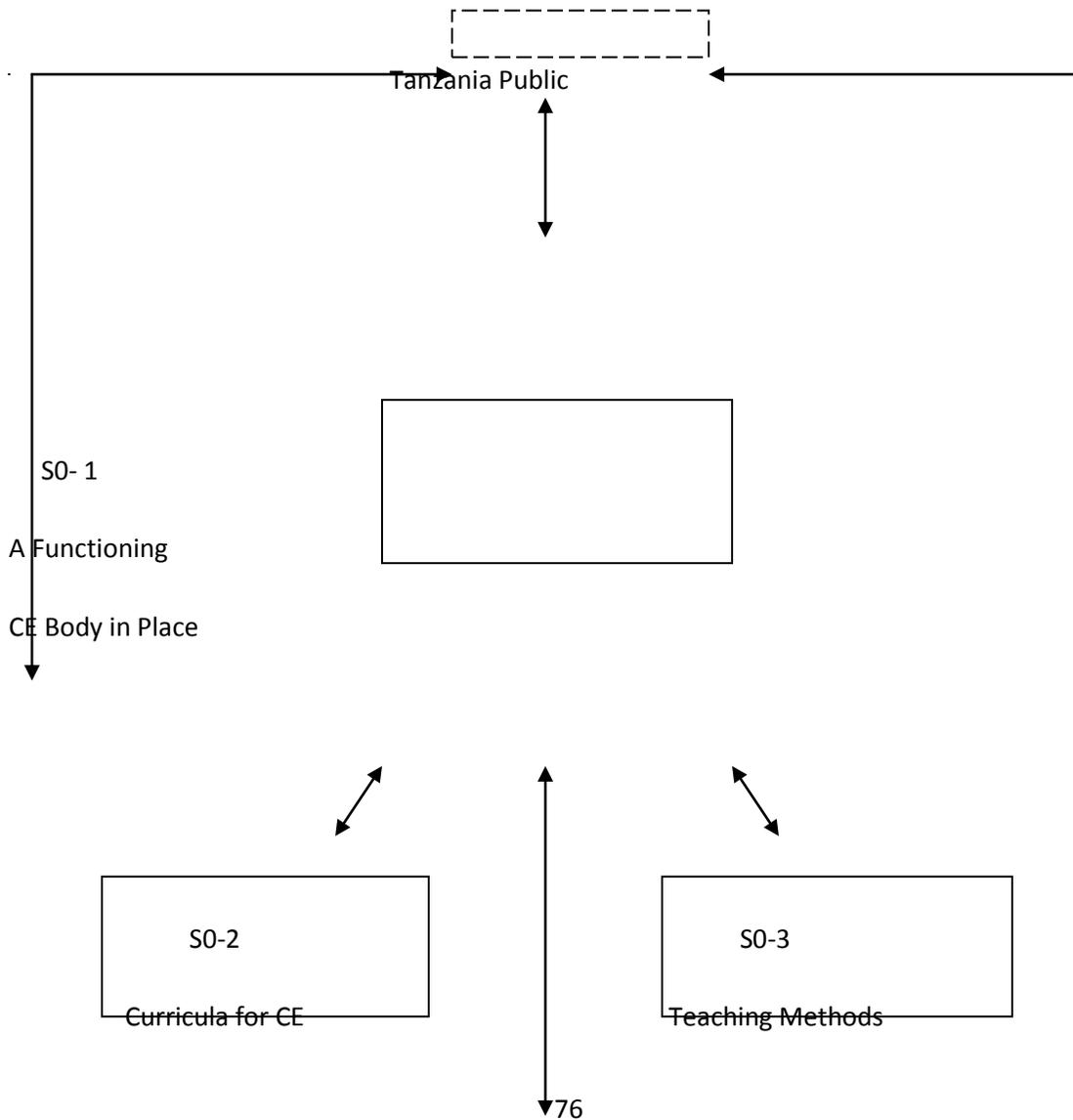
[as defined in the text]

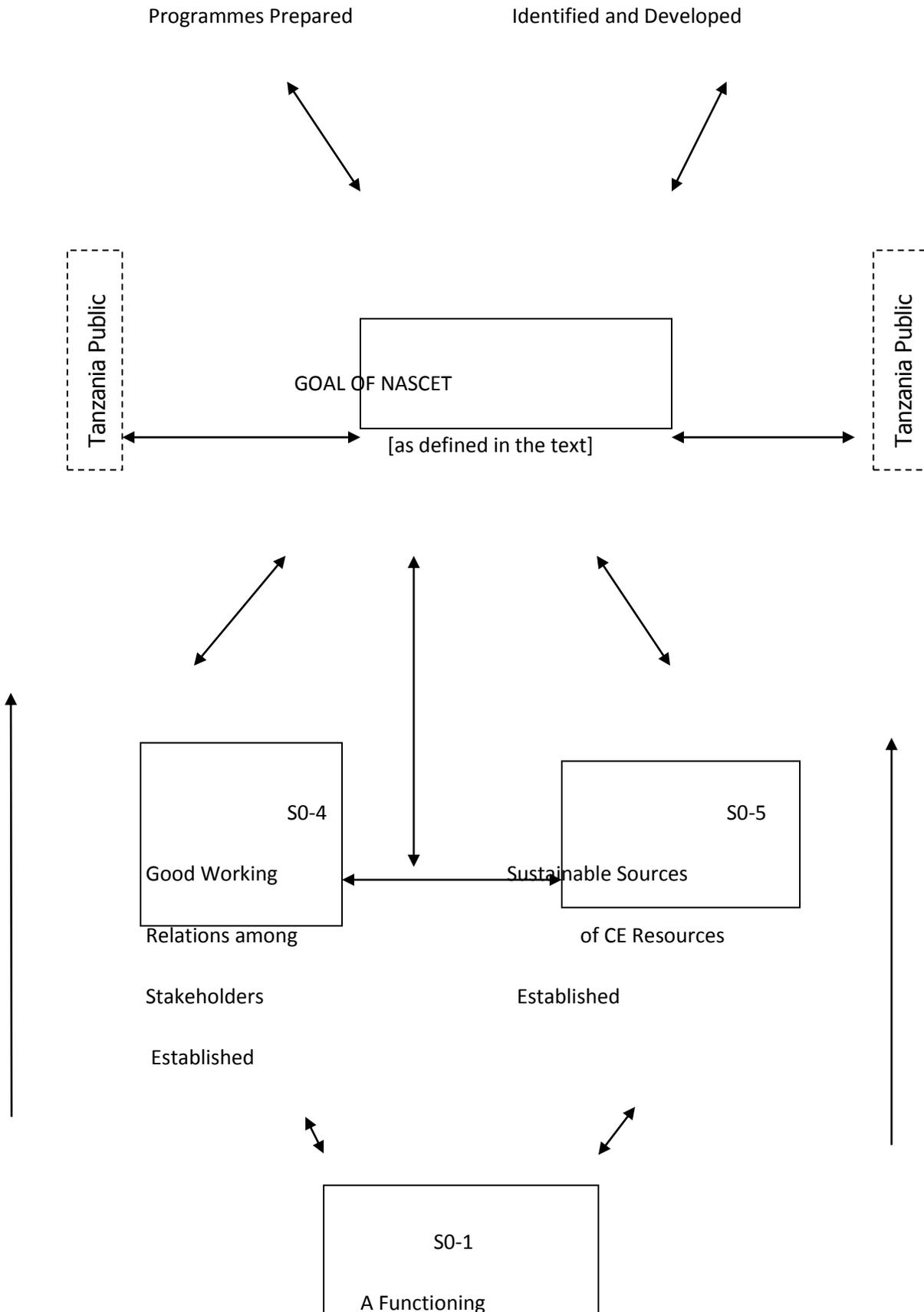


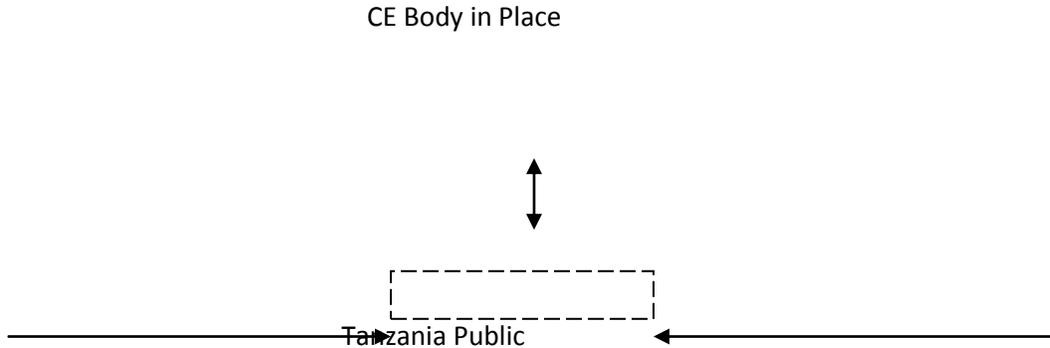
STRATEGIC APPROACHES AND ACTIONS

[as defined in the text]

Chart 2.2: Conceptual Links among the Strategic Objectives of the Proposed Strategy for Civic Education







undertaking. Thus the National Strategy will have to make a choice of approaches [i.e. frameworks of action] and actions which maximize the achievement of its stated goal. At the end of each chapter, we shall provide a section on the lessons for strategic approaches and actions arising from the chapter [as already done in chapter one above]. Chart 2.1 indicates the interlinkages among the four components of the national strategy.

### 2.3 DEFINITIONS OF “STRATEGY” AND “CIVIC EDUCATION”

The two terms requiring definitions from the outset are “strategy” and “civic education”. These are discussed in subsections 2.3.1 and 2.3.2 respectively.

#### 2.3.1 Definitions of Strategy

A strategy is a plan designed to achieve a particular long-term goal. This term has a military connection which may illustrate its application. In the military sense, it refers to all designs and plans carefully calculated to gain overall long-term military supremacy over an enemy, including the winning of a particular war. Such designs are worked out by military strategists. Another term used in this connection is tactic (or tactics) which has a short-term perspective, for

example, planning for victory in a particular battle or combat as part of an overall strategy of eventually winning a war. This is an undertaking of military tacticians.<sup>61</sup>

Tactical actions are also used in politics as short-term strategies to achieve an end beyond the immediate action, for example, gaining or maintaining overall supremacy over political opponents. Thus during elections political party planners' strategy for constituencies where they know they cannot win is to prevent candidates of stronger opponent parties from winning by supporting candidates of weaker parties so as to gain or retain a lead in the overall electoral results. Similarly, political parties and their candidates tend to use disproportionate amounts of resources to win a single by-election that comes close to a general election as a tactic (i.e. short-term strategy) to set a positive example of being a victor in view of the impending general election. This is a common phenomenon in Tanzania.

The term "strategy" is now used more frequently in the field of management as a way of achieving a more focused organization and use of resources toward the achievement of a particular end or goal. Thus we talk of strategic objectives, strategic approaches, strategic actions, strategic organizing, strategic planning, etc, simply to denote that these actions are directly or indirectly related to the achievement of a stated goal. Without a goal [or objective] it makes little sense to talk of a "strategy". The four main "strategic" [i.e goal – oriented] elements of the National CE Strategy which form the basis of our analysis in this report are the following:

Strategic objectives

Strategic approaches and actions

(iii) Strategic organizing, and

(iv) Strategic planning

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<sup>61</sup> Ibid

We have already stated briefly what strategic objectives and strategic approaches and actions are, and these will be elaborated in the following chapters. Strategic organizing and planning will be among the critical functions of the NASCET management body which we recommend to bear the name National Commission for Civic Education in Tanzania [NACCET]. This will be discussed in Chapter 3.

### 2.3.2. Definitions of Civic Education

The other term requiring definition is “civic education”. This is however a more difficult task than that of the term “strategy” discussed above. There is a greater variety of definitions by academics [textbook definitions] and by the “community of practitioners”. Our focus will be on two types of definitions, namely those given by African and Africanist intellectuals, and those given by the Tanzanian community of CE practitioners consulted in the zonal meetings.

#### Academic Definitions

Whether delivered through the formal education system or through other means, civic education [CE] and civics [which means citizenship] are the crucial conduits of the process of socialization into politics and life in the society generally. Thus civic education is believed “to correlate strongly with the development of a social capital such as trust, reciprocity, civic engagement and possibly civic tolerance – which are considered the deep values of a democratic political culture”.<sup>62</sup> Both civics and CE share one common attribute, i.e. they both relate to the study or teaching of the rights and duties of citizenship as well as the inculcation of values of the nation into the body of the citizenry through insistent repetition and emphasis.<sup>63</sup>

Steven Rutuva [2003] associates CE with the development and enhancement of people’s norms, perceptions, skills and values. According to him, civic education in the contemporary sense

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<sup>62</sup> Gyimah-Boadi, E. (2003), “Reflections on Education and Democracy”, *Briefing Paper, Vol. 6, No. 2, Ghana Centre for democratic Development [CDD-Ghana]*

<sup>63</sup> *Ibid*

ought to be linked to the purposeful transformation of people from homo civicus [passive citizenry] who are readily influenced by others to carry out things they may not agree to, to homo politicus [conscious and active citizenry] who can reason independently and act constructively for the broader public good.<sup>64</sup>

Kibwana and Kawive [2009] view civic education as that education which seeks to develop civic responsiveness of the individual and the communities with regard to rights and duties. They treat civic education as an integral part of the wider community education which they define as “the education and skills which make the community more responsive to, and proactive in addressing the collective community issues as opposed to the formal education that largely seeks to impart skills for personal improvement”.<sup>65</sup>

The term ‘civics’ has also received different interpretations. Derived from the Latin word civis [meaning citizen], civics has, in one definition, simply been rendered as “the study of matters that concern the citizen. It is the study of the country’s government, its economic affairs, the duties and rights of the citizen, the part which everyone has to play and how this can best be done.”<sup>66</sup> Another definition refers to civics as “the study of our democratic responsibilities. It is more than a collection of facts; it must build up in us a strong conviction to use all our talents and energies for the building of a nation that is, and will be, truly democratic.”<sup>67</sup>

The authors of Kenya’s CE curriculum [2001] place strong emphasis on political empowerment of citizens, and thus define CE as: “One of the main goals of civic education is to inform and

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<sup>64</sup> Steven Rutuva (2003), “From Homo Civicus to Homo Politicus: Civil Society, Civic education and Democratic Governance in Fiji”, Paper delivered at the Governance in Pacific States Development Research Symposium, University of South Pacific, Suva, Fiji.

<sup>65</sup> Kivutha Kibwana and Wambura Kiwive (2009), “Learning Together to Build Community: A Comparative Study of the Civic Education Programmes and Approaches in Kenya, Uganda and Tanzania,” a background paper presented at the MS Symposium on “Civic Education for Political Empowerment,” held in Arusha on 16<sup>th</sup> – 17<sup>th</sup> February, 2009.

<sup>66</sup> Ren Derksen (1969), *Teachers’ Civics Handbook for Tanzania*, p. 1.

<sup>67</sup> Hilderbrand Meienberg (1966), *Tanzanian Citizen: A Civics Textbook*, Nairobi, OUP.

empower citizens to enable them to make informed choices on issues that affect them in their day- to- day lives, be they social, economic or political”<sup>68</sup>

It is not possible to define CE without having in mind what a CE programme [or curriculum] should contain. Rutuva [2003]<sup>69</sup> provides three things which he thinks ought to be in a CE programme. These are:

Civic Knowledge – which refers to ideas, concepts and information which people must get to become effective and responsible citizens

Civic Skills - which refers to the application of knowledge to practical situations or using knowledge to critically evaluate situations so as to arrive at one’s own informed conclusion; for example, using the knowledge of the electoral system to make informed choices in elections.

Civic Virtue - which refers to values and norms which help to guide and shape people’s behaviour, perceptions, and relationships with each other and with the state. These values or virtues relate to such things as tolerance, equality, self- discipline, integrity, honesty, patriotism, and so forth.

Graca Machel, an exceptional eminent person who holds the record of having become the First Lady in two African countries [Mozambique and South Africa], adds a fourth requirement – identity. She thinks Africans have sunk into dependency because colonialism and now globalization have robbed them of their identity. Therefore, she concludes that CE programmes must incorporate the question of identity to enable Africans to have more positive self – perception which will strengthen their pride and confidence as Africans.<sup>70</sup>

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<sup>68</sup> *Civics Education for Marginalised Communities [CEMAC], Constitution and Reform Education Consortium [CRE-CO], Ecumenical Civic Education Programme [ECEP], and the Gender Consortium [2001], Making Informal Choices: A Curriculum for Civic Education, Nairobi, Kenya*

<sup>69</sup> *Steven Rutuva (2003), op. cit.*

<sup>70</sup> *Graca Machel (1997), Keynote Address to the CAVITAS Africa Workshop in Pretoria, South Africa, May 14, 1997.*

## Definitions by Tanzanian Community of CE Stakeholders

The stakeholders consulted in the seven zones of Tanzania were divided into four groups [for each zonal meeting] for the purpose of discussing key questions which had been prepared in advance, one of which being their own understanding or definition of civic education. Each group was requested to put on the table not more than ten definitions, debate them, and then agree on a maximum of five definitions. We have disaggregated the definitions into specific elements which have been mentioned. For example, a definition which said “CE is education on citizens’ rights and obligations” has been split into separate definitional elements, namely “education on citizens’ rights” and “education on citizens’ obligations.” This has been done to be able to compare frequencies of the salient elements of the definitions [e.g. citizen rights and citizen obligations]. The salient definitional elements fall into the following six categories or themes:

Empowerment of citizens

How the country is governed

Citizens’ obligation to the state and country

Building the nation’s core values

History of the country, and

Other definitions

We shall elaborate the contents of these themes below, giving the frequency enjoyed by each of the 44 specific definitional elements under each theme [see Appendix 3 for details]:

Political and Economic Empowerment of Citizens [43.1%]

This was the leading theme in the stakeholders' CE definitions, claiming 43% of the 44 definitional elements mentioned and discussed by the stakeholders. Eight specific elements emerged under this theme [their percentages in brackets]:

CE is education on citizens' rights [18.2%]

CE teaches citizens about elections and how they should participate in choosing their leaders [4.5%]

CE seeks to build the spirit of self-confidence and self-reliance in the body of the citizenry [2.3%]

CE teaches life skills [4.5%]

CE is education on citizens' self-realization [2.3%]

CE is education on citizen participation [4.5%]

CE teaches people about the economy of their country and their role in it [4.5%]

CE teaches citizens about their country's resources and how they can make use of them to deal with poverty [2.3%]

How the Country is Governed [20.5%]

The theme of governance claimed the second position with a frequency of 20.5%. Four specific elements were mentioned:

CE teaches people about the country's constitution, laws, regulations and policies

[11.4%]

(ii) CE teaches good governance [4.5%]

(iii) CE is education on the country's political system [2.3%]

(iv) CE teaches people about democracy [2.3%]

Citizens' Obligation to State and Country [18.2%]

There are three elements under this theme which claims a frequency of 18.2% of the definitional elements mentioned by the stakeholders:

CE is education on the duties and obligations which the citizen owes the state and his/her country [11.4%]

CE teaches obedience to law and authorities [2.3%]

CE is education on good citizenship [4.5%]

Building the Nation's Core Values [9.0%]

This theme had a frequency of 9% with two definitional elements:

(i) CE teaches about nationhood [4.5%]

(ii) CE teaches patriotism [4.5%]

History of the Country [4.5%]

This theme attracted a composite definition:

CE teaches various aspects of the country's history [4.5%].

Other [4.5%]

Another composite area [virtually covering everything] was given in two definitions:

CE is education on society and culture of a country [4.5%]

These data have implications for the curricula of CE programmes and will therefore be discussed further in Chapter 5. Stakeholders' definitions of CE are also clear from data on a question from the questionnaire which required them to state the "contents" they would prefer to see in CE programmes. These content definitions are given in Table 2, which also makes a comparison of the rank order of the preferred contents at the Union level, Mainland Tanzania level and Zanzibar level. The data in the Table call for several comments and clarifications.

First, the 15 CE contents addressed by the stakeholders in the questionnaire readily fall into three categories, namely high, medium and low priority, depending on the rank order they received.

High priority contents at the Union level include the following:

Enabling citizens to raise questions and voice criticisms [14%, ranked 1<sup>st</sup>]

More emphasis on public than personal interests [11%, ranked 2<sup>nd</sup>]

To make citizens more self- reliant and self- confident [11%, ranked 2<sup>nd</sup>]

To promote national ethics and core values [10%, ranked 3<sup>rd</sup>]

To teach citizens their basic rights [8%, ranked 4<sup>th</sup>]

History of our country's struggles [7%, ranked 5<sup>th</sup>]

To make citizens patriotic [7 %, ranked 5<sup>th</sup>]

Medium priority contents [Union level] include the following:

History of our country's past mistakes and how to avoid them in the future [7% ranked 5<sup>th</sup>]

History of our country's weaknesses [6%, ranked 6<sup>th</sup>]

To make people fulfill their obligations as citizens [5%, ranked 7<sup>th</sup>]

Low priority contents [Union level] include the following:

To promote unity and peace in the country [4%, ranked 8<sup>th</sup>].

To create the foundation for equality [3%, ranked 9<sup>th</sup>]

To promote tolerance among citizens [2%, ranked 10<sup>th</sup>]

To make citizens obedient to government and other leaders [1%, ranked 11<sup>th</sup> out of 15].

The CE contents classified as being of medium and low priority [according to stakeholders' perception] may baffle many people who treasure the values embodied in those contents, and many associate them with the fame of Tanzania, especially values such as unity, peace, tolerance and equality. The stakeholders were not at all suggesting that these values should be discarded. They were rather thinking in terms of priorities, in the light of the fact that these values were successfully promoted by Mwalimu Nyerere until his death in 1999, and the assumption that they are still firmly in place. This assumption is also harped upon by some political leaders who talk of Tanzania as an island of peace, unity, tranquility and equality, while ignoring the factors such as corruption, which have been working against these values. Without being reinforced these values will finally disappear. Mechanisms for reinforcing established values should include incorporating them in CE programmes.

The down-grading of CE content item number 9, namely "To make citizens obedient to government and other leaders" must be understood in the context of the on-going democratic transition. Under the one-party system, passive obedience received higher stress than proactive stance or criticism of public policies and authorities. The stakeholders want to redress the balance between the two values. We shall return to this issue in the section on Strategic Approaches and Actions.

Second, the data in Table 2. indicate areas of agreement and disagreement between the Mainland and Zanzibar on the contents of civic education given in the 15 items [vide SN 1-15]. We have defined three scenarios: perfect agreement, close agreement and disagreement.

Perfect agreement occurs where CE contents have the same percentage or the same rank order in both the Mainland and Zanzibar.

Table 2.2: Comparative Content Definition Rank Order Given by Union, Mainland and Zanzibar Stakeholders

SN	Preferred CE Content Definition	Union Level			Mainland			Zanzibar		
		No.	%	Rank	No.	%	Rank	No.	%	Rank
1	History of our country's weaknesses	128	6%	6 <sup>th</sup>	119	7%	5 <sup>th</sup>	9	3%	11 <sup>th</sup>
2	History of our country's struggles	146	7%	5 <sup>th</sup>	134	8%	4 <sup>th</sup>	12	5%	9 <sup>th</sup>
3	History of our country's past mistakes and how we should avoid them	143	7%	5 <sup>th</sup>	126	7%	5 <sup>th</sup>	17	6%	7 <sup>th</sup>
4	History of our country's past successes and glories	48	2%	10 <sup>th</sup>	40	2%	9 <sup>th</sup>	8	3%	12 <sup>th</sup>
5	More emphasis on public than personal interests	222	11%	2 <sup>nd</sup>	189	11%	2 <sup>nd</sup>	33	12%	2 <sup>nd</sup>
6	To make citizens more self-	213	11%	2 <sup>nd</sup>	189	11%	2 <sup>nd</sup>	24	9%	4 <sup>th</sup>

	reliant and self- confident									
7	To enable citizens to raise questions and voice criticisms	284	14%	1 <sup>st</sup>	247	14%	1 <sup>st</sup>	37	14%	1 <sup>st</sup>
8	To promote national ethics and core values	207	10%	3 <sup>rd</sup>	181	10%	3 <sup>rd</sup>	26	10%	3 <sup>rd</sup>
9	To make citizens obedient to government and other leaders	17	1%	11 <sup>th</sup>	27	1%	10 <sup>th</sup>	6	2%	13 <sup>th</sup>
10	To make citizens patriotic	145	7%	5 <sup>th</sup>	124	7%	5 <sup>th</sup>	21	8%	5 <sup>th</sup>
11	To make people fulfill their obligations as citizens	107	5%	7 <sup>th</sup>	90	5%	6 <sup>th</sup>	17	6%	7 <sup>th</sup>
12	To teach people their basic rights as citizens	159	8%	4 <sup>th</sup>	141	8%	4 <sup>th</sup>	18	7%	6 <sup>th</sup>
13	To create the foundation for equality	57	3%	9 <sup>th</sup>	46	3%	8 <sup>th</sup>	11	4%	10 <sup>th</sup>
14	To promote unity and peace in the country	77	4%	8 <sup>th</sup>	66	4%	7 <sup>th</sup>	11	4%	10 <sup>th</sup>
15	To promote tolerance among citizens	34	2%	10 <sup>th</sup>	19	1%	10 <sup>th</sup>	15	6%	8 <sup>th</sup>
	Total Responses	198	100%	-	173	100%	-	26	10%	3 <sup>rd</sup>
		9	%		8	%		5	%	

Source: Appendix 10, Table 10.4 reworked.

By this definition it will be seen that perfect agreement occurs in the following five [33%] CE contents [see serial item numbers on Table 2.], four [27 %] of which are in the union –level high priority category and one in the low priority category:

Item 5: More emphasis on public than personal interests [high priority]

Item 7: To enable citizens to raise questions and criticisms of public affairs and authorities [high priority]

Item 8: To promote national ethics and core values [high priority]

Item 10: To make citizens patriotic [high priority]

Item 14: To promote unity and peace in the country [low priority]

Close agreement occurs where the difference in either percentage or rank order does not exceed one digit. By this definition, close agreement on CE contents between the Mainland and Zanzibar occurs in the following six [6%] items which belong to the medium and low priority categories.

Item 3: History of our country's past mistakes and how we should avoid them in the future

Item 4: History of our country's past successes and glories

Item 9: To make citizens obedient to government and other leaders

Item 11: To make people fulfill their obligations as citizens

Item 12: To teach people their basic rights as citizens

Item 13: To create the foundation for equality.

Disagreement occurs where percentages or rank order positions differ by more than one digit. By this definition, there is disagreement on all the remaining items:

Item 1: History of our country's weaknesses – given 5<sup>th</sup> priority by Mainland and 10<sup>th</sup> priority by Zanzibar stakeholders.

Item 2: History of our country's struggles –given 4<sup>th</sup> priority by Mainland as against  
8<sup>th</sup> priority by Zanzibar's stakeholders

Item 15: To promote tolerance among citizens-given 10<sup>th</sup> priority by Mainland against  
Zanzibar 7<sup>th</sup> priority.

Some people may be baffled by Zanzibar's down –grading of CE historical contents. This must be understood in the context of the bitter history of Zanzibar entailing social, economic and political struggles that culminated in the Revolution of January 12, 1964. After the Revolution, President Karume [Senior] banned the teaching of history and civics in schools for quite a long time, partly fearing to “scratch old wounds” and partly not knowing what aspects of history and civics to teach. This sensitivity about the teaching of history and civics seems to have remained to-date. Ironically, some of the downgraded aspects such as tolerance [item 15] constitute what Zanzibar requires most to heal historical wounds. Down –grading of “tolerance” by Mainland stakeholders is based on the assumption that it already exists and should therefore not be a high priority area<sup>72</sup>

#### 2.4 Lessons for Strategic Approaches and Actions [SAA]

NACCET will have to make a choice of strategic approaches and actions which maximize achievement of its goal as defined in this chapter. In particular, SAA are required in the following four areas:

Choice of a CE model

Choice of a good balance among desired values which may contradict each other.

Choice of strategies and mechanisms for reinforcing and reinvigorating

established norms and values

Choice of a suitable approach or framework for handling Zanzibar CE contents

which have historical stigma.

These areas require only brief notes.

#### CE Models

The academic CE definitions as well as the CE content definitions by stakeholders consulted in the zonal meetings would suggest four different models of CE frameworks for CE contents and actions. These are:

**Conservationist CE Model:** This emphasizes routine preservation of societal values and norms, transmitting them intact from one generation to another. In the real world this theoretical model is not possible, for societal values and norms are selected out and in according to changing circumstances. Here the principle of relevance must be applied to disqualify the model.

**Imposed CE Model:** This model entails inculcation of values and norms transmitted from outside through colonialism and globalization agents [e.g. tourism, Western-centric education, media and modernization theories]. This creates an uncomfortable situation needing reconciliation of different sets of values and norms. Reconciliation will call for strategic interventions through the formal education system, CE programmes and other means. In this regard, the proposed NACCET must have a strong Monitoring and Evaluation (M & E) department that will conduct periodic assessment of the extent to which societal values and norms reflect the existing realities in the country.

**Balanced Change-Continuity CE Model:** This ensures that changes in societal values and norms are neither too rapid or drastic nor too slow or small for the existing circumstances. This “golden mean” model is based on the argument that both change and continuity have to exist in “desired” magnitudes.

**Transformational CE Model:** This seeks rapid and drastic changes in the societal structure of power, with ordinary people gaining enough power to be able to demand and enforce

accountability of public authorities. This model places strong emphasis on empowerment of the citizenry.

Models 1, 3 and 4 can be subjected to deliberate choice. However, Model 2 can neither be chosen nor discarded as such, but the magnitude of its effects can be controlled, as we have indicated.

#### Balance among Values

NACCET must ensure that CE programmes strike a good balance between values which have the potential of contradicting each other. Leading examples are the following:

Rights and obligations

Obedience and criticisms

Responsiveness and proactivity

Compliance and initiative

#### Reinforcement of Established Values

NACCET will have to find mechanisms and strategies for reinforcing and reinvigorating established values and norms [e.g. peace, unity, equality, tolerance, etc] so that they are not eroded immaturely. Respected national leaders [including retired ones] can perform this work along with other arrangements.

*DRAFT*

CHAPTER 3

ORGANIZING CIVIC EDUCATION ON A NATIONAL SCALE

3.1 Centralized or Decentralized Form of Organization?

One of the most critical issues to be tackled was the structure of the CE management body, particularly in terms of the number of offices to be created in different parts of the United Republic of Tanzania to coordinate CE programmes. Out of 431 respondents who filled the questionnaire correctly during zonal consultations, 57.5 percent were in support of one CE body for the whole of Tanzania. Only 28.8 percent of the respondents advocated the creation of two bodies, one for the Mainland and another for the Isles. Those who objected to the creation of a new body (i.e., in favour of the current networking model) accounted for only 10.4 percent of the respondents and 3.2 percent expressed other views.

There is a significant difference of opinion between the Mainland and the Isles on the structure of the CE management body. On the Mainland side, a majority of the respondents (63.6 percent) supported the idea of having one national body whereas on the Zanzibar side, only 22.2 percent were in support of one CE body for the whole country. Similarly, whereas only 22 percent of the Mainland respondents advocated creation of two CE bodies (one for the Mainland and one for Zanzibar), 68.2 percent of Zanzibaris expressed that preference. Very few respondents (11.1 percent from the Mainland and 6.3 percent from Zanzibar) were opposed to the idea of creating a new CE body to coordinate civic education programmes in the country (see Table 3.1).

Table 3.1: Opinion on the Number of CE Bodies to be Created

Form of Organization	Mainland		Zanzibar		Total	
	No.	%	No.	%	No.	%
One body for the whole URT	234	63.6	14	22.2	240	57.5
Two bodies (one for the Mainland and one for Zanzibar)	81	22.0	43	68.7	124	28.8
No new body should be created	41	11.1	4	6.3	45	10.4

Other	12	3.3	2	3.2	14	3.2
Total	368	100.0	63.7	100.0	431	100.0

Source: Zonal Consultations, 2009. See Appendix 4, Table 4.2

The questionnaires were administered before group and plenary discussions were conducted, and this meant that people expressed their views before interacting with other participants. Group deliberations in five out of the six Mainland zones were clearly in favour of establishment of one national body for civic education coordination. It is only in the Northern Zone where the dominant opinion was for establishment of two bodies, one for the Mainland and another for Zanzibar. In Zanzibar, the issue was subjected to a heated debate both in group and plenary discussions. It overshadowed all the other issues in the groups' discussion. After a long debate which took almost half of the time for the plenary discussion, the two bodies option emerged as the position favoured by the majority. (see Chapter 3 of the Zanzibar Report).

All zonal consultation meetings advocated for decentralization of the functions of the national civic education management body by establishing sub national offices. Apart from the Southern Zone where participants suggested the creation of offices up to the village level, all the other zones suggested establishment of regional and district offices only. It is only two zones, namely the Northern Zone and the Southern Highlands Zone which expressed the need for zonal offices in addition to regional and district ones. That is to say, the majority view of the stakeholders is the establishment of one national body with regional and district offices (see appendix 3).

According to stakeholders' suggestions, decision-making systems should be participatory. Grassroots institutions should provide basic inputs for curriculum development and review and for the accomplishment of the other roles of the CE body. From the review of other experiences in Africa, it is evident that the success of most CE programmes in countries such as Ghana and Kenya could largely be attributed to the participatory and inclusive approaches used whereby

multiple stakeholders at different levels are actively involved not only in the execution of CE programmes, but also in policy and decision-making processes.

With regard to the legal status of the CE body, about 52 percent of the respondents (N=425) wanted the CE body to be constitutionally created, whereas 43 percent wanted a statutory body created by an Act of Parliament; 4 percent wanted a body which is administratively created, while 1 percent suggested other arrangements. The statistical data from the questionnaires show some differences between the Mainland and Zanzibar. Whereas 53.2 percent of the Mainland respondents supported a CE body with constitutional status, in Zanzibar only 39.2 percent held that view. On the Mainland preference for a body created by an Act of Parliament stood at 40.8 percent compared to Zanzibar's 56.8 percent. Those who favoured an administratively created body were a tiny minority of 1.4 percent from the Mainland and 4.2 percent from Zanzibar.

Analysis of the above quantitative data should take into account the group and plenary discussions which were conducted after the questionnaires had been filled by the stakeholders. The dominant opinion expressed in the group and plenary discussions in all zones except one, namely the Southern Highlands Zone (where participants predominantly favoured the executive agency model), was decisively in favour of a CE body with a constitutional status. On this particular issue, therefore, there was no difference of opinion between the Mainland and Zanzibar. On the basis of the stakeholders' opinion and the review of the other CE bodies across Africa, there is a compelling case for a CE body which is constitutionally created as is the case in Ghana. In other words, the CE management body should enjoy the same constitutional status as the two electoral commissions and the Commission for Human Rights and Good Governance.

## Relations of CE Management Body with Key Stakeholders

There is no doubt that effectiveness, efficiency and legitimacy of the CE body will require, among other things, good working relations with and among stakeholders. According to stakeholders, the legislation establishing the body should clearly spell out relations of the CE body with key stakeholders, both governmental and non-governmental.

### *Relations with Government*

The proposed model in the case of Tanzania is that of a governmental institution but with considerable independence similar to that accorded to other constitutionally created independent institutions such as the Commission for Human Rights and Good Governance. Table 3.2 presents stakeholders' opinions on the kind of relations they think the CE body should have with the government. The seven preferred areas of relations are given in their order of preference as follows:

The government to provide funding for the CE body's annual budget [31%].

The government to formulate or review CE policy in collaboration with the CE body and other stakeholders [28%]

The CE body to prepare or review CE curricula for different groups in consultation with the government [19%]

At least initially, the CE body to make use of government-provided premises or offices [9.5%]

The government to appoint the top officers and functionaries of the CE body [5.3%]

The CE body to occasionally receive directives from the mother Ministry [3.7%].

Table 3.2: Preferred Relations of the CE Body with the Government:

Comparison of Mainland and Zanzibar Stakeholders' Views

SN	Type of Relations	Mainland and Zanzibar Responses					
		Mainland		Zanzibar		Total	
1	Budget of the CE body	352	31.6	57	29.2	409	31.3
2	Policy on CE	314	28.2	54	27.7	36.8	28.1
3	Preparation of CE Curricula	215	19.3	37	19.0	252	19.3
4	Using gov't offices/ premises	105	9.4	19	9.7	124	9.5
5	Appointment of its top functionaries	56	5.0	13	6.7	69	5.3
6	Receiving directives from mother Ministry	43	3.9	6	3.1	49	3.7
7	Using government employees	28	2.5	9	4.6	37	2.7
	TOTAL RESPONSES	1113	100.0	195	100.0	1308	100.0

Source: Zonal Consultations, 2009, See Appendix 4

The data in Table 3.2 call for several comments or observations. The first is that both Mainland and Zanzibar are broadly agreed on the seven areas of relations, in all cases maintaining the same rank order. Second, by de-emphasizing government's role in appointing the CE body's top officers and functionaries [5.3%], CE body receiving directives from a government ministry [3.7%], and using government employees seconded to it [2.7%], the stakeholders were actually affirming the autonomy of the CE body.

Third, although there is no controversy over financial relations or the suggestion that the CE body should be funded by the government, stakeholders differ on how that funding should be given, whether through annual budgets via a parent ministry or funds being directly disbursed to the CE body from the Consolidated Fund or other arrangements such as the establishment of a special fund for the purpose. From the stakeholders' opinion, funding for the CE body charged

on the Consolidated Fund was the most preferred option so as to safeguard the operational autonomy of the body [see next chapter for elaboration].

Fourth, with regard to CE policy and legislation, the CE body will have to be in constant interaction with government authorities. In principle, all government institutions are involved in the provision of civic education either directly or indirectly. These include Parliament, the Zanzibar House of Representatives, the National Electoral Commission (NEC), the Zanzibar Electoral Commission (ZEC), the Office of the Registrar of Political Parties, the Prevention and Combating of Corruption Bureau (PCCB), the public funded media, and the Commission for Human Rights and Good Governance (CHRGG). Furthermore, the government is the gateway to certain sensitive institutions which are to be targeted for civic education programmes. It is not possible, for example, to provide civic education in the army, police force, prisons force, public service, government schools, or in any other government institution without the approval and close cooperation of the government. Being on the supply side of accountability, the government cannot remain indifferent to CE. It will seek to know the CE contents, providers, receivers, etc. Therefore the government's positive response has to be assured.

Besides, in regard to the development and review of CE curricula, the Commission will have to cooperate very closely with the Ministry of Education, which is responsible for preparing CE curricula for the different levels of the school system. This means the Ministry itself will have to be represented in the Commission's curriculum panels along with its two institutes, namely the Tanzania Institute of Education (TIE) and the Institute of Adult Education (IAE). The two government institutes should continue to prepare and review their CE curricula, but should work very closely with the Commission to ensure consistency with the overall CE goal and objectives as defined in chapter 2.

Another relationship between the Commission and the Government lies in the appointment of the Commissioners and the Director of the Commission. The President of the United Republic

will appoint the Commissioners and the Director of the Commission through a procedure described in subsection 3.6.1.

### 3.2.2 Relations with CSOs

According to the majority of stakeholders, the CE body to be created should not have a responsibility of looking for funds for the CSOs engaged in civic education provision. About 55 percent of the respondents were opposed to the idea of assigning that responsibility to the CE body as against 45 percent of the respondents wanted the CE body to shoulder that responsibility. In our view, for purposes of safeguarding its image as an independent body primarily in charge of coordination of civic education programmes in the country, it is not advisable for such a body to act as a donor institution for CSOs. It should, however, include capacity building of CE providers [e.g. training] among its functions [see section 3.3].

In the area of curriculum, a clear majority of the respondents (78.4 percent) suggested that the CE body should have close cooperation with CSOs in curriculum preparation and review. It is only 21.6 percent of the respondents who were opposed to that idea. Just as the majority of the respondents were apprehensive of government interference, they were equally concerned about the independence and impartiality of the body in its relations with CSOs. An overwhelming majority of the respondents (90.8 percent) were opposed to the idea of the CE body receiving directives from CSOs. This is comparable to 89.6 percent who opined that the CE body should not receive directives from the parent ministry.

In the preparation of training programmes for CE teachers, 60.8 percent of the respondents suggested that the CE body should cooperate with CSOs against 39.2 percent who opposed the

idea. However, in granting certificates or licenses to civic education teachers, a majority of the respondents (88.4 percent) opposed cooperation with CSOs and only 11.6 percent accepted that kind of cooperation. As regards cooperation in review of civic education provision, quite a large proportion of respondents (60.2 percent) had no objection to CSOs having a role in this compared to 39.8 percent who expressed reservations.

Currently there is a wide range of CSOs providing civic education at national and grassroots levels. These include human rights organizations, law societies, environmental associations, media associations, professional associations, women associations, youth associations, disabled associations of different varieties, religious associations, etc. These associations and groups have a lot to offer as implementation partners as well as providers of social capital that is needed for the success of CE programmes in the country.

The sustainability of civic education programmes over a long period of time is only possible if CSOs are actively involved in the CE body and its operations. Experiences from successful cases show that CSOs are indispensable implementers of civic education programmes particularly those offered outside the school system and to non-school government institutions.<sup>71</sup> The resources and values offered by CSOs for CE programmes include the following:

Social capital, defined as “the rules, norms, obligations and trust embedded in social relations, social structures and society’s institutional arrangements which enable members to achieve their individual and community objectives.”<sup>72</sup>

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<sup>71</sup> For example, the Civic Education Programme in Ghana, and Kenya’s Uraia Programme.

<sup>72</sup> Kossof, Stefan (2000), “Governance and Accountability in Tanzania: An Overview of Civil Society,” in DFID [2000], *Selected Studies of Civil Society in Tanzania: Policy, Social Capital and Networks of the Vulnerable*, pp.2-28; Narayan (1997), *Voices of the Poor: Poverty and Social Capital in Tanzania*, Washington DC, World Bank.

**Legitimacy:** In order to make the CE body and its programmes acceptable and effective, there must be a great sense of ownership of the CE body as a social institution and its programmes as people centred.

**Complementarity:** The CE body and CSOs can engage in reciprocal relations whereby both can benefit from each other. The CE body cannot reach the target people without the cooperation of CSOs, and the CSOs cannot organize and coordinate, supervise and even fund their programmes effectively and efficiently without the support of the CE body. Complementarity can take different forms such as sharing of personnel, expertise, financial resources and learning/teaching materials.

In the proposed National Strategy for Civic Education in Tanzania (NASCET), these civic institutions should continue to play their significant role in civic education provision. In view of this, they should participate in the CE management body which we have recommended to go by the name National Commission for Civic Education in Tanzania (NACCET).

### *3.2.3 Relations with Political Parties*

Political parties are evidently among the key stakeholders of civic education programmes and strategies. There was neither a specific question on the relations between the CE body and political parties in the questionnaire nor was there such a question in the guidelines for group and plenary discussions. In all zonal consultations, however, participants remarked on the role of political parties in provision of civic and voter education. By mobilizing and recruiting members, and by organizing rallies or criticizing public authorities, political parties play a role in *political socialization*.

In spite of that recognition, the relations of the CE body with political parties are considered as fundamentally different from those with the government or CSOs. Whereas there was a general consensus that the government and CSOs should be represented in the CE body, the dominant view among participants was that for the smooth functioning of the CE body, political parties should not be represented in the leadership or management of the CE body. This is because the CE body is supposed to be a non-partisan professional body.

In the preceding sections, we saw the kinds of relations proposed between the CE body and the different types of stakeholders, namely the government, CSOs and political parties. The relations are evidently of different nature and these have to be clearly spelt out in the legislation of the civic body. The various types of stakeholders have to work and provide synergies for the accomplishment of the overall goal of country-wide provision of civic education. Based on the quantitative data from the questionnaires and qualitative data from the group and plenary discussions, the stakeholders generally agreed that the following should be considered as among the core areas of the relations between the CE body and stakeholders:

Stakeholders should be actively involved in the creation of the CE body;

The body should have a broad representation from both government and non-governmental institutions;

Stakeholders should be involved in the standing and *ad-hoc* committees as well as task forces to be created;

Stakeholders should be allowed to participate in planning and implementation of programmes;

Employees should be recruited by the CE body and remain loyal to it.

#### Annual Stakeholders' Consultative Meeting

Each year the Commission shall hold an Annual Stakeholders' Consultative Meeting (ASCM) representing all the major categories of stakeholders discussed above. At this meeting, the Commission shall present a detailed Annual Report covering all the major activities performed

by the Commission during the year. The Report shall be subjected to a thorough discussion by the Stakeholders. After this meeting the Report shall be published for public consumption. This meeting and report shall constitute one of the mechanisms for public accountability of the Commission.

#### Key Functions for the NACCET

While there is a wide range of relevant functions to be performed, it is important to clearly identify those functions that should be considered primary or core and those that should be considered secondary or non-core. In Table 3.3 we present the key functions based on stakeholders' opinion as gathered from the questionnaires.

According to the data on stakeholder views presented in Table 3.3, the primary functions of the CE body [NACCET] should be:

To take full responsibility for CE provision in the country so as to ensure comprehensive and smooth coverage [20%]

To supervise and coordinate CE provision so as to ensure compliance with set standards [15%]

To prepare CE curricula for different groups [13%]

To monitor, evaluate and review CE provision [11%], and

To organize training programmes for CE teachers [8%]

The remaining eight functions, though very useful, should be considered secondary functions of NACCET [see Table 3.3 for their rank order]. Participants in the zonal consultation meetings had the opportunity to elaborate on these functions [both core and non-core] in the group discussions and plenary sessions. Two clarifications from these sessions are worth noting. The first relates to the extent to which the CE body should be engaged in actual provision of civic education. The dominant view in all the seven zones was that the CE body should take full responsibility for CE provision without engaging in actual provision itself. This would give it time to perform its core and non-core functions more efficiently.

Table 3.3: Key Functions of the CE Body Preferred by Stakeholders

SN	Functions	Mainland		Zanzibar		Total	
		No.	%	No.	%	No.	%
1	Take full responsibility for CE provision in the country	198	19.3	45	24.6	243	20.1
2	Supervise and coordinate CE provision	159	15.5	24	13.1	183	15.1
3	Prepare curricula for CE	138	13.4	16	8.7	154	12.7
4	Review /monitor CE provision	119	11.6	16	8.7	135	11.2
5	Prepare /train CE teachers	83	8.1	15	8.2	98	8.1
6	Sensitize citizens on CE	55	5.4	14	7.6	69	5.7
7	Mobilize resources for CE	58	5.6	8	4.4	66	5.5
8	Prepare and distribute teaching- learning materials	41	4.0	7	3.8	48	4.0
9	Build capacity of CE providers	32	3.1	4	2.2	36	3.0
10	Research on development of CE	28	2.7	6	3.3	34	2.8
11	Sensitize leaders on CE	20	1.9	1	0.5	21	1.7
12	Issue periodic CE reports to the public	18	1.7	3	1.6	21	1.7
13	Cater for benefits of CE providers	4	0.4	6	3.3	10	0.8
14	Other	73	7.1	18	9.8	91	7.5
	TOTAL RESPONSES [N= 476]	1,026	100.0	183	100.0	1209	100.0

Source: Appendix 4

The second clarification related to the resource mobilization function. The dominant view was that this function should be shared with other stakeholders so that the CE body is not transformed into a donor organization. Other functions which would be shared with other stakeholders were sensitization of leaders and the general public on CE; preparation and distribution of teaching-learning materials; and research on development of CE and its outcomes. The CE body can commission specialized stakeholders [e.g. media and academic organizations] to perform these tasks on its behalf.

### 3.5 Comparative Institutional Models

Experiences from other African countries show that provision and coordination of civic education can take place in different models. While some countries have structures which coordinate CE programmes, others lack them, and civic education has been left to individual civil society organizations. Broadly speaking, there are four different models in Africa.

In Madagascar, for example, civic education is the responsibility of the government. However, to a large extent this responsibility has been delegated to national NGOs consortia which conduct voter and civic education programmes, and are particularly active during elections. In this model, there is no permanent national institution which coordinates civic education activities. Civic education provision is neither centrally coordinated nor sustained on a continuous basis. More or less the same model is practiced in Mozambique where the National Electoral Commission is charged with the responsibility of conducting civic and voter education programmes.

Kenya's model is fundamentally different from those in most other African countries. There is no institutional arrangement by the government for national civic education provision. What exists is a long-term programme led by prominent NGOs and international donors. This programme titled the National Civic Education Programme (NCEP) has been rated successful partly because

of its participatory character, broad coverage and outreach programmes extending to rural areas and marginalized groups.<sup>73</sup>

The Madagascar, Mozambique and Kenyan models fall under decentralized institutional arrangements in which civic education provision is largely an undertaking of NGOs with loose coordination among them. Whereas in Madagascar and Mozambique the governments play an active role in civic education provision via the electoral bodies, in Kenya the role of government is less significant. Tanzania can draw some lessons from these countries, particularly in terms of tapping civil society's initiatives in civic education provision and coordination.

The other institutional arrangements, which are fundamentally different from the above models, are that of Nigeria and Ghana. In Nigeria, the National Orientation Agency (NOA) is a governmental body set up for the exclusive purpose of providing mass civic education. The national institution has offices at state and local government levels. This institution, however, suffers from lack of independence from the government and ruling party of the day. The government has been accused of using this institution to further its partisan interests.<sup>74</sup>

In Ghana, by contrast, the National Commission for Civic Education (NCCE) is an independent body with a constitutional status. Members of the Commission are appointed by the President acting on the advice of the Council of State.<sup>75</sup> The Commission is charged with the responsibility of formulating, implementing and overseeing civic education programmes with the aim of

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<sup>73</sup> See "Towards a National Civic Education Strategy in Tanzania", Report submitted to the Deepening Democracy Tanzania Project, UNDP, 2007.

<sup>74</sup> Ibid.

<sup>75</sup> The Council of State is a non-partisan advisory body composed of eminent persons representing diverse interests and regions across the nation. It is largely due to the integrity of this institution which has contributed to, among others, the creation the credible National Electoral Commission, credible National Commission for Civic Education in Ghana as well as an independent Judiciary in Ghana.

inculcating in the citizens of Ghana awareness of their civic responsibilities and appreciation of their rights and obligations as free people. Given its composition and constitutional mandate, the Ghanaian model seems to have more appealing features to Tanzania than all the other models mentioned above.<sup>76</sup>

#### THE ORGANIZATION STRUCTURE AND DEPARTMENTATION OF NACCET

As already mentioned, a large majority of the stakeholders consulted favoured one national CE body that should cutter for both the Mainland and the Isles. Their main urgment was that civic education is a powerful nation-building instrument and should be used to correct the Union. As such, CE should therefore be considered a union matter. On the other hand, the Zanzibar stakeholders consulted voted for two separate CE bodies, one for the Mainland and one for Zanzibar. They argued that Zanzibar has its own ministry of education and its own civics syllabi, and therefore should also take charge of CE provision outside the school system through a Zanzibar CE Commission rather than a union matter. Finally the two CE steering committees agreed on the two bodies option provided linkages are provided to ensure that the Mainland and Zanzibar commissions work in unison. We shall therefore spell out the particulars of the Mainland.

#### Composition and Appointment of Commissioners

At the apex of the Commission are 10 Commissioners, who are collectively responsible for policies and decisions within the organization. Policies and decisions are passed in formal meetings presided over by the Chairperson of the Commission. In his/her absence, the Deputy Chairperson assumes the responsibility; and if the Vice-Chairperson is also absent, then the members present may elect one of the members to act as the Chairperson.

The composition of the 10 Commissioners shall be as follows:

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<sup>76</sup> UNDP (2007) *ibid.*

One from the Ministry responsible for Education

One from the Ministry responsible for Regional Administration and Local Government

One from a Media Association

One from the Private Sector

Two from Academic Institutions

Two from Civil Society Organizations

Two from Religious Organizations

Out of these 10 Commissioners, one shall be the Chairperson and one the Deputy Chairperson. With regard to gender consideration, at least three of the 10 Commissioners shall be women.

The procedure for appointing the Commissioners, Chairperson, Deputy Chairperson and Director of the Commission shall be as follows:

The Ministry of Education shall be responsible for identifying institutions which will recommend names for appointment as Commissioners in accordance with the seven categories specified above. Recommended persons must have demonstrable knowledge of, interest or experience in civic field.

The Ministry of Education shall compile the names and recommend some of them to the President of the United Republic as per the categories given above.

The President will then appoint the 10 Commissioners out of the list submitted by the Ministry of Education in accordance with the categories given above.

The President shall designate one of the 10 commissioners as chairperson and another as deputy chairperson of the commission.

The President of the United Republic shall also be responsible for appointing the Director of the Commission, who shall also serve as the Secretary to the Commission, but shall not have the right to vote.

Commissioners will serve for a term of three years, but will be eligible for re-appointment for a maximum of three terms.

The quorum for a Commission's meeting shall be six Commissioners. Decisions shall be made by consensus or a majority vote. In case of a tie, the Chairperson shall have a casting vote.

### 3.6.2 Departmentation

For effective and efficient functioning of the organization, it is proposed that NACCET should not be too bureaucratic. It should start off with the following four core departments:

Department of Administration and Finance

Department of Curriculum Development and Review

Department of Planning, Research and Statistics (including M&E functions)

Department of Information and Communication

### 3.6.3 Linkage between Mainland and Zanzibar Commissions

Two Zanzibar commissioners designated by Zanzibar Commission will attend Mainland Commission meetings for the purpose of performing a linkage role; and, likewise, two Mainland commissioners designated by the Mainland Commission will attend Zanzibar Commission meetings for the same purpose.

The two directors (for Mainland and Zanzibar commissions) will arrange regular meetings for the purpose of comparing notes and exchanging experiences. Departmental heads should also do the same.

All Zanzibar commissioners and senior functionaries will be invited to the Annual Stakeholders' Consultative Meeting organized by the Mainland Commission at the end of each year to discuss the Annual Performance Report. Likewise, all Mainland commissioners and senior functionaries will be invited to the Annual Stakeholders' Consultative Meeting organized by the Zanzibar Commission.

### 3.7 Lessons for Strategic Approaches and Actions

(i) The CE body should be constitutionally created so as to give it adequate independence and impartiality in discharging its functions and hence enjoy prestige and credibility in the eyes of all stakeholders.

The CE body should be an independent body and should not be subject to unjustified interventions by government authorities, political parties or CSOs.

The legal framework should clearly spell out the relations between the CE body and stakeholders. The CE body should have a broad representation of CSOs and relevant government MDAs for effective functioning and organizational legitimacy. To prevent partisan politics in the working of the organization, political parties should not be represented in the CE body.

Commissioners of the CE body should be appointed by the President of the United Republic after receiving names from key institutions which provide civic education.

Key functions of the CE body should relate to policy guidelines, coordination, supervision, review and evaluation. It should not serve as an implementing agency performing all functions relating to civic education. This will avoid the likelihood of conflict with existing CE providers and loss of organizational synergies that come from cooperation among organisations.

The structure of the CE body should not constitute a heavy bureaucracy. The organization must have a lean secretariat as the bulk of work can be performed by consultants or farmed out to existing CE providers.

Multiple stakeholders should be involved in the process of creating and running the CE body. The government should take the lead and assume the primary responsibility to make sure that the establishment process is finalized within the specified time span (see chapter 7).

Chart 3.1: The Organogram of the National Commission for Civic Education in Tanzania (NACCET)

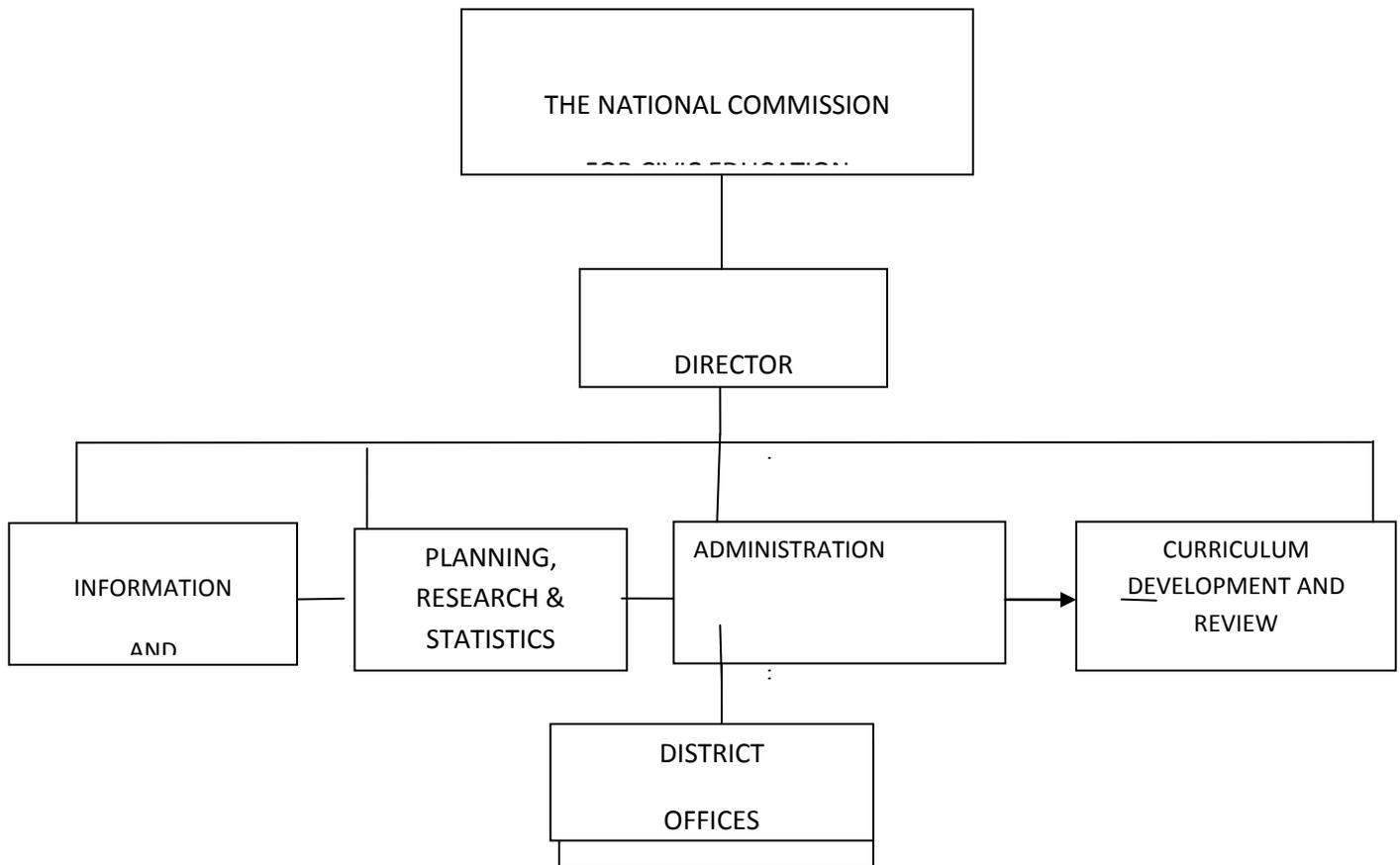


Table 3.4: Minimum Staff Required for a Start up

Post	Number
Executive Director	1
Department of Administration and Finance (Head of Department, 1 Human Resource Management Officer, 1 Accountant, 1 Cashier)	4
Department of Curriculum Development and Review	3
Department of Information and Communication	2
Department of Planning, Research and Statistics	3
Secretary	3
Messenger	2
Driver	3

## CHAPTER 4

### RESOURCES FOR CIVIC EDUCATION PROVISION

#### INTRODUCTION

Provision of civic education programmes nationally requires a significant amount of human, physical and financial resources. During the initial years of multiparty politics, African governments had little inclination to support civic education for democracy programmes. The only aspects of public education they were interested in were voter education [VE] provided ahead of each functional literacy and community development programmes. This has remained true for Tanzania. Civil society organizations (CSOs) filled the void and became the main CE providers. Although the state has provided some funding to certain segments of civic education programmes, a significant part of civic education programmes have been organized by the CSOs funded in large part by donor countries and agencies. The state-CSO relations in the provision of civic education were not smooth during the early years of democratization. Whereas the CSOs have worked to empower citizens by educating them on their rights and duties in multi-party politics, controlling the pace of democratic reforms has been one of the key agenda of many African governments. This adversarial relation has had an impact on the public or government funding of civic education programmes.

Although state-CSO relations have improved over time, provision for civic education remains a sensitive role that the CSOs have to play. After almost two decades of CSO based civic education programmes, questions arise about the impact of interventions on the level of civic competence among citizens. Equally important is the cry for sustainability of CE programmes if they are to make a significant contribution to the democratization project in countries such as Tanzania. It is in this context that sustained funding of the CE programmes requires a national strategy with

full backing of the government. We shall first consider financial resources before turning to human resources.

#### ALTERNATIVE MODALITIES FOR FUNDING CE

Both the Tanzanian government and donors have been providing some funding for CE programmes and activities. However, greater emphasis has been on the funding of voter education than civic education per se. The funding of CE has been largely shaped by the election cycle. Thus, funds for the so called civic education have tended to rise during elections and disappear when elections are over. Two important channels of funding have been the National Electoral Commission (NEC) and the Zanzibar Electoral Commission [ZEC]. Both the government and donors have been providing some funds to NEC and ZEC to enable them to conduct voter education during election times. These electoral bodies have disseminated information about elections through workshops, booklets, leaflets, posters as well as media programmes.

In the past three general elections in 1995, 2000 and 2005, the donors channeled funds for civic education through the 'Donor Basket Fund'. During the 1995 general elections, the Donor Basket Group included seven members, namely Denmark, Sweden, Finland, Norway, the Netherlands and the European Union. The number of members in the Basket Group increased from seven in 1995 to 12 in the 2000 elections. The additional members were France, Germany, Great Britain, Ireland, and Switzerland. The USA (USAID) does not participate in pooled funding but has on its own provided CE/VE funding as part of its democracy support programme. In all three elections, the Donor Basket Fund has been coordinated by the UNDP. Largely, the Donor Basket fund has been used to fund CSOs. In the 1995 elections, a total of 15 CSOs were given funding to provide civic education to voters. This number increased tremendously to 37 CSOs in the 2005 elections (REDET, 2006).

Moreover, apart from the electoral commissions the government has been providing some funding to ministries, departments and commissions that are involved in one way or another with issues that call for civic education. For instance, the Ministry of Community Development, Gender and Children as well as the Ministry of Justice have been engaged in informing citizens about certain key aspects of their rights and duties. The Prevention and Combating of Corruption Bureau (PCCB), the Commission on Human Rights and Good Governance as well as public –funded media such as Tanzania Broadcasting Corporation (TBC) have all been involved in sensitizing the public about certain aspects of civic education and have all enjoyed government funding or subsidies.

These efforts notwithstanding, civic education programmes have not been accorded a high priority in terms of funding by the government. There is certainly room for improvement. During general elections, electoral commissions are compelled to cut down some of the CE/VE programmes and activities due to financial constraints. Although donors prefer to fund the CSOs directly, some of them cannot deliver CE programmes effectively due to inadequate skills. In providing funding for CE, at times donors exercise discretion on the type of CE programmes to fund. For instance, during the 2000 elections, the donors refused to fund Television CE programmes because they found them to be too expensive with limited scope of coverage (REDET, 2006).

In addition, it is election-centered CE programmes that are given prominence over other important aspects of CE. Lack of a shared vision for civic education in Tanzania has led to a multiplicity of uncoordinated CE programmes. At times, conflicting messages are disseminated and thereby leading to minimal impact of CE programmes that are offered by several actors in the country.

Overall, there are two main funding modalities of CE programmes in many countries in Africa. The first is the decentralized model in which civic education is largely funded through CSOs rather than through government institutions. This is the current model in Tanzania. It is also

used in the neighbouring country of Kenya. In Kenya, the National Civic Education programme (NCEP) is a large scale programme supported by multiple donors to deliver and coordinate CE programmes. The CSOs are the implementing partners of CE programmes. They include human rights groups, religious organizations and gender rights CSOs. The funding is provided through a 'basket fund' in which a total of 11 donors jointly support CE programmes. Established in July 2001, NCEP entered its second phase between 2006-2007 and completed before the December 2007 national elections.

The second model involves the government as the main coordinating agency in the provision and funding of CE programmes. This is the Ghanaian model. The Constitution of the Republic of Ghana created the National Commission for Civic Education (NCCE) with in-built independence from control by other actors. For instance, the NCCE's three members, who are appointed by the President, enjoy the same conditions of tenure as those of a Justice of the Court of Appeal or of the High Court. Chapter 19 of the Country's Constitution provides that administrative expenses of the Commission shall be charged on the Consolidated Fund.

Thus, the modality of funding partly depends on the manner in which CE programmes are delivered and coordinated. What follows below is a discussion of the funding modalities proposed by CE stakeholders we consulted in the field as well as our own suggestions.

First and foremost, the overall view is that the government should be the key source of funds for national CE programmes. The provision of CE programmes in Tanzania should be charged to an independent body that will be responsible for standardizing, coordinating and monitoring of CE programmes. In this context, the government becomes a key player in the provision of CE. Indeed, a majority of stakeholders prefer the government to be the main source of CE provision. As Table 4.1 indicates, close to three quarters (71%) of the respondents in the stakeholders workshops preferred the government to be the main source of funds for CE provision in Tanzania. However, they differed on the modality in which the government funds should be disbursed. In this regard, 28 percent of the respondents reported that the national CE

programmes should be funded through the government budget, 22 percent prefer that the government set aside special funds for CE and 21 percent preferred the government consolidated fund. About 14 percent reported that the national CE programme be funded by contributions from individuals and corporations inside the country. Only about 12 percent of the respondents prefer that the CE programmes be funded by foreign donors.

An important response to note is that religious bodies are not preferred to be the main source of funding for CE programmes in Tanzania. This calls for an explanation. During Mwalimu Nyerere's administration [1961-85] a lot of effort was taken in ensuring that potentially divisive things as religion, tribe ethnicity, race, etc were not permitted to be used as leverage for political advantage, which could have the effect of dividing the nation. As already mentioned, CE is still politically sensitive in Africa [certainly in Tanzania, in particular]; and CE stakeholders reason that giving faith-based organizations [FBO] a role in CE may steer up political commotions in the multi-religious Tanzania. Recent hot debates on a pastoral letter by Roman Catholic Bishops instructing their believers on the qualities of "good leaders" illustrate the sensitivity of Tanzania in respect of religion – politics relations.

Another unpopular source of CE funding is the civic education tax which was supported by a mere 2 percent of the stakeholders. The stakeholders felt that there were already too many taxes, levies and contributions; and therefore they would not support an additional tax burden. The big burden of constructing secondary schools at the ward level was quoted as an example.

Civil society organizations were also played down heavily as a source of funding of CE activities. Only one percent of the stakeholders supported this source. This squares with the fact that Tanzania CSOs are currently dependent on external donors to the tune of over 90% of their CE budgets . They therefore see themselves correctly not as a source of funding but as CE providers of funds being available from government sources, private domestic sources and external sources, in that order of priority [Table 4.1]. We elaborate on these sources below.

Table 4.1: Preferred Sources of Funds for Provision of CE

Source of Funds	Number of Responses	Percent
Government budget	336	28.7%
Special CE funds	271	22.4%
Consolidated fund	257	21.2%
Internal/domestic donors (Corporations/private companies)	166	13.7%
External donors	140	11.5%
Civic Education tax	25	2.1%
Civil society organizations	12	1.0%
Religious bodies	2	0.2%
Others	3	0.2%
Total Responses	1212	100.0%

Source: Appendix 5, Table 5.5

### Government Budget

Funding CE programmes through the government budget, according to stakeholders, seems to be the most ideal modality to be adopted. Annual budget allocations to the CE management body will make the smooth implementation of CE activities possible if everything else remains equal. However, experience has shown that government allocations to commissions have severely suffered from financial shortage due to changes in priorities and the politics surrounding the annual budgets. For example, due to irregular flow and unpredictable reductions of funds, government's own dependence on donor sources, the National Electoral

Commission has suffered from serious financial constraints due to inadequate funds allocated by the government as well as irregular or unpredictable disbursements. It is for these reasons that this modality is not recommended as it may create discontinuities in CE provision.

#### Special Funds for CE

This somehow resembles the Donor Basket funding modality whereby a special trust fund is established to collect funds for CE programmes and activities. However, unlike the Donor Basket funding modality which is mainly supported solely by donors, the special funds facility derives its resources from diverse sources including the government and other interested stakeholders, both domestic and external. The funding of CE programmes in this model becomes a collective task to be shared and promoted. Yet, it may also be susceptible to inconsistent flow of funds, thereby jeopardizing the timely implementation of CE activities and programmes. It is therefore not our top recommendation.

#### Consolidated Fund

Tanzania has a component of recurrent budget shown as the Consolidated Fund Services (CFS) which covers outlays for servicing the public debt as well as remunerations of specified officers such as Chief Justice, Judges, Chairpersons of established commissions and State House operational costs. The use of Consolidated Fund has some advantages on the provision of national CE programmes. They include political neutrality, sustainability, independence and responsiveness to local needs. Unlike the annual budgetary allocations, when approved, the consolidated fund is insulated from unpredictable reductions. It is also less susceptible to partisan maneuvers and manipulations. The content of CE programmes is more likely to respond to local and domestic needs than to donors' priorities. Funding the national civic education programmes through the consolidated fund is strongly recommended.

### Synergy in Resource Mobilization

Apart from the funding from the consolidated fund set aside specifically for national CE programmes, funding CE programmes should be made as part of civic duty for individual citizens and corporations. Incentives should be put in place to promote corporate responsibility in making contributions to CE work. The CSOs in CE work should also be encouraged to continue to mobilize funds from their current and other sources so as to avoid being totally dependent on funds mobilized by the CE management body which should not be reduced to a “financing agency.” Organizational synergy must be tapped in this area.

### HUMAN RESOURCES FOR CE WORK

We now turn to the provision of manpower to enable NACCET to perform its functions as already outlined in Chapter 3 above. There will be three types or categories of human resources to be used by the Commission. The first category consists of presidential appointees; the second includes personnel appointed by the Commission itself and the third category will be people hired on consultancy basis from other institutions.

#### Commissioners

As stated in Chapter 3, NACCET will have seven commissioners appointed by the President of the United Republic of Tanzania on the advice of the Minister of Education and Vocational Training. In order to make the Commission independent and autonomous, it should be established as a constitutional category. The commissioners should be granted security of tenure and enjoy privileges equivalent to those of a Justice of the Court of Appeal or of the High Court. These commissioners should be people of high integrity, non-partisan who are committed to fight against factionalist tendencies of any kind such as those relating to religion, ethnicity, race or regional affiliation. The composition of the Commission should be as follows:

#### Chairperson

#### Deputy Chairperson

Five Commissioners, two of whom must come from Zanzibar.

Composition of the Commission should observe the following principles:

- (i) When the Chairperson comes from one part of the Union, the Deputy Chairperson should come from the other part of the Union.
- (ii) The composition of the Commission should as far as possible ensure a good gender balance.
- (iii) Commissioners should come from diverse backgrounds, including people from the civil society, the academia, the media, relevant MDA, etc.

#### Secretariat

The Executive Director, who should be appointed by the President of the United Republic, will be the Chief Executive Officer (CEO) of the Commission and therefore head of the Secretariat.

The Commission shall be responsible for recruiting and disciplining other staff members into the Secretariat according to need. As recommended in Chapter 3 (see table 3.4), the start-up personnel should not exceed 25. In regard to its training functions, the Commission is encouraged to utilize existing colleges and institutes of education for that purpose. Data from the stakeholders' consultation workshops indicate that 63 percent of the participants preferred the use of existing colleges in training CE teachers rather than establishing new training institutions. The Tanzania Institute of Education (TIE), the Department of Adult Education and folk development colleges can also be used to provide personnel in the field to implement the National Strategy for Civic Education (NASCET). This would mean that NACCET can perform grassroots work through the personnel of the existing institutions without engaging its own staff. This is the meaning of horizontal decentralization.

#### 4.4 STRATEGIC APPROACHES AND ACTIONS

The National Commission for Civic Education in Tanzania (NACCET) should be established by the Constitution and elaborated by an Act of Parliament. The Act should specify that funding for the Commission should come from the Consolidated Fund.

In addition to the consolidated fund source, NACCET should design a mechanism for harnessing additional resources from individuals and institutions through various incentives (e.g. tax relief).

NACCET should use existing colleges and institutes instead of creating its own facilities for training CE providers. This will be a more cost-effective approach at least at the beginning.

NACCET should also encourage existing CE providers to continue with their fund-raising efforts so as to improve their CE provision work. In this way organizational synergies can be tapped. This will also reduce the possibility of the current CE providers viewing the Commission as either a donor for CE funding or a competitor in resource mobilization.

*DRAFT*

## CHAPTER 5

### OBJECTIVES AND CURRICULA FOR THE CIVIC EDUCATION PROGRAMME

#### INTRODUCTION

The purpose of Civic Education, across the world and in all political systems, is to produce responsible citizens. There are three major categories of the attributes that a responsible citizen is supposed to possess: (i) knowledge attributes, (ii) competencies or capabilities, and (iii) attitudes or values attributes. In other words, a responsible citizen must, first and foremost, be knowledgeable or have the desire to know.

##### 5.1.1 Knowledge attributes

The knowledge category can be further analyzed around four concepts (i) knowledge about *interdependence* among people; (ii) Knowledge about *social justice* and good governance, (iii) Knowledge about *conflict* and (iv) Knowledge about *change and development*. Knowledge about interdependence among people requires that the citizen seeks to understand how the social/political system operates; to understand the world as a system or an interconnected whole and also to understand the global implications of local decisions and actions. A responsible citizen seeks to know one's own culture, heritage and world view; but also to know other people's cultures in one's own community and in different parts of the world. In addition, a knowledgeable citizen understands that views about the world are not internationally shared, and that because they belong to different cultures, different people have different perspectives

which have their own logic and validity. Knowledge of one's own culture and of other people's culture comes along with knowledge of the common stereotypes about others, which exist in one's own culture and in other people's cultures.

Citizens also need to have knowledge about social justice and good governance. This entails awareness about widely accepted principles of human rights and justice; that personal, institutional and societal behavior/attitudes/structures can have the effect of either promoting or denying social justice. This includes knowledge of the current situations in which human rights are not recognized, and social justice not available to all, both locally and globally, which engender the responsibility of all citizens.

Another kind of useful knowledge is knowledge about various types of conflict (e.g. over values, needs, resources), their common causes and potential outcomes. It is important that citizens know that conflict can have many possible solutions of which violence is only one. Similarly, they need to know that peace has many manifestations, and includes the absence of those structures which cause conflict (e.g. injustice, inequality, poverty and deprivation), peace within oneself, as well as the absence of armed conflict.

Citizens need also to acquire knowledge about the major development issues and trends, past and present, their causal factors as well as the difference between desirable and undesirable change. Most importantly, a knowledgeable citizen understands one's personal options for bringing about development.

#### 5.1.2 Competences or Capabilities

A responsible citizen possesses skills attributes that will enable him/her to participate and work effectively in a small (or larger) group to achieve a common goal; to detect one's own biases,

stereotypes and egocentric attitudes; and the biases that others might have owing to their cultures, beliefs or political ideologies. The skills attributes will also enable the citizen to perceive differing perspectives in speech, print and audio visual media; and to use knowledge and imagination to develop insight into the ways of life, attitudes and beliefs of others. Moreover, a competent citizen can apply ideals such as democracy, freedom, equality and respect for diversity in daily life and in a global context. In addition, he/she can do the following: Participate in their communities through membership in or contributions to organizations working to address an array of cultural, social, political, and religious interests and beliefs, such as advocating for the rights of oneself and others (using discussion, negotiation and assertiveness), or resolving conflicts peacefully, (e.g. generating alternatives, ranking, arbitration, compromising, decision making, negotiating, communicating effectively and working with others cooperatively).

### 5.1.3 Attitudes and Values

The third dimension of a responsible citizen is the possession of appropriate attitudes and dispositions. Such a person can be identified through demonstration of respect for diversity and commonality among peoples, empathy, commitment, and readiness to take constructive action to bring about change or development. A responsible citizen shows respect for the needs and contribution of all members of the community and positively values the ways in which individuals can support and benefit the whole, and vice versa. He/she believes in one's own ability to create positive change and has an outlook of hopefulness, of not seeing oneself as, or allowing oneself to become, the victim of larger global issues and problems.

While the above attributes constitute the ideal and successful civic education programme, this chapter presents and discusses the results of a survey on the views of Tanzanian respondents regarding the objectives and contents of CE, and how the curriculum for such a programme should be developed for Tanzanians. The survey was conducted in order to determine the specific civic education needs of Tanzanians from various walks of life, including classroom teachers, politicians, activists in Community Based Organizations and Civil Society Organizations, peasant farmers, pastoralists, councilors, education officers, administrators, and members of

religious organizations, business associations, trade unions, cooperatives, youth associations and women associations.

This chapter presents and discusses the objectives for civic education in relation to knowledge variables, democratic practice and civic engagement variables, preferred values content (i.e. the key citizen rights and obligations), and how the civic education curricula should be developed.

The present study builds on a previous REDET study (Mushi, et al, 2001) on civic competence of the Tanzanian electorate, which confirmed the absence of a democratic political culture (see also Komba & Ndumbaro, 2003). By the time of the previous study it was found that a large proportion of the electorate were not aware of their rights and obligations, their participation in local government affairs was low (more so for women than for men), a large proportion were not taking part in the elections, and many were politically incompetent when it came to intervening in bad local government. For those citizens that did participate in elections, their voting behavior was predominantly conservative because the majority of the voters chose candidates for reasons that had nothing to do with the desire to influence policies. So, the recommendation from previous studies was that there is a need for a coordinated national civic education strategy for consolidating the gains of electoral democracy.

## 5.2 OBJECTIVES FOR CIVIC EDUCATION

In order to understand what various stakeholders thought as being important objectives for civic education, the respondents were required to indicate their preference of civic education objectives by checking one or several of the choice(s) provided in the list. The list included the following items:

Knowledge of citizens' rights [N=196 (17%), Rank = 1]

Knowledge of ways to demand for citizen's rights [N=34 (3%), Rank = 13]

Knowledge of one's responsibilities in the community [N=94 (8%), Rank = 2]

Fulfilling one's obligations [N=35 (3%), Rank = 12]

Knowledge of the constitution and laws of the country [46=(4%), Rank = 9]

Making people better citizens [40=(3%), Rank = 12]

Preparing good leaders [N=33 (3%), Rank = 14]

Preparing good civil servants [N= 4 (0%), Rank = 0]

Providing citizens with general knowledge [N= 88 (8%), Rank = 3]

Strengthening good governance[N= 41 (4%), Rank = 10]

Elimination of corruption and embezzlement [N =10 (1%), Rank = 26]

Instilling self confidence among citizens [N = 29 (2%), Rank = 15]

Strengthening the rule of law [N =12 (1%), Rank = 27]

Instilling patriotism[N =75 (6%), Rank = 4]

Preserve culture [N = 6 (1%), Rank = 25]

Promoting a new culture [N=9 (1%), Rank = 24]

Promoting tolerance [N =23 (2%), Rank = 18]

Promoting national unity [N = 58 (5%), Rank = 6]

Enhancing and strengthen democracy [N = 67 (6%), Rank = 5]

Fighting against poverty [N = 26 (2%), Rank = 16]

Understanding the system of government [N =12 (1%), Rank = 21]

Understanding the political system [N = 15 (1%), Rank = 22]

Understanding the economic system[N = 15 (1%), Rank = 21]

Empowering citizens politically, economically, etc.[N = 49 (4%), Rank = 8]

Promoting ethics among leaders and citizens .[N = 24 (2%), Rank = 17]

Promoting peace [N = 40 (3%), Rank = 11].

The list consisted of objectives that relate to acquisition of knowledge and understanding of pertinent issues that are relevant to civic education, as well as promotion of skills for using the acquired knowledge in order to participate and act responsibly in the political community, i.e. democratic practice/civic engagement and value dispositions. Examples of objectives that focus on acquiring knowledge and understanding include: Knowledge of citizen rights, knowledge of one's responsibilities in the community, understanding the system of government, as well as understanding the political the economic system. Objectives that focus on promoting democratic practice or civic engagement are exemplified by instilling self confidence among citizens, strengthening the rule of law, tolerance, and empowering citizens politically and economically.

#### 5.2.1 Objectives Related to Knowledge Variables

Tables 5.1, 5.2 and 5.3 present findings on respondents' ranking of five priority objectives of the desired civic education programme in Tanzania. The data are analyzed according to gender, religion, and level of education of the respondents.

Table 5.1 summarizes the main objectives of civic education as identified and ranked by male and female respondents. Analysis of the response frequencies shows that there is agreement among the respondents about the five top most objectives for the civic education curriculum. Both male and female respondents ranked as priority number one the acquisition of knowledge of the rights of citizens. However, preferences for the second, third, and fourth priorities are divergent. While male respondents put knowledge of responsibilities of citizens as priority number two, female respondents have the provision of general knowledge to citizens as second priority. Again, while male respondents place the promotion of patriotism as priority number four, female respondents have the empowerment of citizens politically, and economically. The

reversed order of priorities for the civic education programme as depicted from these findings most probably reflects the social standing of the two groups of respondents with regard to general education, history and tradition. Women have lagged behind in access to general education and consequently in politics, employment and in business, hence the emphasis on general education and empowerment.

Table 5.1: Objectives of Civic Education Relating to Knowledge Variables by Gender

Objective	Frequencies and Ranking by Gender	
	Male	Female
Knowledge of rights of citizens	142 (17%) Rank = 1	54(17%) Rank = 1
Knowledge of responsibilities of citizens	69(5%) Rank = 2	25 (8%) Rank = 3
Providing general knowledge (wider) to citizens	61 (7%) Rank = 3	27 (9%) Rank = 2
Promoting patriotism	60 (7%) Rank = 4	
Promoting and strengthening democracy	52 (6%) Rank = 5	15 (5%) Rank = 5
Empowering citizens politically, economically, etc		16 (5%) Rank = 4

Table 5.2 summarizes the main objectives of civic education as ranked by Christian and Muslim respondents. The respondents were required to indicate their preference of civic education objectives by checking one of the choices provided in the list above.

Table 5.2: Objectives of Civic Education Relating to Knowledge Variables by Religion

Objective	Frequencies and Ranking by Religion	
	Christian	Muslim
Knowledge of rights of citizens	124 (17%) Rank = 1	87 (19%) Rank =1
Knowledge of responsibilities of citizen	67 (9%) Rank = 2	32 (7%) Rank = 3
Providing general knowledge (wider) to citizens	59 (8%) Rank = 3	36 (8%) Rank = 2
Promoting patriotism	52 (7%) Rank = 4	23 (5%) Rank = 5
Promoting and strengthen democracy	44 (6%) Rank = 5	26 (6%) Rank = 4

Note: For Zanzibar, the development of national unity is rated 3<sup>rd</sup> among the priority objectives of civic education.

Analysis of the response frequencies in Table 5.2 shows that there is agreement among the respondents about the five top objectives for the civic education curriculum. Both Christian and Muslim respondents ranked as priority number one the knowledge of rights of citizens. However, the preferences for the second, third, fourth and fifth priorities are divergent. While knowledge of responsibilities of citizens is ranked second by Christian respondents, it is a third priority for Muslim respondents; while provision of general knowledge to citizens is ranked third by Christian respondents, it is ranked second by Muslim respondents; while the promotion of patriotism is ranked fourth by Christian respondents, it is ranked fifth by their Moslem counterparts; and while the promotion of democracy is ranked fifth by Christian respondents, this item is priority number four for the Moslem counterparts.

The reversed order of priorities for the civic education programme as depicted from these findings most probably reflects the social standing of the two groups of respondents' with regard to general education and upbringing. While among the Christian community fulfillment of one's responsibilities is regarded very highly (in fact, it is a sin not to have fulfilled one's duty),

for Muslims the acquisition of general knowledge is a priority because of lack of educational opportunity. This is partly because of history, tradition and varied attitude to western forms of education.

From Table 5.3, the analysis of the response frequencies by level of education confirms the unanimous agreement about knowledge of rights of citizens as a key objective of civic education. The extent of agreement becomes less on knowledge of citizen responsibilities as a priority, and much lesser on provision of general knowledge to citizens. Opinion is split about the fourth and fifth priorities. While respondents with primary education cite knowledge of the constitution and laws of the country, those with secondary education cite promotion of democracy and development of national unity as priority number four and five. Respondents with tertiary education (non-degree) cite the promotion of patriotism and democracy, while those with degree qualifications cite the strengthening of good governance.

Table 5.3: Objectives of Civic Education Relating to Knowledge Variables by Level of Education

Preferred content	Frequencies and Ranking by Level of Education			
	Primary	Secondary	Tertiary	University
Knowledge of rights of citizens	(21%) Rank = 1	85 (18%) Rank = 1	57 (18%) Rank = 1	39 (13%) Rank = 1
Knowledge of responsibilities of citizen	9 (7%) Rank = 2	39 (8%) Rank = 3	25 (8%) Rank = 2	(9%) Rank = 2
Providing general knowledge	9 (7%)	44 (9%)	25 (8%)	17 (6%)

(wider) to citizens	Rank = 3	Rank = 2	Rank = 3	Rank = 5
Promoting patriotism			25 (8%) Rank = 4	24 (8%) Rank = 3
Promoting and strengthening democracy		31 (7%) Rank = 4	22 (7%) Rank = 5	
Knowledge of the constitution and laws of the country	(5%) Rank = 5			
Preserving the peace	(5%) Rank = 4			
Development of national unity		5 (4%) Rank = 5		
Strengthening good governance				21 (7%) Rank = 4

These findings imply that the proposed civic education programme must take into account the special needs of citizens as determined by their level of education.

#### 5.2.2 Objectives Relating to Democratic Practice and Civic Engagement

A total of 1987 responses were recorded in respect of a question which required respondents to indicate their preference for civic education objectives by checking one of several objectives in the list. The list included items that focused on democratic practice and civic engagement, e.g.

citizens' empowerment, critical outlook, ability to organize in defense of rights and the search for justice. The full list is as follows: table 7.14

History of oppression [142 (7%) Rank = 9]

History of the struggles for liberation [154 (7%) Rank = 6]

Learning from past mistakes [152 (7%) Rank = 7]

History of our successes [51 (2%) Rank = 13]

Promoting national interest rather than individual interests

[236 (11%) Rank = 2]

Instilling self reliance and self confidence among citizens [224 (11%) Rank = 3]

Empowering citizens to question and criticize [300 (14%) Rank = 1]

Promoting basic national values [220 (10%) Rank = 4]

Instilling among citizens obedience to government leaders [20 (1%) Rank = 15]

Promoting patriotism among the citizens [152 (7%) Rank = 8]

Encouraging citizens to fulfill their civic responsibilities [112 (6%) Rank = 10]

Enabling citizens to know their basic rights and how to fight for them

[168 (8%) Rank = 5]

Promoting equality [61 (3%) Rank = 12]

Promoting unity and peace in the country [61 (4%) Rank = 11]

Promoteing among citizens the spirit of tolerance. [37 (2%) Rank = 14]

Tables 5.4, 5.5 and 5.6 present findings on views of the respondents analyzed according to their gender, occupation, and religion. Analysis of the response frequencies shows that, regardless of

gender, item (vii) ‘empowerment of citizens to question and criticize’ was the top most priority objective with a frequency of 284 or 14.3% of the total.

However, there is a divergence between male and female respondents on the ranking of items other than empowering citizens to question and criticize political authority. While male respondents ranked the promotion of public interest rather than individual interest as second in priority, female respondents ranked it fifth; while male respondents ranked as third the promotion of basic national values, this item was not among the five top most priorities for female respondents; while inculcation of the spirit of self reliance and self confidence among citizens was ranked fourth by male respondents, their female counterparts ranked it second in priority. While promotion of basic rights of citizens and ways to fight for them is ranked fifth by male respondents, the same item is not among the five top most priorities for female respondents. On the contrary, the third, fourth and fifth priority items for female respondents are: learning from past mistakes, history of the struggles for liberation, and promotion of public interest rather than individual interests.

Table 5.4: Objectives of Civic Education Relating to Democratic Practice and Civic Engagement Analyzed by Gender

Preferred content	Frequencies and Ranking by Gender	
	Male	Female
Empowering citizens to question and criticize	213 (15%) Ranking = 1	71 (14%) Ranking = 1
Promoting public interest rather than individual interests	180 (12%) Ranking = 2	42 (8%) Ranking = 5
Instilling self reliance and self confidence among citizens	149 (10%) Ranking = 4	64 (12%) Ranking = 2

Promoting basic national values	162 (11%) Ranking = 3	
Promoting basic rights of citizens and how to fight for them	117 (8%) Ranking = 5	
Learning from past mistakes		46 (9%) Ranking = 3
History of the struggles for liberation		45 (9%) Ranking = 4

Table 5.5: Objectives of Civic Education Relating to Democratic Practice and Civic Engagement Analyzed by Religion

Preferred content	Ranking by religion	
	Christian	Muslim
Empowering citizens to question and criticize	179 (14%) Ranking = 1	116 (15%) Ranking = 1
Promoting public interest rather than individual interests	146 (11%) Ranking = 3	89 (11%) Ranking = 2
Instilling self reliance and self confidence among citizens	150 (12%) Ranking = 2	70 (9%) Ranking = 4
Promoting basic national values	140 (11%) Ranking = 4	75 (10%) Ranking = 3
Promoting basic rights of citizens and how to fight for them	102 (8%) Ranking = 5	64 (6%) Ranking = 5

Table 5.5 summarizes the rankings of the preferred objectives of civic education by religion of respondents. Data were analyzed from the two major religions with the majority of responses in the survey, namely Christians (1300 responses) and Muslims (777 responses). Responses from animist religions were 28 and others were only 5. Analysis of the response frequencies shows that there is agreement about the five top content items as well as the first priority content in the curriculum. Regardless of religion of the respondents, item (vii) ‘empowerment of citizens to question and criticize’ was top among the preferred content definitions. The other four priorities include the promotion of public interest rather than individual interest, promotion of self reliance and self confidence among citizens, promotion of basic national values, and promotion of basic rights of citizens and how to fight for their rights.

Table 5.6 summarizes the rankings of the key objectives of civic education by major occupation of respondents. Data were analyzed from six occupations with a relatively higher number of respondents in the survey, namely teachers (287), politicians (373), activists (245), educationists (22), religious (128) and business (128). Analysis of the response frequencies shows that, regardless of occupation of the respondents, item (vii) ‘empowerment of citizens to question and criticize’ was top-most among the preferred objectives.

Variation exists among the respondents regarding the priority given to other items. For instance, while politicians and religious groups rank the promotion of public interest second among the priorities, teachers and activists have the promotion of self reliance and self confidence as their second priority. At the same time, respondents from education and the business community have the promotion of basic national values as their second priority. A similar split of opinion can be observed with regard to ranking of items such as promotion of citizen rights, and learning from history.

Table 5.6: Objectives of CE Relating to Democratic Practice and Civic Engagement Analyzed by Occupations of Respondents

Objectives	Frequencies and Ranking by Major Occupations					
	Teacher	Politician	Activist	Education	Religious	Business
Empowering citizens to question and criticize	43 (15%) Ranking = 1	50 (13%) Ranking = 1	38(16%) Ranking = 1	29 (13%) Ranking = 1	19 (15%) Ranking = 1	21 (16%) Ranking = 1
Promoting public interest rather than individual interests	32 (11%) Ranking = 3	41(11%) Ranking = 2	24 (10%) Ranking = 4	24 (11%) Ranking = 3	18 (14%) Ranking = 2	14(11%) Ranking = 4
Instilling self reliance and self confidence among citizens	36 (13%) Ranking = 2		27 (11%) Ranking = 2	23 (10%) Ranking = 4	14 (11%) Ranking = 3	15(12%) Ranking = 3
Promoting basic national values		34 (9%) Ranking = 4	25 (10%) Ranking = 3	27 (12%) Ranking = 2	13 (10%) Ranking = 4	17 (13%) Ranking = 2
Promoting basic rights of citizens and how to fight for them	26 (9%) Ranking = 4	33 (9%) Ranking = 5				
Learning from past mistakes						11(9%) Ranking =

						5
History of the struggles for liberation	23 (8%) Ranking = 5		15 (6%) Ranking = 5			
Promoting patriotism among citizens		35 (9%) Ranking = 3		17 (8%) Ranking = 5		
History of oppression					13 (10%) Ranking = 5	

### 5.3 VALUE CONTENTS OF CIVIC EDUCATION

#### 5.3.1 General

The respondents were required to indicate their preference of civic education value contents by checking one or several of the choices provided in the list. The list included the following items:

Respect and obedience to authority [74 (5%) Rank = 8]

Equality of income [17 (1%) Rank = 14]

Equality of opportunity [89 (6%) Rank = 7]

Equality before the law [165 (12%) Rank = 2]

Tolerance (respect for difference, politically, ideologically, by religion, gender, etc) [233 (17%) Rank = 1]

National unity [119 (9%) Rank = 5]

Defense and security [45 (3%) Rank = 10]

Citizen rights [161 (12%) Rank = 3]

Citizen obligations [76 (6%) Rank = 8]

Human rights [161 (12%) Rank = 3]

Openness and transparency [30 (2%) Rank = 13]

Patriotism [57 (4%) Rank = 10]

Integrity [34 (2%) Rank = 12]

Accountability of the citizens to the government [27 (2%) Rank = 13]

Accountability of the government to the people [133 (10%) Rank = 4]

Table 5.7: Preferred Value Contents of the Civic Education Curriculum Analyzed by Religion

Preferred content	Frequencies and Ranking by Religion	
	Christian	Muslim
Tolerance	115 (13%) Rank = 1	110 (20%) Rank = 1
Equality before the law	85 (10%) Rank = 4	78 (14%) Rank = 2
Citizen rights	100 (12%) Rank = 2	56 (10%) Rank = 3
Accountability of the Government to the people	89 (10%) Rank = 3	41 (8%) Rank = 5
Unity	74 (9%) Rank = 5	45 (8%) Rank = 4

Table 5.7 summarizes the preferred value contents of civic education as identified and ranked by Christian and Muslim respondents. The five key values mentioned by the majority of respondents are: tolerance, equality before the law, citizen rights, accountability of the government to the people, and unity. Further analysis of the response frequencies shows two salient features. First, tolerance stands out first among the priority values both for Christian and Muslim respondents. Perhaps this is recognition of the widening rift between the two faith groups as evidenced by the recent debates over Kadhi Court and the Roman Catholic circular regarding the qualities of good leaders. Secondly, equality before the law is ranked second by Moslem respondents, but it comes third in the ranking by Christian respondents.

Table 5.8: Preferred Value Contents of the Civic Education Curriculum  
Analyzed by Gender

Preferred contents	Frequencies and Ranking by Gender	
	Male	Female
Tolerance	165 (17%) Rank = 1	51 (15%) Rank = 1
Equality before the law	118 (12%) Rank = 2	41 (12%) Rank = 3
Citizen rights	104 (11%) Rank = 3	46 (14%) Rank = 2
Accountability of the Government to the people	86 (9%) Rank = 5	38 (7%) Rank = 4
Unity	88 (9%) Rank = 4	24 (7%) Rank = 5

Table 5.8 summarizes the preferred value contents of civic education as identified and ranked by male and female respondents. The five key values mentioned by the majority of respondents are: tolerance, equality before the law, citizen rights, accountability of the government to the people, and unity. Further analysis of the response frequencies shows two salient features. First, tolerance stands out first among the priority values for both male and female respondents. Perhaps this is a recognition of the gender differences between the two groups owing to history and tradition. Secondly, there is agreement among male and female respondents about the ranking of the second, third, fourth and fifth values of equality before the law, citizen rights, accountability of the government to the people, as well as the unity value.

Table 5.9: Preferred Value Contents of the Civic Education Curriculum Analyzed by Level of Education

Preferred content	Primary	Secondary	Tertiary	Higher Education
Tolerance	31 (18%) Rank = 1	97 (18%) Rank = 1	52 (16%) Rank = 1	44 (15%) Rank = 1
Equality before the law	19 (11%) Rank = 2	58 (11%) Rank = 4	46 (14%) Rank = 2	37 (12%) Rank = 2
Citizen rights	17 (10%) Rank = 3	61 (12%) Rank = 2	42 (13%) Rank = 3	37 (12%) Rank = 3
Accountability of the Government to the people	14 (8%) Rank = 4	61 (12%) Rank = 3	31 (9%) Rank = 4	24 (8%) Rank = 5
Unity	10 (6%) Rank = 5	47 (9%) Rank = 5	(8%) Rank = 5	28 (9%) Rank = 4

According to the data on Table 5.9, tolerance comes first in the ranking, regardless of the educational background of the respondents. Also, there is no difference in the ranking of the five key values between respondents with primary, tertiary and university education. However, for respondents with secondary education background, equality before the law comes fourth, whereas for the other groups, this value is ranked second.

### 5.3.2 Specific Values

#### 5.3.2.1 Citizen Rights

The respondents were required to indicate their preference of citizen rights that should be emphasized in the civic education curriculum by checking one or several of the choice(s) provided in the list. The list included the following items:

Right to education [112 (10%) Rank = 2]

Right to health services [13 (1%) Rank = 17]

Right to essential services [33 (3%) Rank = 13]

Right to vote [91 (8%) Rank = 4]

Right to be voted for [25 (2%) Rank = 14]

Right to live [75 (6%) Rank = 6]

Right to information [22 (2%) Rank = 16]

Right to be protected by the state [55 (5%) Rank = 9]

Right to enjoy equal opportunities [57 (5%) Rank = 8]

Right to be treated equally [59 (5%) Rank = 7]

Right to equality before the law [91 (8%) Rank = 3]

Right to question [35 (3%) Rank = 12]

Right to be heard [124 (11%) Rank = 1]

Right to employment [4(0%) Rank = 19]

Right to (soft) loans [3 (0%) Rank = 20]

Right to own property [40 (3%) Rank = 11]

Right to participate in decision making [47 (4%) Rank = 10]

Right to participate in politics [28 (2%) Rank = 13]

Right to safe/clean environment [0 (0%) Rank = 22]

Right to special treatment [8 (1%) Rank = 18]

Right to worship [24 (2%) Rank = 15]

Right to be recognized and respected [73 (6%) Rank = 6]

Right to privacy [1 (0%) Rank = 21]

Table 5.10 summarizes the preferred citizen rights that should be emphasized in the civic education program analyzed by gender. Three observations can be made regarding the rankings by male and female respondents. One observation is that the five short listed citizen rights are: the right to be heard, the right to education, the right to equality before the law, the right to vote and be voted for, and the right to live. The second observation is that there is a difference in the rankings of the first and second priority rights. While for male respondents the right to be heard comes first, for female respondents the right to education comes first. Thirdly, there is also a difference in the ranking of the right to vote and be voted for. For female respondents this comes third, while for male respondents it is the fourth in priority. Perhaps this reflects the inequality that exists between men and women with regard to access to education and leadership opportunities.

Table 5. 10: Preferred Citizen Rights to be emphasized in the Civic Education

Curriculum Analyzed by Gender

What citizen rights should receive emphasis in the CE curricula?	Male	Female
Right to be heard	96 (11%)	28 (10%)

	Rank = 1	Rank = 2
Right to education	80 (9%) Rank = 2	32 (11%) Rank = 1
Right to equality before the law	74 (9%) Rank = 3	17 (6%) Rank = 4
Right to vote/be voted for	67 (8%) Rank = 4	24 (8%) Rank = 3
Right to live	59 (7%) Rank = 5	16 (6%) Rank = 5

Table 5.11: Preferred Citizen Rights to be emphasized in the Civic Education

Curriculum Analyzed by Religion

What citizen rights should receive emphasis in the CE curricula?	Christian	Muslim
Right to education	78 (10%) Rank = 1	50 (11%) Rank = 1
Right to be heard	73 (10%) Rank = 2	50 (11%) Rank = 2
Right to equality before the law	58 (8%) Rank = 4	39 (8%) Rank = 3
Right to vote/be voted for	65 (9%)	28 (6%)

	Rank = 3	Rank = 5
Right to live	48 (6%) Rank = 5	(6%) Rank = 4

Table 5.11 summarizes the preferred citizen rights that should be emphasized in the civic education program analyzed by religion of respondents. From the data it is clear that the two groups of respondents, Christian and Moslems, are in agreement about the first two citizen rights, namely the right to education and the right to be heard. Nevertheless, variation can be observed in the ranking of the third item. While for Muslim respondents it is equality before the law, for Christians it is the right to vote and be voted for.

#### Citizen Obligations

The respondents were required to indicate their preference of citizen obligations that should be emphasized in the civic education curriculum by checking one or several of the choice(s) provided in the list. The list included the following items:

Patriotism [201 (18%) Rank = 1]

Participating in elections [52 (5%) Rank = 8]

Participating in important national decisions (e.g. referendum) [47 (4%) Rank = 9]

Obeying laws [99 (9%) Rank = 4]

Seeking important information about the country [40 (4%) Rank = 10]

Holding the government accountable [54 (5%) Rank = 7]

Obedience to authority [93 (8%) Rank = 5]

Respect of human/citizen rights/tolerance [87 (8%) Rank = 6]

Knowing rights and responsibilities [111 (10%) Rank = 3]

Paying tax [19 (2%) Rank = 11]

Being accountable to government/leaders [141 (13%) Rank = 2]

Table 5.12: Preferred Citizen Obligations to be emphasized in the Civic

Education Curriculum Analyzed by Gender

What citizen obligations should receive emphasis in the CE curricula?	Male	Female
Patriotism/promoting community interest	153 (18%) Rank = 1	48 (17%) Rank = 1
Accountability to the government	107 (13%) Rank = 2	34 (12%) Rank = 2
Knowledge of rights and duties	79 (9%) Rank = 3	(12%) Rank = 3
Obedience to laws	74 (9%) Rank = 4	25 (9%) Rank = 4
Obedience to authority	69 (8%) Rank = 5	24 (9%) Rank = 5

Table 5.12 summarizes the preferred citizen obligations that should be emphasized in the civic education program analyzed by gender. From the data, the five key citizen obligations are: patriotism or promoting community interest, accountability to the government, knowledge of rights and duties, obedience to laws of the country, and obedience to authority. What is interesting from the tabled data is the unanimity in the ranking of the obligations between male and female respondents.

Table 5.13: Preferred Citizen Obligations to be Emphasized in the Civic Education Curriculum Analyzed by Religion

What citizen obligations should receive emphasis in the CE curricula?	Christian	Muslim
Patriotism/promoting community interest	136 (19%) Rank = 1	72 (16%) Rank = 1
Obedience to government authority (leaders)	103 (14%) Rank = 2	43 (10%) Rank = 3
Knowledge of citizen rights and duties	71 (10%) Rank = 3	46 (11%) Rank = 2
Obedience to laws of the country	60 (8%) Rank = 4	43 (10%) Rank = 4
Tolerance and respect for citizen/human rights.	47 (7%) Rank = 5	41 (9%) Rank = 5

Table 5.13 summarizes the preferred citizen obligations that should be emphasized in the civic education program analyzed by religion of the respondents. From the data, the five key citizen obligations are: patriotism or promoting community interest, obedience to government (leaders) authority, knowledge of rights and duties, obedience to laws of the country, and tolerance or respect for citizen/human rights. What is interesting from the tabled data is that, regardless of the religious subscription of the respondents, their ranking of the first obligation is unanimous. There is unanimity

in the ranking of the fourth and fifth obligations; namely, obedience to laws of the country and tolerance or respect for citizen/human rights. In other words, patriotism or the promotion of community interests is paramount. However, opinion is divided between the two faith groups with regard to the second and third key citizen obligations. While obedience to authority is ranked second by Christian respondents, the same is ranked third by their Muslim counterparts; also, while knowledge of citizen rights and duties is ranked third by Christian respondents, the same is ranked second by Muslim respondents.

On the one hand these results are indicative of the differences in group behavior, but on the other hand they are indicative of the special civic education needs of each group. It is generally the case that while knowledge of citizen rights and duties is low country-wide, it is even lower for groups with low education background.

#### Views on Development Accelerators

The respondents were required to indicate their preference of development accelerators that should be emphasized in the civic education curriculum by checking one or several of the choices provided in the list. The list included the following items:

Good governance [44(4%) Rank = 11]

Good leadership [60 (5%) Rank = 8]

Education [134 (11%) Rank = 1]

Human rights education [6 (6%) Rank = 6]

Health education [24 (2%) Rank = 17]

Entrepreneurship education [78 (7%) Rank = 3]

Book keeping [5 (0%) Rank = 20]

Resources (financial, human and physical, etc.) [72 (6%) Rank = 4]

Hard work [71 (6%) Rank = 4]

Responsibility [123 (11%) Rank = 2]

Nationalism/patriotism [50 (4%) Rank = 10]

Unity/solidarity [26 (2%) Rank = 16]

Peace [20 (2%) Rank = 18]

Self employment [43 (4%) Rank = 12]

Integrity/anti-corruption [55 (5%) Rank = 9]

Involvement/popular participation [62 (5%) Rank = 7]

Good policies [30 (3%) Rank = 15]

Good politics [33 (3%) Rank = 13]

Democracy [32 (3%) Rank = 14]

Involvement of people with special needs [13 (1%) Rank = 19]

Table 5.14: Preferred Development Accelerators to be Emphasized in the Civic Education Curriculum Analyzed by Gender

What development accelerators should receive emphasis in the CE curricula?	Male	Female
Education	95 (11%)	39 (13%)

	Rank = 1	Rank = 1
Responsibility	87 (10%) Rank = 2	36 (12%) Rank = 2
Entrepreneurship education	63 (7%) Rank = 3	15 (5%) Rank = 5
Resources (financial, human, physical, etc.)	54 (6%) Rank = 4	18 (6%) Rank = 4
Hard work	52 (6%) Rank = 5	19 (6%) Rank = 3

Table 5.14 summarizes the preferred development accelerators that should be emphasized in the civic education program analyzed by gender. From the data, the five key development accelerators are: education, responsibility, entrepreneurship education, the country's resources, and hard work. There is unanimity across gender with regard to the ranking of the first two accelerators: education and responsibility. However, the ranking of the other three items differs according to gender. While entrepreneurship education is ranked third by male respondents, it is ranked fifth by female respondents; while hard work is ranked fifth by male respondents, it is ranked third by female respondents; while resources are ranked fourth by male respondents, this item is ranked third by female respondents.

While it is evident that the accelerators must work together in the process of bringing about development, the differences in ranking them is a function of the respondents' perception of what is actually on the ground and what the desirable situation is. The male respondents look towards more education of an entrepreneurial nature in order to accelerate the pace of development, while the female respondents look at what it has taken to achieve what has been achieved, i.e. it is through hard work – and women, especially those in the rural areas, really do work harder than their male counterparts.

## DEVELOPING CIVIC EDUCATION CURRICULA

## 5.4.1 Institution to develop civic education curricula

A majority respondent in the survey, regardless of gender, would wish that the development of civic education curricula be done by a Civic Education Body in consultation with the key stakeholders, including the Tanzania Institute of Education, and other stakeholders. (see Table 5.15). Opinion is low on assigning this task to the Institute of Adult Education. This rating probably reflects lack of familiarity among the general public about the role of the Institute of Adult Education as opposed to the role of the Tanzania Institute of Education which is responsible for the preparation of syllabi for pre-school, primary, secondary schools and colleges of education in the country.

Table 5.15: Preferred Institution to Develop Civic Education Curricula

Preferred Institution	Ranking by Gender	
	Male	Female
Tanzania Institute of Education, Civic Education Body and other stakeholders in collaboration	184(57%) Rank = 1	69 (61%) Rank = 1
Tanzania Institute of Education & Civic Education Body	37 (11%) Rank = 3	24 (21%) Rank = 2
Civic Education Body only	53 (16%)	6 (5%)

	Rank = 2	Rank = 4
Tanzania Institute of Education only	20 (6%) Rank = 4	7(6%) Rank = 3
Institute of Adult Education only	11 (3%) Rank = 5	4 (4%) Rank = 5

#### 5.4.2 Functions of the Civic Education Body

According to the views of stakeholders consulted in this survey, the proposed Civic Education Body will perform various functions as listed below:

To disseminate civic education

To evaluate civic education programmes

To prepare civic education teaching and learning materials

To train civic education teachers

To prepare the curricula

To mobilize resources for civic education

To mobilize the masses and leaders for civic education

To motivate staff involved in the provision of civic education

To coordinate and supervise civic education

To provide capacity building support for CSO and CBOs engaged in the provision of civic education

To conduct research on civic education

To disseminate research findings to the general public

The proposal to establish a new body to coordinate civic education in the country is likely to be welcomed with reservations among the existing providers of civic and voter education. This is confirmed by the findings of this survey. Respondents in the survey were asked to state their views about how the present providers of civic education might receive the change. According to the ranking in Table 5.16, most respondents coming from the political community, the teaching profession, community based organizations/non governmental organization, and the business community said the present providers would be very happy or somehow happy with the change. However, respondents from the education administration expressed reservations about the idea of establishing a new body to coordinate civic education in the country. Their main worry is that the new arrangement might lead to diminished resources to the units that have traditionally been involved in the provision of civic education.

Table 5.16: Level of Satisfaction with the Proposed CE Body by Occupation  
of Respondents

Level of satisfaction	Ranking by Major Occupations				
	Teacher	Politician	Activist	Educationist	Business
They will be:					
Very happy with the decision	24 (38%) Rank = 1	26 (34%) Rank = 1	31(65%) Rank = 1	10 (23%) Rank = 3	11 (39%) Rank = 1
Somehow happy	11(17%)	20 (24%)	10 (21%)	12 (27%)	10 (36%)

with the decision	Rank = 3	Rank = 2	Rank = 2	Rank = 2	Rank = 2
Not happy with the decision if:					
It leads to diminished resources	14 (22%) Rank = 2	12 (15%) Rank = 3	3 (6%) Rank = 3	13 (30%) Rank = 1	4 (14%) Rank = 3
Stakeholder is not recognized			1(2%) Rank = 4	2(5%) Rank = 5	
The institution is corrupt	6(10%) Rank = 4	7(9%) Rank = 5	1(2%) Rank = 4	4(9%) Rank = 4	

COVERAGE OF CIVIC EDUCATION PROVISION

The stakeholders consulted in this survey identified priority groups that need civic education most and those that need it less. The target groups include children in nursery schools and primary schools; the youth in secondary schools, colleges and universities; leaders of political parties, non governmental organizations; leaders of religious organizations, trade unions, youth groups, women groups, special groups (e.g. people with disabilities) civil servants, the police forces, prisons, people’s defense forces, the masses, pastoral communities, and hunters and gatherers.

Table 5.17 shows the relative importance of each of the mentioned groups with regard to the provision of civic education. As can be gleaned from the table, all the 19 groups need civic education, but some groups need it more. The most needy are the masses (80%), youth groups (80%) and women groups (77%). According to the data, groups for which civic education could be postponed if resources are insufficient include children in nursery schools (29%), hunters and gatherers (41%) and pastoral communities (47%).

Table 5.17: Provision of Civic Education to Needy Groups

S/N	Target Group	1 <sup>st</sup> Priority	Not important at all
1	Children in nursery schools (N=405)	117 (29%)	140 (35%) (Zanzibar = 47%)
2	Pupils in primary schools (N=418)	280 (67%)	7 (2%)
3	Youth in secondary schools (N=422)	251 (59%)	3 (1%)
4	Youth in high schools (N= 414)	246 (59%)	5 (1%)

5	Youth in universities (N=415)	238 (57%)	13 (3%)
6	Leaders of political parties (N=421)	302 (72%)	17 (4%)
7	Leaders of NGOs (N= 418)	267 (64%)	15 (4%)
8	Leaders of religious organizations (N= 415)	227 (55%)	19 (5%)
9	Leaders of trade unions (N= 411)	215 (52%)	17 (5%)
10	Youth groups (N= 417)	335 (80%)	5 (1%)
11	Women groups (N= 415)	319 (77%)	7 (2%)
12	People with disability (N= 417)	308 (74%)	7 (2%)
13	Civil servants (N= 414)	212 (51%)	22 (5%)
14	Police (N= 414)	294 (71%)	17 (4%)
15	Prisons (N= 406)	253 (62%)	25 (6%)
16	Army (N= 406)	265 (64%)	24 (6%)
17	Masses (N= 419)	337 (80%)	0 (0%)
18	Pastoralists (N= 416)	194 (47%)	23 (6%)
19	Hunters and gatherers (N= 415))	170 (41%)	41 (10%)

## 5.6 CONCLUSION AND RECOMMENDED STRATEGIC ACTIONS

### 5.6.1 Conclusion and Recommendations on Objectives of the Civic Education Curricula

From the views of the stakeholders consulted, four inferences can be drawn with regard to objectives of the civic education curricula. First, the proposed civic education curriculum must be of the kind

that enables Tanzanian citizens to be aware and to acquire knowledge and understanding of their rights and responsibilities, knowledge of their history and culture, knowledge of the political system, the constitution, and laws of the country, as well as general knowledge (wider) about current issues that affect their daily lives.

Secondly, the objectives of the proposed civic education curriculum must be of the kind that empowers citizens, both male and female, from various walks of life and faiths or political leaning, to exercise their critical faculties rather than acquiesce to the whims of the powers that be. Thirdly, the formulation of the objectives must recognize the special needs of women. Prominent among those needs is the inculcation of the spirit of self reliance and self confidence, as well as the need to learn from past mistakes and from the history of the struggles for liberation. In other words, and for historical reasons, women need to be empowered more than men. Fourthly, the programme of civic education must promote public interest rather than individual interests; it must promote basic national values, and patriotism; and it must also strengthen democracy, preserve the peace, and empower citizens both economically and politically.

The four points above have implications on the provision of civic education by different groups in terms of methodology and content. In order to enable many Tanzanians to acquire relevant civic knowledge, different stakeholders must play their roles under the coordination of the Civic Education Body that has been mandated to play that role. Secondly, a civic education that empowers citizens must employ methodologies that engage learners in critical reflection about issues that affect the daily lives of citizens, economically, socially and politically. These include interactive learning strategies such as group discussion, dialogue, role playing, problem solving, case studies, moot court and similar others.

#### 5.6.2 Conclusion and Recommendations on Value Contents of Civic Education Curricula

From the foregoing analysis, the key value contents for the proposed civic education curricula are tolerance, equality before the law, citizen rights, accountability of the government to the people, and unity. Different categories of citizens place different emphases on those values depending on gender,

level of education, and religious background. However, there is unanimity across the categories of respondents on the prioritization of certain values, one of which is tolerance or respect for difference. Needless to say, the other values are also important and should inform Civic Education curricula for different groups and levels of educational system.

Regarding the question '*What citizen rights should receive emphasis in the Civic education curricula?*' the five leading citizen rights are: the right to be heard, the right to education, equality before the law, the right to vote and be voted for, and the right to live. What is interesting in the analysis of the data for this particular question is that there is not a single item on which the various categories of respondents are agreed on ranking. Male, female, Christian and Muslim respondents each have their own emphases.

The five key citizen obligations are: patriotism or promoting community interest, accountability to the government, knowledge of rights and duties, obedience to laws of the country, and obedience to authority. There is unanimity in the ranking of the five key obligations between male and female respondents. Otherwise, patriotism or the promotion of community interests is paramount for male, female, Christian and Moslem respondents.

There are five leading development accelerators that need to be taken on board in the civic education curricula: general education, responsibility, entrepreneurship education, the country's resources, and hard work. There is agreement in the ranking of some of these items between male and female respondents, but there are also differences in other items.

It is therefore recommended that the design of the proposed civic education curricula should take into account the specific needs and concerns of the target groups.

## CHAPTER 6

### METHODS AND RESOURCES FOR TEACHING CIVIC EDUCATION

#### 6.1 INTRODUCTION

The teaching and learning function is a very complex process, involving three inseparable and mutually supporting components. These include the teacher-cum-facilitator, the learner to whom the teaching and learning activities are intended, and instructional resources or teaching aids. The three components are crucial for the acquisition of the desired knowledge, skills and attitudes. In the teaching and learning process the teacher usually serves as a bridge, linking the learner and the resources, including the subject matter. In order the intended learning<sup>77</sup> to occur, competent facilitators, effective approaches, delivery methods and appropriate instructional resources are required. Meaningful teaching of Civic Education (CE) requires well-thought of approaches, methods and resources taking into account specific requirements and contexts of the groups of people to

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<sup>77</sup> Learning in the context of this work is defined as sustainable permanent change in behaviour which must be retained.

which the teaching and learning process is intended. The clientele of civic education is not homogeneous; it is quite heterogeneous in different significant ways across a number of variables, including age, gender, social and economic status, social settings and learning pace. The heterogeneity character of CE learners calls for diversification of teaching and learning approaches, methods and use of appropriate instructional resources.

This chapter focuses on the approaches, methods and resources for teaching CE within the framework of the envisaged “National Strategy for Civic Education in Tanzania”. Section one discusses broadly two major theories unto which the selection of approaches, methods and resources to facilitate learning hinges upon. The second section focuses on the teaching and learning approaches and methods with specific attention to their advantages and disadvantages. Section three, in the light of primary data gathered from respondents all over the country analyses approaches, methods and resources which are largely used in facilitating civic education in Tanzania. Section four is specifically devoted to teaching and learning resources, including teaching aids and other instructional media. The merits and demerits of different resources are examined with a view to selecting the most appropriate methods and resources for teaching civic education in the Tanzanian context. In the light of the preceding, the lessons of strategic importance for guiding decisions on appropriate approaches, methods and resources for teaching civic education in Tanzania are delineated.

## 6.2 Models of Teaching and Learning

There are two major models which govern and inform the teaching and learning processes, namely pedagogical model and andragogical framework. The two models exhibit significant differences in terms of their beliefs, inherent theoretical and philosophical premises unto which they are anchored. The distinction has significant bearing and influence in terms of selecting appropriate approaches, methods and resources for aiding the teaching and learning transaction. The following sections examine each of the models in turn

### 6.2.1 Pedagogical Model

Pedagogy is derived from the Greek words *paid*, meaning “child” (the same stem from which “paediatrics” comes) and *agogus* meaning “leader of.” Thus, pedagogy literally means the art and science of teaching children.<sup>78</sup> The pedagogical model of education is a set of beliefs as viewed by traditional teachers, an ideology, based on assumptions about teaching and learning that evolved between the seventh and twelfth centuries in monastic and cathedral schools of Europe out of their experience in teaching basic skills to young boys. The entire educational enterprise, including higher education, was frozen into the pedagogical model. When Adult Education began being organized systematically after World War I, it was the only model teachers of adults had to use. As a result, adults have by and large been taught as if they were children.

The pedagogical model assigns to the teacher full responsibility for making all decisions about what will be learned, how it will be learned, and if it has been learned. The teaching and learning process is solely directed by the teacher, leaving the learner only the submissive role of following a teacher’s instructions. In the following section we explore the meaning of the andragogical model before comparing the major assumptions held by the two distinctive models in the teaching and learning milieu.

### 6.2.2 Andragogical Model

Anecdotal evidence reveals that the term andragogy or “andragogic” was first coined and used by a Germany grammar school teacher, Alexander Kapp in 1833. He used the word in a description of educational theory of the famous Greek Philosopher and educator Plato, although Plato never used the word himself. The use of the concept gained prominence in the post World War II period when concerted effort was made to bring the isolated concepts, assumptions, principles, insights and

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<sup>78</sup> Knowles, M (1984). *The Adult Learner: A Neglected Species*. London: Gulf Publishing Company, p.52.

research findings regarding adult learning into comprehensive, coherent and integrated theoretical framework<sup>79</sup> for which the label andragogy was coined to differentiate adult learning from the theory of children and youth learning, *pedagogy*.

Andragogy denotes the art and science of helping adults learn<sup>80</sup>. The andragogical model is based upon several assumptions that are acutely different from the pedagogical model. Andragogy recognises the biological, legal, social and psychological definitions and characteristic features of the adult person. First, people become adults *biologically* when they reach the age at which they can reproduce which is early adolescence. Secondly, they become adults *legally* when they reach the age at which the law says they can vote, marry without consent and the like. Third, they become adults *socially* when they start performing adult roles, including the roles of tax payer, spouse, parent, voting citizen, and the like. Finally people become adults *psychologically* when they arrive at a self-concept of being responsible for their own lives, of being self-directing. From the learning point of view in the light of andragogical model it is the psychological definition of an adult that is most crucial.

### 6.3 Pedagogy and Andragogy: Assumptions on Teaching and Learning

The two models are by and large antithetical. Pedagogy is for children and andragogy is for the adults. The two models hold different theoretical positions on learning regarding the major assumptions about learners. The suppositions are quite critical because they have paramount importance in the teaching and learning transaction, including the choice of approaches, methods and instructional resources. The assumptions include the need to know the learner's self-concept,

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<sup>79</sup> Reference is made here to the seminal works of Harry Overstreets (1949)'s *The Mature Mind*; Malcolm Knowles (1950)'s *Informal Adult Education*; Edmund Brunner's (1954) *Overview of Research in Adult Education*; J. R. Kidd's (1959) *How Adults Learn*; J. R. Gibb's (1960) Chapter on "Learning Theory in Adult Education in the *Handbook of Adult Education in the US*; and Harry L. Miller's (1964) *Teaching and Learning in Adult Education*.

<sup>80</sup> Knowles, (1984). Op. cit. p. 52.

the role of experience, readiness to learn, orientation to learning, and motivation to learn.<sup>81</sup> We shall outline each of the suppositions in turn in Table 6.1.

#### 6.4 Pedagogy-Andragogy Dichotomy: Implications on Teaching Civic Education

The differences between children/youths and adults must be taken into account in designing the teaching and learning contents as well as in selecting appropriate delivery strategies. In designing the civic education teaching and learning packages and delivery strategies, the differences between children/youth and adults should be taken into account. As such, two broad types of civic education programmes may be designed, namely *school-based civics programmes* and *adult civic education programmes*<sup>82</sup>. Moreover, the role and responsibilities of a teacher-cum-facilitator in a teaching and learning transaction are significantly dissimilar in a class of children/youth and that of adults.

#### 6.5 Review of Teaching and Learning Approaches and Methods

The literature provides a number of ways for classifying or categorizing teaching approaches and methods. *Direct* and *Indirect* teaching approaches are two main categories that some educators find useful for classifying teaching methods<sup>83</sup>. Some educators point to three major approaches, namely “*teacher/facilitator-centred, learner-centred* and *distance learning* approaches. Others point to four approaches, namely *instructor-centred, content-centred* and *student-centred* as well as *teacher-student-content centred* approaches. In the light of the preceding, it seems there is no one best way for categorizing the approaches to teaching and learning. It is a bit more complicated to place teaching and learning approaches into universally acceptable categories. However, whatever the

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<sup>81</sup> Reference is drawn on the work of Malcolm Knowles, (1984) *ibid.* pp. 53-61

<sup>82</sup> USAID (2002). “Approaches to Civic Education: Lessons Learned” Technical Publication Series, Washington, DC. p. 8. also Available at:

<sup>83</sup> See Adrima (2009). “Education Information for New and future Teachers”. Available at: <http://adrima.com/teachmeth.htm>. Accessed on 16<sup>th</sup> July 2009.

categorization criterion that is used, it seems plausible to point out that there is a number of instructional or teaching methods<sup>84</sup> that are correctly associated with some of the approaches.

Having said this, our own experience and for the purpose of this work, we delineate teaching and learning approaches into two major categories, namely the *teacher-centred* and *learner-centred* approaches to teaching or facilitating civic education. The teacher-cum-facilitator centred approach is functionally closed, didactic, transmittal, expository and relies heavily on *monologue* teaching techniques. The learner-centred approach is open-ended, permitting sharing of experiences, participation and exploration. The approach relies heavily on dialogue and interaction. Moreover, each approach is associated with a number of teaching and learning methods as shown in the Table 6.2.

Table 6.1: Distinction between Andragogy and Pedagogy

Major Assumption about Learners	Teaching and Learning Models	
	<i>Pedagogy</i>	<i>Andragogy</i>
<i>The need to know</i>	Learners only need to know what the teacher teaches if they want to pass and get promoted.  Learners do not need to know how what they learn will apply to their lives.	Adults need to know why they need to learn something before undertaking to learn it. The facilitator must help learners become aware of the “need to know.”
<i>The learner’ self-concept</i>	Teacher’s concept of the learner is that of a dependent personality.  Learner’s self-concept becomes	Adults have a self-concept of being responsible for their own decisions, for their own lives. They need to be seen and treated by others as being

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<sup>84</sup> Instructional methods and teaching methods mean the same thing. They are primarily descriptions of the learning objective oriented activities and flow of information between teachers and students.

	that of a dependent personality	capable of self-direction. They resent and resist situations in which they feel others are imposing their will on them.
<i>The role of experience</i>	<p>Learners' experience is of little importance as a resource for learning. The experience that counts is that of a teacher, the text book writer and the audio-visual aids producer.</p> <p>Transmittal techniques-lectures, assigned readings, etc. are the backbone of <i>pedagogical</i> methodology</p>	<p>Adults come into an educational activity with greater and different quality of experience from youths. They have accumulated more experience than they had as youths. The richest resource for learning resides in the adult learners themselves.</p> <p>Experiential techniques that tap into the experience of the learners: group discussion, simulation exercise, problem-solving activities, case method, projects, peer helping activities are the cornerstone of andragogy.</p>
<i>Readiness to Learn</i>	Learners become ready to learn what the teacher tells them they must learn if they want to pass and get promoted	Adults become ready to learn those things they need to know and be able to do in order to cope effectively with their real life situations
<i>Orientation to learning</i>	Learners have a subject-centred orientation to learning: they see learning as acquiring subject matter content. Learning experiences are organized according to the logic of the subject-matter content.	Adults are life-centred, task-centred or problem-centred in their orientation to learning. They are motivated to devote energy to learn something which will help them perform a task or deal with

		problems that they confront in their real life situations.
<i>Motivation to learn</i>	Learners are motivated to learn by external motivators: grades, parental pressure, the teacher's approval or disapproval, etc.	The most potent motivators for the adults in a teaching and learning context are internal pressures, including the desire for quality of life, i.e., to keep growing and developing.

Table 6.2: Major Teaching and Learning Approaches

Teaching and Learning Approaches	Associated Methods/Techniques
<i>Teacher-cum-Facilitator-Centred</i>	Lecture, Demonstration, Speech, Sermon, Broadcasts, Mass campaigns, Guest Speaker.
<i>Learner-Centred</i>	Buzz discussion, Panel Discussion, Group Discussion, Focus Group Discussions, Role play, Workshop, Simulation, Debate, Lecture with discussion, Theatre-(dance, drama, epic poem, poetic drama, songs,) Case Studies, Report Back Sessions, Worksheets/surveys, Index card Exercise, Value Clarification Exercise, Brainstorming, Fish-bowling, Modelling.

Often times, a particular teaching method will naturally flow into another, all within the same lesson, and excellent teachers have developed the skill to make the process seamless to the students and adult learners. Which teaching/learning method or technique is right depends on many things, and among them are the age and developmental level of the learners, what they already know, the

subject-matter content, the objective of the lesson, time, space and material resources, and the physical setting. There is no one best or right method or technique for teaching a particular lesson, including civic education, but there are some criteria that pertain to each that can help a teacher make the best decision possible. Any instructional or teaching method a teacher uses has strengths and limitations and requires some preliminary preparation. It is to these that we now turn.

### 6.5.1 Teacher-Centred Methods and Techniques

As shown in Table 6.2 there are a number of teaching and learning methods and techniques which are associated with the teacher-centred approach. We will outline the strengths of the major techniques that are often used.

#### *6.5.1.1 Lecture Method*

This is one of the most known teacher-centred approaches in the teaching and learning transaction. The lecture method has the following strengths:

Allows the presentation of facts, information and concepts in a relatively short span of time;

Multiple resource persons, knowledgeable and with different points of view can interact with the learners;

Can be used with illiterate learners;

A diverse range of supportive materials can be used to support the content areas, e.g. slides, charts and posters, etc. A large number of learners can be accommodated at one time;

Permits factual material to be presented in a direct, logical manner;

Suitable for large groups of people;

Contains experience which inspires; and

Stimulates thinking to open discussion.

The lecture method has a number of limitations, including the following:

The world view or outlook of the speaker dominates;

It does not promote interaction in most cases and communication is one way;

Participants can get carried away by the charisma and personality of the speaker instead of focusing on analysing what s/he is saying;

Sometimes the teacher may talk for an hour at a stretch without giving students an opportunity to ask questions or to discuss what is being explained in the lecture;

It is also possible to forget the aim of the lesson and talk for an hour on topics which are not related to the subject;

The pace is teacher/facilitator-controlled;

Experts are not always good teachers;

Makes the audience passive and possibly bored;

Learning is difficult to gauge.

#### *6.5.1.2 Guest Speaker*

This technique allows guest speakers to personalise a topic and it is likely to break down audience's stereotypes. The weakness of this method is that some guest speakers are not good speakers.

#### *6.5.1.3 Demonstration*

This technique may be used in groups or it may be used by teaching or training one person individually. This technique has the following advantages:

Enables learners to learn how to do something;

Inspires learners to want to learn the activity;

Allows practice and its "practice that makes perfect";

Permits a combination of *telling, showing* and *practice*.

The demonstration has a number of limitations, including the following:

The students or learners may become inactive or passive watchers;

The sequence or order of presenting the demonstration might be confusing;

If too much is told or shown fast at one time, the learners may not follow or remember everything;

The learner is not told why things should be done in a certain way; s/he may not understand the instructions or what would go wrong if s/he does not follow them;

The learner may be confused because the instructor gives him/her a lot of unnecessary information; and

Sometimes the learners cannot see the demonstration; some of it may be placed too high, or too far away, or hidden behind some tools or equipment.

#### *6.5.1.4 Panel of Experts*

Panel discussion is a discussion between a group of three to six experts who have special knowledge and interest in the topic to be discussed. It is often organised so that you have the chairperson, panel members and the audience. The advantages that are associated with this technique include the following:

Experts present different opinions

Can provoke better discussion than a one person presentation

Frequent change of speaker keeps attention from lagging

The technique has the following limitations:

Personalities may overshadow content;

It does not allow learners students (the audience) to express their views, they participate as listeners;

Experts are often not effective speakers;

Subject may not be in logical order;

Not appropriate for elementary age students/learners;

Logistics can be troublesome.

#### *6.5.1.5 Mass Campaigns*

The mass campaign is a technique which is used to facilitate learning especially dissemination of important information to the public in its entirety. The strengths of this technique are as follows:

It enables information to reach as many people as possible in a short time;

It does not require many teachers to disseminate knowledge;

It can cater for people of all categories (the deaf, the blind, nomads, fishermen, etc.);

Many media of communication can be used to disseminate the same information; and

It is possible to reach people in the remote rural areas.

The technique has the following limitations:

It is not easy to get immediate feedback on how the information disseminated to the public is used;

It does not provide opportunity for the participation of learners in the learning process;

It is usually a “one-off” affair, hence it is not sustainable;

It requires extensive use of the mass media, including the electronic media i.e. radio, TV, cinema, and films as well as the print media, i.e. the newspapers, fliers, etc. (Others include mailers, flyers, pamphlets, door hangers, walking cards, posters, yard signs, business cards, campaign buttons and bumper stickers) these media are not all that cheap and affordable;

Learners are taken for granted as largely passive listeners or recipients of information; and

Communication is one way (monologue), it does not permit dialogue.

## 6.5.2 Learner-Centred Approaches and Techniques

A myriad of learner-centred approaches exist. These provide a high level of involvement of all participants, making the teaching and learning process participatory and interactive. There are a number on interactive methods as shown in Table 6.2. The advantages and disadvantages of the major methods or techniques are outlined in turn.

### *6.5.2.1 Group Discussion*

This is a commonly used method which permits use of the learners' past experiences. The strengths of this method are as follows:

Allows the learners to be in control, in respect of pace, content and focus;

Provides opportunity for learners to express themselves;

Allows learners to clarify, reflect and reconfigure their experiences

Allows learners to validate their knowledge and skills;

Promotes a sense of belonging in a group and enhances team work spirit; and

It can be empowering once the learners realise their own ability for critical thinking and change through this medium.

The group discussion technique has some limitations, including the following:

It is time consuming;

It requires facilitation, if facilitation is poor then the process may undermine learning;

Dominant or aggressive members (i.e. extroverts) may hijack the process

Members might not be serious and that affects the quality of the discussion;

Requires more space than a lecture;

It is difficult to monitor the progress of many different small groups and some students may not participate;

A few learners can dominate;

Trainer needs special skills to facilitate, debrief and summarize the discussions; and

Not practical with more than 20 learners and can get off the track.

#### *6.5.2.2 Case Study*

In this method, other's experiences are provided to the group in the form of a case study. These experiences are reflected upon and analysed by the learners to then extract or arrive at new principles. The learners' own experiences, values and perceptions form the basis for analysing others' experiences. Case studies may be presented in written or verbal forms or even through the medium of film or song, depending on cultural appropriateness.

The merits of the case study method/technique are as follows:

Cases are generally simple;

Can be used with illiterates and relatively unsophisticated people;

Can be used for cognitive learning too;

Cases can be contextualized to specific cultural situations; and

The technique is cheap, hence cost-effective and affordable.

The case study has the following demerits:

It is sometimes difficult to find an appropriate case study

Case studies written by someone else contains within it the writer's perceptions, values and ideologies which may lead to distortion of the objective reality and

Hypothetical or prepared items may be too idealistic.

#### *6.5.2.3 Lecture with Discussion*

Lecture with discussion as teaching and learning technique has the following strengths:

Involves learners at least after the lecture;

Learners can question, clarify and challenge; and

Lectures can be interspersed with discussion.

This technique has the following limitations:

Time constraints may affect discussion opportunities;

Effectiveness is connected to appropriate questions and discussion; and

It often requires teacher to "shift gears" quickly.

#### *6.5.2.4 Brainstorming*

The advantages of this teaching and learning technique include the following:

The listening exercise allows creative thinking for new ideas;

Encourages full participation because all ideas are equally recorded;

Draws on group knowledge and experience;

Creates the spirit of cooperation;

One idea can spark off other ideas;

Entertaining way of introducing content and raising issues;

Usually keeps group's attention; and

Looks professional and stimulates discussion.

The disadvantages associated with brainstorming technique are:

It can be unfocused, hence needs to be limited to 5-7 minutes;

Learners may have difficulty getting away from known reality;

If not managed well, criticism and negative evaluation may occur;

Value to learners depends in part on their maturity level;

Can raise too many issues to have a focused discussion;

Discussion may not have full participation; and

Most effective when following discussion.

#### *6.5.2.5 Role Playing*

This technique has the following advantages:

Introduces problem situation dramatically;

Provides opportunity for learners to assume roles of others and thus appreciate others' point of view;

Allows for exploration of solutions; and

Provides opportunity to practice skills.

The technique has the following disadvantages:

Some learners may be too self-conscious;

It is not appropriate for large groups; and

Some learners may feel threatened.

#### *6.5.2.6 Group Work*

The group work technique entails dividing a class or discussion group into smaller groups. Most of a class could be spent on group work, with reports back at the end of the session or at the next meeting. Sometimes homework assignments are given to groups rather than individuals in order to benefit from different experiences and the ideas of more people. The teaching and learning technique has the following strengths:

Every individual learner accepts his/her responsibility to contribute to the work assigned and therefore becomes actively involved in the learning process;

Each student or learner shares his/her views and experiences with others and gets their reaction in turn; and

The method encourages each learner to work co-operatively with other members of the group.

The limitations of the group work technique are as follows:

Learners may be required to work under pressure and time limits; and

Close follow-up is required to ensure that the groups are doing the right thing.

#### *6.5.2.7 Worksheet/Surveys*

This teaching and learning technique allows students to think for themselves without being influenced by others. Moreover, it permits individual thoughts to be shared in large groups. The weakness of the technique is that it can be used only for short periods of time.

## 6.6 Civic Education Teaching Methods or Techniques: Stakeholders' Views

The stakeholders consulted in seven zones of Tanzania, were generally not aware of the conventional teaching and learning techniques. Most of them were able to mention various teaching aids that are used to facilitate communication in the teaching and learning situation. There was confusion between teaching media and teaching techniques or methods.<sup>85</sup> The stakeholders' knowledge on teaching methods which were predominantly used in civic education was limited. Table 6.3 shows the major "methods" which were singled out by the respondents.

Table 6.3: Stakeholders' Knowledge on Teaching Methods

Zone	Workshops	Seminars	Symposia	Public meetings	News media
South	17 (14.16%)	9 (7.50%)	6 (5.00%)	9 (7.50%)	19 (15.8%)
Southern Highlands	20 (10.20%)	12 (6.12%)	9 (4.59%)	7 (3.57%)	27 (13.77%)
Central	23 (12.16%)	17 (8.99%)	9 (4.76%)	4 (2.11%)	36 (19.04%)
Lake	19 (9.45%)	15 (7.46%)	13 (6.46%)	7 (3.48%)	35 (17.41%)
Northern	24 (12.50%)	17 (8.85%)	6 (3.12%)	9 (4.68%)	44 (22.91%)
Coast	23 (15.03%)	9 (5.88%)	9 (5.88%)	5 (3.26%)	30 (19.60%)
Zanzibar	16 (9.24%)	20 (11.56%)	13 (7.51%)	8 (4.62%)	34 (19.60%)
Total	142 (11.90%)	99 (8.05)	65 (5.33%)	49 (4.10%)	225 (18.86)

Source: Field Data (Stakeholders' Meetings)

<sup>85</sup> See the statistical data in Appendix 9, Tables 9.1-9.3.

As show in Table 6.3 the news media was the most known teaching and learning technique by the respondents. The people had very little knowledge of the other conventional teaching and learning methods. This may be attributed to the fact that the majority of respondents were not teachers or instructors; hence, they lacked knowledge of the teaching methods. It was difficult for them to draw a distinction between the teaching methods and teaching aids<sup>86</sup>.

#### 6.7 Teaching Aids and Methods Currently Used in Teaching Civic Education

Different methods and teaching aids currently used were identified. These are listed in Table 6.4.

Table 6.4: Teaching Aids and Methods Currently Used in Facilitating CE

Method	Total			Zanzibar		
	Male	Female	Total	Male	Female	Total
Internet	3	5	8	0	0	0
Songs	1	1	2	0	0	0
Cartoon	1	0	1	0	0	0
Banners ( <i>mabango</i> )	0	2	2	0	0	0
Poems	4	2	6	1	0	1
Pamphlets	17	7	24	2	0	2

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<sup>86</sup> These are sometimes referred to as either “instructional resources” or “educational media”.

Books	15	7	22	2	0	2
Performing arts	39	16	55	2	0	2
Poetic drama	3	3	6	2	0	2
News Media	173	52	225	27	7	4
Television	27	11	38	6	0	6
News papers	37	12	49	8	0	8
Public meetings	38	11	49	6	2	8
Fliers	61	23	84	6	3	9
Others	31	14	45	8	4	12
Conference ( <i>Kongamano</i> )	52	13	64	11	2	13
Radio	61	20	81	11	4	15
Workshop	106	36	142	13	3	16
Seminar	78	21	99	17	3	20
Classroom	156	64	220	14	9	23
Total	903	290	1,193	136	37	173

Source: Field Data (Stakeholders' Meetings)

From the data in Table 6.4, it seems plausible to point out that the media is the most used method/teaching aid for disseminating civic education. It is followed in importance by classrooms (schools), workshops, seminars, brochures, radio, symposiums, and theatre arts, in that order. Others which follow in importance are public meetings/rallies, newspapers, television, magazines/bulletins and books. The internet, poems, epic poems, posters, songs, and cartoons are less frequently used.

In Zanzibar, the survey data shows that classrooms/schools, seminars, workshops, radio, symposiums, brochures, public meetings/rallies, newspapers, and television are the most frequently used methods/teaching aids for disseminating civic education.

#### 6.7.1 Teaching Aids and Methods Preferred for Teaching CE

A number of methods were identified by respondents in the meetings held in different zones in both Tanzania mainland and Zanzibar. These are shown in Table 6.5

Table 6.5: Teaching Aids and Methods Preferred for Teaching CE

Method	Total			Zanzibar		
	Female	Male	Total	Female	Male	Total
Class room	71	213	284	7	22	29
News media	54	161	215	7	23	30
Others	24	70	94	5	19	24
Seminars	25	68	93	2	11	13
Public meetings	18	65	83	5	6	11
Workshop	21	58	79	2	8	10
Performing Arts	21	49	70	0	7	7
Radio	14	48	62	1	7	8

Conference	13	42	55	2	6	8
Fliers	18	34	52	0	4	6
Newspapers	8	24	32	0	3	3
Television	8	20	28	0	4	4
Pamphlets	4	15	19	2	1	1
Books	3	15	18	2	3	3
Internet	3	3	6	0	0	0
Poetic drama ( <i>ngonjera</i> )	4	2	6	0	0	0
Songs	2	3	5	0	0	0
Banners ( <i>mabango</i> )	3	1	4	0	2	2
Poems	0	1	1	0	0	0
Cartoons	0	0	0	0	0	0
Total	1,197	893	304	33	126	159

Source: Field Data (Stakeholders' Meetings)

The most preferred methods/teaching aids for disseminating CE, as per survey data, are classrooms/schools, the media (in generic terms, although among all media types the radio is more preferred to TV and other media outlets), seminars, public meetings/rallies, workshops, theatre arts, radio, symposia, brochures, newspapers, television, magazines, and books, in that order.

#### 6.7.2 Effectiveness of Teaching Aids or Instructional Resources

Audio and visual images are an effective way of information and knowledge dissemination. This becomes even more important in a society where reading culture is a problem. With the advent of the Television many prefer watching and listening to reading.

#### 6.7.2.1 Film

Although not robust, the film industry is growing in Tanzania. This is exemplified by the growing interest, especially among the working and marginalised classes (rural and urban) in watching locally produced films, the increase in film made in a year and the level of selling. Some of the films made have found their ways in the neighbouring countries' markets and in international entertainment TVs, and some local TV stations have occasionally screened locally made films. Film is thus an effective tool for disseminating CE. There are three types of films. First is the *feature film* which is a long one lasting for 90 minutes or more and covers a range of subjects and issues for purposes of entertainment or directors might wish to make a statement on particular issues of concern. Second, a *documentary*, which is based on reality and aims at documenting and disseminating information for different purposes depending on the theme chosen. Third, there is the *edu-entertainment film* which focuses on a particular education theme but done or presented in such a way that it entertains the viewers. It is also shorter than a feature film as it may last between 15 to 30 minutes.

Of the three types of films *edu-entertainment* is the most appropriate for facilitating CE because of its combination of education and entertainment. A documentary can also be used especially if it is a documentary that affirms or reinvigorates a civic duty or obligation and rights to the viewers. The film once made can be screened in major and community based TV stations, and community/neighbourhood movie theatres.

#### 6.7.2.2 Performing Arts

It combines together dance, songs, poetry, storytelling, and music. Each of these categories can go it alone or creatively combined. The strength of theatre art particularly if it is applied from 'theatre for development' approach is not only able to generate some discussions around the issues played but can easily identify the real CE needs of a specific community.

#### 6.7.3 CE Delivery Strategies

#### 6.7.3.1 *The Media*

In general this is one of the most preferred methods for delivering CE. Among these, radio is the most preferred mode followed by newspapers, television and the internet. There were (by June 6, 2008) 45 radio stations, of which 5 were national, 8 regional, 30 district and two community radio stations. Most of the radio stations with national coverage are based in Dar es Salaam with the exception of Radio Free Africa which is based in Mwanza. Out of the 8 radio stations whose coverage is limited to a region, five are based in Dar es Salaam. Out of the 30 radio stations whose coverage has been limited to a district, 10 are in Dar es Salaam, 4 are in Arusha, 3 are based in Morogoro, 3 in Mwanza, 2 in Tabora, 2 in Iringa, while the rest are scattered in different districts.<sup>87</sup> TBC1 (former Radio Tanzania Dar es Salaam), Radio One and Radio Free Africa have a wider national coverage. However, some of the regional and community radios run some programmes of TBC1. The wide radio coverage in the country and the high level of listenership among different groups of people make the radio a useful tool for disseminating CE. In addition, it is no longer difficult to find a radio set as many mobile phones have radios, and cheap radio sets are available. It is equally important to note that many people listen to FM transmission, especially the youth. So while it is advantageous to use radios with a wide range of coverage it is important also to note the limitations in terms of listenership.

#### Newspapers

The print media, specifically newspapers rank second in terms of preference. As of June 6, 2008, Tanzania had total of 568 newspapers and magazines on the register of newspapers but only about 63 were active. Among the active publications 16 are dailies, 4 are bi-weeklies, 33 weeklies and 10 monthlies.<sup>88</sup> The dailies are the *Guardian*, *Nipashe*, *This Day*, *Habari Leo*, *Kulikoni*, *Tanzania Daima*, *Alasiri*, *Mwananchi*, *Daily News*, *the Citizen*, *Uhuru*, *Bingwa*, *Majira*, *Mtanzania*, *the African*, and *Dar*

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<sup>87</sup> Tanzania Communications Regulatory Authority, Directorate of Broadcasting Affairs

<sup>88</sup> Registrar of Newspapers' Office.

*Leo*. The bi-weekly papers are *Spoti*, *Champion*, *Dimba*, and *Msanii Afrika*. The weeklies are *An-Nur*, *Acha Umbea*, *Sayari*, *Umma-Tanzania*, the *Business Times*, *Mseto*, *Kiongozi*, *Msema Kweli*, *Jibu la Maisha*, *Nyakati*, *Tumaini Letu*, *Mhamasishaji*, *Sunday News*, *Mzalendo*, *Risasi*, *Ijumaa*, *Sani*, *Kiu*, *Amani*, *Risasi*, *Samba*, *Leo Tena*, *Mwana Halisi*, *Raia Mwema*, *Rai*, *Arusha Times*, *Visa*, *Ambha*, *Changamoto*, *Dira Tanzania*, *Tazama Tanzania*, *Hoja*, *Lete Raha*. The monthly newspapers are *Bang*, *Flare*, *Excel*, *Bongo*, *Trader*, *Fema*, *Farmers*, *Sauti ya Magereza*, *Ulinzi* and *Sauti ya Demokrasia*. Out of the 16 dailies, 10 (62.5 percent) are owned by five media houses, i.e., IPP Media and allies (five dailies), The Standards Newspapers (two dailies), Mwananchi Communications (two dailies), Majira (two dailies) and Habari Corporation (three dailies). Out of the 33 weeklies, 6 (18.18 percent) are owned by religious organizations) and out of the four bi-weeklies, three (75 percent) are sports and entertainment newspapers.

Readership of these papers varies (data is not available) from time to time. For example, some of the dailies always keep on changing readership. For example, currently (based on a survey with newspaper vendors) *Mwananchi* is the most read paper. At one time it was *Mtanzania*, and *Majira*. So no daily or others paper can maintain the same readership all the time. Major dailies and weeklies are also not read by everybody. Many young people prefer tabloids. Thus, it is important to focus on the major dailies and the most popular papers among different groups of people, if a wider readership has to be reached.

#### 6.7.3.3 Television

This is another important tool for disseminating CE. It is popular among different groups of people regardless of gender, education, and social and economic status. However, it is true that different groups of people are attracted to different programmes hence the importance of designing different information packages for different groups and different media outlets. By June 6, 2008, there were 27 television stations of which 6 were national (including pay TV), 2 were regional and 19 were district televisions. All national televisions are based in Dar es Salaam with the exception of Start TV which is based in Mwanza. The two regional televisions are based in Dar es Salaam. Out of the 19

television stations of which licensed coverage has been limited to a district, 4 are in Dar es Salaam, 2 are in Morogoro, while the rest are scattered in different districts.<sup>89</sup>

#### 6.7.3.4 The Internet

This strategy has become an important source of information on the *World Wide Web*. Access to the internet has improved over time as there are many internet cafes in different parts of the country, but also some schools and offices (public and private) are hooked to the internet enabling pupils and staff access to internet. However, its coverage is not so wide and can only be used for limited purposes such as disseminating information that could be used by peer educators or CE teachers for teaching.

#### 6.7.3.4 Mobile Phones

Related to the internet are mobile phones and especially “*sms*” services. There are more than 7million subscribers to mobile phones in the country and the number is increasing. Recent trends show that information travels fast and reaches even the remotes places from the capital city of the country through *sms*. These, although were not mentioned in the survey/meetings, may serve as useful means for disseminating CE knowledge.

#### Resource Centres

These include libraries (rural, urban, and mobile). They stock a number of printed resources, including books, journals and related periodicals which are reliable sources of knowledge. They can be easily accessed through libraries, schools, and in home libraries. But given the decline of reading culture in the country, these may not be useful and effective tools for reaching many people. So books should not be dismissed all together but they should be used with their limitations in mind.

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<sup>89</sup> **The Deputy Registrar of Broadcasting at the Tanzania Communications Regulatory Authority, Directorate of Broadcasting Affairs and Website)**

## 6.8 Lessons for Strategic Approaches and Actions

i. Civic Education (CE) learners are not at all homogeneous. They exhibit differences in orientation to learning, age, gender, level of education, economic status, experience, belief, occupation, and location, with the following outcomes:

Each group requires specific teaching methods and teaching resources/aids.

There are teaching and learning methods and teaching aids which may be used to facilitate teaching/learning for all civic education “clients”;

The teaching and learning methods as well as teaching aids/resources should be selected and used taking into account the cultural context of a group/learner.

Adult learners and young learners require different approaches and methods. The former are likely to learn best when the *andragogical* model is used whereas the *pedagogical* model is appropriate for the young cohort.

ii. CE methods and teaching aids have variations in terms of usefulness, effectiveness and costs.

Decision on which teaching/learning methods and teaching aids or instructional resources should be used to facilitate CE in Tanzania must largely depend more on effectiveness than the cost involved.

Production of teaching aids/resources may be expensive. It involves expert knowledge, research, pilot-testing, and reviews.

iii. There is neither one best method nor one best teaching aid for dissemination of CE.

Different methods and teaching aids should complement each other in a teaching and learning transaction;

CE methods and teaching aids should be constantly reviewed in order to ensure effectiveness and usefulness, as well as to accommodate new technologies and innovations.

CE teaching methods and resources should aim at stimulating all human doors of perception especially the hearing and seeing sensory organs taking into account the Chinese saying that “*when I*

*hear I forget, when I see I remember, when I do I understand*". In this context monologue teaching techniques should be sparingly used. Techniques and teaching aids which permit learners' participation should be used predominantly.

CE methods and teaching aids should aim at enabling learners to acquire the desired civic competencies. Learners should internalise and understand civic roles and obligations for the betterment of their own lives, communities and the nation in its entirety.

iv. The methods and resources for facilitating CE teaching and learning should be selected carefully taking into account the special needs of various groups of people in the Tanzanian community, including those with physical disability, the adults, youth, people in leadership positions, etc.

The demonstration method and film/cinema, and some aspects of performing arts such as drama may not serve a useful CE learning purpose for the visually impaired learners and

Learners with hearing or speaking disability may not acquire CE knowledge through discussion methods unless the *sign language* expertise is available and used.

v. The electronic and print media are very useful and effective in disseminating CE related information to the wider public through the *mass campaign* method.

The programmes need to be broadcasted at prime times for different viewers and audience;

The programmes must reinforce what the learner already knows in CE.

The reading culture must be cultivated and nurtured through the invigoration of adult literacy classes in rural and urban communities.

vi. Data from stakeholders' meetings show that the "classroom" learning approach is the most preferred strategy for the delivery of CE in Tanzania.

The preferred strategy sits down well with the Tanzanian formal education system (primary, secondary to tertiary and higher learning institutions). This takes aboard the pupils and youths. The adult peasants and workers are not necessarily in formal classroom settings;

The dissemination of CE through the classroom may not augur well with the adults who are largely found in non-formal settings. The initiative for CE teaching/learning should go hand in hand with the invigoration and revival of adult education classes.

vii. As shown in the preceding sections, it is imperative to recognise the fact that there are significant differences between *teaching and learning methods* and *instructional resources or teaching aids*. However, both serve as key levers to disseminating information, including CE knowledge.

#### 6.9 Recommended CE Delivery Methods/Strategies for Specific Groups

There are different methods for disseminating CE, but some are more useful to certain groups than others. Some methods and teaching recourses have universal applicability in the sense that they are useful and are effective to all categories of the CE clientele. Table 6.6 shows the teaching methods and teaching aids or instructional resources which are useful for specific groups.

Table 6.6: Recommended CE Delivery Methods and Instructional Resources across Groups of Clientele

Group	Method	Teaching Aids/Instructional Resources
Nursery/Kindergarten	-	-
Primary Schools	Group discussion, Debates, Performing arts, Story telling, Role playing, Poetic drama, Mass campaigns	Books, Pamphlets, Newspapers, Television, radio, songs, poems, Cartoons, Banners
Secondary Schools (Ordinary level)	Group discussion, Debates, Performing arts, Story telling, Role playing, Poetic drama, Group work, Study tours, Work sheet/Surveys, Lecture with discussion, brain storming, Role playing, Case study, public meetings, Mass campaigns	Books, Pamphlets, Newspapers, Television, radio, songs, poems, Cartoons, Banners, Internet, sms
High Schools	Group discussion, Debates, Performing arts, Story telling, Role playing, Poetic drama, Group work, Study tours, Work sheet/Surveys, Lecture with discussion, brain storming, Role playing, Case study, Guest speakers, Panel of experts, public meetings, Mass campaigns	Books, Pamphlets, Newspapers, Television, radio, songs, poems, Cartoons, Banners, Internet, Essay writing competitions, sms
Universities and higher learning institutions	Lectures, Guest speakers, Panel of experts, Group work, Study tours, Work sheet/Surveys, Case study, Lecture/presentations with discussion, workshops, seminars, conferences, public meetings, Mass campaigns	Books, Internet, Newspapers, Television, Radio, sms
Adult learners in non-	Group discussion, lecture with discussion, Role playing, Brain storming,	Books, pamphlets, Fliers, Newspapers, Television, Radio, songs, poems, Banners,

formal education classes	Group work, Guest speaker, seminars	Internet, <i>sms</i>
Leaders of Political Parties	Panel of experts, Study tours, Lecture /presentations with discussion, workshops, seminars, conferences, public meetings, Mass campaigns	Books, pamphlets, Fliers, Newspapers, Television, Radio, songs, poems, Banners, Internet, <i>sms</i>
Leaders of Civil Societies	Panel of experts, Study tours, Lecture /presentations with discussion, workshops, seminars, conferences, public meetings, Mass campaigns	Books, pamphlets, Fliers, Newspapers, Television, Radio, songs, poems, Banners, Internet, <i>sms</i>
Religious leaders	Panel of experts, Study tours, Lecture /presentations with discussion, workshops, seminars, conferences, Mass campaigns, public meetings	Books, pamphlets, Fliers, Newspapers, Television, Radio, songs, poems, Banners, Internet, <i>sms</i>
Pressure and Interest-cum-advocacy Groups (Trade Union Leaders, co-operative union leaders, etc).	Panel of experts, Study tours, Lecture /presentations with discussion, workshops, seminars, conferences, Mass campaigns	Books, pamphlets, Fliers, Newspapers, Television, Radio, songs, poems, Banners, Internet, <i>sms</i>
Youth Groups	Group discussion, Debates, Performing arts, Story telling, Role playing, Poetic drama, Group work, Study tours, Work sheet/Surveys, Lecture with discussion, brain storming, Role playing, Case study, Guest speakers, Panel of experts, concerts, public meetings, Mass campaigns	Books, Pamphlets, Newspapers, Television, radio, songs, poems, Cartoons, Banners, Internet, Essay writing competitions, <i>sms</i>

Women Groups	Discussion, Debates, Performing arts, Story telling, Role playing, Poetic drama, Group work, Study tours, Work sheet/Surveys, Lecture with discussion, brain storming, Role playing, Case study, Guest speakers, Panel of experts, concerts, public meetings, Mass campaigns	Books, Pamphlets, Newspapers, Television, radio, songs, poems, Cartoons, Banners, Internet, <i>sms</i>
Government Employees	Discussion, Debates, Lecture with discussion, brain storming, Role playing, Case study, Guest speakers, Panel of experts, public meetings, Mass campaigns	Books, Pamphlets, Newspapers, Television, radio, songs, poems, Cartoons, Banners, Internet, <i>sms</i>
Law and order enforcing organs (e.g. Police and prisons) and Defence forces (military personnel)	Discussion, Debates, Lecture with discussion, brain storming, Role playing, Case study, Guest speakers, Panel of experts, public meetings, Mass campaigns	Books, Pamphlets, Newspapers, Television, radio, songs, poems, Cartoons, Banners, Internet, <i>sms</i>
Public	Mass campaigns	Newspapers, Television, radio, songs, poems, Cartoons, Banners, Internet, <i>sms</i>
Pastoralists	Mass campaigns	Newspapers, Television, Radio, <i>sms</i>
Hunters and Gatherers	Mass campaigns	Newspapers, Television, Radio, <i>sms</i>

6.10 Concluding Remarks

In this Chapter we have analysed the approaches, teaching methods and instructional resources for facilitating CE in Tanzania within the general framework of the envisaged national civic education strategy. Two approaches or models, namely *pedagogy* and *andragogy* to disseminating knowledge, including CE have been analysed. The merits and demerits of the methods and instructional resources have been delineated. The views on teaching approaches, methods and teaching resources which were gathered from stakeholders' meetings have been presented and analysed. As well, suggestions have been made on the suitable methods and teaching aids for facilitating CE to different groups of people in Tanzania.

It is important to recognise and take into account the fact that the orientation to learning for both the youth and adults exhibit significant differences. This calls for appropriate approaches to selecting the teaching and learning methods and designing instructional resources. The *pedagogical* approach sits down well with the youth and young children's orientation to learning whereas the *andragogical* model is the best for the adult learners.

In any CE teaching and learning transaction efforts should be made to use methods which are learner-centred and are therefore likely to permit dialogue and sharing on information and exchange of experiences. Teacher-cum-facilitator-centred methods should be used sparingly and if possible avoided in CE setting. It is also important to recognise that there is no one best method or instructional resource for all CE programmes. Where possible the methods and instructional resources should be mutually supportive and used in a manner which allows complementarities. One size fits all approach has no room in delivering CE programmes.

Tanzanians are not homogeneous. Different groups have specific CE requirements, and may require specific methods and instructional resources. There is also CE learning and teaching packages which may be relevant to the public in its entirety in a specific period for example, voter education as distinctive component of CE in pre-elections period. In such circumstances mass-oriented CE

campaigns facilitated through the electronic and print media may serve as appropriate methods to disseminate relevant CE information to the public.

## Chapter 7

### TIMELINE FOR IMPLEMENTATION OF THE CE STRATEGY

#### 7.1 INTRODUCTION

This final chapter undertakes to perform three tasks. In Section 7.2 that follows this introduction, we shall discuss the essential preparatory work that will lead into translating the National Strategy into action. Section 7.3 will present an action plan. In Section 7.4 we shall conclude the study by presenting a summary of the recommended strategic approaches and actions which will guide the proposed National Commission for Civic Education (NACCET) in its day-to-day work.

#### 7.2 ESSENTIAL PREPARATORY WORK

In order to facilitate the way forward, this section recommends the ways and means of sensitizing and introducing the strategy to the government, the public and other key players. It also delineates the role of government and development partners in implementing the strategy by showing who should do what and when. Finally, the road map to implementing the strategy is spelt out in an action plan.

### 7.2.1 Getting Commitment of Stakeholders

Successful implementation of policy and strategies require, among other things, the mobilization of support from key stakeholders. It is important to recognize the fact that the people and government of the United Republic of Tanzania are the major stakeholders of the strategy and should own it. To win support of the people and get government's commitment to the CE strategy, awareness creation and "conscientization"<sup>90</sup> work has to be done. The public, key political actors and government officials must understand the strategy thoroughly, and appreciate its role in enhancing citizen's civic competence, democracy and national unity. Many strategies are required in order to "sell" the National Strategy to the wider public, political leadership and government officials. The following are some of the critical stakeholders to be reached and sensitized about the CE strategy.

#### *Political Leadership*

Sensitization workshops and seminars should be held at regional or zonal level to educate political and other leaders on the national CE strategy. The political leadership seminars should include leaders of political parties and functionaries at district and regional levels, and chairpersons and Mayors of local government authorities, Regional Commissioners and District Commissioners.

#### *Legislators*

These are people's representatives in key decision making organs, and play a legislative role in Tanzania. The Members of Parliament and House of Representatives are distinctive from other groups because they scrutinize and approve all drafts of public policy proposals. A sensitization seminar on the CE strategies for all legislators in Zanzibar and Tanzania Mainland should be organized.

#### *Leaders of Civil Society Organizations*

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<sup>90</sup> This word was coined by a respected Brazilian Education Philosopher Paul Freire. It is used to refer to sensitization, and it features predominantly in his seminal book titled *Pedagogy of the Oppressed*.

This is a very critical constituency in CE work because such leaders have been in their own ways and in an uncoordinated manner, carrying out CE work. Seminars for leaders of credible CSOs, NGOs, Faith Based Organizations, leaders of youth groups, Community Based Organizations and other organizations should be organized.

*Government Officials*

Government officials as a distinct category are important because they are vested with the responsibility of implementing public policies. Sensitization seminars for them should be organized at the national and zonal levels in order to reach a wide range of these officials. At the national level, a seminar for senior government officials in the Ministries, Independent Departments, and Agencies (MDAs) should be held. The participants should include Permanent Secretaries, Heads of Independent Departments and Agencies; Directors, Commissioners and other principal officers, including the Directors for Tanzania Institute of Education (TIE) and Institute of Adult Education (IAE) in the service of the Government of the United Republic of Tanzania and Revolutionary Government of Zanzibar.

At the zonal level, seminars on the national CE strategy should be held for two distinctive groups, namely senior government officials in the regions and districts and senior officials in the educational sector. The former should include the Regional Administrative Secretaries, District Administrative Secretaries, Division Secretaries, heads of sections in the Regional Secretariats, Executive Directors and Heads of Department of local government authorities. The second category of officials in the education sector should include Headmasters, District Education Officers, Ward Education Coordinators, owners of private schools, Adult Education Officers, Resident Tutors of the Institute of Adult Education, Principals of Teachers' Training Colleges and Principals of Folk Development Colleges (FDCs).

*Commanding Officers for Security, Defense and Law and Order Enforcing Institutions*

This is a sensitive category of public servants which requires special attention as far as CE is concerned. Seminars should be organized for senior officials and commanders of the National

Security and Intelligence Service; Tanzania People Defense Forces; Tanzania Police Force; National Service; Tanzania Prison Service; and Immigration. In Zanzibar, seminars should be organized for KMKM, Valantia, JKU and Chuo Cha Mafunzo. Officers in charge of regions should also be included in this cohort.

#### *Media Personnel*

The electronic and print media are useful institutions for implementing the Strategy. Seminars and workshops for owners of media houses, chief editors and editors as well as senior journalists should be held in order to sensitize them on the importance, rationale and benefits of a national Civic Education Strategy.

#### *The Public*

The beneficiary of the National Strategy for Civic Education is the public in its entirety. The Union Government and Revolutionary Government of Zanzibar (RGOZ) will own the strategy if it is to succeed, and members of the public need to understand and appreciate the CE strategy if they are to benefit from it. Therefore, there should be deliberate efforts to educate the public on the importance, rationale and benefits of the strategy in the short-term, medium-term and long-term perspectives. The electronic and print media as well as public rallies may help to disseminate the strategy to the wider public. Thus mass educational programmes on the contents and benefits of the strategy must be designed and implemented in order to popularize it.

#### 7.2.2 Interim Home for the National Strategy for CE

The Ministry of Education and Vocational Training of the Union Government, by virtue of its role and portfolio in the nation, should be tasked to steer the required initial processes to formalize the implementation of the Strategy.

The Minister responsible for education in the Union Government should play a key role in the initial stages required to accelerate and formalize implementation of the CE Strategy. He/she should set the interim structure for carrying out the initial activities. It is recommended that the Minister should establish an Interim National CE Steering Committee (INCESC), drawing members from Tanzania Mainland. The Minister should also appoint an Executive Chairperson for NCESC. The Interim National CE Steering Committee (INCESC) should be under the supervision of the Minister and should be required to carry out a number of activities, including the following:

Organize sensitization workshops and seminars for all identified key implementers of the NASCET at national and zonal level.

Advise the Minister for Education on the NASCET and CE policy.

Facilitate formulation of a National CE Policy following government procedures that govern the formulation of public policies in Tanzania, e.g.:

Draft the policy in light of the NASCET prescriptions and structure,

Facilitate intra-ministerial discussions on CE draft policy,

Facilitate discussion on the CE draft policy at the level of the Inter-Ministerial Technical Committee (IMTC).

Organize CE stakeholders meetings to discuss the draft CE policy.

Liaise with the Cabinet Secretariat on issues related to the draft CE policy.

Facilitate constitutional amendments to include the National Commission for Civic Education in Tanzania (NACCET).

Facilitate the enactment of a legislation on CE in the Parliament.

Steer formalization of structures and functions of NACCET and its Secretariat.

The Interim National Civic Education Steering Committee (INCESC) should be given reasonable time and resources to carry out its activities. The committee members, including its Executive

Chairperson, should be Tanzanians of demonstrable integrity and proven passion for CE work. We recommend that the size of the committee should not be too big. Five competent and experienced people are enough to run the interim organization. The structure of the committee should be flat enough to permit efficiency gains and to provide for quick decision making. The INCESC members should be well remunerated in order to motivate them to accomplish their activities in reasonable time. The tenure of INCESC should expire as soon as statutory organs/structures for executing the functions of NASCET work have been put in place and started functioning.

### 7.2.3 Financial Resources for INCESC

Financial resources are critical to enable NCEC implement its activities. The UNDP through its Deepening Democracy programme should be approached to provide seed money for financing the initial activities of INCESC, including remuneration for its members. The Government of the United Republic of Tanzania should make available the working premises for the Interim Committee. Once the set up of the legal and institutional frameworks for implementing the CE Strategy are in place, the Government of the URT should finance the implementation of the CE Strategy by using the consolidated fund. This arrangement should neither deter nor exclude financial support for CE work from Tanzania's Development Partners or other sources.

The national commission for CE deserves a "big" launch. The launch should be carried out after completing the processes of establishing the Commission and its Secretariat as well as securing office premises. The launching occasion should be graced by high level political leadership of the United Republic of Tanzania, specifically the President of the United Republic of Tanzania. Prominent stakeholders should be invited to attend the launching ceremony.

Launching of the CE Commission should not be rushed. Adequate time is required to ensure that all the essential requirements for the smooth running of the Commission are in place.

### 7.3 Action Plan for Implementing CE Strategy

A plan or strategy is not just a mere blue print. The activities that are spelt out in the strategy must be implemented in a definite logical order, showing timelines for each activity. Some of the activities may be implemented simultaneously. The action plan is a useful tool and a guide for the Interim National Civic Education Steering Committee to function properly. The Committee may set the targets to be achieved within a specific time frame. The plan also serves as a tool for evaluating and appraising the performance of the Committee.

The Action Plan sets twenty-four months for completing the preparatory work required for the Commission to be in place and start functioning. This period will allow wider consultation and sensitization of the general public, political leadership, government officials and other key stakeholders on the establishment of the National Strategy. During this period the required policy, legal and institutional frameworks for implementing the CE Strategy will be created and given the required mandate by the appropriate government authorities of the URT. Table 7.1 lists the activities and justification for the time allocated for their completion. Chart 7.1 gives the timeline for the activities listed in Table 7.1. As seen from the Chart some of the activities are assumed to overlap otherwise 36 months would be required for the preparatory work.

Table 7.1: Activities and Justification for Time Allocated

Activities	Time Allocated	Justification	Responsible
Sensitization seminars and workshops	Four months following report acceptance	Adequate time is required to prepare public sensitization materials/programmes  Adequate time is needed to organize seminars for diverse stakeholders.  Seminars need to be sequenced to allow use of transferable lessons.	INCESC
Getting government approval	Two months thereafter	To allow necessary consultations within government to take place	Ministry of Education
Establishing the INCESC	Two months	To allow adequate time to search and select suitable persons to constitute the steering committee; and to set its office.	Ministry of Education
Drafting CE Policy	Two months	The policy is implicitly in-built in	INCESC/Ministry of

		<p>the CE strategy itself.</p> <p>To allow time for the INCESC to consult on the CE policy contents and prescriptions.</p>	Education
Stakeholders' workshops on CE draft policy	Two months	<p>Adequate time is needed to organize seminars for diverse stakeholders.</p> <p>Seminars need to be sequenced to allow use of transferable lessons.</p>	INCESC
Cabinet Secretariat discussion on draft CE policy	Three months	To allow necessary consultations between the Secretariat and host Ministry as well as with INSESC to take place.	Ministry of Education
IMTC discussion on draft CE policy	One month	Adequate time is required to study the draft policy thoroughly before endorsing it for Cabinet approval.	Ministry of Education
Cabinet approval of CE policy	Two months	Adequate time is required to allow respective Cabinet committees to study the draft policy thoroughly before onward transmission of the draft to Cabinet.	Minister for Education
Drafting CE bill for Parliament and effecting constitutional	Four months	Adequate time is required to allow the parliamentary bill draughtsman to do the needful.	Ministry of Education

ammendment		To allow adequate time for the preparation of regulations.	
Tabling CE bill in Parliament	Two months	To allow respective parliamentary committees to consult and organize public hearing on draft Bill.	Minister for Education
Presidential assent for the bill to become law	Two months	To allow the President to satisfy himself on the Bill before assent.	Attorney General
Appointing Commissioners	Two months	To allow adequate time to search and select suitable persons to constitute the Commission.	President of URT
Establishing a Secretariat for the Commission and Zanzibar Office	Three months	To allow adequate time to recruit and select suitable persons, including the CEO (presidential appointee) to constitute the Secretariat.	INCESC
Launching the Commission	One month	To allow adequate time for preparation of a big launch.	President of URT

Chart 7.1: Action Plan for Implementation of the National Strategy for CE

Activity	2009		2010												2011										
	<i>N</i>	<i>D</i>	<i>J</i>	<i>F</i>	<i>M</i>	<i>A</i>	<i>M</i>	<i>J</i>	<i>J</i>	<i>A</i>	<i>S</i>	<i>O</i>	<i>N</i>	<i>D</i>	<i>J</i>	<i>F</i>	<i>M</i>	<i>A</i>	<i>M</i>	<i>J</i>	<i>J</i>	<i>A</i>	<i>S</i>	<i>O</i>	
Sensitization seminars & workshops																									
Getting government approval																									
Establishing the INCESC																									
Drafting CE																									





[including retired ones], the proposed CE management body should work out ways of tapping this resource.

(iii) Effective Use of Media: Under the one-party system, the state media were very effective instruments for instilling political and development values and ideas in the population. These instruments can still be used effectively now. Private media with commercial motives and priorities have proliferated; still the leading ones can be used to embody in their stories democratic and nation-building values. Government and private media chief editors should be invited by the CE body to Annual Stakeholder Consultative Meetings [ASCM] along with other stakeholders so as to enlist their commitment to this role.

Community-centred Approach: The Zimbabwe CE model reviewed briefly in Chapter 1 suggests a useful strategy of tapping community energies and ethos, thereby complying with the principle of relevance to the needs of different communities [see Chapter 2 for elaboration]. The strategy is to avoid making CE appear as something imposed on the people from above by the nation's politicians, bureaucrats or technocrats, and, even worse, an imposition by external "experts". As already discussed, there is need for "developing linkages between civic education and community ethos, a decentralization of methods and contents to be in tandem with the felt needs and aspirations of the communities.

The Strategy of Inclusiveness [see Chapter 2] will be maximized through vertical and horizontal decentralization. As we have seen, horizontal decentralization of CE work has brought in a wide range of non-state actors [private, civic and religious]. These actors must continue to make a contribution to enable the CE body to tap organizational synergy brought in by these actors.

#### B. Choice of Models and Values for Reinforcement

NACCET will have to make a choice of strategic approaches and actions which maximize achievement of its goal as defined in Chapter 2. In particular, SAA are required in the following four areas:

(i) CE Models: The academic CE definitions as well as the CE content definitions by stakeholders consulted in the zonal meetings would suggest four different models of CE frameworks for CE contents and actions. These are summarized below:

Conservationist CE Model, which emphasizes routine preservation of societal values and norms, transmitting them intact from one generation to another. In the real world this theoretical model is not possible, for societal values and norms are selected out and in according to changing circumstances. Here the principle of relevance must be applied to disqualify the model.

Imposed CE Model, which entails inculcation of values and norms transmitted from outside through colonialism and globalization agents [e.g. tourism, Western-centric education, media and modernization theories, etc]. This creates an uncomfortable situation needing reconciliation of different sets of values and norms. Reconciliation will call for strategic interventions through the formal education system, CE programmes and other means. In this regard, the proposed NACCET must have a strong M & E department that will conduct periodic assessment of the extent to which societal values and norms reflect the existing realities in the country.

Balanced Change-Continuity CE Model, which ensures that changes in societal values and norms are neither too rapid or drastic nor too slow or small for the existing circumstances. This “golden mean” model is based on the argument that both change and continuity have to exist in “desired” magnitudes.

Transformational CE Model, which seeks rapid and drastic changes in the societal structure of power, with the ordinary people gaining enough power to be able to demand and enforce accountability of public authorities. This model places strong emphasis on empowerment of the citizenry.

Models 1, 3 and 4 can be subjected to deliberate choice. However, Model 2 can neither be chosen nor discarded as such, but the magnitude of its effects can be controlled, as indicated in Chapter 2.

(ii) Balance Among Values: NACCET must ensure that CE programmes strike a good balance between values which have potential of contradicting each other. Leading examples are the following:

Rights and obligations

Obedience and criticisms

Responsiveness and proactivity

Compliance and initiative

(iii) Reinforcement of Established Values: NACCET will have to find mechanisms and strategies for reinforcing and reinvigorating established values and norms [e.g. peace, unity, equality, tolerance, etc] so that they are not eroded immaturely. Respected national leaders [including retired ones] can perform this work along with other arrangements.

### C. Organizational Attributes

The following attributes of the CE management body should be observed:

(i) The CE body should have high prestige and credibility in the eyes of all stakeholders. We therefore recommend that it should be created constitutionally so as to give it adequate autonomy and impartiality in discharging its functions.

The CE body should be an independent body and should not be subjected to unjustified interventions by government authorities, political parties or other stakeholders.

The legal framework should clearly spell out the relations between the CE body and stakeholders. The CE body should have a broad representation of CSOs and relevant government MDAs for the effective functioning and organizational legitimacy. However, political parties should not be represented in the CE body so as to prevent partisan politics from the working of the organization.

Commissioners of the CE body should be appointed by the President of the United Republic after receiving names from key institutions which provide civic education via the Ministry of Education.

The CE body should focus more on policy guidelines, coordination, supervision, review and evaluation functions rather than monopolizing CE provision itself. This will avoid the likelihood of envies, conflicts and loss of organizational synergies.

The structure of the CE body should not constitute heavy bureaucracy. The organization must have a lean secretariat as the bulk of the work can be performed more cost-effectively by hired consultants.

Multiple stakeholders should be involved in the process of creating the CE body and in monitoring, evaluating and reviewing performance of that body periodically. One mechanism of achieving this is through the Annual Stakeholders' Meeting.

The Government (through the Ministry of Education) should take the lead and assume the primary responsibility to make sure that the process of establishing the CE body is finalized within the specified time span.

#### D. Resources for CE Provision

Resources for CE provision include financial resources and human resources both of which must be available in a sustained manner so as to ensure that civic education and related services are provided uninterrupted. Strategic actions include the following:

The National Commission for Civic Education in Tanzania (NACCET) should be established by the Constitution and elaborated by an Act of Parliament. The Act should specify that funding for the Commission should come from the Consolidated Fund.

In addition to the consolidated fund source, NACCET should design a mechanism for harnessing additional resources from individuals and institutions through various incentives (e.g. tax relief).

NACCET should use existing colleges and institutes instead of creating its own facilities for training CE providers. This will be a more cost-effective approach at least at the beginning.

NACCET should also encourage existing CE providers to continue with their fund-raising efforts so as to improve their CE provision work. In this way organizational synergies can be tapped. This will also reduce the possibility of the current CE providers viewing the Commission as either a donor for CE funding or a competitor in resource mobilization.

#### E. Developing Civic Education Curricula for Different Groups

The following suggestions will provide some guide to those who will be involved in the formulation of civic education programmes especially in designing the curricula for different groups. It is recommended that the design of the proposed civic education curricula should take into account the specific needs and concerns of the target groups. The main attributes of the curricula to be developed should, among others, be the following:

(i) Knowledge Attribute of Curriculum: The proposed civic education curriculum must be of the kind that enables Tanzanian citizens to be aware and to acquire knowledge and understanding of their rights and responsibilities, knowledge of their history and culture, knowledge of the political system, the constitution, and laws of the country, as well as wider general knowledge about current issues that affect their daily lives.

(ii) Empowerment Attribute: The objectives of the proposed civic education curriculum must be of the kind that empowers all citizens to exercise their critical faculties rather than to acquiesce to the whims of the powers that be.

(iii) Special Needs of the Disadvantaged Groups: Formulation of CE objectives should recognize the special needs of women and other disadvantaged groups in society. Prominent among those needs is the inculcation of the spirit of self reliance and self confidence, as well as the need to learn from past mistakes and from the history of the struggles for liberation. In other words, for historical reasons, women need to be empowered more than men, and all disadvantaged groups need closer attention which may call for more resource allocation to cater for their specific or even unique needs.

(iv) National Above Personal Interests: Programmes of civic education must promote public above personal interests.

(v) Promote Core National Values: Programmes of civic education should seek to promote core national values, such as patriotism, peace, unity, tolerance, equality, justice personal integrity, truthfulness, social responsibility, spirit of self-reliance, self-confidence, obedience to law, democracy, good governance, etc.

#### F. Methods for Teaching Civic Education to Different Groups

Civic education learners are not at all homogeneous. They exhibit differences in orientation to learning, age, gender, level of education, economic status, experience, belief, occupation, and location. As such each group requires specific teaching methods and teaching resources or aids. Therefore, the following strategies have to be observed:

The teaching-learning methods and aids/resources should be selected and used, taking into account the cultural context of the group or learners concerned.

Adult learners and young learners require different approaches and methods. The former are likely to learn best when the *andragogical* model is used whereas the *pedagogical* model is appropriate for the younger cohort.

Remember that CE methods and teaching aids have variations in terms of usefulness, effectiveness and cost.

Decision on teaching-learning methods and aids should depend on their effectiveness and affordability.

Though production of appropriate teaching aids may be expensive, efforts should be made to acquire sufficient resources to meet this challenge.

Remember also that different methods and teaching aids should be applied to different situations.

Different methods and teaching aids should therefore be tried out to see which produces best results in a given situation.

CE methods/teaching aids should be reviewed periodically as new knowledge and new technologies become available.

CE teaching methods and resources should aim at stimulating all human doors of perception especially the hearing and seeing sensory organs. A Chinese saying states “*when I hear I forget, when I see I remember, when I do I understand*”. In this context, monologue teaching techniques should be sparingly used. Techniques and teaching aids which permit learners’ participation should be used predominantly

In regard to people with disability, special care should be taken in the choice of teaching methods and aids. An obvious example is that, film/cinema, and some aspects of performing arts such as drama may not serve a useful CE learning purpose for the visually impaired learners; and no will learners with hearing or speaking disability acquire CE knowledge through the discussion methods unless the *sign language* expertise is available and used.

The electronic and print media are very useful and effective in disseminating CE related information to the wider public through the *mass campaign* method. However, the following must be observed:

The programmes need to be broadcast at prime times for different viewers and audiences;

The programmes must reinforce what the learner already know in CE; and

The reading culture must be cultivated and nurtured through the invigoration of adult literacy classes in rural and urban communities.

Data from stakeholders' meetings show that the "classroom" learning approach is the most preferred strategy for the delivery of CE in Tanzania, but it sits down well only with the formal education system (primary, secondary to tertiary and higher learning institutions). However, dissemination of CE through the classroom may not augur well with adults who operate in non-formal settings. Adult education classes are more participatory than normal classroom teaching in the formal education system.

There is need to reinvigorate Tanzanian adult education programme which seems to have undergone gradual decline. CE can be incorporated in adult classes.

Note: See elaborate CE delivery methods and strategies for specific groups in Chapter 6, Table 6.6.