

TANZANIAN CIVIL SOCIETY – TOWARDS A MAP

Summary

The number of NGOs in Tanzania has increased remarkably quickly in the last few years but more so in some parts of the country (especially urban areas) than in others.

The sector is diverse almost beyond description but three conceptual windows are offered which can be used to map it for different purposes.

The *National Policy on Non-Governmental Organisations* (Nov 2001) recommends that certain organisations be established for the sector. A multiple umbrella structure is sketched which would allow the new bodies to fit in with those which already exist. The options for middle management layering are also highlighted.

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The role and rise of Civil Society

Civil Society is sometimes called the Third Sector. The first sector is the state (roughly equivalent to government) and the second is the private sector (local, national and international businesses). Each of the three sectors has its own interests and agendas.

If any one sector becomes too powerful then the other two sectors will suffer. For example, when the state became all-powerful under communism, the private sector and the people suffered as a result. The private sector is arguably too powerful under free market capitalism and results in the rich getting richer while the poor get poorer - and governments do what big business tells them to do.

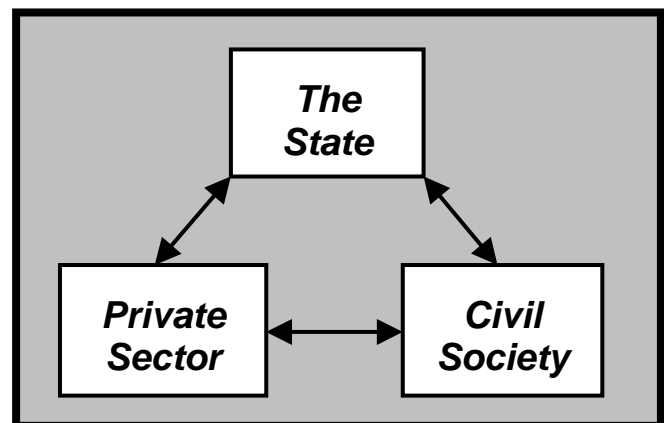
Civil Society has an important role to play in advocating for a socially just balance between crippling state control and unscrupulous free markets.

CSOs are increasingly being recognised by governments, the lending agencies and the donor community as:

- potent forces for social and economic development
- important partners in nation building and national development
- valuable forces in promoting the qualitative and quantitative development of democracy and
- important contributors to GDP

Civil Society covers a wide range of organised groupings. They occupy the public space between the state and individual people. They are normally interest groups with different degrees of accountability to their membership. They include:

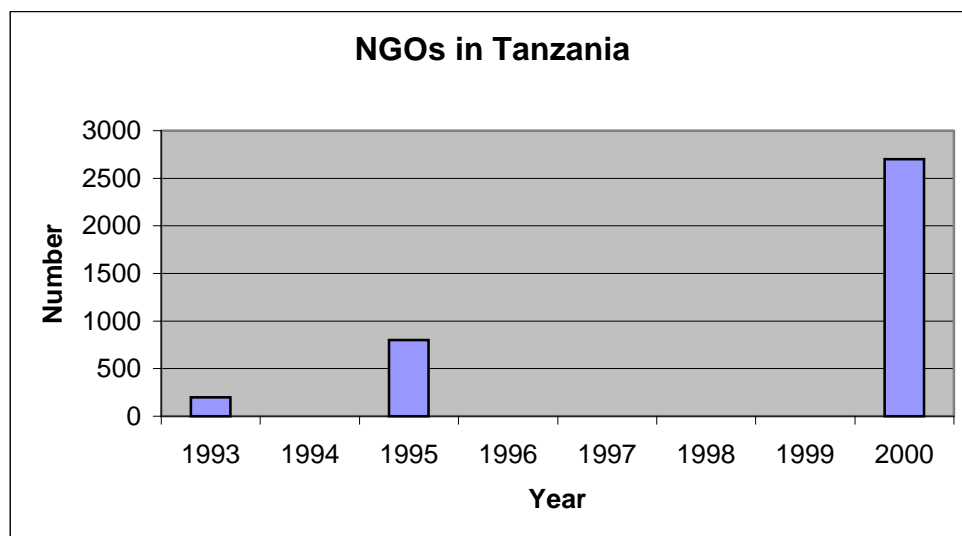
- NGOs – national and international
- Religious organisations
- Professional associations
- Trade Unions
- Co-operatives
- Voluntary and self-help groups
- Organisations of socially excluded groups
- Political parties
- The Media
- Community-based organisations (CBOs)
- Legal and Human rights groups
- Research Organisations



Civil Society organisations have a wide range of agendas. Only some are deliberately pro-poor and of those only some take a rights-based approach to empowerment and advocacy. The following diagram maps the different types of CSOs.



We live, as always, in changing times. As the chart shows, the number of NGOs in Tanzania has grown very quickly in the last few years. It is interesting to note that the pattern of their growth is not uniform.



The following table lists the number of NGOs by region along with population figures and two poverty indicators from the Household Budget Survey. In a very loose way it might be said that the poorer regions have fewer NGOs per person. The top and bottom ranking items in each column are marked in grey. Exactly what this statistical correlation might mean is open to speculation.

Key:

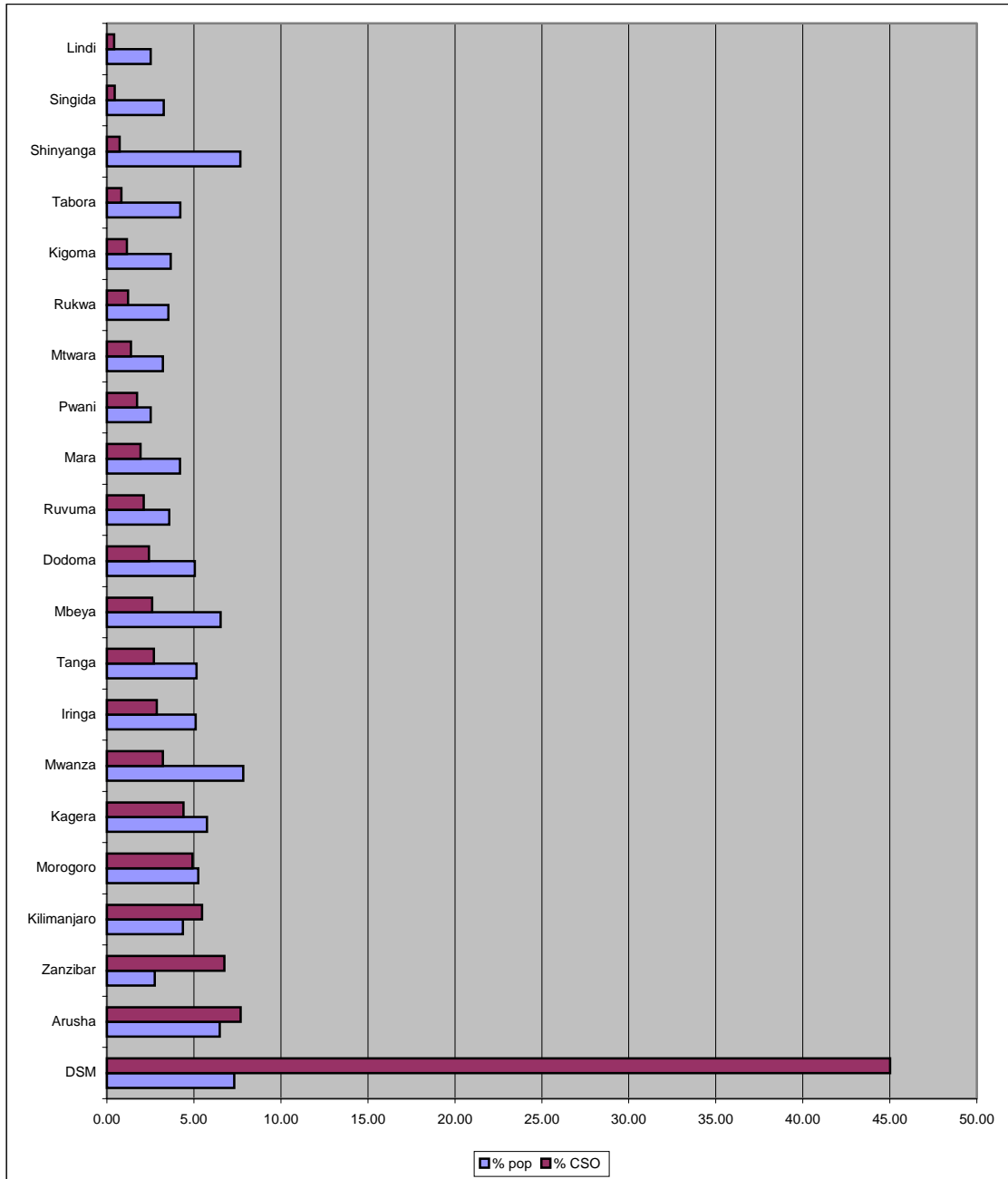
A = Number of Non Government Organisations (NGOs); [source = VPO (2000)]

B = % of all adults with education; [source = Household Budget Survey 2000/01]

C = % of population above the food poverty line [source = Household Budget Survey 2000/01]

	Pop 2000	A (NGO)	person/NGO	B (% educ)	C (% food)
DSM	2382874	1300	1833	92	93
Zanzibar	892394	195	4567		
Kilimanjaro	1419313	158	8983	88	89
Arusha	2109580	222	9503	80	75
Morogoro	1706400	142	12017	74	86
Kagera	1870657	127	14730	75	82
Pwani	816761	50	16335	61	73
Ruvuma	1167199	61	19134	85	73
Iringa	1660337	83	20004	84	90
Tanga	1677600	78	21508	69	89
Dodoma	1641524	70	23450	69	87
Mara	1365007	56	24375	76	64
Mtwara	1048466	40	26212	72	83
Mwanza	2550473	93	27424	73	70
Mbeya	2124244	75	28323	84	92
Rukwa	1149042	35	32830	70	88
Kigoma	1194770	33	36205	72	79
Tabora	1374161	24	57257	69	91
Lindi	818012	12	68168	56	67
Singida	1062344	13	81719	73	72
Shinyanga	2492367	21	118684	60	78

The very marked pattern of distribution of NGOs relative to the population of the different regions is illustrated in the chart below. At one extreme is Shinyanga with 7.66 percent of the population and only 0.73 percent of the NGOs through to Dar es Salaam with 7.33 percent of the population and a whopping 45 percent of the NGOs. It is also interesting to note that the only regions where the percent of NGOs is higher than the percent of the population are DSM, Arusha, Zanzibar and Kilimanjaro.



Note that the above information is about NGOs in particular and is based on the 2000 Directory from the Vice President’s Office. There are many other forms of Civil Society organisations eg Cooperatives and faith based groups. These may well have a different pattern of distribution.

Mapping Civil Society

“Civil Society” or the “Third Sector” represents the life of ordinary people in all its diverse and ever changing complexity. It does not sit still and any map made of it would be out of date by the time it is drawn. Rather than try to pin it down in a concrete and time-delimited way, therefore, we offer a set of three conceptual windows (or frameworks) which can be used to “locate” a particular group of set of groups.

The principle of ‘fuzzy logic’ has also been applied to some of the terms used to describe the groupings within civil society. The words have no commonly agreed definitions and different people use them to mean different things. What we have done, therefore, is to present them on continua of possibilities where the edges between one concept and the next remain loose and flexible.

Framework 1: Structures and Geographical Coverage of Groups

GEOGRAPHICAL COVERAGE	STRUCTURE		
	loose, informal	semi-structured	legally constituted
International			
National			
Regional			
Local			
Ward			
Village			
Themed			

STRUCTURE

- **Loose, informal** groups involve more or less casual meetings of like minded people to discuss issues and perhaps plan for concerted actions.
- **Semi structured** groups may have a charter and a clearly stated vision and mission and perhaps some voluntary codes of practice and rules and regulations regarding membership
- Civil Society organisations can be registered under five different government acts¹. When they are **legally constituted** they are likely to have a Constitution, a Board, a bank account and regular meetings of the responsible people.

A **themed** geographical coverage applies where the topic or issue is not evenly spread across the whole country eg fisheries, rice growing, game parks etc

Note that many civil society organisations begin as loose, informal structures and then more or less rapidly move through being semi structured to becoming legally constituted. When making strategic plans for an organisation it can be helpful to think in terms of the developmental ‘stages’ that a group might go through.

¹ Societies Ordinance of 1954, Companies Ordinance of 1954, Trustees Incorporation Ordinance of 1954, National Sports Council Act, Trade Unions Act of 1991, Political Parties Act of 1992.

Framework 2: Structures and Organisational Levels of Groups

ORGANISATIONAL LEVEL	STRUCTURE		
	loose, informal	semi-structured	legally constituted
Coalition			
Umbrella			
Network			
CSO/CBO			
NGO			

ORGANISATIONAL LEVEL

- **Coalitions** tend to focus on particular themes or issues and to have a range of members from the whole breath of civil society – they tend towards the loose and informal in terms of structure eg TCDD (Debt), FEMACT (Gender)
- **Umbrellas** tend to be process oriented with a focus on generalised coordination and capacity building within the sector eg TANGO, ANGOSA, ANGONET. Many are concerned to be seen as ‘representative’ and are focussed on growth.
- **Networks** tend to have a range of membership which is more constrained than a coalition but they tend to have a particular focus eg TGNP (Gender), TEN/MET (Education)
- There is a very thin line between a Civil Society Organisation (**CSO**) and a Community Based Organisation (**CBO**). Generally ‘community’ means ‘community of location’ but there are also ‘communities of interest’
- The term **NGO** now has an official definition. They have specific characteristics² which distinguish them from government organisations or other registered private groupings. “An **NGO** is a voluntary grouping of individuals or organisations which is autonomous and not-for-profit sharing; organised locally at the grassroots level, nationally or internationally for the purpose of enhancing the legitimate economic, social and/or cultural development, or lobbying or advocating on issues of public interest or interest of a group of individuals or organisations.”³
Note that this definition excludes Trade Unions, social clubs and entertainment sports clubs, political parties, or faith propagating organisations which have their own legislation.

² see p9 of this document for the details

³ Source: *National Policy for NGO's* (November 2001)

Framework 3: Function and Thematic Coverage of Groups

FUNCTION	THEMATIC COVERAGE		
	issue/sector specific	multi-sectoral	process oriented
Community-based organisations (CBOs)			
Co-operatives			
Legal and human rights groups			
NGOs – national and international			
Organisations of socially excluded groups			
Political parties			
Professional associations			
Religious organisations			
Research organisations			
The Media			
Trade Unions			
Voluntary and self-help groups			

- The list of **functions** is based on that in Samji & Albee (2000) – note that they are not mutually exclusive.
- Some groups have a very particular focus eg TGNP (Gender) and NYF (Youth) are **issue specific** and TEN/MET (Education) and Hakiardhi (Land) are **sector specific**
- Some groups focus on more than one issue or topic and are thus **multi-sectoral** eg KIHACHA (land, food and democracy)
- Some groups focus on capacity building for the **processes** of civil society action rather than on specific issues or topics eg Hakikazi Catalyst

Civil Society and its multiple umbrellas

Simply trying to map the Civil Society sector is hard enough, trying to build structures which might contain and coordinate it is even harder. Here we suggest that it might be managed through three separately constituted organisations linked by a more or less formal coalition.

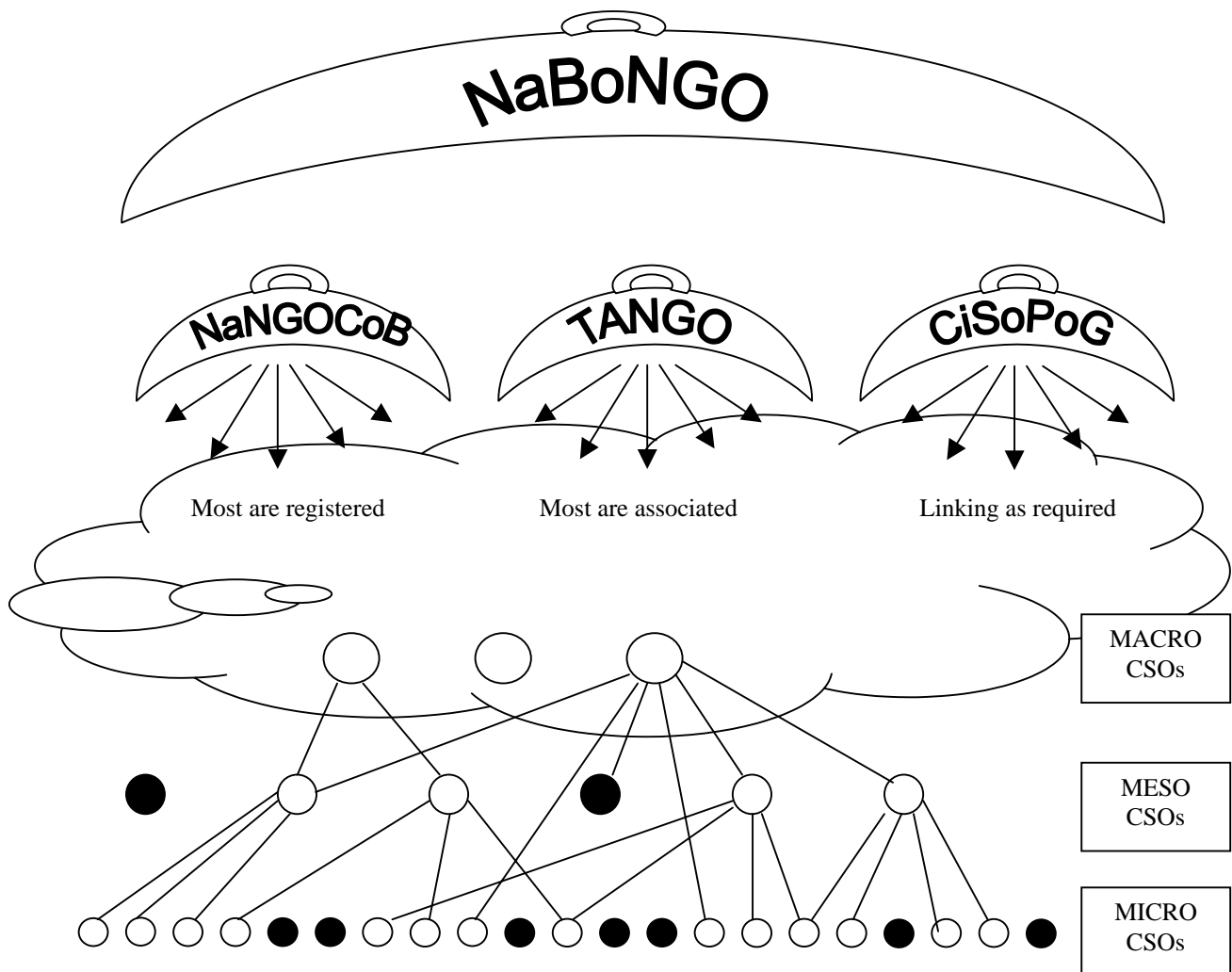
Having four more or less independent organisational structures means that all the eggs are not in one basket. If, for whatever reason, one of the organisations goes through a faltering phase then the sector as a whole need not suffer too much. It would also be possible for the four organisations to Monitor and Evaluate each other as part of a mutual understanding and mentoring process.

Name	Short name	Key Functions
National Body for NGOs	NaBoNGO	Top level sectoral strategising
Nat. NGO Coordination Board	NaNGOCob	Registration, legalities, sub contracting etc
Tz Association of NGOs	TANGO	Networking, communication & capacity building
Civil Society Policy Group	CiSoPoG	Policy analysis & strategy shifts

Note that section 5.2 of the URT (Nov 2001) *National Policy on NGOs* recommends that a National Body for NGOs (NaBoNGO) should be set up and that, amongst other things, it should be a member of the National NGO Coordination Board (NaNGOCob). The latter would deal with registration and other aspects of coordination within the sector.

TANGO already exists as does ANGOZA and several regional equivalents such as ANGONET. There might be room for some strategic rethinking of the vision, mission and activities of these organisations in terms of their abilities to network, communicate and build capacity amongst themselves and within communities.

The NGO Policy Group already exists as an informal network/coalition and it is the purpose of this consultancy to help it, should it appear relevant, to plan a move towards the more formal end of the spectrum. Given the legal definition of an NGO the group might consider renaming itself as the Civil Society Policy Group (CiSoPoG).



The lower half of the diagram shows some of the ways in which civil society groups are, or are not, affiliated at present. Macro CSOs operate at the International and National Levels, Meso ones at the Zonal and Regional Levels and the Micro ones at District, Ward and Village levels. The black circles represent groups which stand alone either through policy or lack of opportunity to join with others.

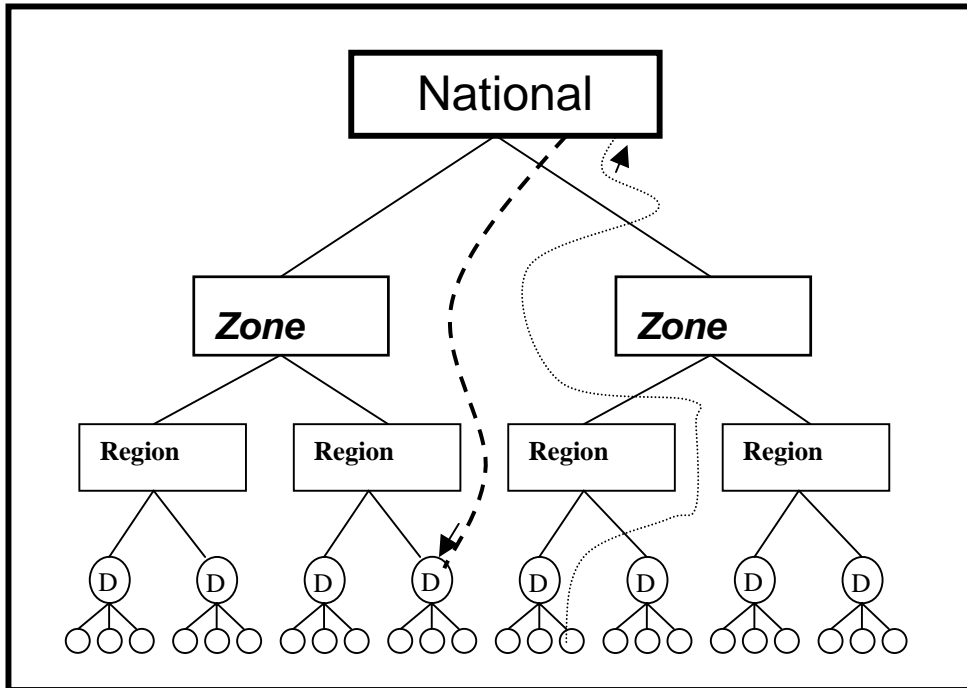
The 'cloud' where links are made between the micro, meso and macro CSOs and the larger umbrella bodies represents the fundamental principles of autonomy and self direction which characterizes the sector. It is good that linkages should be made and broken relatively easily as this makes the system more flexible, adaptable and less easy to 'control from the centre'.

Structural options for national coverage

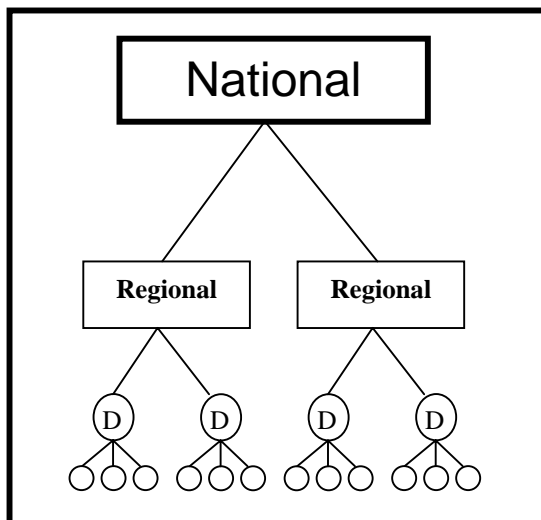
What are the relative merits of more or less 'middle management' layers in the CSO structure?

Structure 1: five levels

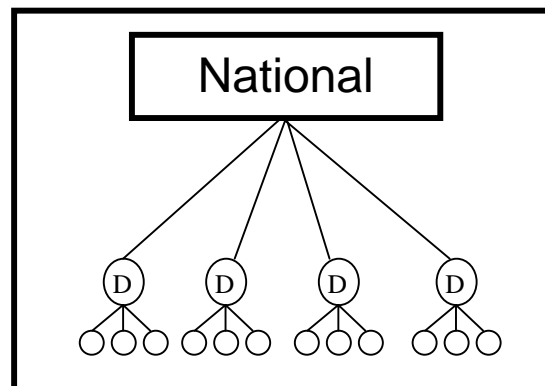
The five level structure includes Zones. This is used for governmental consultations, by many business organisations and it is the system used by TCDD. The dotted lines are to show that there are many 'informal channels' which can be used if the 'formal channels' become blocked.



Structure 2: four levels



Structure 3: three levels



Note that below the District (Local Government) level are wards, villages, communities, families and individuals at the grass roots level.

- At each higher level there is the problem of 'representative validity' – who can 'speak' for the people?
- Messages will travel slowly when there are many levels and the rich detail will be lost.
- The diagrams show up and down channels but information can also flow sideways – this is how social movements can form broad foundations to support their upward growth.

Extracts from the National Policy on NGOs (Nov 2001)

NGOs are increasingly being **recognised by governments** as

- potent forces for social and economic development
- important partners in nation building and national development
- valuable forces in promoting the qualitative and quantitative development of democracy and
- important contributors to GDP

There are **two fundamental principles** of NGOs

1. they are formed, run and developed or terminated only through free and voluntary acts of individuals and associations
2. they are managed and controlled by members, trustees or directors independent of the Government but within the framework of liberties and constraints provided for in the laws

The following **definition** shall be used in Tanzania:

An NGO is a voluntary grouping of individuals or organisations which is autonomous and not-for-profit sharing; organised locally at the grassroots level, nationally or internationally for the purpose of enhancing the legitimate economic, social and/or cultural development, or lobbying or advocating on issues of public interest or interest of a group of individuals or organisations. [This definition excludes Trade Unions, social clubs and entertainment sports clubs, political parties, or faith propagating organisations.]

The term NGO will be applied to organisations which possess the following **defining characteristics**:

Organisation	This means an established or permanent institution. This is demonstrated by a degree of organisational structure ie regular meetings and rules of procedures
Voluntary	These are bodies that are formed freely, willingly, spontaneously by individuals, groups of people or organisations with an element of voluntary participation
Self-governing	NGOs have their own internal procedures for governance but nonetheless operate within the laws of society as a whole
Not-for-profit sharing	NGOs are not-for-profit sharing organisations. Profit and/or benefits accrued are not for personal or private gain by members or leaders.
Non-political	NGOs are organisations that do not seek political power or campaign for any political party
Objective	This requires that the organisations are not self servicing: they aim to improve the circumstances and prospects of a particular group, or act on concerns and issues which are detrimental to the well being, circumstance or prospects of people or society as a whole.
Founders	NGOs can be formed either by individuals or organisations

NGOs Networks and Fora:

Networking, collaboration and coordination of NGOs is most effectively achieved if there is a national body to facilitate such cooperation. This will assist NGOs in putting forward their different concerns to the public, Government and the International community.

- For the purpose of coordination and networking among the NGOs, NGOS shall form an NGO National Body representing NGOs. This body shall be self regulatory.
- The National Body of NGOs shall determine its own structure, rules and procedures for the efficient administration of its activities.