



Annual Report 2010

May 2011

INTRODUCTION

This report provides an account of the main achievements, gaps and lessons of the Twaweza initiative in 2010. It is not a comprehensive assessment of all our work; only major areas are covered and many smaller activities are omitted for reasons of space and clarity. The structure of the report generally follows, with some exception for reasons of readability, the order of our Annual Plan 2010. It has two main parts. The first part, Programs, covers Twaweza's partners using the five key channels/networks, and the three sectors we focus on, and the work of Uwazi. The second part, Learning and Communications, covers work on monitoring and evaluation, developing and learning culture, and communications. The report ends with a conclusion that highlights three key challenges in moving forward.

This report is in draft form for the Board. The final report including illustrations, layout, etc is expected to be completed and published by early June 2011.

A separate financial audited report for the financial year 2010 is also available.

1. PROGRAM PARTNERSHIPS

The program partnerships are at the heart of the Twaweza approach; they seek to stimulate the development of an ecosystem through which, over time, at least 5 million citizens are able to make things happen and secure better public services. Here, Twaweza focuses on three core services – education, water and health – and within each, a specific set of outcome-related areas of focus have been selected for attention.

The emphasis is on bottom-up citizen driven action, or triggering citizen agency, by which we mean the ability of citizens to access and use information, monitor progress, speak up and make a practical difference in their own communities or hold authorities accountable. Citizens are engaged primarily through five channels or networks that have been identified to be almost ubiquitous, namely i) mass media (radio, TV and newspapers), ii) mobile phones, iii) networks of fast moving consumer goods, iv) religious organizations, and v) teachers' organizations. The idea is that, taken together, the multiplicity of information flows and opportunities to act will create a reinforcing 'ecosystem effect' that can help citizens achieve critical mass or reach a tipping point and help sustain social change over time.

By the end of 2010, about one and a half years into the implementation of the Twaweza program, the level of progress that has been achieved towards this vision is outlined below. For space reasons, only key activities are mentioned. The first five sections address the major channels to reach citizens; the next three sections address the three key sectors that concern Twaweza.

1.1. Media

Media framework partnerships

The media framework partnerships are an innovative attempt to strengthen media by creating incentives that reward quality and diversity, rather than reproduce input-driven approaches such as training journalists that have had mixed success at best. The Twaweza approach seeks partnerships with large media companies on a win-win basis, at the intersection of the media house and Twaweza interests, so that they are not seen as externally imposed. With each media company, about 12-15 different programs are identified and specific targets are set for improvement of each program (e.g. the nightly news, a weekly interview program, a daily magazine). Targets cover aspects such as ensuring triangulation of sources (e.g. not just reporting what the Minister said, but asking independent experts and citizens), expanding citizen voice and rural coverage, increasing use of evidence and data, and strengthening investigative journalism.

The partnership terms are such that Twaweza provides the media house with independent tips, studies and data, and links to credible sources of information. The media house uses these where it fits with editorial standards but is under no obligation to use them. The content of the programs cover issues of topical interest that matter to citizens. Twaweza's funding amount varies with the level of improvements measured against mutually agreed targets; the better the media house does, the more funding it receives, up to a maximum amount. The idea is to both enable and 'nudge' the media house personnel to make the necessary changes to improve quality, where at times significant changes can be achieved with relatively small tweaks in approach and sharper supervision.

Because of its wider reach, emphasis was placed on electronic media (radio and TV). In Tanzania, partnerships were agreed with Sahara Communications (number one in radio, number three in TV), and discussions were underway with two other groups. In Kenya partners included *Royal Media Services* (the largest media conglomerate with 9+ radio and 2 TV stations) and the *Nation Media*

Group (East Africa's leading media company). Combined, these three media houses likely reach over 25 million citizens every day. (See also *TRAC* under mobile phones below.)

Because this partnership approach is unusual, it has taken longer than anticipated for media partners to 'absorb' the concept fully and for both parties to work out effective working relationships. Course corrections have been made during implementation, including spending more time to orient media house program staff, establishing better information sharing mechanisms, and clarifying monitoring tools. While challenges remain, already there is clear evidence that several thousand hours of programming time have been improved, and that the level of coverage is steadily expanding each quarter. Creativity has increased in several cases. Information is better sourced and more evidence based. A greater diversity of opinion is broadcast. Importantly, we sense that we are beginning to influence a more quality conscious style of program development and management within media, though more time is needed to confirm this.

In going forward with the large media partnerships, we will need to set up a better mechanism of brokering information and data, and at times working to make it more accessible (it is not as easy as sending the report or introducing media to a researcher). The independent and systematic verification of progress will also need to be strengthened. A new frontier to be explored involves supporting partners to improve the web content and synergies across media platforms.

National Newspapers

While the primary focus was on electronic media, newspapers were also supported. Notably, *Uwazi* (see below) provided interesting comparative pairs of facts that were published daily on page 2 of *The Citizen* and *Mwananchi* newspapers in Tanzania, and a similar arrangement is being explored with *The Star* in Kenya. These and other papers were also provided with news tips, often from our engagement with research and policy bodies, that led to the publication of at least 30 stories, often on the front page.

DaladalaTV

Because most forms of media programs lack creativity, *Twaweza* also provided strategic support to new forms of media that emphasized citizen perspectives and their concerns, including but not limited to service delivery. The most prominent example of this is *Daladala TV*, a daily debate program that is filmed in a specially outfitted studio aboard a local bus that plies busy routes of Dar es Salaam. Presenters spark discussion by providing information about topical events, and encourage debate among passengers. The show is edited and broadcast in a prime time slot the same evening, providing a space for ordinary people to have views heard, and promoting the idea of informed public debate. An independent survey demonstrated that the show has 2.7 million viewers, ranking it among the top 5 shows in the country. In 2011, the potential of moving the bus up-country each month and expanding the innovation to Kenya or Uganda will be explored. Other ideas include support for the immensely popular but politically sensitive *XYZ TV* show in Kenya, and *Dhamira* – its radio version in Tanzania.

ShujaazFM

In Kenya, the risk we took in investing early in the youth focused start-up initiative *ShujaazFM* paid off, exceeding the ambitious expectations and targets. The initiative is managed by an independent company called Well Told Story (WTS). The program seeks to engage Kenyans under age 25, at scale, through a dialogic, provocative multi-media approach involving comics in *Sheng*, daily radio segments, and SMS feedback. Each month up to 600,000 comic books featuring a youth hero and others whose hallmark is to take action are developed, printed and distributed nationwide as inserts in *The Nation* newspaper and through *Safaricom's* dealer distribution network. Linked to the characters and stories in the comic books, a short 5-7 minute daily segment for radio is produced,

done in a style as if the station is 'hacked'. As of 2010, the program was syndicated to 17 FM and community stations. An SMS platform was developed to receive feedback and inform radio debate as well as future comics, through which over 500 SMS messages were received each week. Presence on the internet and social media (e.g. an active presence and over 6,000 friends on *Facebook*) Twaweza's foundational support created a strong base from which other actors such as GTZ provided supplementary funds to increase print runs and reach, and several commercial companies provided valuable in-kind support, triggering just the sort of 'butterfly' effect that Twaweza seeks to generate. An independent study found impacts that far exceeded projections, with the combined platforms reaching about 15 million Kenyans, making it easily the largest communication initiative in the country. In 2011, with its concept being proven in the pilot phase, Twaweza will consider multi-year support for *ShujaazFM*, and encourage expanded radio syndication, TV presence and better analysis of the large mine of data collected. Possibilities of expanding the initiative across East Africa will also be carefully explored.

Makutano Junction

A creative partnership was also established with the *Mediae Company* for production of Season 11 of the popular Kenyan TV drama, *Makutano Junction*. This approach seeks to engage citizens through stories and entertainment, though Twaweza emphasized a markedly different, less 'preachy' and more citizen focused approach than evident in past episodes. Numerous back and forth discussions were required to accommodate this change. In 2010, 9 out of the 13 episodes of the season were developed with citizen agency and service delivery themes as their main focus. The episode will be broadcast in early 2011 during prime time on Kenya's widest TV network, and is expected to reach up to 8 million viewers.

Uganda Radio Network

In Uganda, towards the end of 2010 Twaweza and the *Uganda Radio Network (URN)* agreed to strengthen work to reach 10 to 15 million Ugandans, many in rural areas, each day. This unique syndicated service provides daily news and a weekly audio magazine to more than 50 radio stations in Uganda. News items, including sound bites, are posted on the secure URN website to which radio stations have access. Subscribed stations usually broadcast all posted news and typically a news item reaches several million listeners instantly, often in one of Uganda's 58 local languages translated by the local stations. Twaweza supports URN to increase the number of news items broadcast, as well as their quality. To bring out the voice of ordinary Ugandans, Twaweza's support will help URN to expand its regional network of journalists and mentor member radio stations as well as independent journalists in the districts. Twaweza has also identified and provided expert support to revamp the URN website, to make it more interactive and powerful, and to try out some of the innovations URN always wanted, such as participatory radio, and broadcast of public debates. In turn, URN is keen to engage with the rest of the Twaweza ecosystem of partners, especially where it can get access to powerful data and stories.

Ni Sisi adverts

Finally, Twaweza produced public service announcements (PSAs), drawing on advertizing technique and humor to engage the public on serious service delivery, public accountability and citizen action issues. The *Ni Sisi* adverts in Tanzania, emphasizing citizen opportunity to make a difference, were broadcast on *Sahara* national TV network daily. The Kenyan version began production at the end of 2010 and will be broadcast in early 2011. However, the impact of spots broadcast on TV and radio so far appears to be lower than expected, possibly because the messages and style are too subtle, and seek to focus responsibility on citizen responsibilities rather than criticize the government or another easy target. A lesson here is to better involve creative professionals than was done in 2010, and to strengthen pretesting during development.

1.2 Mobile phones

Arguably, the spread of mobile phones has been the most significant development in East Africa in the last decade. By 2010, clear majorities of the population had direct or indirect access to mobile phones; an ever increasing range of services (such as banking, information databanks, messaging, and ringtones) had mushroomed; fierce competition and improved infrastructure led to decreasing costs; and internet access was increasingly accessible on mobile phones, particularly in Kenya. In combination, these developments have dramatically altered the communication options for most people, enhancing speed, reliability and versatility in ways that were unimaginable only a few years ago.

But while the mobile phenomenon provides an enormously powerful platform for citizen engagement, finding the right niche and compelling business model through which Twaweza can enhance value to promote transparency, accountability and citizen action has been harder to fashion than envisaged.

Broadcasting SMSs

Twaweza initially approached large mobile phone companies to broadcast public service oriented short messages (SMS) at zero or low cost, by utilizing its unused bandwidth. Initially one company (*Zain*) was open to this idea, but the project was aborted once the company was acquired by another (*Airtel*). Other companies saw technical, legal and logistical challenges with the approach. Over time, several lessons were generated. It became clear that we may need to deal with third parties who provide such services for the major companies whose focus is on their core business. Another lesson was that our 'blanket' approach that sought a long-term framework agreement was less compelling than a specific 'ask' that was about something practical and whose value could be broadly understood. It may emerge that mobile phones may be better for triggering feedback from a sub-sample rather than millions, and its greater value may lie in self-generated peer to peer interaction triggered but not managed by Twaweza. A final lesson is that brokering a partnership requires a great deal more research, planning and networking than can be undertaken by the one staff member responsible for program partnerships in each country.

TRAC FM

One partnership that reflects some of the insights noted above is *TRAC FM* project. Interactive radio talk-shows are the most popular platforms for political debate in Uganda. *TRAC FM* builds on the success of these shows and involves citizens in high frequency monitoring of public services, such as reporting on teacher absenteeism, availability of text books, drug stock outs, waiting time at clinics, teacher payments, election proceedings, functionality of water points, potholes, etc. *TRAC FM* combines radio, mobile, print, graphic design and online media to create a new and popular approach to public monitoring of service delivery. The user-friendly *TRAC FM* software is used by radio presenters to conduct surveys during their talk-shows to which listeners can react via SMS. Incoming text messages are collected by *TRAC* and instantly processed and visualized in an innovative way. The visualization is relayed to the FM stations where the radio talk-show host interprets, presents and feeds the data back into the public online debate. Twaweza support enables *TRAC FM* to develop its ideas, design and test the software, and go live by mid-2011 in partnership with the *Nation Media Group*.

Other experiments

In addition, five other important achievements were realized in 2010. First, 4 million SMSs regarding children's actual literacy and numeracy levels were sent at low cost (through a third party company) to 4 million citizens in Kenya. The information sent was derived from the Uwezo study on

children's learning. Feedback received by Twaweza and Uwezo indicates that the information was highly valued, and has contributed to a broad public debate on educational outcomes across Kenya. Second, a partnership was successfully brokered to use *Safaricom's* mobile payment system to enable thousands of volunteers to undertake children's assessments in Kenya. Third, mobile phones were successfully used for monitoring by *Uwazi* (see below) and several partners, including Uwezo in East Africa, *Daraja* in Tanzania, and the *CU@SCHOOL* pilot in Uganda. These experiments have provided useful lessons on how to do effective monitoring and motivate citizens, as well as the comparative value of different approaches, such as voice versus text. Fourth, Twaweza supported a small start-up called *Envaya* to develop simple platforms to enable hundreds of civil society organizations to make information more open to their constituencies. Fifth, the experience of trying to make this work in a fast changing ICT and mobile telephony environment has made Twaweza better informed, providing a more solid footing to pursue options in 2011.

1.3 Fast Moving Consumer Goods (FMCG) companies

It is difficult to find any rural settlement or urban neighborhood in East Africa that lacks a shop or kiosk or stand selling basic commodities valued by people – soap, sugar, flour, cooking oil, pens, exercise books, matches, batteries, and the like. These small businesses provide a service that many people, particularly women, value immensely for the goods they provide at reasonable cost and for the ways in which they serve as informal information hubs. Many of the essential goods are produced and distributed by a few large companies. Twaweza's idea is to 'piggyback' on this efficient and extensive network to provide citizens with information and ideas, and from there, to stimulate debate among people, and to garner feedback on specific issues. The elegance of this approach is that Twaweza can achieve wide reach at marginal additional cost; without needing to 'worry' about the enormous logistical challenges of moving materials to remote places since a well incentivized network exists, and consumer goods that have a value rarely get piled up, lost or discarded. In turn the information added by Twaweza enhances the interest in and value of the product, and thereby its marketability, and may also enhance the reputation of the company.

Exercise books

In 2010, several partnerships were realized or developed in this area. In Tanzania, through a partnership with the largest printer of exercise books (*Tanzania Printing Services*), 40 million books were printed (on the front and both inside covers) with tools on how to assess literacy and numeracy, and to take action on it. These were distributed across over half the regions of the country through normal commercial channels by the printer and its affiliated network. Twaweza only paid a very small sum (unit cost of less than USD 0.001) for printing the information on each book. Careful records have been maintained of the geographical distribution of the material so that it can be independently tracked on a sample basis, and inform the independent evaluation efforts (see below).

Major distributors

An agreement was also reached in principle with two large companies that distribute goods throughout East Africa – *Mohamed Enterprises* (primarily foodstuffs) and the *Sumaria Group* (pens and other basic consumables). In Kenya, partnership relations are underdevelopment with three potential companies. For all, popular materials that can be inserted in the packaging or alongside goods are being designed and produced. These include publications produced for other initiatives (such as partnership with religious leaders, Uwezo) as well as new material.

Exploring new options

Because goods in the region are still supplied to the vendors in bulk packaging (unlike for instance in India), in 2011 Twaweza will explore the feasibility of producing simple paper packing bags with messages printed on them that can be distributed alongside the goods. Other ideas include partnering with a fast moving consumer goods (FMCG) company to run competitions where participants win awards for knowing certain answers or writing compelling essays. Finally, a number of additional companies will be identified to expand this partnership. At all times, care will be taken not to enter into exclusive arrangements that would constrain Twaweza's ability to partner with a rival company on the same or similar deal.

d.light

A somewhat different innovative partnership was agreed in 2010 in Tanzania with *d.light*, a solar light hybrid for-profit and social venture. This partnership, focused on marketing subsidized low-cost, high quality lights to secondary school students and teachers, is designed to have multiple benefits. First, it provides solar lights at an affordable price in a country where 85 percent of the population does not have access to electricity. Second, it intends to enhance learning by providing reliable light at night for learners and teachers. Third, it replaces rudimentary kerosene lanterns that are more costly to run, increase carbon emissions and have been shown to cause serious respiratory illnesses. Fourth, information materials will be included in the packaging of the lights and affixed on to the light fixtures. Fifth, in the course of distribution of lights, telephone numbers will be collected of teachers who get the lights, to enable easy follow-up monitoring on the lights and other relevant aspects. The business model crafted here is also an interesting experiment. Other than providing the popular materials free of charge (whose unit cost for printing is less than USD 0.1), *d.light* will be given a challenge amount of USD 1.25 per additional light successfully sold to secondary schools and documented, up to 100,000 lights. *D.light* had intended to sell a much lower amount of lights; this challenge now provides them an opportunity to achieve far greater scale. Yet payment is based on performance: if only 20% of the target is reached, only 20% of the maximum amount will be paid. It will be interesting to follow whether this challenge model works, and how it could be applied in other contexts.

Masoko

Twaweza partnered with *Masoko*, a major social marketing company, to distribute popular materials and show films across about a third of Tanzania. *Masoko*, at their initiative, distributed Twaweza materials free of charge by piggybacking them on marketing visits they were doing for commercial companies, using specially designed trucks with platforms for staging shows and showing films. The *Masoko* facilitators then engage audiences of between 800-2000 with entertainment and discussion of the issues raised in the materials, with a staff person assigned to record feedback. At the end of the year, *Masoko* also arranged to distribute the Twaweza/Uwezo calendars to thousands passengers traveling from Dar es Salaam to upcountry for the new-year holidays. Distribution and feedback was monitored and photographs taken. Through these approaches, materials reached rural audiences that usually do not have access to newspapers, libraries or other print materials. About 1.2 million people were reached in this way.

BRAC

Finally, the Twaweza Tanzania program had several meetings with *BRAC*, part of the world's largest NGO, on how we might piggyback on their extensive micro-finance network across a large part of Tanzania. Women in particular are strongly represented in *BRAC*. Ideas included distributing popular materials, fostering simple monitoring, and documenting stories of change. Many *BRAC* network members are already active in their communities, and more likely to engage in the citizen agency actions that Twaweza seeks to foster. The partnership also allows for combining information, service delivery and livelihood issues that could generate interesting insights. These opportunities will be explored further in 2011.

1.4 Religious organizations

As a recent Pew Trust study on religion in Africa has demonstrated, large majorities of people in East Africa hold strong religious beliefs, subscribing to forms of Islam or Christianity. Religion is not only limited to a 'spiritual' domain, rather it pervades many spheres of everyday life. Religious institutions area among the best organized, with an ability to motivate and engender a high degree of loyalty among its members. In this context, it would be difficult to foster effective citizen action without taking religious views into account. Twaweza seeks to identify the common grounds between its values and that of religious organizations, and to craft creative partnerships that pursue common interests. Often these focus on 'ethical' issues and well-being of the poor, such as equitable use of public funds, combating corruption, ethical behavior among leaders and service providers, and promotion of human dignity. In its approach, Twaweza takes care to engage with both Islamic and Christian bodies.

In 2010, a great deal of effort was expended on researching and understanding basic theological positions and the structure, functioning and potential political pitfalls of the main Christian (Catholic, Protestant and Pentecostal) and Islamic groups. This was done by establishing contact with key religious leaders, engaging in dialogue, and recruiting a knowledgeable consultant.

Building on this understanding, just prior to the national elections in Tanzania, support was provided to major religious umbrella bodies to develop a joint statement on leadership and accountability to citizens, and the attributes of a good leader. An illustrated, popular booklet in Swahili popularizing these ideas was developed and over 700,000 copies were printed (at unit cost below USD 0.1) and distributed through religious networks and as newspaper inserts in early October 2010. According to our partners, an estimated 2.5-3 million people read and used the booklets. Feedback indicated a strong uptake and positive reaction, with many religious bodies using them in community discussion groups. Many requests were received for additional copies, and a large reprint was undertaken. There is no credible manner of attributing their impact on the elections, though it is notable that many of the themes featured strongly during the campaign in what many observers note was a watershed moment in the country's history.

Other ideas were explored including the role of religious leaders in monitoring service delivery and flow of funds, and engaging citizens to solve local problems. A particular interest is the health sector, where many services are provided by religious bodies.

In Kenya, contact was made with the Kenya Episcopal Conference of Catholic Bishops, with the Independent non-affiliated Africanist churches, and with a large Pentecostal grouping. However, achieving progress was hampered by the strongly conservative position many religious bodies took in relation to the referendum on the new Constitution, which entrenched a polarized climate with little room for open thinking. In 2011, with the legacy of the referendum positions receding, Twaweza hopes to revitalize these contacts in Kenya and to explore new possibilities around transparency, accountability and quality of learning.

Dealing with the conservative aspects of religious groups, that Twaweza may not share, is a challenge for both sides. Still, these are not insurmountable, and our position is that the potential for large scale positive impact compels Twaweza to take a pragmatic position and pursue the ground for cooperation.

1.5 Teachers' Organizations

The dramatic expansion of public primary and secondary schooling in all three East African countries in the past decade has led to large increase in the number of teachers, the majority of whom are members of teachers' unions. While the relationship between many teachers and the respective union remains complex, unions are nonetheless perceived as valuable in certain aspects, and can boast of a large network that reaches virtually every community, including in remote rural areas. Its membership also includes large numbers of women. For these reasons, no other professional union can rival teachers. This large membership base also means that teachers' unions are among the very few large institutions other than religious bodies that the State needs to take seriously. In recent years, unions have flexed their muscle more regularly on issues related to teacher recruitment, remuneration and working conditions. At the same time, low levels of capability mean that organizational effectiveness is limited, including communication with and accountability towards its members, and the potential of the unions to engage in other issues that are part of their mandate, such as standards and quality, get blunted. Twaweza seeks to support teachers' unions to better engage with and be responsive to its own members, as well as pursue both teacher welfare and educational standards.

Tanzania

In Tanzania, Twaweza reached an agreement with the Tanzania Teachers' Union (TTU) to develop a comprehensive members' database and communication system that would allow TTU to reach over 200,000 teachers and get critical feedback. The idea is to enable information flow on critical matters such as policy clarifications, tracking the flow of funds, monitoring local situations (such as number of books, sanitation facilities), garnering views of teachers in a systematic basis, and undertaking research (potential linked to the *Wananchi Survey*, see below). The aim is to enhance the effectiveness and accountability of TTU to its members. Both TTU and Twaweza would have equal access to the database. In 2010, Twaweza commissioned experts to develop the technical database and forms, and TTU will collect the data from teachers starting in 2011. In the course of this relationship, Twaweza was able to use TTU's countrywide network to distribute over 60,000 copies each of several popular materials and selected Uwazi briefs related to education to all union district offices countrywide.

Over time, the database can serve as a foundation for rapid response surveys and more democratic agenda setting by TTU. Twaweza will also seek to build on this partnership to explore the Union's involvement in promoting and safeguarding better learning (in conjunction with Uwezo) and ethics in schools. Notably, historically and at present, teachers occupy the liminal space between ordinary citizens and 'officialdom', often playing a critical role as community resource persons and change agents. While being mindful of not undermining their core teaching roles, Twaweza views this as an opportunity to support teachers to drive citizen led action to improve quality of life and public accountability.

Kenya

In Kenya, explorations with the *Kenya National Teachers' Union (KNUT)* did not get formalized, with the organization likely hampered by its internal leadership wrangles. Unlike Tanzania and Uganda, Kenya also has other relatively powerful teachers' associations, including a large grouping of head-teachers, with whom Twaweza began to explore partnerships in late 2010. Both the creation of a communication database and distributing relevant materials through their large network were discussed. In 2011, explorations with *KNUT* (after its internal leadership elections are held) and the Head Teacher's association will be pursued, as well as new links explored in Uganda. Overall, teachers' unions are not particularly nimble and swift in cooperation, with its leaders caught in web of competing and at times distorted incentives that limit strategic action. This has led many

organizations to shirk working closely with unions, and few large funders are involved, also due to ideological reasons. Nevertheless, for Twaweza, pursuing these relationships remains crucial despite formidable constraints, because the potential of impact where success is achieved can be very large.

1.6 Education

Uwezo: Promoting Learning

By far, support to Uwezo (meaning capability in Swahili) – East Africa’s large scale initiative to assess and promote learning – constituted Twaweza’s most significant engagement in education in 2010. The initiative is implemented by three different organizations – *WERK* in Kenya, *TENMET* in Tanzania, and *UNNGOF* in Uganda – with overall management, coordination, standard setting, and quality assurance undertaken by Twaweza. The Uwezo approach involves two linked components, a) an assessment of actual literacy and numeracy levels undertaken countrywide, and b) imaginative, large scale communication and public engagement during and after the assessment. The core idea is that once citizens take part in assessing actual levels themselves, compare results to expectations and performance of others, and take concrete steps – learning will improve. The audacious goal is to increase literacy and numeracy in each country by ten percentage points between 2010 and 2013.

In 2010, field surveys were undertaken and completed in all three countries, involving in total approximately 70,000 households and about 150,000 children. The Kenya survey was completed first and its findings released in early 2010, and the other two countries followed in late 2010. In all three cases the results were found to be extremely poor, especially in Uganda and Tanzania. The releases received wide media coverage; in total hundreds of articles were published and programs broadcast. Because Uwezo Tanzania’s communications capacity was limited, Twaweza provided a media consultant and significant support in public engagement. These included developing, printing and distributing 250,000 copies each of a calendar and pamphlet that featured the assessment tools, over 500,000 copies of a popular Swahili booklet titled ‘They are in school, but are they learning?’, and the 40 million exercise books mentioned above. Distribution was done by piggybacking on the five channels pursued by Twaweza. In Kenya too, a wide array of communication materials – including individual district report cards, rankings comparing district performance, and ‘parents ask’ posters – were produced and distributed, as well as the 4 million SMSs mentioned above.

In total, the publication of the results and the concerted wide scale communications efforts contributed to broad public awareness. The findings were also taken up in key policy forums, though government representatives exhibited resistance in both Tanzania and Uganda, despite having been involved in the Uwezo design and key steps from the outset. A comparative East Africa report was drafted with support from Uwazi, but not completed due to the need to verify data consistency, and it will be published in the first half of 2011.

The overall story is in sharp contrast to the accolades East Africa has received for building classrooms and expanding enrolments; the Uwezo data demonstrate powerfully that while children may be in school they are not learning, and that large numbers complete school without basic skills in literacy and numeracy. In Tanzania, for instance, fully half of all children complete Grade 7 without being able to master *Grade 2 level* reading in English; many of these same children will enter secondary schooling which is taught in English, and therefore stand virtually no chance of excelling. On the positive side, however, there is increasing evidence from the nature of press coverage, letters to the editor, social media discussions, and debates in parliament and in policy pronouncements of a shift in focus from education inputs to learning outcomes.

Because understanding the change dynamics and ascertaining the level of impact is so important, Twaweza has commissioned a team of academics (Evan Lieberman, Dan Posner, Lily Tsai) from MIT and Princeton Universities to undertake an independent impact evaluation of Uwezo in Tanzania (2010, assessment only), and in Kenya (2011-13, assessment and communication). The researchers will use a mixed method approach, involving randomized control trials (RCTs) and other qualitative inquiries.

Throughout 2010, there was growing interest in Uwezo from other African countries and globally. Uwezo's work was presented in several major regional and international conferences, and featured in the new World Bank strategy for Africa and UNESCO's flagship education monitoring report. Communication was undertaken with interested parties from several countries who were considering an Uwezo-like approach. Close ties and learning exchanges were maintained with *ASER* in India, from whom the Uwezo idea was developed. These exchanges involved country level implementing partners, but were led by Uwezo's regional office based at Twaweza.

Finally, while Twaweza's major impetus on improving learning has been through Uwezo and to a lesser extent on funds reaching schools (see below), we have also been increasingly involved in the *cash on delivery* concept developed by the *Center for Global Development (CGD)*, whose main application possibilities focus on improving educational outcomes. The basic idea is that instead of micro-managing and hamstringing governments with lengthy plans, budget inputs and conditionalities, donors should condition support as payment for progress against a carefully defined outcome that is made public and independently verified. Twaweza finds the idea compelling and consistent with our own theory of change, though we place greater emphasis on its relevance at realigning provider incentives at the local, and believe that its greatest impact is likely to be realized when incentives are set at the level of schools, teachers and parents. One obvious possibility is to set up a *cash on delivery* mechanism linked to improving basic numeracy and literacy as measured by Uwezo. The feasibility and technical design of such an intervention will be carefully considered in 2011, in consultation with CGD and independent evaluators (see below).

Tracking Funds to Schools

Twaweza had intended to mount a large initiative in 2010 to create public awareness and track whether capitation grant funds reached schools on time in Tanzania and explore the same in Kenya. This was not achieved, in large part, because of two main reasons: being unable to find a partner to lead the effort, and lack of staff to pull together this undertaking, which in practice would have been significantly more complex and time consuming than originally envisaged. However, considerable progress was made in researching the issue and publicizing it at the policy level through three briefs on the matter published by *Uwazi* (see below). As a result, there is evidence that there is greater attention to flow of capitation grants among some in government and major donors such as DFID and the World Bank. These conditions provide more fertile ground now to establish this work in 2011. Initial discussions have already been held with *HakiElimu* in this regard.

A more ambitious possibility is exploring the value of sending capitation grants to schools through different means and comparing their varying impacts through a carefully design randomized experiment. Demonstrating how a problem that has persisted for over a decade can be overcome, backed by rigorous evidence, may provide the critical impetus to solve this challenge in a way that continual evidence gathering and advocacy have not (see also evaluation below).

Tracking Attendance in Schools

Twaweza supported *SNV* and *Makerere University* to develop a pilot project to monitor teacher and pupil attendance and absenteeism in 100 primary schools on a weekly basis. Absenteeism in Uganda is one of the highest in the world, with obvious implications for the quality of education. With

absenteeism rates of 20% – 30% varying per district, teacher absenteeism costs the Ugandan government US\$ 30 million every year for paid services that are not delivered. Twaweza's support helped to improve the initial concept, design the software and implement the project, develop rigorous result measuring and communicate the findings. If the pilot is successful, partners will seek to integrate the use of mobile technology in Uganda's new *Education Management Information System* which is currently under development and expected to go countrywide. The project emphasizes real time data visualizations (graphs, tables, geographical maps), real-time on the computers of district officials for their action, and community wide information sharing through monthly 4-page newspapers and local radio shows. The pilot is expected to be completed by September 2011. Lessons will be closely followed to inform both greater roll-out in Uganda as well as application worldwide.

Citizen Monitoring

In Kenya, Twaweza engaged with *Sodnet* to help conceptualize and support the development of a potentially powerful new platform called Huduma that seeks to enable citizen level data to be made accessible and to link to services and budgets. It pulls together several strands of work on monitoring of constituency funds, availability of services, tracking budgets and goals in one easy to use platform that can be used by all interested parties doing this work. The idea is to create a space where the many actors working on this can share information and help provide a comparable national picture. Twaweza's support included enabling *Sodnet* to transition from a more fragmented project based approach with undermined program coherence and imposed high reporting, fundraising and other management costs – towards a more strategic and unified approach. Twaweza also invested in the development, testing and start-up of the platform. In 2011 the effectiveness of the support will become more evident.

Though young people aged 10-29 years constitute a large portion of the population in East Africa, their perspective is often absent in mainstream discourse. Twaweza supported the youth focused organization *Tamasha* to undertake in depth monitoring in 32 communities in 8 districts in Tanzania. In each community one male-one female pair of young people were involved in monitoring actual service delivery and treatment of youth over a minimum period of one week, including through the use of 'dummy patient' technique. Issues covered education and other sectors. Both quantitative and qualitative information ('stories') were collected, and both audio-recordings and photographs were made. The field work was completed in 2010; the results are being analyzed and the main report, popular briefs and exhibition will be launched in early 2011 and travel across the country, with emphasis on media coverage.

Finally, in Uganda discussions were held with the *Uganda Bureau of Statistics (UBOS)* and *UNICEF* on possibilities of 'liberating data' and making it more accessible to citizens, researchers and policy makers, by exploiting the use of mobile phone technologies and new data processing software. Clear philosophical agreement was reached; the major constraint now was the human resources to develop the potential further. One idea being considered is to strengthen support to *UBOS*, including by adding supporting staff capacity there. Another option is to explore other partners once the Twaweza Uganda office is fully staffed by May 2011.

Other engagement

Once the *TTU* database and the *Wananchi Survey* are fully established, an unprecedented level of information sharing opportunities should become available for ongoing, quick feedback national level work in education. Twaweza's Tanzania baseline study (see below) whose fieldwork is complete and whose reports will be published in 2011 will also provide a valuable basis for understanding and comparing change. In addition, Twaweza staff have engaged with persons working on other key studies in the region. These include a powerful survey of quality of service

delivery indicators (SDI) that studies teacher absenteeism and other key factors. In 2010, Twaweza also engaged with selected policy processes and actors, including MPs, as well as major meetings to make use of key moments to inform the policy agenda.

1.7 Water

Despite it being essential to life, access to safe, affordable and adequate water remains a challenge in many parts of East Africa. Twaweza undertook the following initiatives in Tanzania and Kenya in 2010:

Daraja

The *Raising the Water Pressure* project of *Daraja* continued to serve as Twaweza's flagship investment in achieving water security, including an increase in water point functionality, more equitable distribution of public investments for water, and demonstrating that citizen agency can improve rural water supply in Tanzania. The basic idea is to enable citizens everywhere to report on water point functionality via SMS, and *Daraja* would then create a powerful information ecology to relay this information both to the authorities and to the public via media. Twaweza's support covers development and testing of the approach in three pilot districts, and then scaling up proven models nationwide. In 2010 *Daraja* made significant steps in this direction, but faced several technical challenges and the onset of national elections also affected the rate of progress. Core challenges have reportedly been solved, and *Daraja* expects to move to countrywide roll-out by mid-2011. All major communication materials have been developed, including radio spots and print publications. *Daraja* is also an active presence on the Tanzania social media spaces, using blogs, *Facebook* and *Twitter* effectively to inform public debate (often on aspects that are central to the Twaweza agenda) in a nimble and compelling style that Twaweza values.

Water security in Kenya

In Kenya, staff participated on key water sector forums to become familiar with issues and develop linkages with potential partners. As part of this work, in partnership with Uwazi, a brief on water security in Kenya was researched and published. The brief received positive feedback and has been cited widely in the media and in policy forums. For specific partnerships, discussions with *SNV* and *WaterAid* led to support for a pilot water point mapping exercise that will be completed in early 2011, in part modeled on the Tanzania experience. The lessons from the pilot are expected to inform the potential development of a national large-scale water point and functionality mapping exercise that would draw in larger funders; Twaweza's support was to provide seed capital for the experimentation, and R&D phase of the idea.

Media Surveys in Tanzania and Kenya

Twaweza worked on enabling in-depth uncovering of water security issues using a nationwide investigative journalism approach. In Tanzania discussions were held with The *Tanzania Media Women's Association (TAMWA)* to undertake a major exercise, but the agreement was not finalized and will be followed through in 2011. However, in both countries water (and other service delivery) issues featured strongly through the media framework partnerships mentioned above.

Urban Water Monitoring

Water insecurity is also a major challenge in urban areas. Uwazi undertook a simple monitoring exercise to ascertain whether the water kiosks were functional and whether water was sold in accordance with rates set by the regulator. The simple exercise visited 40 random kiosks in Dar es Salaam and found 15 to be completely non-functional; many having been turned into rubbish-dumps. Of the remaining 25, none sold water at the established rate. A policy brief on this garnered wide media attention, and triggered swift interest and action from the regulator. Follow-up

monitoring will be done on a regular basis. Following this success, in partnership with *SNV*, Twaweza also undertook monitoring of water prices in Mwanza, Tanzania's second largest city. Findings will be published in early 2011.

1.8 Health

No substantive work was done in health in 2010, except for basic background research and inquiries on the state of affairs, and the health issues that are covered by citizen monitoring work by *TAMASHA* and others mentioned above. In 2011, Twaweza will proactively study the field and craft partnerships, most likely focusing on stockouts of medical supplies, the inequitable deployment of health personnel, and how health workers treat patients. A likely partner in Tanzania is *Sikika*, which focuses on local governance and health issues, and in Kenya the *Morris Moses Foundation* whose founding was inspired by a passionate desire to reduce medical malpractice and ill-treatment. The mobile phone and survey instruments are particularly amenable for monitoring clients' experiences of health services.

1.9 Uwazi

Twaweza's InfoShop, Uwazi, contributes towards achieving Twaweza objectives by undertaking research and analysis, making information accessible, and engaging with key actors. The work also informs and undergirds Twaweza's partnerships, such as on capitation grant, water access and learning. Unlike the partnership focus on ordinary citizens, Uwazi's primary audience is policy oriented and includes members of parliament (MPs), media editors and journalists, civil society and donor leaders, and academician and research community.

Policy Briefs

During 2010, Uwazi produced 21 policy briefs (see table below) in English and Swahili. These briefs are the physical reflection of much underlying work: relationship building, accessing documents and data, analysis and at times field visits. All briefs, without exception, were widely covered in the media – often garnering front page headlines. Many continue to be used as reference, even months or a year after their initial release. It demonstrates a clear demand for the kind of information provided.



Briefs produced by Uwazi in 2010

1	Do they work for us?	English , Swahili
2	Malnutrition: Can Tanzania afford to ignore 43,000 dead children and Tsh.700 billion in lost income every year?	English, Swahili

3	Will Shs 1.5 trillion be well managed? Findings from the performance audit of road works	English, Swahili
4	When school inspection doesn't deliver: Highlights from the CAG audit of the Secondary Schools Inspection Programme in Tanzania	English, Swahili
5	How are our facilities managed? Findings from the performance audit of health facilities	English, Swahili
6	Broken promises in Primary education: When money does not reach schools on time	English, Swahili
7	Do they work for us? Update on the 19 th session of the Bunge	English,
8	More students, less money: Findings from the Secondary Education PETS	English, Swahili
9	Capitation grant for education: When will it make a difference?	English, Swahili
10	Should Tanzania borrow commercially?	English
11	Did they perform? Assessing five years of Bunge 2006-2010	English
12	When will our children learn? Persistent inequalities in Kenyan Education	English, Swahili
13	It's our water too! Bringing greater equity in access to water in Kenya	English, Swahili
14	Do people prefer active MPs? MP performance in the 2010 CCM primaries	English
15	Tanzania's Tax Exemptions: Could more be raised for the budget?	English, Swahili
16	Do councils manage our money well? Findings from the CAG Report of local government 2008/09	English, Swahili
17	How is our tax money managed? Findings from the CAG Report of central government 2008/09	English, Swahili
18	Water prices in Dar es Salaam: Do water kiosks comply with official tariffs?	English, Swahili
19	Where do our children learn? School quality and learning in Kenya.	English, Swahili
20	Can People follow their money? Budget transparency in East Africa	English, Swahili
21	Achieving results? Four challenges to Government, MPs and donors.	English

Much as the coverage in the media is satisfactory, it is only one means toward achieving impact. Informal feedback suggests that many briefs were successful in this respect as well. The brief on malnutrition, for instance, contributed to the Government of Tanzania adopting food fortification standards – after more than a decade of action that did not lead to any change. The brief on budget transparency contributed to a flurry of activity by donors, MPs and CSOs pushing for the publication of the budget books. However, despite assurances, the books are still not publicly available.

In other instances, the relationship between Uwazi and action can be inferred, but is less evident. Is there a connection between the Uwazi briefs on MP activity in Parliament and the least active MP campaigning with the slogan: a man of action not of words? In some instances, briefs appear to have had unintended consequences. The brief demonstrating how water kiosks in Dar es Salaam overcharge for the water they sell induced the MP for Ubungu to follow up, which in turn contributed to the water authorities closing down kiosks that charged too much, rather than assuring they water was sold at affordable rates, thus disenfranchising citizens from water altogether. The situation was quickly rectified after citizens complained, but it demonstrates how Uwazi is only one agent in a complex ecosystem of actors.

An Uwazi internal analysis of the effectiveness of the briefs concluded that in the future there should be less emphasis on quantity and more on impact. In 2011 fewer briefs will be produced, and a simpler format will be explored. Another implication is that Uwazi staff will actively follow up on briefs, in particular where such activities can catalyze others to using the information in the briefs.

Making information accessible

Uwazi continued to produce regular products such as *Did you know*s which are published daily in the *Citizen* and *Mwananchi* newspapers. In the Twaweza spirit of trying out new things, other such products were designed and tested including *ChaguoLetu* ('our choice' in Swahili), comparing how money was spent with a possible alternative, and *Get the Picture* contrasting two situations using photos. Both were discontinued, however, primarily because it was felt that the balance between impact and resources needed to produce them was skewed. Another product, presenting facts from the auditor general was designed and is ready to be rolled out.

Discontinued Uwazi products



Data access and quality

In 2010, Uwazi provided support towards a new model of improving the quality and availability of official statistics. To this end, and to provide incentives to the authorities to publicly release data, Uwazi supported the creation of a website (openmicrodata.wordpress.com) allowing the public to share data sets. This website has been up since March 2010 and receives about 1,000 hits per month. Encouragingly, starting December 2010 the Tanzania *National Bureau of Statistics* started publicly releasing large survey data sets through the National Data Archive (<http://www.nbs.go.tz/nada3/index.php/catalog>).

A clear need that emerged throughout 2010 is for greater budget transparency and analysis. One element of this was to make budget data easy to understand, preferably visualized, for non-technical audiences. In this connection, work on budget visualizations made significant headway, despite difficulties in accessing the underlying data in machine readable format. A launch of the visual site is planned for mid-2011, following which the visualizations will also be considered for Kenya and Uganda. A beta version can be seen at: <http://www.iconomical.com/static/clients/Twaweza/>.

To put emphasis on the need to enhance the quality of official statistics, Uwazi agreed with the *Accountability and Transparency Initiative (ACT)* and the *National Bureau of Statistics* in Tanzania to an Independent Statistics Reviewer, whose task is to audit the national statistical system. An Interim Reviewer was identified in November 2010 (funded by ACT) with Uwazi providing logistical support. He will start working in January 2011.

Following a widely held view amongst citizens that official statistics understate the rate of inflation, Uwazi set about creating an independent price index. Activities stalled when it proved difficult to obtain research clearance. This obstacle was eventually overcome and in December 2010 a firm was contracted to design and implement a price data collection scheme.

What's Going On? Monitoring progress

Through its *What's Going On* initiative, Uwazi collaborated with individual researchers to implement small scale monitoring activities. Two such activities were particularly successful in that it led to spin-off monitoring activities outside the realm of Uwazi. The first activity involved monitoring travel time in Dar es Salaam. As Dar es Salaam is affected by traffic congestion, the director for the *Centre for Economic Prosperity (CEP)* requested for a joint monitoring activity in which Uwazi would provide training and expertise. The project produced a number of reports which were widely covered by the media. One received particular attention as it was launched during the World Economic Forum for Africa which was hosted in Dar es Salaam. The Centre continues to monitor travel time and intends to expand its activities to include bribe taking by the police.

Billboard put up by the CEP during the World Economic Forum for Africa.



Another activity under *What's Going On* involved mapping the presence of road blocks on major high ways. This one-off activity was received considerable media coverage. Later a request was received from the *Investment Climate Facility for Africa* for Uwazi to act as independent monitor to a road block reduction project, implemented jointly with the police and TRA. Uwazi agreed to provide technical assistance, while two consultants were contracted to identify the presence of road blocks using a mystery client approach and to set up a call centre where truck drivers report illegal road blocks.

Analytical support

Beyond these achievements Uwazi provided analytical support to Uwezo and to the Learning and Communications unit in the design of the impact evaluation and implementation of the Twaweza baseline survey. The urban monitoring pilot involving 550 households ran satisfactorily. Many valuable lessons will inform the *Wananchi Survey* as well as be reflected in a chapter for the World Bank's *Household Survey Handbook*. In addition, the concept developed for the *Wananchi Survey* was adopted by the World Bank in Southern Sudan and became functional late 2010. Further support was provided on sectoral issues in education and water, as well as the broader poverty and livelihood aspects.

Implications for 2011

As it was realized that there is considerable appetite for independent monitoring, activities in this area will receive more emphasis in 2011. The focus of Uwazi activities will shift slightly from producing many information products to producing to fewer and spending time to ensuring that they achieve impact. To ensure Uwazi receives adequate feedback about the effectiveness of its products, it was agreed with Twaweza's Learning and Communications unit to systematically collect information on the use of the briefs. The *Wananchi Survey* idea will continue further testing and development, and careful thinking through about implementation and management, before decisions are finalized about how to move it forward. Finally, Twaweza will also review the scope for deepening its work in budgets given the clear need for it across the region.

2. LEARNING & COMMUNICATION

During 2010, much of the work in this unit has focused on reorganizing the set-up of Twaweza's external evaluation, which went through a major shift in concept and actors involved. This was part of the development of an overall monitoring and evaluation framework, including the establishment of a simple basis for monitoring development of partners' and own activity. Staff development and learning continued throughout the year through learning sessions, reading clubs and the annual immersion field trip. In communications, lessons were generated, documented and shared through blogs and publications, the Twaweza websites were developed and maintained and several basic film clips were produced. Overall, despite staffing constraints and the unexpected departure of the unit manager late in the year, most of the planned activities of the unit were achieved in 2010.

2.1 Monitoring and evaluation

External evaluation

During the first half of the year the contract between Twaweza and the Centre for International Education (CIE) at the University of Massachusetts was terminated by mutual agreement. The main reason was that in the course of developing the evaluation design and tools, critical differences emerged between the bodies on what was needed in terms of scope, expertise, methodology and ability to deliver. The decision was not taken lightly, but only after careful consultation with independent experts and the Twaweza governance and advisory boards. On the one hand, the termination of the contract was a blow, because it setback the evaluation timeframe and in particular delayed the Tanzania baseline study. On the other hand, it meant that we have been able to design a much more robust and valuable evaluation approach, reflected in a more advanced Concept Note, with a clear set of research questions and hypotheses, and a much better understanding of methodology.

In this process it also became clear that it would not be wise to expect a single entity to undertake the entire complex evaluation effort, because it required simply too broad a skill set and high level commitment that could be reasonably expected. A critical moment in leading to this understanding was a presentation by Twaweza at a meeting of independent evaluators in New York in September 2010, where valuable feedback was received and useful connections were made. Twaweza's new approach continues to emphasize the use of mixed methods and inter-disciplinarity, but each evaluation component is much more sharply focused around a specific set of questions and scope. The image of a jigsaw was used, where each part would contribute towards an overall complete picture. Much effort was put into identifying and recruiting new evaluators, with a range of discussions held and contacts made with universities and institutions. As a result, 13 expressions of interest were received, many of which demonstrate a high degree of engagement with Twaweza's core principles and features. The bids were short listed and after a thorough peer review and vetting process three entities were selected to undertake core aspects, and another five entities were shortlisted for further consideration by mid-2011. A set of external experts continue to advise Twaweza on evaluation approach.

A consortium of political scientists from MIT and Princeton Universities in the US will study the impact of Uwezo interventions in Tanzania and Kenya between 2011 and 2013. A key concern will be to test the core theory of change related to public engagement. Their work will employ randomized control trial, assessment of the Tanzania baseline (see below), and close qualitative follow-up in selected communities in Kenya. Two economists from the Amsterdam Institute of International Development (AIID), in collaboration with the University of Dar es Salaam, will look at overall impact of Twaweza on public action and service delivery outcomes, with a methodology design to study the effect of multiple, complex interventions many of which cannot be controlled at the outset. They will

make extensive use of the Tanzania baseline and follow-up survey, planned for 2014, as well as establishment of high frequency monthly feedback from local researchers based in up to 250 communities. A third component involves recruitment of an independent film-maker who will film three diverse communities (one each in Tanzania, Kenya and Uganda) each year between 2010 and 2013 to assess citizen observations on social change. Filming of the Tanzania community was completed in late 2010 and editing will be completed in early 2011; the Kenya and Uganda communities are expected to be filmed in 2011. In addition to the films, detailed interviews will be recorded and maintained in an online archive for those who interested in more in-depth research.

An exciting new possibility being considered is the value of undertaking carefully designed experiments. As noted above, in 2011 Twaweza will likely explore the value of these in relation to effective disbursement of capitation grants and their impact (in Tanzania) and of local variation of cash on delivery (in Uganda and Tanzania). Independent researchers will be recruited to undertake at least the evaluation component of this work. A fuller concept note will be developed in 2011, and key actors such as leading evaluators and the Center for Global Development will be consulted in the process, as well as interested donors.

In the meantime, so as to not delay the Tanzania baseline survey further, a consultant associated with *Poverty and Human Development Initiative* at Oxford University was recruited to develop the three questionnaires for households, education and health facilities, and community leaders. The scope of the work is rather ambitious; covering many aspects of information access, the five networks Twaweza emphasizes (see above), forms of agency and practical governance, and access, quality and perceptions of service delivery. This work and the sampling frame were further refined by AIID, and MIT/Princeton researchers also provided input. An independent survey firm was recruited through a competitive bidding process to undertake the survey, including pre-testing. Ensuring that all aspects were done up to high standards took longer than expected, but Twaweza took the position that quality is more important than anything else. The field work across 2500 households was undertaken in late 2010, and a preliminary descriptive report was produced in early 2011. Since the baseline contains extremely rich data, several reports and briefs are expected from it from the independent evaluators as well as others. After six months of having obtained a clean data set, consistent with Twaweza's open data policy it will also be made public online for other researchers and interested parties to use.

Monitoring

Careful, systematic monitoring of our work, that of partners and evidence of outputs is an essential component of learning and accountability at Twaweza, and for informing the evaluation. However, development of this aspect of our work took longer to get off the ground, largely due to staffing shortages and transitions. A two-track approach was therefore developed: to establish a simple, rudimentary mechanism for implementation right away, while we develop the fuller approach in early 2011. This was achieved and data of outputs is being collected, linked to Twaweza outcome measures, outputs in the contracts, reports by partners and media monitoring. Engagement with key partners includes discussion on monitoring and evidence.

Since Twaweza places an onus on public engagement, monitoring media provides an important way to assess the quality and nature of public debate, including Twaweza and its partners' contribution to it. Since early 2010 efforts were made to engage an independent entity to undertake this work, but for various reasons it did not work out. The large number of media outlets and the need to cover a range of issues provides significant technical and management challenges that we continue to grapple with and hope to resolve in 2011. One option being considered is recruitment of professional media monitoring firms that are very expensive, but may in the long term represent value for money. These are well established in Kenya and just emerging in Tanzania. In the

meantime staff have kept systematic track of Twaweza in the news in Tanzanian newspapers and online, and more recently in Kenya as well. These provide a useful albeit partial indicator of progress.

Twaweza's thinking that brought together all the elements above were articulated in a framework developed in 2010. The document helped clarify key concepts and questions; but it was felt that a more concrete document that explained how the components would be structured and function was needed. This will be developed in early 2011. As part of this, Twaweza will explore the suitability of Hivos' new and customized online enterprise resource management platform for monitoring purposes.

2.2 Organizational learning

Culture and practices of learning

Twaweza's approach is experimental and curious; developing and promoting a culture of learning is essential to it. A draft note on our learning framework was produced and shared amongst staff and selected partners. About 15 staff learning sessions were held in the Tanzania and Kenya offices for all staff; issues discussed ranged from data mapping to how to make simple multi-media presentations, and on several occasions involved presentations from our partners. Another way to challenge thinking is to keep up with key literature and develop a rigorous way of engaging with academic texts. The monthly reading group in the Tanzania and Kenya offices, involving both staff and others, was particularly fruitful in 2010. Articles read and discussed covered different disciplines, and topics ranged from political economy of reform to impact evaluation and from corruption to specific sectoral issues.

To aid staff and partners, Twaweza has developed a collection of books and articles. Twaweza's book collection has grown with over 100 titles, which are logged in a spreadsheet and available for loan. A small online library has also been developed containing key articles. Each article is available in full-text, and preceded by a short summary on key questions, methods and findings. The books and articles span an eclectic range covering Twaweza interests, including 'bottom-up' approaches to citizen monitoring, mobiles for development, social movements, freedom of information and expression, impact evaluation and international development.

Twaweza also provided support to partners through mentors and consultants in 2010, though to a lower level than had been anticipated, largely because managing these relationships required more staff facilitation than we were able to provide. Nevertheless, support actions were undertaken to document lessons with partners *Daraja* and *Uwezo* through placement of mentors and consultants, who helped reflect on challenges, document lessons, develop communication materials, and link with other resources. A far greater level of support was provided through ongoing email and conversations with partners in a manner that is difficult to document because of its informal and ad hoc nature, but that seems to be possibly more valuable than formal support.

Immersion/Field trip

The realities and worldviews in the capital cities where we work can be very different from those of life outside the cities of East Africa, and despite engaging constantly with data and papers about a bigger world, one can easily become out of touch. As one antidote to this risk, Twaweza undertakes annual immersion field trips together with one partner, where all staff of the two organizations spend a week doing home-stays, engaging with their host communities, and jointly reflecting on observations and lessons.

The material produced (report, power-point, blog posts, journal article) from the 2009 immersion, undertaken with SNV in the Lake Zone of Tanzania, generated a fair amount of publicity in media, blogs and emails. Much of the discussions focused on a key theme in Twaweza's work i.e. the distance between the world of development and the lived realities of its so-called beneficiaries. Observations largely corroborated Twaweza's view that many local governance institutions and service delivery did not work well, and it was citizens' own efforts and ingenuity that often got them through the day. Most respondents found resonance with the findings, and debated on what could be done to improve the situation. An interesting minority set of responses critiqued the value of immersions, wondering how different they were from 'development tourism' or 'poverty porn'.

The 2010 immersion was undertaken in Kenya in October, together with Uwezo Kenya and a few members of other partner organizations. Participants in groups of 2s and 3s undertook home stays in a dozen diverse communities, where hosts ranged from being poor to relatively well off. Overall, participants observed that governance institutions and service delivery were relatively better as compared to findings in the previous field trip, though many of the same challenges were also evident. The recent adoption of a new constitution in Kenya was fresh in the public imagination and seemed to have generated optimism about governance; it would be interesting to not how long this can be sustained. The high degree of communication, particularly related to the mobile phone, was especially striking. Many of our host communities also seemed to have developed greater work, trade, family and communication linkages with Nairobi, and there seemed to be a higher degree of mobility and enterprise in our Kenya sample as compared to Tanzania. These observations and others have been documented in a report and briefs that will be edited, published and shared in 2011.

Interns

Student exchanges and internships continue to play a big role in Twaweza's work. In 2010, seventeen interns were hosted in the Tanzania and Kenya offices, for periods ranging between two and six months. About half were from East Africa and the rest were from Europe or US. Interns have contributed to communications, the production of briefings, mobile phone data collection, media monitoring, evaluation selection processes and to Uwezo, among others. Exit interviews conducted with each intern have shown high levels of satisfaction, particularly with the level of responsibility assigned to them. Managers clearly also found it valuable and motivating to work with interns. Several of the interns also set up an informal blog to share their experiences. Some continue to be involved well after their time with Twaweza, sending information and articles by email, engaging with data, and linking up with partners and evaluators. In 2011 Twaweza will continue to work with and encourage internships. Managing the large number of applications in a timely fashion is a challenge that will need to be resolved.

2.3 Communications

Lessons learned

The generation, documentation and sharing of lessons is done throughout Twaweza's work, involving all units, and is manifested both formally and informally. In 2010, the lessons from the 2009 and 2010 immersions (see above) played a greater role in engendering debate than anticipated. Lessons were encapsulated in a powerpoint presentation that has been presented in many forums and circulated on the internet, briefs, a report and an article published in the journal *Development*. Other lessons documented included briefings produced by interns working closely with staff on issues such as '*How does change happen: A conceptual framework for change*' and '*Mobile Phones: opportunities and constraints*'. Ongoing lessons from the Uwazi unit's experiment with monitoring through mobile phones were documented in a blog, to allow for quicker sharing and

real time feedback from a global audience. In 2010, lessons deriving from program development and implementation were discussed through about 120 meetings between Twaweza staff and researchers, CSOs, government, business and religious leaders, and donors, and in about 25 conferences and engagements where Twaweza participated in East Africa and across the globe.

These ideas appeared to contribute to the development of regional and global thinking on issues around citizen engagement, transparency, accountability and learning in education, and at times we needed to be careful to manage expectations and stress that these are still early days. The risk of trumpeting claims that are not borne by evidence or rigorous assessment are as real for Twaweza as others, and we therefore invite critical comments on our claims and engage independent actors to undertake serious evaluation (see above).

These and other lessons inform ongoing program work that is discussed in weekly staff meetings, monthly meetings between unit managers and the Head, and in quarterly management meetings. Course correction is done on an ongoing basis, with some examples (such as approaches with mobile phone companies and trades unions noted above). Increasingly, greater use is also made of social media, particularly facebook, to share these lessons and stimulate broader discussion. Some of our partners, such as Daraja, also make effective use of blogs to document lessons and reflections (see blog.daraja.org).

Website

The Twaweza website was established in early 2010, containing information about the Twaweza idea and approach, our partners, the important and structure of learning, and Twaweza publications and media. The site was set up in English and Swahili, to allow wider access in the region. The key intended audience is our partners and key intermediaries who have easy access, not ordinary citizens. Interactivity on the site was limited based on the idea that ‘we go to where the discussion takes place rather than expect people to discuss at our site’, and to limit potential liability arising from negative/insulting comments in a restrictive/sensitive legal environment as well as the associated management load of moderating such discussions. The site was developed with an easy back-end interface so as to allow staff to quickly upload information ourselves, and a few staff were trained on site by the website developer, who continues to provide ongoing support for structural changes.

Initial responses were very positive, though keeping it updated in both languages throughout the year has been difficult. While the idea that all units contribute the materials for the website remains sound, it has become clear that a dedicated or at least half time of a dedicated communications person is needed to do this properly for material across three countries. The recruitment of a dedicated communications officer in late 2010 is expected to make a big difference in this regard. Finally, throughout 2010 staff became increasingly conversant with the use of social media (such as facebook and twitter) and Twaweza increased its level of engagement in these growing forums. A website and social media policy to guide Twaweza engagement was developed in 2010, and will be finalized in 2011.

Films and clips

Several short films and clips on the Twaweza concept were developed in 2010, in addition to the evaluation films mentioned above. These short films (5-15 minutes each) cover the analysis that informs our thinking, the basic Twaweza approach and ‘theory of change’, examples of some of our work/partners, and the way in which we learn. These were filmed in the office using a simple low-budget approach and technique. Two other short recordings were made for presentation at conferences where we were invited but unable to attend, and these ended being circulated more widely than had been anticipated. Finally, Twaweza staff were also filmed by others and placed on

their websites. These included an interview with the Head of Twaweza by the Chief Economist for Africa of the World Bank, and another one on the five networks Twaweza uses. Most of these are available online and have received a reasonable number of hits. Such short films seem to be an effective way in which to communicate to interested audiences online and at meetings, and Twaweza will consciously cultivate the approach in 2011. In the new year a Twaweza YouTube channel will be established, links will be better organized and posted on our website, facebook and twitter.

CONCLUSION

By the end of 2010, about 1.5 years after Twaweza's work got going, the organization has achieved a significant level of progress as noted above. In numerous aspects both a lot has been done and a solid foundation has been put in place to realize the Twaweza vision. The ambitious set of two year milestones established with our Board and donor partners have largely been met or exceeded, with the exception of some delays in a few cases.

Nevertheless, getting the work to full fruition has taken longer than was anticipated. The primary reasons for these have to do with underestimating the time required for start-up, staffing challenges in both Tanzania and Kenya, the unusualness of the Twaweza concept, and our insistence on high quality. These factors have particularly affected the take off of some of the programs and the need to reconstitute the external evaluation. While these setbacks have been frustrating, we see the importance of not compromising on quality and to ensure a rigorous basis for learning. Lessons have been learned and incorporated into our work; in particular we are hoping that the new staff recruited at the end of 2010 will provide a powerful boost to our work. We also expect, by mid-2011, to have completed greater streamlining of processes, better documentation and increased delegation of responsibility and authority to managers to enable greater operational versatility.

In conclusion, we wish to highlight challenges that we face moving forward.

First, the success of Twaweza's work depends on brokering and cultivating relationships, often with senior players who have a lot to do and do not have time to suffer fools. While several of our approaches have worked, resulting into solid partnerships, others have been far less successful because we have failed to make a compelling case or managed to put together what it takes. We have also had to learn that 'development rhetoric' does not resonate with business and political leaders, and have had to adjust accordingly, often with refreshing results. More substantively, what it takes to broker and sustain a relationship is often more than connecting A with B and letting them get on with it, as had been somewhat naively imagined at times. Often the partners to play a critical role simply do not exist, or do not have the human capacity to work on it, or are interested but work according to varying timeframes that are difficult to coordinate. A particularly thorny constraint is the imagination to think creatively instead of falling into more comfortable but often ineffective patterns. Twaweza had imagined convincing partners to assign their own staff to play this role, or to cover for consultants to do so, but in practice this has proven to be much more difficult to achieve. Twaweza's own limited and relatively new staff has also been a constraint, especially since many of the bottlenecks require relative sophistication and high level engagement.

In response Twaweza has made several staffing structural changes for 2011, including establishing new program officer roles for each country, and a new overall program management coordinator to serve as a resource to program managers. More effective use will also need to be made of mentors and consultants. In doing so we will need to be careful to avoid the temptation of doing the work ourselves, and unwittingly slip into doing ourselves what we are meant to support others to do, while remaining agile and nimble.

Second, a large part of Twaweza's approach is an experiment in development investing. Instead of carefully worked out log frames, budgets and accounting for inputs, we emphasize outputs and outcomes, or put simply the difference it will make. The terms of partnerships we develop and codify in contracts and financial disbursements emphasize setting the incentives right on what matters, and payments for results. The basic idea is to agree on a set of outputs and/or outcomes that matter, agree on a manner to pay for them, make it clear that the better the partner does the more they will earn (up to a limit), and then let them get on with it. This sort of approach to development is

increasingly discussed in development circles, including through the *cash on delivery* project mentioned above, but whether and how well it works remains to be seen. Because many elements of it are new – such as how different outputs are weighted, how evidence is provided and verified, how risks managed, and how potential perverse effects of such incentives are averted – a great deal of working things out and learning by doing is involved, where initial failure rate may also be higher (though since payments are only made against progress failure usually does not mean loss of funds but rather avoiding the pressure to disburse). Twaweza is committed to working at this seriously, and documenting experiences honestly.

Third, we are increasingly conscious of a tension between the value of collecting and analyzing as much information as possible about Twaweza and the contexts in and issues on which we work, and the risk of being overwhelmed by the volume of information and losing the forest for the trees. New technological tools make data storage, processing, ‘mashing’, and visual display increasingly more versatile, but reconciling different types of data of varying veracity, units and formats continues to be extremely difficult and time consuming. This is challenge faced by both some of our partners as well as Twaweza, particularly in relation to monitoring and evaluation. Some elements that are emerging as important include enabling citizens to ‘upload’ own data, create reports that are of value and interest to people responsible for data entry and management, and enabling people to turn data into stories. In doing so, quality, relevance and meaning are likely to be more important than quantity and extent of coverage.