

Tanzania

PN-AAW-934

ISN 49790

REACHING RURAL WOMEN: THE PROMISE  
OF RADIO MASS CAMPAIGNS

HILDA KOKUHIRWA

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Comprehensive Examination  
Center for International Education  
University of Massachusetts  
June 1978

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## Introduction

This paper consists of two parts. The first part is a brief review of nonformal education programmes which have used communication media to reach the rural people. The second part is a specific training design for village level group leaders. The following issues will be discussed in the paper:

- . the roles of rural women,
- . the need for educational programmes for women,
- . considerations for determining educational needs for women,
- . possible strategies for reaching rural women,
- . radio mass campaigns,
- . lessons from previous mass campaigns.

Many examples in the paper will be drawn from the author's personal experience in mass campaigns in Tanzania. The paper aims to analyse the various strategies used to reach rural people in order to identify some of the elements which could be adapted in nonformal education programmes for rural women. The many roles that women play are vital in development. If education is central to development, then women must get it in order to make a maximum contribution to development.

### What Roles do rural women play?

It is widely recognized that women play a key role in the development process. Recent major world conferences have pointed out that the participation of women is crucial for the success of any plan for rural development. The World Population Conference of 1974, the World Food Conference of 1974, and The World Conference of the International Women's Year 1975 as well as international organizations, governments and agencies concerned with rural development, have all placed special emphasis on integrating women into the development process of their nations.

Rural women are contributors to and not only beneficiaries of the development of their countries. Often planners do not consider the effort of rural women in national statistics because their economic activities are not performed in terms of money. For example, many rural women are subsistence farmers and traders as well as homemakers. Although their overt influence on the economy may be obscure to planners, their contribution to survival of the family and community may be enormous. Thus women have dual roles: they are economic providers, and play a prominent role in the health, nutrition and general well-being of their families. Women's roles may vary from culture to culture, however, there is one very important role which is common to all. Regardless of the traditions and environment that surround them, "women have the biological and social tasks of bearing, nurturing and providing initial education for children and in general, ensuring the well being of their families." <sup>1</sup>

In Africa, rural women are primarily involved in the following areas:

1. agriculture
2. household and
3. marketing.

Because of the important contribution that rural women make to society there is an urgent need to provide them with appropriate functional education. The kind of education provided should prepare women to play their roles more effectively and to cope with their changing roles in the emerging societies especially in the newly independent countries of the

<sup>1</sup>

United Nations Economic Commission for Africa, Human Resources Development Division. Addis Ababa, 1972.

Third World. The meager education provided to women so far, has not prepared them for the changes taking place in societies today. Women should have access to functional education in order to make their maximum contribution to the national effort.

Why educational programmes for women?

The need for designing educational programmes for women has been recognized for a long time by women themselves, development planners and workers, policy and decision makers at all levels. However, women have long been left out of the development process. Therefore, special attention must be paid now to their needs which are essentially linked to the overall needs of the society. In fact, extra effort must be made to bring them into the mainstream of development. Throughout history women in African societies have made important contributions to the development of rural economies, especially in agriculture.

For several decades to come, women will continue to form the majority of the people living in rural areas. Thus, any nation would be losing a great potential by neglecting the role of women in agriculture and especially food production. Not only does the nation need educational programmes for women but it also needs to evolve such special techniques as organization, motivation and instruction for conducting lifelong learning programmes for women. These special techniques will be required to satisfy women's special needs. As Professor Bhola of Indiana University.

They are surrounded by a unique set of social conditions and obligations that must be taken into account for planning and organizing programmes for women.<sup>2</sup>

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Bhola, H.S. "Educating the Other Half of Humankind" in Literacy and Lifelong Education for Women. Cuenca, Spain, (1978) p. 4.

The rationale outlined above suggests three objectives for life long education programmes for women. First, it is necessary to make the policy-makers aware of the special needs of women in development. Secondly, there is a need to involve women in policy and decision making and programme design processes at all levels. This should start from the national level down to the local level where programmes will be implemented. Women must be involved in the identification of their problems, analysis of them, and the search for solutions to these problems as they perceive them. What this suggests is that the planning of women's programmes should be with the women and not for them.

Thirdly, there is a need to provide practical guidance to the planners, organizers, curriculum specialists and field workers for effective development and implementation of programmes for women. As Bhola observed, it is one thing to be convinced of the need to do something for women's development but quite another thing to be able to design and implement programmes suited to the unique needs and circumstances of women. Experience from nonformal education programmes in Tanzania and elsewhere indicates that participation and discussion are keys to the successful planning, organizing, and implementing of life long education programmes. Emphasis should be on learner-centered learning, in other words women-centered programmes for rural women rather than only subject or programme-centered learning.

#### Considerations in Determining Educational Needs for Rural Women.

It is clear from the needs articulated by the women either as individuals or through their different organizations that they do not simply want to learn about childbirth, childcare, cookery and nutrition, sewing,

and embroidery. They also want to learn about modern agriculture, technology, cooperatives, loans and credit, inflation, marketing, budgeting, planning, technical skills, citizenship, politics, travel, people at home and in other parts of the world. After all, women have cooked and given birth to children since the beginning of time. The list given above is by no means exhaustive but gives an indication of the kinds of things that seem to be of interest to women. Women want to be many things and to learn many things. They want to be economically literate so that they can raise their economic status and ultimately that of the community. They want to participate effectively in decision making at all levels together with men. Many countries in the Third World are currently undergoing transformation with the ultimate goal of becoming self-reliant. This requires the participation of both men and women.

Unfortunately women have been ill-prepared for the kind of changes taking place. However, their resourcefulness and initiative, even when they are so ill-prepared, throws a challenge for reconsidering the traditionally narrowly conceived goals for women's education. It is quite clear that women do not want to be confined to kitchen bound subjects but to have a broad based range of subjects.

As has been mentioned earlier, assessing the needs and concerns of women requires the development of methods that are particularly suited for reaching women. This will help in discovering priorities as perceived by women. This means that women should be involved in all aspects of programming. Some national and international factors may either encourage or inhibit finding adequate solutions to local problems. It is very important therefore that women are made aware of these factors. For instance in order to understand the impact on women of capital penetration

in the development process one has to explore the relationships and linkages from the household level to the international level.

In short, the international class system the national class structure and household politics should be perceived as interrelated.<sup>3</sup>

In 1970 about 468 million women were illiterate out of 783 million world illiterates and the majority of these lived and still live in the rural areas.<sup>4</sup> On the surface this should suggest that literacy might be one of the needs of rural women. Again discovering the local educational needs must essentially involve nonformal education workers in research at the national level to determine priorities and plans for rural development. Once this has been done then one can go on to ask, 'Is education one of the national priorities?' It would be very disastrous for a group of nonformal educators to stir up enthusiasm to build a local school if after it is completed no materials or facilitators from the national resources are available to make the school functional.

Halvorson (1978) observed that,

Women's groups have repeatedly built up their hopes of some economic return from the sale of their handcrafts, only to discover that there are no channels for marketing them either regionally, nationally or internationally. Fact finding would imply initiating research in marketing at regional and national levels.<sup>5</sup>

Acceleration of local effort to improve the quality of life must be accompanied by structures for the integration of services at local,

<sup>3</sup> Wingspread Workshop on Women and Development, "Towards a Conceptual Framework for Research on Women and Development." Wingspread (1975)

<sup>4</sup> 1970 UNESCO's Educational statistics in "Action for Women and By Women." Thinking Ahead: UNESCO and the Challenges of Today and Tomorrow. Paris (1978) p. 1

<sup>5</sup> Halvorson, M.A. Literacy and Life-long Education for Women. IIALM Tehran, 1978. p. 1

district, regional, national, and international levels.

Since rural women are rarely a homogeneous clientele, consideration should be given to the different groups, for example, age groups and occupational groups. The facilitators should be aware of the needs of the different groups of participants. Attempts should be made to satisfy these needs. Once the needs have been identified they should be considered in deciding the priority issues in goal setting. The actual determination of learning needs should be considered in the specific educational programmes, using different techniques such as group discussions and interviews.

#### Reaching Rural Women: What Strategies?

Regarding educational opportunities, people living in rural areas are at a disadvantage when compared to those living in urban areas. Schools are usually concentrated in the urban areas, and so are the other essential social services. Often, rural communities are small and isolated. The lack of good accessible roads and heavy seasonal rains in the case of the tropical areas, further isolate them from other communities. Professional extension or field workers are scarce, and historically their efforts have been concentrated on men. Even if an extension worker reaches the rural areas, he or she cannot possibly be an expert on all the subjects of interest and relevance to rural families. Moreover, there are often cultural and language barriers between the urban educated extension personnel and the rural people. In countries where languages vary locally, it is often the women who do not speak the national language and thus they are not at ease with the outreach personnel.

Additional complications may occur when information to be delivered

to the rural areas is on subjects relating to sex; for example family planning. Royal D. Colle and Susana de Colle (1977) in their case studies on reaching rural women observed that:

When the information to be conveyed is on family planning, there are added complications. Sex related subjects may demand a more confidential communication setting. Women may not want to talk about this topic with strangers, or their husbands may not permit it. Religious beliefs and the prestige often associated with large families may impede family planning communication. <sup>6</sup>

From this observation, it is clear that communication is very important and yet it is still a problem in the rural areas. The only medium which is readily available and is capable of reaching large populations is the RADIO. The radio is relatively inexpensive and does not require literacy. This is important because the majority of the rural women are illiterate.

The problem of reaching rural people and rural women in particular has been recognized and different countries have tried different strategies to overcome this problem. Many developing countries have initiated nonformal educational programmes for rural development. These programmes have utilized mass media as a strategy for communication between the people and the leaders, and also between groups of people. These communication media include the radio, television, video, tapes, audio tapes, print, traditional media, cassettes, games and groups. A few examples to illustrate the range of strategies used to reach the rural people in general or women in particular with some hope and promise, will be cited below:

In Guatemala, an experiment has been carried out with audio cassettes to provide women with information on health, nutrition, and family welfare,

<sup>6</sup>Royal D. Colle, Susana F. de Colle. Reaching Rural Women: Case Studies and Strategies. New York. United Nations (1977). p. 5.

in the plantations where they work. The audio, cassettes have been used successfully in the plantation of Finca Maria de Lourdes because the programmes were based on the typical schedule of daily visits to the 'pila' where women gather daily between 7 and 10 a.m. Besides educational messages, the cassettes provided entertainment and opportunity for questions. Royal and Susana Colle, reported that many women learned new recipes and their interest in raising chickens was revived.

The Center for International Education of the University of Massachusetts in collaboration with the Ministry of Education in Ecuador, developed gaming and simulation media. David Evans and Jim Hoxeng have grouped these games into three categories:

- simulation games
- fluency games
- expressive techniques.

The game of hacienda modeled after the popular game of monopoly has been used with villagers to give them a better understanding of the processes and institutions around them, of how these operate and impinge on the life of the community and individuals. Hacienda was also meant to make villagers understand their ability to improve their lives by modifying these institutions and processes to use them more effectively. The initial policy of the project in Ecuador has been one of encouraging experimentation with the materials by the widest possible range of existing governmental and private institutions working in the rural areas.

Botswana started an experiment in 1974 called "Laedza Batanani" (meaning community awakening). This experiment was a campaign which aimed at:

- a) presenting local issues through an entertainment medium which "wakes people up."

- b) Encouraging the community (through discussion) to develop a deeper awareness of these problems and the commitment to take collective action to solve some of these problems.

Out of an experiment has blossomed a community movement where the leaders of community along with extension workers take part in every stage of planning and running the campaign or festival every year. They identify local issues. script drama and puppet play, write songs and publicize the campaign. "Laedza Batanani" is now a learning system which needs further exploration in its potential as a strategy for reaching rural areas.

One of the lessons which could be learned from the examples cited above is that there is need to explore various places and various techniques for nonformal education, keeping in mind their appropriateness for local cultural patterns.

There are other communication media which have been used in nonformal education programmes ranging from simple to complex and have all been used with some degree of success. Schramm (1973) indicated that there is no one particular best medium for nonformal education but he gives radio a high rating.<sup>7</sup> He cites the use of radio for

- training purposes,
- practical instruction in agriculture and health,
- talks on national policies and priorities,
- correspondence schooling,
- community development action,
- study groups,
- literacy,
- training and development campaigns such as family planning as well as for general entertainment.

<sup>7</sup>Schramm, Wilbur, Big Media, Little Media. Stanford University. (1973).

In terms of cost-effectiveness, radio ranks high, but evidence suggests that in and of itself, radio is insufficient to accomplish learning tasks.

Rather it must be built into a teacher-learning system combining study/ discussion groups, printed materials, other media and some type of organizer/leader. The combination itself within nonformal education is especially fragile and important because radio is usually used by untrained teachers who geographically are situated at a distance from an organized institution. 8

The following section will outline some nonformal education programmes which have used the radio and study groups in an effort to reach the rural population.

#### Radio Mass Campaigns.

In his study of mass campaigns and development Hall (1976) observed that the radio forums were adapted in India in the 1950's and in the 1960's and were later employed in rural education programmes in Ghana, Togo and Dahomey (now Benin) in the late 1960's. The origin of the group listening experience in Tanzania according to Hall is linked to the radio forums which originated in Canada in the early 1950's. The health education programme in particular was similar in scale to the literacy campaigns in Cuba. The major aim of the health education campaign popularly called "Mtu ni Afya," (translated as "Man is Health") was to increase people's consciousness of the power and control over their own health.

In India radio rural forums were set up as an experiment by UNESCO in 1956 to test the usefulness of the radio farm forum as it had developed in Canada. The experiment covered 44 villages. The Indian radio rural forums were groups of twenty people. By 1965, the project was reported

8 Henry T. Ingle, Communication Media and Technology: A Look at Their Role in Nonformal Education Programs. Washington, AED (1974), p. 17.

to have expanded to cover 12,000 groups.<sup>9</sup> The groups met twice a week to discuss a variety of rural development themes followed by action.

An evaluation of the effectiveness and potential of the Indian rural forums as an educational instrument noted out the following:

- (1) the radio farm forums as method of transmitting knowledge is vastly superior to placing a radio in the village hoping that the villagers will profit from it;
- (2) there is little difference in groups between literates and illiterates in groups regarding the degree of participation in discussions;
- (3) tests showed that knowledge gain of members was more than twice that of non-group members;
- (4) the group method tends to bring out a knowledge which is latent in the village;
- (5) the radio rural forum can become an important institution in the village life as a tool for forming broader based and better founded democracy than the elected council provides.

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The Ghanian village forums showed the following aspects:

- (1) villages with radio forums appeared to have a higher positive responses in terms of knowledge and implementation to the subjects broadcast than the villages studies which did not have the forums;
- (2) more than 83% of the participants said they would like the project to continue;

<sup>9</sup> Budd Hall, Mass Campaigns and Development; the Tanzanian Health Education Campaign and Related Experiences, ICAE Toronto, 1976, p.

<sup>10</sup> Schram, Wilbur, "Ten Years of the Radio Rural Forum in India" in UNESCO, New Educational Media in Action- Case Studies: Paris, UNESCO (1967).

- (3) self-help projects were carried out by the rural forums. These included dispensaries, roads, establishment of marketing channels and new methods of farming were introduced.<sup>11</sup>

The Cuban literacy programme was designed to teach literacy and political education. Radio was not used to teach literacy but was used as a part of an extensive publicity effort to persuade the illiterate population to enroll, to encourage widespread support, to attract volunteers, and to support and spread technical aspects of the campaigns. The literacy programme in Cuba was a political institution which aimed to create a participating citizen. It was an instrument in the process of development. This was an indication of progress and change partly beginning when more and more people take part in activities that emphasize the collective as opposed to the individual endeavour.

What can be Learned from the Previous Campaigns?

The rural forums of India and Ghana represent a methodology of rural change with the focus on technique of communication. The large campaigns in Cuba were designed to mobilize the population, to make changes and to bring about political consciousness and an increased degree of participation. The levels of national political commitment and rural decision making increased in all the three countries. Direct improvement of the quality of life for the masses was crucial national priority in Cuba.

For the purpose of discovering knowledge on how mass study campaigns could work better some useful lessons can be learned from the previous experience. In his analysis of the radio rural forums, Hall pointed out that;

<sup>11</sup> Dodd T. Multimedia Approach to Rural Education. London: International Extension College, (1972).

- (1) In India, forums seem to represent a workable way of providing education to mixed groups of literate and illiterate.

This point is very important especially to third world countries which are concerned with rural development. Education provision in rural adult education programmes has mainly relied on print. Literacy has been a requirement for entry into the farmers training centers. Yet the majority of the rural population are illiterate and more than half of these are women. The radio study groups would offer a great opportunity for the illiterate women. The media forums of India and Ghana show that groups can function even if they are a mixture of literate and illiterates.

- (2) the media forum experience has proved useful and perhaps the strongest alternative for rural communications;

In India and Ghana, changes were not spectacular but the forums involved people in decision-making and they became important institutions in the village life especially in India. It seems that rural forums if used with programmes for women they would give women an opportunity to practice democracy which is not usually provided by other male-dominated institutions.

- (3) Public participation and national support seem to increase the likelihood of success.

The Cuban experiences showed the importance of the integration of development work with political action. The Cuban campaign was consciously political and it called for the involvement of the people, especially the rural people. What makes this interesting to the study of Tanzania campaign as will be seen later is that the "Mtu ni Afya" campaign represents an attempt to use the basic media forum method but on a much broader scale with emphasis on mass participation through study groups. The target group for the Mtu ni Afya campaign was one million. The Campaign actually reached two million people in the rural areas. This is an indication

that mass campaigns are capable of reaching large numbers of people in a short time. It is therefore possible that women, who for a long time have not been touched by educational programmes, could be reached by mass campaigns.

- (4) the impact of the campaign seems likely to be greater if the variety of social changes suggested is narrower.

In both India and Ghana, the projects tried to deal with many rural themes at one time. This was a disadvantage. On the other hand Cuba limited the number of subjects introduced. Limiting the subjects gives the groups a chance to deal with one issue more thoroughly. The Tanzanian mass campaigns have always had one subject to cover at a time, for instance health, nutrition or agriculture.

There are more lessons that can be learned from these campaigns described above. The fundamental point that can be made is that media forums are a useful communication approach if action is a desired outcome. The impact of the project or campaigns is greatly increased by the integration of political support and popular involvement. This point will be highlighted further in the analysis of the Tanzania experience in mass campaigns.

#### Background to Mtu ni Afya Campaign in Tanzania.

It is true that mass radio campaigns are externally linked with other parts of the world, but it is also true that the basis for the mass campaigns have a long history. Mbunda (1976) traced the origin of mass campaigns in the traditional African society.

Haven't the traditional African societies grappled with such problems for long before the colonial rule came to Africa? Nay, even during the colonial rule, society had to seek solutions to problems of global nature. 12

<sup>12</sup> Daniel Mbunda, Education, Mass Campaigns: Tanzania Experience, Chakula Ni Uhai. Dar-es-Salaam: IAE, (1976) p. 3

Mbunda defined a mass campaign as a programme designed to solve a specific problem with the following principles:

- (1) There is an urgent felt need;
- (2) The need is common to the entire community or group;
- (3) Cooperation of all concerned is essential in order to satisfy the need;
- (4) This cooperation has to be a result of participatory planning and commitment to personal implementation;
- (5) There is the set time factor.

In the traditional African society there were times of specially felt needs of a global nature. These required urgent solution through cooperative action of the members of the clan or the tribe. For instance, an epidemic, famine, raids or even wild animals were all problems of global concern which required action within the time set. Basic knowledge about a problem had to be submitted for subsequent discussion, decision, and action. The medium of communication was not a radio or television but drums and horns. Task forces would be formed and group leaders selected. Discussion would be undertaken through a participatory process by all concerned. The fact that the principles of mass campaigns are not new to the people might partly explain the popularity and success of the mass campaigns in Tanzania.

In the mass campaigns of the past decade, Tanzania has taken advantage of modern technology. The radio in particular is widely used as a medium of communication. Between 1969 and 1972, three campaigns were launched to educate people in development planning, elections and important national events. The campaigns used the radio study group method. These campaigns covered rather small sectors of the population. However,

they provided basic information to the target audience on the above mentioned subjects. Because of the success of radio study group method in these campaigns, it was felt that the method had a potential for future large scale campaigns. At the same time it was felt that future campaigns should emphasize subject matter that might have some impact on the lives of the rural people. This led to the launching of the health and nutrition campaigns in 1973 and 1975 respectively. The impact of the health campaign will be examined in the context of its relevance to further planning of nonformal education programmes in Tanzania.

#### The Mtu Ni Afya Campaign.

The Mtu Ni Afya campaign had three objectives:

- (1) To increase participants awareness of and to encourage group actions on measures which groups and individuals can take to make their lives healthier;
- (2) To provide information about the symptoms and prevention of specific diseases;
- (3) For those who had participated in the national literacy campaigns to encourage the maintenance of the newly acquired reading skills by providing suitable follow up materials.

The functional literacy campaigns had been launched in 1970 to cater for the 5,250,000 illiterate adults in Tanzania. The point worth noting in this campaign is that the enrollment figures showed a larger percentage of women but by 1975, only twenty-three percent of those women who enrolled became literate.<sup>14</sup>

In the Mtu Ni Afya campaign the target population was estimated to

13

Institute of Adult Education, Mtu Ni Afya Evaluation Report, 1974.

14

Mbakile E.R. National Functional Literacy Evaluation, Ministry of National Education, Daressalaam, 1975.

be one million adults living in the Ujamaa Villages, but in reality the campaign intended to promote communal activities, and to integrate national literacy efforts. The planning of the campaigns included publicity and mobilization of the group members to be involved in the campaigns, preparation of the study materials, and training of the group leaders. The actual implementation was done in groups of fifteen to twenty people or more. The groups met twice a week to discuss health topics which were announced over the radio.

Each group had a radio and printed materials to supplement the radio programmes. The printed materials included a 48-page textbook, posters, and pictures. The radio programmes together with printed materials were all prepared by the Materials Committee which was a subcommittee of the National Coordinating Committee. The National Coordinating Committee which coordinated all the campaign activities on the national level, represented the Ministries of Education, Health, Agriculture, Defense, Cooperatives, Labour, The Party, the University, non-governmental and voluntary agencies. The basic elements in the study groups were DISCUSSION, DECISION, and ACTION by all the group members. These study groups were composed of men and women, illiterates and literates, young and old. All these were farmers. Altogether, there were 75,000 study groups in the country.

From the analysis of the previous campaigns and other nonformal educational programmes mentioned earlier, it can be observed that for the success of a large scale programme, there must be coordinated interministerial or interagency effort at all levels of the programme development. The National Coordinating Committee for "Mtu Ni Afya" was formed for this purpose.

Implications for Planning Nonformal Education Programmes for Women in Tanzania.

Before examining the impact of Mtu Ni Afya it would be useful to look at the participation of women in mass campaigns. Women's participation in mass campaigns seems to increase with each successive campaign. The first two campaigns, owing to their political nature, did not attract many women. The 'Wakati wa Furaha' (translated as the 'Time for Rejoicing')<sup>15</sup> campaign of 1971, had 38 % women and 62% men. Mtu Ni Afya showed a much more even ratio of 48% women and 57% men. Participation in the nutrition campaign of 1975 was 50% women and 50% men. It seems that the choice of the issue for study in a campaign affects the sex composition of the participants. Women are naturally attracted to subjects that are directly related to their problems. Any educational programmes designed for women must relate to their problems and concerns.

Women have been very active in nonformal education in the rural areas especially in the last three previous campaigns including functional literacy. The functional literacy classes have been dominated by women. The explanation of this is that they want to catch up, they must 'run while men walk.' This active participation by women throws a challenge to the nonformal educators to stretch their efforts in order to provide rural women with appropriate education that prepares them for their changing roles in a developing society. It is impossible to reach all rural women through formal education and the micro-level programmes set up by the various ministries and organizations. Mass campaigns offer a great potential for reaching rural women and providing them with the required

<sup>15</sup>This campaign was launched for the celebration of the tenth Independence Anniversary 1971, in order to teach the people about important national events.

education. Facilities to make this a reality exist. There is for example a strong national political support; inter-ministrial cooperation; an active nonformal education field staff; and the radio. Mass campaigns as an educational strategy have characteristics which make them feasible in reaching rural women.

Grenholm, Ngwanakilala, Hall and Mbunda in their analysis of the role of mass campaigns in development identified the following achievements:<sup>16</sup>

- (1) Mass campaigns have provided for a radical expansion in the access to information.

The unquestioned effect of the mass campaigns has been the radical expansion of the number of people who have been able to take part in the organized learning experience. The use of radio existing group network, cassettes and print have made it possible for more people to have access to information. Women's interests and concerns embrace a wide spectrum of topics on economics, family, health, education, politics, civics, religion, social and cultural aspects. Specific information on subjects in these broad areas could be passed on to and shared by women through mass campaigns. The expanded outreach by mass campaigns has made it possible for persons who had never before taken part in any externally organized learning activity to develop awareness and skills which could be used immediately. An important point here is that women whether they are literate or illiterate, can have access to needed information. Those who cannot read can hear, discuss, understand and act accordingly.

- (2) Mass campaigns can be effective instruments for raising consciousness about and stimulating participation in development.

<sup>16</sup> Grenholm L., Some Campaign Considerations, International Bureau of Education, Geneva, 1975.  
 Ngwanakilala, N. A Case for Mass Education: The Tanzania Experience. University of Manchester (1974).

The purpose of decentralization of the government of Tanzania effected in 1972 was to give power to the people as the people are central in development. Oppression through Colonial had forced men and women into submission. They had decisions made for them even in matters that concerned their own lives. Women have suffered a double exploitation under colonialism and under men who always made decisions for them. What women need is to go through,

a process by which they discover that they have power, that they have creativity and that there are some alternatives that they themselves may initiate which will affect their lives positively. 17

Consciousness raising on both the individual and collective levels can be one of the major outcomes of mass campaigns through group discussion. The emphasis in study group method is on complete and equal participation of the members in exploring the relevance of the information transmitted to them. It has been stated earlier that women have to be involved in the process of planning, implementation, and evaluation. They also must be involved in decision making at all levels in the society. Study group campaigns offer a method of stimulating participation in decision making.

(3) Mass campaigns can lead to collective action.

A group working together or a whole village working together can bring about major changes quickly, efficiently and on an entire village basis which is not possible on a one-to-one basis. Each group is able to avoid dependence on an expert. This group action would have a bearing on women because they have always worked in groups. Now that people are living together in larger units of villages, collective action is even much easier to effect. Collective action like clearing of bushes, digging wells, building latrines and roads has been effected as a result of the past health campaign, "Mtu Ni Afya." The already existing women's groups in villages

<sup>17</sup>Hall, Op.cit. Chap. 8, p.5.

could be mobilized and used as educational institutions for women. These include cooperative groups, UWT groups,<sup>18</sup> literacy groups, self help groups and kinship groups.

- (4) Mass campaigns can strengthen grass root political structure and leadership skills.

In places where party cell leaders became group leaders<sup>19</sup>, their leadership skills were strengthened by the mass campaigns through training for group leadership. Women's group leadership on the local level has been neglected. The existing leaders of the various women's groups could be trained as group facilitators for women's educational programmes.

- (5) Mass campaigns represent a way of reaching large numbers of people at low per capita cost.

The cost of "Mtu Ni Afya" was estimated at US \$0.04 per hour of discussion which was much lower compared with the cost per hour of literacy instruction of about US \$0.62 in the JNESCO/UNDP literacy project. Tanzania, being a poor country committed to using nonformal education to involve people in development, can use mass campaigns as a relatively inexpensive strategy to reach rural women.

<sup>18</sup> UWT -Union of Women of Tanzania is the only women's organization in the country with branches throughout the country.

<sup>19</sup> Cell leaders - a ten cell house leader in the village (illustrated later in the design).

### Conclusions and Recommendations.

From the review of mass campaigns, one can conclude that they are fundamentally nonformal education programmes and as such they serve the general objectives of nonformal education. They are meant to liberate the participants and make them more confident in their development, and more responsible in their own programmes. This is very important to women because it is the kind of liberation they need to participate effectively in national development.

The strength of the Tanzanian study group campaign lies in its three abilities. First the ability to reach a target audience; secondly the ability to involve people in preparation and running of the programme itself; and thirdly, the ability to make the participants actually learn through discussing and solving their own problems.

One of the problems of the mass campaigns, however attractive they may be so far, is that they were funded from external sources. This is also true of many other large scale nonformal education programmes elsewhere. This factor controlled the duration of the programmes. For instance, the health campaign ended when people were beginning to ask for more programmes, books and posters; but it could not be continued because of lack of the necessary money. In order to alleviate this problem mass radio study campaigns could be institutionalized and included in government plans to ensure that they have a stable indigenous financial base. This would make it possible to initiate follow-up programmes in order for the participants to retain and practice the knowledge, skills and attitudes acquired.

The Ministry of National Education could use the concept of study groups in schools. Schools are part of the community and therefore learners should learn from real life situations of the communities. The decision-

making exercises would help them in their later lives as members of a developing community.

The active participation by women in the mass campaigns seems to have been stimulated by the unique qualities that the mass campaign approach has. These include the involvement of the participants in decision making; its non-authoritarian learning structure; its use of radio to reach groups and persons not previously reached by the formal education programmes; its use of social pressure as a stimulus to learning, and its low cost. Although women have been attracted to mass campaigns, so far all the campaigns have been on general subjects. None of these campaigns has had a focus on specific problems and concerns of women.

Considering the roles that women play in Tanzania's development and the training needs that they have, it is recommended that the next mass campaign focus on the specific needs and problems of women. The areas to be looked into when assessing women's needs have been pointed out earlier. It is further suggested that these areas that have not been given attention by nonformal educators, be investigated for determining the needs of women. One of these neglected areas is the stock of knowledge possessed by women in the following six areas:

- (1) life span maintenance, including care of children and the elderly;
- (2) food production, storage, short and long term preservation and processing;
- (3) maintenance and utilization of fuel and water resources;
- (4) production of household equipment, sometimes including house construction and simple repairs;
- (5) maintenance of inter-household barter system;
- (6) maintenance of kin network and ceremonies for meetings regularly recurring and crisis life events.

All these factors do not only concern women but contribute to the adequate nutrition and well being of the community. These are also some of the indigenous technologies which can provide a foundation for nonformal education programmes.

It is finally recommended to the Institute of Adult Education, which has a long history of organizing mass campaigns, with its capabilities and facilities in collaboration with other institutions, to carry out a campaign for the development of women. This could be done on a national, regional, district and local level. Since the success of the campaign depends on trained group leadership, the second part of this paper is a proposed specific training programme which could be used to train village level leaders for/<sup>a</sup>mass campaign on "Women and Development."

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