



Annual Report 2011

Introduction

2011 was a year of the glass half full and half empty.

On one hand we failed to develop as many partnerships as anticipated, or enough of an ecosystem effect between partners, or spend our budget. At the same time, we sharpened our approaches and investments, fostered innovative citizen monitoring, influenced national policies (particularly in education), stimulated the public imagination in interesting ways, and played a key role in establishing a major global initiative. Our main evaluations got off the ground and began to generate valuable lessons. We could interpret the facts to tell a compelling story about 2011 in either direction; the truth in all likelihood is that we have both succeeded powerfully and fallen short. Instead of giving a long detailed account that most readers will not read, this report provides selected highlights that illustrate what we do, what we have achieved, and what we have learned.

In 2011 we revised the *Twaweza Strategy*, our main guiding document originally published in 2008. The overall thrust of the theory of change remains largely consistent with the original, but is significantly better informed and thought through. We have a better understanding of what kinds of information is more likely to inspire action; the challenges of enhancing citizen agency; and a keener sense of which service delivery outcomes matter. The Uwazi concept has been revised from that of a one-stop information shop to a more focused unit that responds to analytical and data needs of Twaweza, our partners and key actors. The strategy period has been extended by one year to allow more time for both implementing and learning; and the level of staffing also boosted significantly. The learning framework and its feedback loops, including monitoring and independent evaluation, are also better linked and articulated.

The new visual representations in the strategy — of the theory of change and other frameworks — reflect these changes; like the Twaweza logo they are still complex, messy and iterative, but sharper and more coherent.

The year ended dramatically, with a flood of almost biblical proportions at our main office in Dar es Salaam, the worst in several generations. The water levels rose to almost two meters inside the office, submerging files, furniture, wiring and equipment, leaving sludge and debris and over USD 100,000 of damage, and throwing off operations for two-three months. But all staff were safe and key data secure. We have emerged in the new year with a better equipped and functioning office than ever before, and a can-do staff spirit that mirrors our name and values. The public mood across East Africa is also more agitated and engaged, less willing to be satisfied with the same-same and more hungry for making things happen. Perhaps these shall be telling signs for the promise that 2012 holds. Its up to us to make the right moves.



Photos: Pernille Baerendtsen

Programs

Programs are at the heart of Twaweza's work. In 2011 we doubled the number of our partner agreements, from 24 to 46 across East Africa, with a total contract value of USD 9.3 million. We continued to seek out partners who reach citizens at scale and with whom we can find common ground. But the going is not always smooth; too much of our approach is unorthodox and at times requires several shifts in mindset and ways of doing business. The approach is also not without risk; 2011 saw its fair share of many successes and failures, some of which we outline below. We do not expect to get it right each time; but each time we expect to ask key questions, to learn what worked and what went wrong, learn lessons, adapt and tweak and go on. That's probably as good as it gets.

Programs Kenya

Six days a week 19 year old Boyie hijacks Kenyan airwaves to talk directly to youth. As a secondary school graduate who hasn't received acceptance at college and can't find a job, his story resonates with the estimated 24 million Kenyans under 25. On his pirated radio program *Shujaaz.FM*, Boyie spreads the message in *Sheng* that it is up to youth to improve their lives. Once a month the *Shujaaz* comic book is released, bringing Kenyans more stories from the life of Boyie and his message of being proactive.

Twaweza partner Well Told Story's (WTS) Shujaaz continued to grow in popularity in 2011. Between the radio program, comic book and social media, WTS estimates that they reach five million Kenyans each month. Shujaaz received international accolades for its work in 2011, winning the One World Media Award and an International Digital Emmy Award in the Children and Young People's Category, a first ever for Kenya. Most importantly, the show sparks debate and engagement among young people, the very idea behind the initiative.

Our media partnerships represent the largest part of our work in Kenya. In 2011 we also supported the popular soap opera *Makutano Junction*, coproducing nine episodes, focusing on citizen agency and service delivery. The viewership of the show is



Twaweza and Shujaaz

Shujaaz arose from the urgent need to connect young Kenyans with ideas and opportunities that create employment, generate income, protect fragile livelihoods and environments, and help them to engage with governance and authority in constructive, democratic ways.

Twaweza was among the first to see the potential in this bold, risky, multimedia initiative, partnering with Well Told Story on *Shujaaz* since its inception in February 2010. In an e-mail, WTS's director Rob Burnet kindly acknowledged Twaweza's role, noting that "[the Emmy] is a testimony to your vision, backing us when we were nothing but a concept and some pretty ambitious promises." Twaweza provides financial, technical and networking support to WTS. We also provide story ideas, credible data, reports we've written and other information that can enhance the *Shujaaz* program. *Shujaaz* is exploring expanding its work in Tanzania and Uganda.

more than five million, allowing us to share our ideas in a format that is both engaging and popular. In 2011 we invested in Kenya's leading political satire, Buni Ltd.'s popular XYZ Show and Africanism 101, which draws large audiences on TV, radio and social media. Matatu TV, the sister to Daladala TV in Tanzania, was rolled out in Kenya with Twaweza's support. The show has had overwhelming success and buzz in Tanzania, but the initial response in Kenya was more muted. A possible reason for this is that the media market is more saturated in Kenya, and that the approach was not as sharp. The producers of Matatu TV continue to research how to improve the program.

The performance of our two large media framework partnerships, with Nation Media Group and Royal Media Services, was underwhelming after a promising start in 2010. The unorthodox concept appears not to have taken hold or found its champions inside the media organizations. But we too appear to have failed to cultivate the strategic relationships and effective follow-up needed to make it work. 2012 is the year to reset and refresh, or call it off.

Programs Tanzania

In 2011 Twaweza supported the youth oriented organization Tamasha in monitoring the services of importance to them in eight representative districts of Tanzania. Twaweza co-developed the research focus and approach with Tamasha, and provided data gathering and editing guidance. The material led to a rich harvest of six research briefs, two on health and education, and one each on water and youth involvement in development projects. The briefs were launched by youth member of parliament (MP) John Mnyika, and distributed throughout the country through Twaweza's wide partner networks. Tamasha also presented their findings at the October Policy Forum breakfast in Dar es Salaam, which brings together government officials, the donor community and civil society representatives. The research briefs created discussion in the media and in the districts about service delivery, governance and citizen action. Following the success of this work, Tamasha and Twaweza collaborated on developing six story booklets, each of which has a young leader as its key protagonist. Among other aspects, Tamasha's findings and narratives challenge and reshape received wisdoms of the role young people can play.

The fast moving consumer goods (FMCG) sector is one of the five networks that remained largely untapped in our first two years of operation. Our initial attempts did not get much traction, in large part because we had not sufficiently done our homework to understand specific business models and craft compelling partnerships. In 2011, however, we were able to complete the distribution of 40 million exercise notebooks with Tanzania Printing Services and to launch a new partnership with Sumaria Holdings, one of East Africa's largest consumer goods manufacturers and distributors. This involved 'piggybacking' leaflets containing sample Uwezo tests with tips on how citizens could improve their children's learning on their fast moving *Speedo* pens. One million leaflets were prepared and packed for distribution throughout Tanzania. If successful, we'll increase the scale of distribution to include Kenya and Uganda in the next phase.

In media, Twaweza supported Season 1 of Dhamira's satirical radio program *Uncle Kochikochi*, a genre still relatively new in East Africa. Thirteen episodes between 10-15 minutes were aired on a leading FM station. Radio remains the number one medium of mass communication in the country, and the show generated strong reviews among listeners. Originally envisioned as a weekly, the show was quickly moved to a daily slot. The initiative has demonstrated the potential to link radio and mobile phones. Dhamira received over 250 calls daily, giving feedback on the issues covered in the episodes. Twaweza will likely support Season 2 (36 episodes) of the show, which





Programs Uganda

Twaweza's support of the CU@School Project in Uganda provided valuable lessons in 2011. This innovative monitoring project, a SNV/Makerere University collaboration, aims to test an innovative approach to monitoring school attendance. Twaweza helped improve the initial concept, design the software and implement the project. Twaweza also supported the result measuring and communication of the findings. Each Friday head teachers in 100 pilot primary schools across the country sent student and teacher attendance figures using a pre-loaded form on WAP enabled mobile phones. The data went into a database and was visualized (graphs, tables, geographical maps) in real-time on the computers of District Education Officers for their information and action. To engage communities, the data was also made public in newspapers and on local radio shows on a monthly basis. President Museveni viewed the project in a visit to Makerere University in November 2011 and was impressed; but a full assessment remains to be done.

In contrast, the Uganda version of Twaweza's 2012 calendar were not well received by the authorities. All 700,000 pieces were impounded by the Uganda police, because they had, according to a police spokeswoman, the potential to "incite the public." The calendars featured pictures of well-known figures, including ruling and opposition politicians. The calendar asked, 'Who will change your world in 2012? Will you wait all year for someone else [i.e. one of the prominent personalities]? Or will you take action today?' The point was to simply urge citizens to 'look in the mirror' and take responsibility for improving their situations instead of waiting for someone else, including government authorities, to solve all their problems. Similar calendars were successfully distributed in Kenya and Tanzania without incident. The story of the impounded calendars was covered by major media outlets in Uganda and East Africa, and created an active discussion on social media. Ironically, this move by the government gave the calendars, and the Twaweza message, greater play than could have been attained had they been distributed without incident.



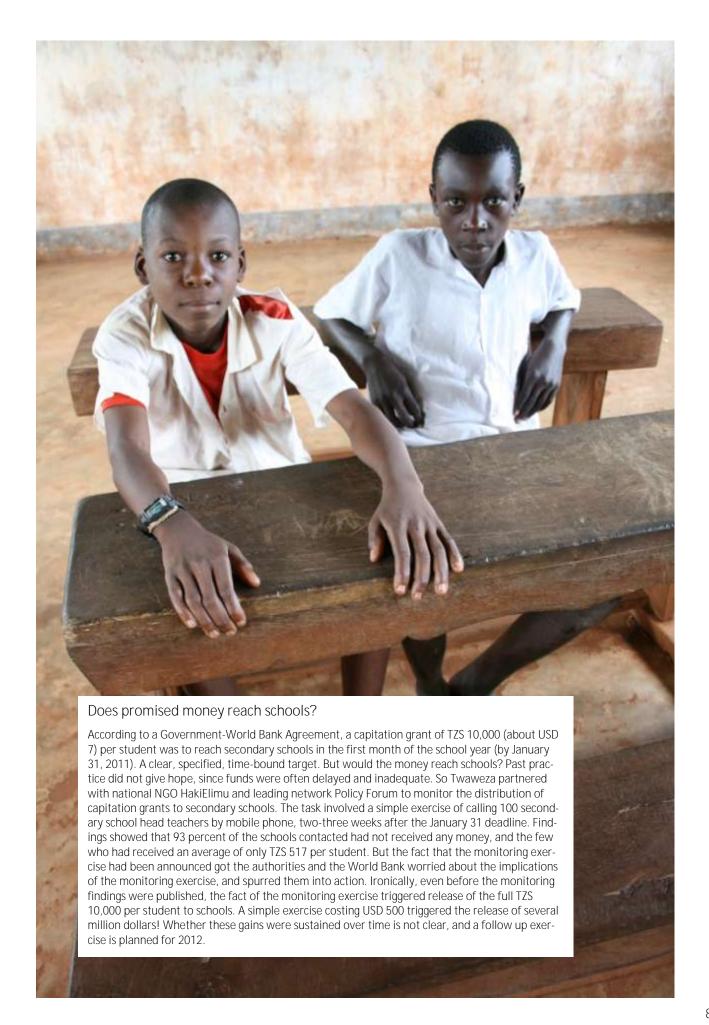


While the main thrust of Twaweza and its core programs is to engage citizens, Twaweza's Uwazi unit undertakes analysis and addresses key actors. In 2011 Uwazi built on previous work and published briefs on budget transparency and tax exemptions which led to two crucial changes in government policy during the 2011/2012 budget cycle. The Tanzanian government, through the Treasury, made concrete commitments to streamline tax exemptions in its budget speech to the National Assembly. For the first time the government also electronically published all budget books.

The Uwezo East Africa report, compiled by Uwazi and released in July 2011, resulted in spirited and critical debate on education. Internal media monitoring showed that the Uwezo report was mentioned at least 36 times in the East African press between the July launch and the end of the year, and in many other instances on radio.

In collaboration with the World Bank, Twaweza supported the *Dar es Salaam Mobile Phone Public Services Monitoring Survey*. The baseline survey was conducted in 2010 and the official survey got off the ground in 2011. Towards the end of the year, results began to be released on a biweekly basis. Lessons learned from this survey informed our thinking around the *Wananchi Survey*, which came closer to realization in 2011 and will be launched in 2012. The survey will regularly contribute large amounts of systematic real-time evaluative information through mobile phones.

Finally, the visual budget portal for Tanzania was launched in 2011 and received positive feedback. The portal was further developed through the year and included additional data. Late in the year work also commenced on the Kenya portal to be completed in early 2012. These provide an easily accessible and comparative image of budget priorities across different sectors and districts across the years. The challenge, however, seems that uptake of the information among policy makers and media is low, with little reference made to it. It is not clear whether this is a design limitation, insufficient promotion and communication, or that most key actors do not find it useful to wrap





Strategic Interventions

Ni Sisi: This revitalized effort, meaning "its us" in Swahili, promotes the idea that people can bring about change themselves. The concept was thoroughly re-conceptualized in 2011 in partnership with JWT, a global leader in the advertising industry. JWT worked with Twaweza to develop the messages and a comprehensive strategy on how to 'ignite East Africa' through a creative multi-media effort. It is set to launch in 2012 across East Africa.

Cash on Delivery: Twaweza developed a note on *Local Cash on Delivery* to incentivize learning in schools. The basic idea involves paying a set amount for every child that achieves proficiency in early grade literacy and numeracy, and to contrast it with an input based incentive such as the capitation grant. A set of randomized control trials (RCTs) will be used to rigorously measure impact. The idea has been developed in consultation with the Center for Global Development, the JPAL group at MIT, the Tanzania government, local MPs and the teachers' trade union.

Open Government Partnership (OGP): The OGP aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. Unusually, OGP is overseen by a Steering Committee (SC) of equal numbers of governments and civil society organizations (CSOs). Twaweza Head Rakesh Rajani, a co-creator of the OGP idea and a founding member of the SC, invested considerable time in 2011 in helping to shape the initiative and its key values and tenets. The OGP was launched on 20 September 2011 by President Obama and President Rousseff in New York City, where Rajani was asked to make remarks on behalf of civil society, reproduced on the next page. As of early 2012, 55 countries had joined the OGP, including Tanzania and Kenya, where Twaweza also supported local engagement with the initiative.

Open Government is Human Government

"President Obama, President Rousseff,

Your excellencies, fellow civil society members, Ladies and gentlemen:

In a world marked by so much turmoil, we need open government to build trust and to revitalize the social compact between states and citizens. Openness can bring governments and citizens together, cultivate shared understandings, and help solve our practical problems.

It starts with sharing information.

Norway's enormous oil wealth is managed as a public asset, whose revenues are transparent to all. Openness will be the key to turning natural resource wealth from a curse to a blessing for many millions.

In Mexico, when the civil society group Fundar showed that health services were not reaching women, clinics were not open and medicines meant to be free were anything but, the Ministry of Health made concrete reforms to save lives.



Across Kenya, Tanzania and Uganda, Uwezo, a citizen led survey of almost 200,000 households, has demonstrated that children still lack basic literacy and numeracy skills, despite being in school, despite billions of dollars of investments. These findings are now helping governments and citizens improve learning outcomes in education.

The US government's data.gov site not only makes 300,000 datasets public, it invites users to design applications to mash data, see patterns and create new knowledge it could have never done on its own. In London and in New York, Nairobi and Haiti, platforms such as Ushahidi, FixMyStreet and 311 are enabling citizens to get city councils to fix potholes and broken street lights, and to track health stockouts and relief supplies.

Still, to be meaningful to citizens, information needs to be accessible locally. In India, MKSS has democratized access to spending data by painting it on over 100,000 community walls in the state of Rajasthan alone. Ordinary citizens audit public records to verify whether salary registers are real or fake, and whether reported infrastructure actually exists. In the state of Andhra Pradesh citizen audits have uncovered fraud and theft of over \$25 million, of which a fifth has already been recovered. Citizen involvement has proven so useful that the Controller and Auditor General has called for social audits to be conducted across India.

As important as dollars saved are, the true power of open government may be its effect on the public imagination. When citizens monitor what's going on, make comparisons and act, they gain a sense of purpose and control; a sense not only that things happen to us, but that we can make things happen; a poignant affirmation that we are part of the narrative of history.

In fact, citizens are making change happen, everyday, at an unprecedented scale and pace. The recent events of the North African Spring attest to this. Elsewhere too people are agitating for dignity and livelihood, from the 'walks to work' in Uganda to the hunger fasts to stop corruption in India, from the rappers satirizing for-life presidents in Senegal to the protestors outside my Wall Street hotel room, demanding jobs.

Open communication also heightens aspirations. No longer are people willing to bear it, remain silent in the face of humiliations, and indefinitely defer dreams. Ideas travel, we see how others live and make a difference, we wonder 'if they can do it, why can't we?,' we learn lessons, we make meaning, we craft tools, we organize, we act.

For governments that wish to maintain established order, these developments are worrying. But they cannot be wished away, and in fact provide a powerful opportunity for change.

For open government is the most apt response to the democratic human impulse to be involved, to count, to matter. Excluding people breeds resentment and suspicion and anger. In contrast creating open societies, where citizens can freely access and share data and ideas, and choose their leaders and hold them accountable, creates a sense of belonging and gives people a stake in public affairs. Openness makes it easier to engender trust, legitimacy and responsibility, and harder to be cynical.

Take the constitutions of South Africa and Kenya. Among the greatest such documents in the world, born out of contexts of violence and deep inequities, they were forged through struggle and exhaustive, open public engagement. Today, despite persistent tensions, the constitutions are helping create fairer societies, upholding the best part of our ideals, and guarding against our baser instincts.

The course of human progress is never straightforward. But the human spirit is such – with our curiosity to know, our impulse to speak out, our tenacity to get things done, and our deep rooted desire for freedom and dignity – that in the end we will settle for nothing less than open government."

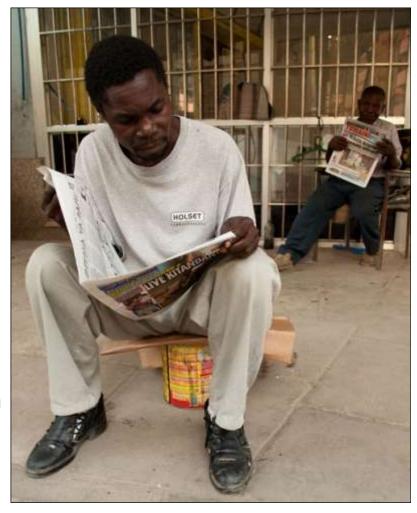
Monitoring and Evaluation

In 2011 emphasis was placed on strengthening monitoring of program partnerships, and to integrate it throughout the workflow process. Before a new contract is signed between Twaweza and a partner, a clear set of targets and measures are agreed for monitoring, and often form the basis of further investments.

By the end of 2011 we compiled monitoring reports for all of our Tanzania partners and work was ongoing on monitoring reports for our Kenya and Uganda partners. The monitoring information provides systematic evidence of what is being done and its immediate effects, and this constitutes critical inputs for the evaluations.

In 2011 Twaweza also finalized the development of a jigsaw approach to evaluations. The idea of having one team in charge of the entire evaluation was abandoned in favor of contracting a number of different research teams, each contributing unique expertise on an aspect of

Twaweza's work. The external evaluations aim to rigorously analyze impact and veracity of Twaweza's theory of change. Feedback is used to tweak and adapt our work on a continuous basis.



Two main and several small evaluation efforts were in place in 2011. The 'LPT' Evaluation of Uwezo in Kenya (and in part Tanzania) commenced in January 2011 and will run to the end of December 2014. The principal investigators are Evan Lieberman, Princeton University; Dan Posner, MIT; and Lily Tsai, MIT. LPT is evaluating the impact of Uwezo's core interventions as well as various follow-up communication campaigns. It will examine the immediate follow-up information provided by Uwezo on parent attitudes and participation in their child's education, and the impact on student performance in the short-term. The evaluation will also provide information on the effects of different communication campaigns in generating broader social mobilization and feelings of efficacy both in the communities in which Uwezo worked and in adjacent communities via spill over.

The other main evaluator is the Amsterdam Institute for International Development (AIID). Their evaluation design has three main components: an econometric analysis based on changes over time, high-frequency ('real time') monitoring of Twaweza campaigns at the village level through monthly telephone interviews with 250 village informants over three years, and a package of qualitative methods to support interpretation of the results.

In addition, initial discussions on collaborations were held with researchers from the MIT Jameel Poverty Action Lab (JAPL), Innovations for Poverty Action (IPA) and the Center for Effective Global Action (CEGA) to evaluate Twaweza's experiments in education, and several PhD students to focus on specific aspects.

Nonetheless, gaps remain in our monitoring and evaluation picture, particularly in Kenya and Uganda, as well as in health and water. The plan to recruit a set of new evaluation partners was not achieved in 2011 and will be taken up in 2012 as a priority. This will likely include seeking collaboration with the Transparency and Accountability Initiative (TAI) interest in studying links between information, transparency and accountability, and consulting with global and local experts.



Conclusion

This report has provided a sample set of achievements and limitations of Twaweza's work in 2011, and of the learning that we have undertaken. In conclusion, what lessons do we take away for the year? There are many, and some have explicitly shaped our plan for 2012. Here we choose to highlight three key points regarding our implementation challenge: i.e. how can we execute our theory of change more effectively?

First, in addition to the ideas and linkages, Twaweza's investment approach is based on disbursing against delivery. Our contracts are explicitly constructed such that the better one does the more one gets. A key reason we have failed to 'spend the budget' is because of this approach; where partners have only 'delivered' at 50% level, they have only been paid 50%; and where demonstrable reports of achievements for 2011 have not been furnished, we are yet to disburse. This reduces and delays expenditures significantly. However, while paying up front in full is easy to do, we think building in such an incentive — fraught with problems as it is — is worth maintaining at our core. It helps create an accountability and focus among ourselves and our partners that we think is healthy. That said, there is a lot that we need to improve. We need to review and tweak the details of the deal, including developing simpler reporting tools, to work better. We need to do a better job of communicating at the outset across different levels of the partner and following up on the terms of the deal and how to manage it. And we need to be more nimble and creative in relating with partners to focus more on the prize and less on feeding the (necessary) bureaucracy.

Second, we had seriously underestimated the time it would take staff to research, broker, manage and monitor partnerships. Some of our earlier articulation of how we would connect several parties, share an idea and poof — off they'd go and make things happen — now seems foolishly naïve. That is why in 2011 we prioritized creating new positions and recruiting strong people, including from the diaspora, across all units. Programs in each country have an extra program officer each. For the first time Uwazi is seeking analysts to staff positions across East Africa. Learning has a new full time post, as does experimental interventions. And at the management level two new senior positions, one managing programs and another operations, are bringing coherence and professionalism while freeing up

the Head to focus more on strategic aspects and external relations. To enable staff to work with clarity and efficiency, workflows for all major aspects were carefully developed, tested and written down in 2011. These measures are already helping; but in the end, each officer and manager needs to take responsibility, exercise creativity and get things done. Staff have been given more authority and responsibility to make decisions, and concomitantly more is expected from them, with a premium placed on quality of work, intellectual rigor and scoring goals.

Third, in 2011 our work had matured sufficiently for us to get a first evaluative sense of its effectiveness. Some things worked extremely well with relatively little effort. A few failed and needed to be phased out or radically altered, and we are grateful to have a culture that can admit failure and boards and donors wise enough to give us that space, provided we learn. But the majority of our interventions across units needed continuous adapting, tweaking, learning and reshaping — of the programs as well as, in some important sense, ourselves. We are increasingly learning that our work is less about getting something right and rolling it out, and more about constant reading of cues, trying out new things, reviewing, making adjustments, and so forth. To be 'successful' then requires us not to have sought or designed the right solution, but to have developed good feedback loops, sensitive antenna to pick up feedback, and nimble mechanisms to respond quickly and creatively. Recognizing this is one thing, developing a culture and practice is another. That will be a key challenge for 2012.

These challenges are daunting, but we also end the year with an abiding sense of privilege, of how lucky we are to be engaged with some of the most interesting questions of the time, with an envious degree of support, confidence and flexibility, and in the increasingly vibrant context that is East Africa. It doesn't get much better.

Twaweza Program Partnerships 2011

Partner	Contract value in USD	Total payments	Commitments
TANZANIA			
MIATV	900,000	400,000	500,000
Daraja Development	790,000		
Tanzania Printing Services	37,037	18,519	
Tamasha I	43,013		
Tamasha II	14,861	14,861	0
Envaya	20,000		0
Sahara Communication	740,741	126,874	
D.light	100,000		100,000
Dhamira Phase I	19,259		
Dhamira Phase II	55,728		38,427
Masoko I	37,037	25,185	
Masoko II	6,641	3,320	3,320
Ground Truth	15,400	15,400	0
Masoud Kipanya	60,000	10,000	50,000
Mlimani Media	300,000		300,000
TTU	-		0
Source n' Rise I	4,037	2,884	1,153
Source n' Rise II	34,056		34,056
Sumaria pilot project	27,138		
Youth Initiatives Tanzania (YITA)	30,600		
CEP			0
Compass Communication Ltd	5,767	2,884	2,884
Tanzania 2012 (Calendar)	91,306		
Tanzania Printers (Booklets)	171,148	171,148	0
Jamana Printers (Booklets)	266,552	266,552	0
TOTAL	3,770,320		2,166,977

KENYA			
Well Told Story	200,000	200,000	0
NMG	180,000	45,000	135,000
Royal Media Services	300,000	75,000	225,000
SNV Kenya	5,000	5,000	0
Maker Faire	15,000	15,000	0
Mediae	240,000	240,000	0
ICT Consultant	72,500	72,500	0
SODNET	216,200	129,720	86,480
IPO48	5,000	5,000	0
KEC - CJPC	27,400	27,400	0
SNV Kenya (2)	267,500	137,500	130,000
Buni Ltd (XYZ Show)	100,000	50,000	50,000
Well Told Story (2)	500,000	200,000	
TOTAL	2,128,600	1,202,120	926,480
UGANDA			
TRAC FM	55,000	55,000	O
CU@School	57,000	52,000	5,000
URN	600,000	306,750	293,250
Raising Voices	250,000	0	250,000
Furaha Africa	4,000	2,000	2,000
Vision Group	100,000	25,000	75,000
UNATU	75,000	15,000	60,000
IRCU	0	0	0
TOTAL	1,141,000	455,750	685,250
GRAND TOTAL (USD)	9,292,520	5,513,813	3,778,707

Highlighted boxes represent new investments in 2011.