



# **Twaweza East Africa Strategy 2015-2018**



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## Executive Summary



Twaweza means “we can make it happen” in Swahili. We are an ambitious initiative that started in 2009, working on enabling citizens to exercise agency, promoting governments to be more open and responsive, and improving basic learning for children in Tanzania, Kenya and Uganda. We are now beginning the second phase of our ten-year initiative, on the foundation of the rich lessons and experience from the initial years. We have learned much, and have made some significant changes, which we outline in this document.

At its core, Twaweza continues to embody the democratic ideal, implicit in its name, that lasting change is driven by the actions of motivated citizens. We have refined our core theory of change, grounding it in two domains (basic education and open government), and recognize that in addition to greater citizen agency, we also strive for enhanced responsiveness from authorities, creating opportunities for meaningful citizen-state interaction. We believe that this will change the narrative from one in which citizens and governments have a low level of trust in each other, to one in which authorities and citizens collaborate in finding solutions to public sector problems. We also retain our focus on improving basic learning outcomes, because we are convinced that securing basic literacy and numeracy skills among children will significantly contribute to the collaborative reality we envision.

Our work is now organized in three main program areas:

- (1) Data and Voice, which includes *Uwezo*, Africa’s largest annual citizen assessment of children’s learning across hundreds of thousands of households, which is now fully integrated within Twaweza; and *Sauti za Wananchi*, Africa’s first nationally representative mobile phone survey;
- (2) An ambitious program of gathering and generating evidence on “What Works” in the domains of basic education and open government. This includes experiments both small and large, and a focus on sourcing and understanding locally-generated solutions through a “positive deviance” approach;
- (3) Public and Policy Communication and Engagement, which produces various high-quality non-partisan products based on data and evidence, and engages relevant target audiences,

through powerful media partnerships, direct encounters with key policy actors, and global leadership of initiatives such as the Open Government Partnership.

Alongside the three programs units is our Learning, Monitoring and Evaluation unit, which provides monitoring and feedback structures, engages external evaluations, contributes meaningful lessons to national and international fora, and infuses the organization with curiosity and accountability for results and impact.

To link the theory and practice, we have adopted an analytical and design approach to setting hypotheses over the strategic period, turning these into measurable statements of success (or outcomes), articulating the likely pathways to these outcomes, and identifying where our expertise contributes to greatest effect and value for money. We know that we operate in a complex world, so we have built moments of reflection into our work to ensure that our plans do not become a strait jacket, but a compass that we use to re-align our approach, while keeping the greater goals in sight.

As of January 1<sup>st</sup> 2015, Twaweza is a legally independent entity registered in Tanzania, and with certificates of compliance in Kenya and Uganda; we also bid farewell to the founder of Twaweza and welcomed a new Executive Director in early 2015. A new Twaweza Board with a clear fiduciary and advisory mandate will be introduced in early 2015. Its members will be chosen from a range of fields and backgrounds to ensure substantive inputs on all key aspects. The overall budget covering all three countries over the 2015-18 period is USD 82 million. We are thankful to the donors who have accompanied us through the first part of our journey, and look forward to collaborating with 5-7 donor partners to cover this budget and achieve our ambitious agenda in the second part.

# 1. Background



Twaweza began operations as a “project” in 2009, under the supervision of Hivos and with the support of a number of donors. It was designed as an ambitious initiative dedicated to enhance citizen agency, through increasing access to compelling, evidence-based information, which would lead to action to improve service delivery in education, health and water, over a ten-year time frame (2009-2018). Twaweza’s headquarters are in Dar es Salaam and it operates in Kenya, Uganda, and Tanzania. From 2009 through 2014 we have conducted research and experimentation, brokered new partnerships with media and other significant actors, engaged policy makers across the three countries, and enhanced learning internally as well as contributed significantly to the international body of knowledge.

We are now, in 2015, entering the second phase of our ten year mandate. We find ourselves with many lessons from the first five years – based both on our successes and our failures – and so with renewed and more focused energy to make a real difference in the lives of East African citizens in the coming five years. Below are some of the highlights of our learning journey from the first phase.

## Learning from what we got right

### **Citizen Monitoring: Uwezo**

Since 2010 we have engaged tens of thousands of volunteers selected from local communities to test hundreds of thousands of children in their homes across Kenya, Tanzania and Uganda. District-level partners help coordinate this effort and engage in local communication activities and debates. Uwezo has become a well-known brand for independent learning assessment in East Africa and globally. In the course of the 5 years, evaluations suggest that Uwezo has changed the discourse on primary education, from attention to the relatively successful provision of education inputs (enrollment, buildings, materials, etc.) to the general failure in achieving learning outcomes. In all three countries there is now a general sense of urgency to ensure that children are not only in class but that they also learn. We are promoting the idea that action taken to improve the education sector should be measured on its success by improved learning outcomes.

**Citizen Monitoring: Sauti za Wananchi**

*Sauti za Wananchi* (Voices of Citizens), in mainland Tanzania, is Africa's first nationally representative mobile phone survey, with a sample of 2,000 respondents. It combines statistical rigor with the flexibility and frequency of a quick poll. The platform lets Tanzanians talk back to their government on issues that concern them. Since 2013, *Sauti za Wananchi* has produced 17 briefs, covering a variety of topics. The briefs are publicly launched and receive wide media coverage, often sparking debates that resonate long after the briefs were first published. Like Uwezo, *Sauti za Wananchi* is well respected in Tanzania because of its rigor, which contributes to a key Twaweza value: using facts and evidence to guide policy and implementation. The *Sauti za Wananchi* concept is already being adopted by others. In 2015, Twaweza will, with the World Bank, co-publish a handbook on high quality mobile surveys.

**Engagement with the media**

Twaweza set out to invest in existing networks that are central to our Theory of Change (TOC) – information flow, citizen agency and accountable public service delivery – and that already successfully reach citizens directly. Of the networks that we had in mind from the start, media proved to be the most diverse, imaginative and effective. We have worked with a large variety of different initiatives, from six large media houses in multi-year contracts, to small, creative and targeted popular programs, to radio news agencies serving local radio stations, satirical shows, investigative journalism and citizen journalists. Many partnerships, because of their unconventional nature, gave us a fair share of issues to think through and deal with, but the sum total has been a formidable reach with generally high quality.

**Connecting local with global**

The government, and especially local governments, have a persistent culture of secrecy and keeping information confidential, which makes it almost impossible for citizens to engage with the leaders who serve them. In 2011 Twaweza was at the heart of co-founding the Open Government Partnership (OGP). This unique global partnership has designed and adopted a set of concepts and guidelines, including drafting of specific country plans and independent review mechanisms. Many critics predicted the OGP would lose momentum and fizzle out, like many global initiatives. But OGP continues to draw new member states, up to 65 in total at the beginning of 2015. For two years Rakesh Rajani, then Head of Twaweza, co-chaired the OGP as the Civil Society chair, and helped to shape and provide direction to the Global initiative. Twaweza continues to be member of the national Steering Committee in Tanzania. Concrete results in Tanzania are the tabling of the Access to Information Bill in parliament in early 2015, the ambitious second national OGP Action Plan and the gradual shift of government towards more openness.

**Taking learning seriously**

From the beginning, learning has been at the core of what we do. Despite that appreciation, it took us a few years to establish a system and posture of learning that works for us. It has evolved into a framework in which monitoring, learning and evaluation come together and mix with internal staff development and engagement with local and international experts. To mention a few: we use different ways to test communication products before setting them loose; an elaborate monitoring framework guides our measuring of reach, quality and effects of our partnerships; we hold many and regular learning sessions, guest lectures and discussions (formal and informal), organize the occasional hands-on training; hold regular reading clubs in our library; we recruit colleagues who are curious by nature and eager to learn; we do research; we hold learning conferences and retreats to share findings with our regional and international partners; we contribute to international conferences and publications.



## Learning from what we got wrong

### **Straight to scale, no iteration**

In our enthusiasm and rush to make change happen, we have often jumped on opportunities and brought them to scale without testing and adjusting. At times this has led to failure, (which we have described and presented at various moments) or, more often, did not bring the maximum results. Though we do intend to reach scale with everything we take up, over the 5 years we have learnt to slow down, start at modest scale and take time to iterate: think hard, engage the intended audience or users, try, test, adapt, test something different learn, and test again, and so on. Though we are not 100% there yet, we have become much better at it which pays off in effect and cost.

### **No differentiation of citizens**

We assumed that by partnering with networks that already directly engage with millions of citizens, the mere scale of our effort will foster an ecosystem of information and ideas that will eventually reach the people who can drive change. There would be “outliers” who use the information to be the prime-movers for change in communities all over the region, and the general population will be informed and speak out, debate in public and take action, and on the way build a bouquet of options and ideas to improve their lives. It was a heroic assumption. The scale, coordination and investment it would require to create such an orchestrated ecosystem is simply unattainable. We did achieve scale, possibly even an unprecedented scale in Tanzania, but it proved impossible to get all the coordinates right to achieve a viral effect. We have learnt that a smarter, almost surgical approach to select strategic segments of communities and carefully determine how they could drive change and how we best reach them has a much higher chance of success. This does not mean that reaching millions is not important; it certainly is – as even quiet endorsement of the masses enables sustainable change by the avant-garde elements to take root.

### **We assumed that information alone would work**

In the first years we designed different creative methods and products to reach people, comparative information and stories of change which we assumed would help people imagine the world could be different and would help them figure out how to solve some of their problems. We knew there are constraints that hold people back, such as deep inequities, fear of reprisal and lack of resources, but we thought people would get organized and work together to overcome those. We found that this was not the case, at least not as a general rule. And though we are convinced that information is absolutely crucial in moving towards a more prosperous and democratic society, it generally takes more than that: people must have the ability to act (whether this is knowledge, or skills, or self-efficacy), they must be motivated to act (by believing their action has a chance of bringing change, for instance, or by not fearing risk of reprisal), and there must be opportunities for people to act (whether through a responsive and interested media, or through an institutional feedback mechanism, etc.).

### **Brokering at policy level as a ‘by the way’**

After decades of policy dialogues, advocacy, annual budget meetings, poverty reduction strategies, multi annual integrated programs, life for the ordinary person in an average village has changed but very little. Too little. As Twaweza we firmly turned away from the “policy circus” that had lost its traction. We felt that we all had spent too much time repeating discussions and making the same resolutions again and again that in the end only seemed to help feed ourselves, and not the majority of the population. Instead, we focused all our effort on reaching citizens directly. Therefore, it did come as a surprise that some of our notable successes were achieved precisely in the policy environment and less where we had expected it: change driven by citizens. We acknowledge that by ignoring the policy realm we missed potential opportunities to become more strategic and to strike a balance between citizen and policy engagement in a synergetic way. Crucially, we still maintain that policy debate is insufficient unless it results in actual implementation, and it is this cross-section of the realm of governments and citizens that we are most interested in.

To sum up, in the first strategic period, we have put the simple idea that children ought to learn while they are in school on the policy agenda, and we have tested a promising policy intervention that results in an improvement in learning outcomes. We have sought citizens' views on a wide range of issues, and amplified their voices for authorities to hear. We have helped persuade governments to be more open, and we have embedded the thirst for learning within Twaweza itself.

We have also discovered that driving our efforts to scale and achieving major impact will take time; that context matters, that an inertia born of cynicism runs deep and that achieving lasting positive change is a complex task in which authorities play a central role.

Building on these lessons, and many others, we are well equipped and ready for the new phase. This new strategy presents our vision of what Twaweza will achieve, as well as the vision of the changes to which our efforts will contribute. Five years are both long and short: short, in that real sustainable change, of the kind we envision, takes time. But five years are also long, as the 1,825 days in this period present as many opportunities to make a difference.



## 2. Vision, Mission and Values

### Vision

We believe in an open society, built on the human impulse to make a difference; where information and ideas flow, citizens engage, and authorities are accountable to the people.

### Mission

We collect, curate, and transport evidence, ideas, and stories to inspire citizen action and stimulate responsiveness from authorities on basic learning and open government.

### Values

#### Collaborative

We seek to work with and learn from others, to pursue common interests, knowing that most powerful things can only be achieved when we pull together our strengths.

#### Transparent

We seek to practice what we preach, foster a culture of deep transparency, disclose all by default (except a narrow aspect that is private and confidential), be honest about failure and success, and share widely.

#### Imaginative

We seek to think anew, reframe, wonder, imagine possibilities beyond traditional boundaries, and to spur unusual ideas, aspirations and action.

#### Strategic

We value big challenges; appreciate the need think clearly through and make good judgments about scale, connection, implementation, impact and durability.

#### Rigorous

We seek quality – attention to detail, clarity and elegance – in everything that we do.

#### Curious

We are driven by a thirst for learning; to ask, know, understand, tinker and create.

### 3. Theory of Change



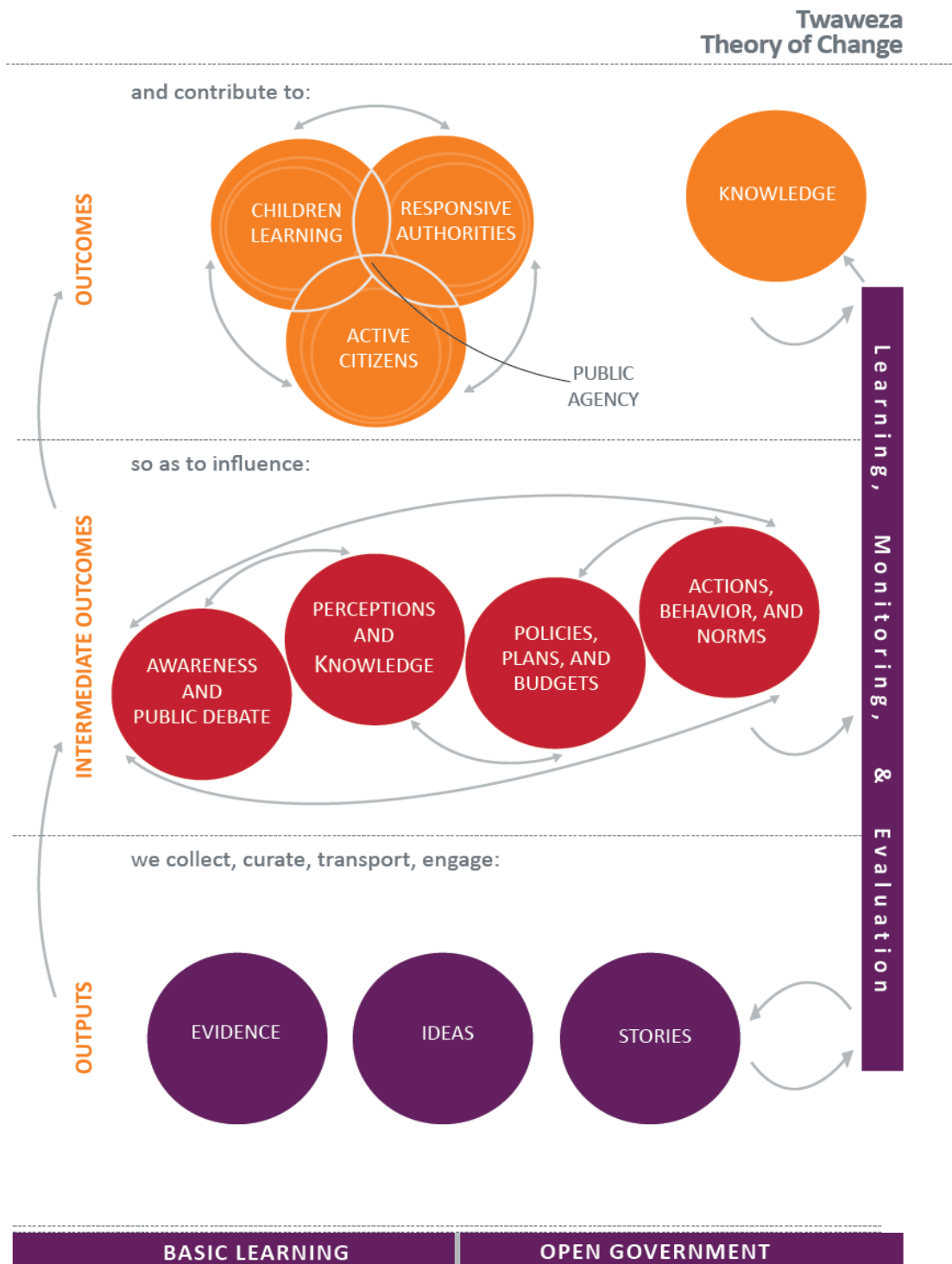
By the end of 2018, we want to have made a *measureable* impact on the following four dimensions of community, national and regional life:

- First, children in school are learning as parents, teachers, school administrators and policy makers focus on measuring and improving the learning outcomes resulting from the large [social] investment in basic education.
- Second, public authorities are responsive to public demand, and they promote and protect citizens' right to high quality, relevant and meaningful information.
- Third, citizens and civil society are asking for, getting and using information to improve their situation and engage public officials to deepen accountability and improve the quality of public service delivery.
- Fourth, public and policy actors are using evidence-based knowledge to transforming governance practice and the provision of basic education.

To achieve these outcomes we will influence citizens' awareness, knowledge and understanding of the reality around them and the drivers of their well-being. We will catalyze informed public debate to influence perceptions of challenges, opportunities and the agency of citizens and public authorities. We will engage with public policies, plans and budgets to shape incentives that influence behavior and action.

We are confident that the seeds of such deep social transformation are contained in the curiosity, exploration and experimentation that generates fresh evidence. We will engage these seeds of change to collect, curate and transport the ideas, stories and evidence that reveal fruitful opportunities, inspire new thinking and motivate new norms and behaviors among citizens and public authorities.

Yes, our theory of change is ambitious: We aim high. But we also know that grand visions must be coupled with keen understanding and analysis, thoughtful design, trial, iteration and learning. The following sections of this strategic document articulate how we envision turning this theory into practice.



## 4. Problem-driven Approach



Twaweza is adopting a problem-driven approach to both analysis and planning, starting by articulating locally relevant and well-defined problems within the domains of basic education and open government on which we envision working in this strategic period.<sup>1</sup> We have selected *meaningful* problems: issues that, if addressed, will bring about a real improvement in the relevant domain. At the same time, we have selected problems in which we can make an appreciable difference in the strategic period. We will apply the concept of *strategic incrementalism*: in a complex problem, picking a starting point which makes good use of our strengths, charting a path which we believe will lead to the outcome we envision while tracking and adjusting our progress along the way.<sup>2</sup>

To arrive at the problems, we have drawn on the problem-driven political economy analysis approach, conducting a thoughtful examination of the current socio-political situation, the main actors and the role they could play in solving the problem, relevant barriers and opportunities, as well as Twaweza's advantage and expertise.<sup>3</sup> We will review the problems through the strategic period; this will be integrated into the formal planning and reporting process. The problems, with brief contextual information, are presented below.

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<sup>1</sup> Pritchett, Lant and Andrews, Matthew and Woolcock, Michael, Escaping Capability Traps Through Problem-Driven Iterative Adaptation (PDIA) (June 22, 2012). Center for Global Development Working Paper No. 299; HKS Working Paper No. RWP12-036. Available at SSRN: <http://ssrn.com/abstract=2102794> or <http://dx.doi.org/10.2139/ssrn.2102794>

<sup>2</sup> Barder, Owen, 2013. <http://www.cgdev.org/media/implications-complexity-development-owen-barder>

<sup>3</sup> Booth and Unsworth, 2014. <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9158.pdf>



## Open Government

1. There is no robust legislative basis and/or effective mechanisms through which to exercise the constitutional right to information.

*Context:* The right of citizens to access information from government is a cornerstone of open government, and in all three countries there is constitutional recognition for this right. However, the mechanisms to exercise this are lacking. Uganda has a Freedom of Information Act, but it remains largely unused. Tanzania and Kenya have committed to enacting legislation, but have not done so, and it is not yet known whether the new laws will square with international standards for quality content.

2. The quality and integrity of data collected by government (on budgets, expenditures, natural resources and basic services) is poor and data are not made publicly available in a timely, systematic and meaningful fashion.

*Context:* There are potentially very significant benefits, in terms of new ideas, greater efficiency and accountability, to be gained from publication of government-held data, particularly if done in ways that enable their access and use by citizens and intermediaries. In Tanzania and Uganda there are nascent open data movements, but these are largely outsider-led, and support within government for open data is mixed. In Kenya, a previous open data initiative was seen as world-leading, but lacked institutional buy-in and failed to engage citizens and intermediaries, and has stalled. Furthermore, in all three cases, the data held by government is often of questionable quality – out of date, incomplete or inaccurate.

3. There is a lack of transparent and robust independent information monitoring the status of key services and sectors (in sectors such as health, water and natural resources); equally, there are no robust sources of opinions and perceptions of citizens about key services and sectors.

*Context:* Where data exists on the state of key services and sectors, this is largely data that is collected and managed by government. In some cases, those responsible have incentives to misreport – to demonstrate good performance or to keep problems hidden. In others, data is poorly managed and inaccurate. Uwezo surveys have provided an alternative source of information on education and shifted the public debate, but in other areas the official story is the only story. This includes data on public opinion, which is rarely gathered and made public, particularly in a manner that is timely enough to influence ongoing public debates.

4. The number and capacity of intermediaries and curators who can demand information and data from the government and make it meaningful to the public (tell great stories) is limited.

*Context:* Making use of data and information to promote public agency and government responsiveness requires action both on the supply and demand side. Without an active community of capable curators and communicators, new mechanisms to access information and data will remain underused. In East Africa, there are very few initiatives or institutions that have successfully brought together storytelling, number-crunching and technical skills to make productive use of available data and information, though there are some with potential.

5. For most citizens and public officials, government is generally unresponsive; this lowers expectations of what government can be and dulls aspirations, which in turn allows government to continue to be unaccountable (vicious cycle).

**Context:** The predominant public (and government) experience of government across East Africa is of politicians and officials who take decisions behind closed doors and often take little account of the public interest. Open, listening, responsive governance is rare. This has reached the point where people's perception of how they can benefit from government is largely reduced to patronage networks and corruption. And without visible positive examples of responsive government in action, cynicism and low expectations become pervasive.

## Basic Education

1. Schooling does not lead to learning; teachers, education administrators, policy makers, and the public (especially parents) do not focus on or measure core learning competencies (early grade literacy, numeracy and other core competencies).

**Context:** In all three East African countries more than 90% of children are enrolled in school for at least 5 years and there is substantive gender balance; nevertheless, many children complete primary school without fully mastering basic skills.<sup>4</sup> When these learning outcomes are documented and presented, teachers, education sector authorities and parents often respond with suggestions for more inputs: more teacher training, more salary, more capitation funds, more computers, etc. There is a lack of understanding about the importance of learning outcomes, and also a lack of critical dialogue about what types of inputs produce better learning outcomes.

2. The curriculum is too ambitious, and teaching is too far ahead of children's learning levels. There is far too little evidence on effectiveness of curricula, and the little evidence available does not loop back to inform and stir change.

**Context:** In each of the target countries, relevance of education and the contents prioritized by the curricula constitute a large debate.<sup>5</sup> There is ample evidence on learning outcomes lagging relative to the curriculum but little evidence on what contents must be prioritized, and what processes are most efficient? What works in assuring the equilibrium between curricular pace, and the pace of learning in our schools? And, what is the recent history and political-economy of curriculum reform? There is insufficient evidence and knowledge about effective and feasible reform of curricula to address these concerns, while keeping the focus on the core measure of basic learning competencies.

3. Teachers are not sufficiently motivated, supported and held accountable to ensure children learn.

**Context:** Accountability and motivation of teachers remain big problems in our education systems in East Africa. Existing evidence indicates that teachers are often at school but they are not in class teaching (the primary school classroom absence rate in Tanzania was 53% in 2010)<sup>6</sup>; and also that when motivated, teachers improve their performance and are able to ensure an

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<sup>4</sup> Sam Jones, Youdi Schipper, Sara Ruto, and Rakesh Rajani, 2014, Can your child read and count? Measuring learning outcomes in East Africa. *Journal of African Economies*, first published online June 12, 2014.

<sup>5</sup> Pritchett and Beatty (2012) raise the question "why is the curriculum so far ahead of the students?" arguing that **lowering** the curricular pace would **raise** the average performance. That is, the average required level in the lesson moves ahead and progressively "loses students" when moving at a slower pace more students would benefit from the lessons.

<sup>6</sup> Bold, T., Svensson, J., Gauthier, B., Mæstad, O., & Wane, W. (2011). Service delivery indicators: Pilot in education and health care in Africa. CMI Report, 2011(8).

increase in learning outcomes.<sup>7</sup> However, there is a dearth of empirical evidence on this topic for East-Africa. Moreover, the “science of delivery” of performance management and accountability is in its infancy. There is insufficient knowledge about what enhances teacher motivation, and what type of accountability mechanisms manage to reward good performance while at the same time recognize and correct for poor performance.

4. Leadership, management and accountability of school systems are weak and unable to ‘pull together’ key constituencies (such as parents, teachers, school administrators, and the general community) to work in a concerted fashion to ensure that all children are learning.

**Context:** A good head teacher can make all the difference to the success of a school, even when physical and human resources are limited. Leadership, however, is not uniform across schools and the lack of it can lead to wastage of scarce resources and lack of accountability and distrust. Despite its apparent importance there is a lack of understanding of what constitutes good school leadership and whether or how it can be generated and sustained.

## The link between analysis and action

Starting with a clear problem is the first step in analysis and planning (and subsequent measurement); the second is converting the problems into overarching hypotheses (or vision statements). The hypotheses present an outline of Twaweza’s planned initiatives and a possible scenario of their effect. They also allow for distilling key metrics (related to process, outcome, and effect) across the strategic period. The hypotheses and related metrics can be found in Annex 1. Important to note is that the hypotheses are just that – hypothetical scenarios of what we, based on evidence and understanding of the context, believe could happen over our next four-year strategic period. They provide an articulation of our vision, but allow flexibility to re-think and re-engineer our approach as we implement. Rather than a rigid frame, they ought to be read as a series of if-then statements, each with in-built nodes of reflection which allow us to take stock and re-align in a complex and shifting reality.

This is the backbone of Twaweza’s planning process, built on the principles of intentional design.<sup>8</sup> On an annual basis, taking into account complex and changing realities, actors, etc.), the hypotheses are further articulated into statements of success (i.e., outcomes). The version of success is then subjected to Reverse Logic, a process of articulating the assumptions about the key actors and reasons for why the success is not already in place, and what are the core steps to make it happen.

The process of Reverse Logic is both analytical and practical. It clarifies the causal chains of what will contribute to success, and asking what Twaweza can do in order to bring about – or at least contribute to – the realization of the success. The “doing” part rests within the various program components as described in Section 5. An advantage of this type of planning is that all of the program components are geared towards addressing shared problems (successes), and the contribution and role that each plays in that pathway is clearly articulated. At the same time, in keeping with the *iterative adaptation*<sup>9</sup> concept, the Reverse Logic models will be reviewed at two

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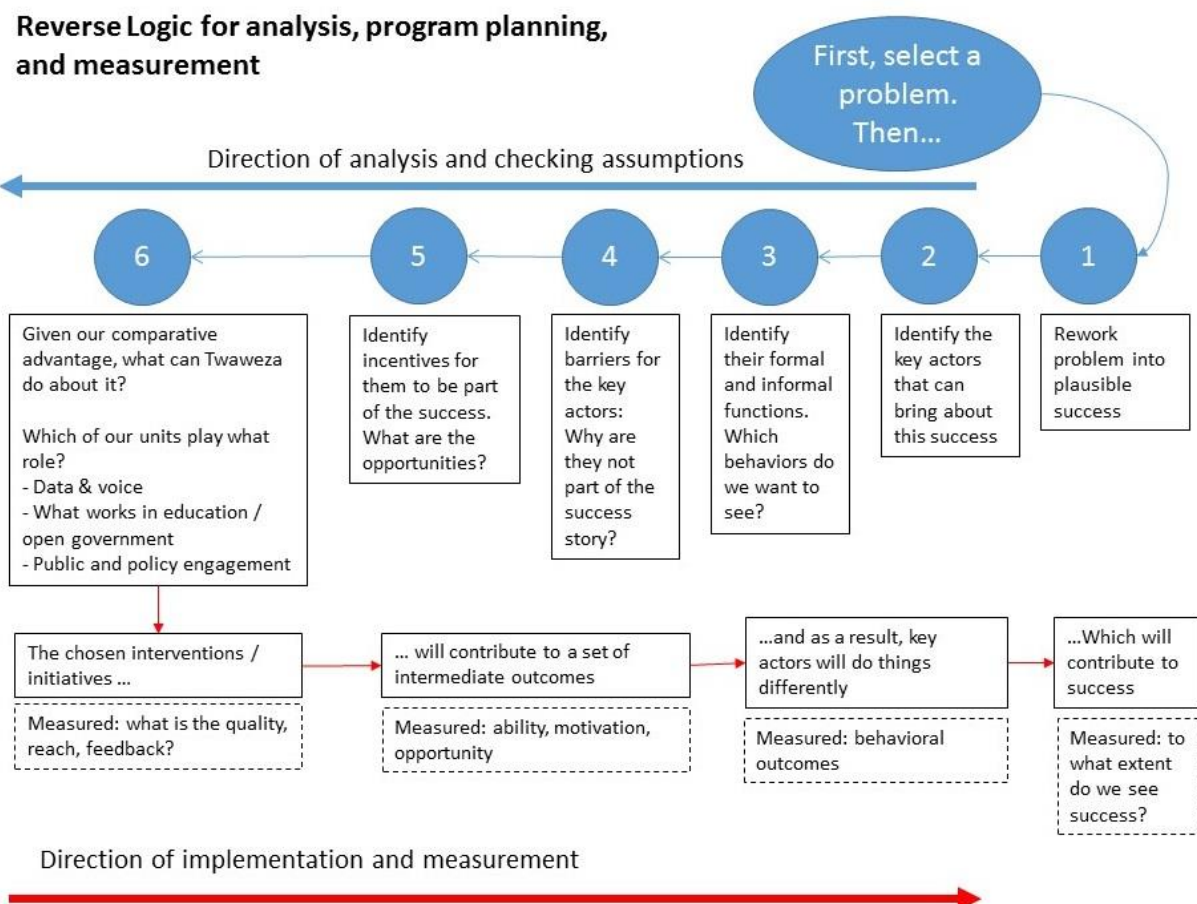
<sup>7</sup> Woessmann, L. (2011). Cross-country evidence on teacher performance pay. *Economics of Education Review*, 30(3), 404-418; Muralidharan, K. and V. Sundararaman (2011). Teacher performance pay: experimental evidence from India. *Journal of Political Economy*, 119(1), 39-77.

<sup>8</sup> [http://betterevaluation.org/plan/approach/outcome\\_mapping](http://betterevaluation.org/plan/approach/outcome_mapping)

<sup>9</sup> Pritchett, Lant and Andrews, Matthew and Woolcock, Michael, Escaping Capability Traps Through Problem-Driven Iterative Adaptation (PDIA) (June 22, 2012). Center for Global Development Working Paper No. 299; HKS Working Paper No. RWP12-036. Available at SSRN: <http://ssrn.com/abstract=2102794> or <http://dx.doi.org/10.2139/ssrn.2102794>

points in the annual program cycle to take into account unexpected barriers and opportunities, and adjust course accordingly.

Ultimately, Reverse Logic allows for an elegant connection between implementation and measurement of outputs and outcomes. The various categories and causal pathways identified in the Reverse Logic process lend themselves to articulation of indicators in line with the outputs and outcomes as per the Theory of Change. The process is visually summarized in the figure below, illustrating the overarching steps in the analytical component, as well as the link to implementation and measurement.





## 5. Programs – What we do



Twaweza aims to tackle meaningful problems in the areas of basic education and open government. In order to do so, we will take on activities in three complementary program components:

1. Data and voice (*Sauti za Wananchi* and Uwezo+)
2. What works in basic education and open government
3. Public and policy engagement

These components breathe life into the Theory of Change. “Data and voice” aims at unearthing and amplifying public opinion, as well monitoring the status of key public services. The “What Works” stream will source, collate and germinate ideas of effective interventions, as well as try them out in real life and therefore contribute to the evidence base. The “Engagement” stream is about strategic advocacy and communication, rooted in solid evidence, with a variety of key actors – both in the decision-making and policy arenas, as well as with the broader citizen base.

### Data and Voice

#### Sauti Za Wananchi (SzW)

*Sauti za Wananchi* is a high frequency mobile phone survey that overcomes the quality and time limitations of traditional face-to-face surveys and administrative data. It provides frequently updated statistics on a range of topics, with a focus on monitoring the quality of public services and citizens’ views and realities. *Sauti* embodies the rigour and quality of traditional survey methodology but uses mobile phones to lower costs and speed up the process of data collection. The main feature of *Sauti* surveys are the frequent data collection efforts, managed through a call center, and the analysis and reporting of the data in a timely, succinct, accessible format.

*Sauti za Wananchi* offers an opportunity to policy makers, analysts, and the media to access reports and data on the real-time experiences and views of citizens. Policy makers can benefit from a good understanding of citizen opinion and concerns. These key actors and other external parties will be systematically invited to use the *Sauti* infrastructure. The primary purpose is to engage publicly with stakeholders in the domains of basic education and open government, creating conversations with a sense of accountability towards citizens.

The *Sauti za Wananchi* program is currently implemented in Tanzania only, although the lessons learned have already influenced other similar mobile phone surveys (e.g., in Madagascar and Malawi). Reflecting Twaweza's East African mandate, *Sauti* will be gradually expanded to Kenya and Uganda over the next strategic period. The expansion will seek to involve three types of partners from the outset – a survey firm, a national think tank with strong analytical and research credibility, and a media house or other independent communications group (although Twaweza itself would ideally carry out the public and policy engagement in Kenya and Uganda, the in-house capacity for this will be assessed as the expansion takes place).

#### Uwezo: Citizen learning assessments

The Uwezo citizen-led assessments will continue in all three countries to measure children's basic (Grade 2 level) literacy and numeracy competency, on an *annual basis* (to keep the issue high on the policy and media agenda), and aiming to cover *all districts* (to allow disaggregation of data and intra-country comparisons over time). To the extent possible, Uwezo will continue to promote and further develop the concept in Africa and globally. A core characteristic of Uwezo is the engagement of citizen volunteers in the assessment process: instead of deploying education professionals to undertake the work, Uwezo identifies and trains citizens at community level to do the assessment. Not only is this necessary in order to carry out the assessment at the current scale, it is also a core component of building an informed and galvanized citizen base. Building on the previous five years of experience, Uwezo assessments will follow the tenets outlined in the box below.

#### Box 2: Key tenets of Uwezo assessments

**Foundational Skills:** A basic literacy and numeracy focus will be retained. Tests based at the Grade 2 level will be used for the main assessment.

**Grounded in the national policies and norms:** The tests shall respect and be grounded in the policy of education, national curriculum, assessment and language of instruction. In this regard, the key components of test development and sampling must be validated by the respective ministries or specialist department process. The assessment norms will also be respected and this dictates a defined assessment calendar.

**Household-based:** This allows all children within the specified target age to be reached, be they in or out of school, in public or private school.

**Feedback:** Instant feedback to children and parents at the point of assessment shall continue to be a cornerstone of the approach.

**Invested in citizens:** The assessment will be conducted by citizen volunteers, and citizen groups, duly trained in research methodology and Uwezo assessment approach. The main purpose is to inspire citizens to focus on improving learning outcomes by taking action themselves or holding those responsible accountable.

**Scale:** The annual assessment shall be conducted at scale with the district serving as the stratum, and the smallest unit of analysis. Data will be analyzed to generate evidence that shall be presented at national, and sub national levels (district/county/regional) and that would permit cross-country comparison to generate an East Africa report

**Simplicity and inclusiveness:** The methods and measures, tools and procedures shall be easy to use and understand, and therefore inclusive of majority of citizens.

In addition, building on pilots and explorations currently underway, the Uwezo infrastructure will be leveraged to include two likely sets of additional assessments outlined below. These additional areas will be tested and adapted in a few selected areas, and gradually rolled out after establishing their value.

- Covering essential elements before and after the Grade 2 level assessment, such as early childhood factors that are critical to learning and an assessment of upper grades (e.g., Grade 5). This information will enrich the understanding of the readiness of children to learn, as well as provide a more accurate picture of the progress of learners. While continuing with the backbone of Grade 2 assessment, these vertical expansions will refresh the evidence provided to policy makers and other key actors on the status of learning in their countries.
- Covering selected health, nutrition and water aspects related to learning and overall wellbeing, and the interactions between citizens and authorities on the same. Uwezo's unprecedented scale provides a unique opportunity to gather citizen's voices and experiences related to the wider set of problems adopted by Twaweza. Care will be taken to ensure the information collected is relevant to the envisioned long-term objectives.

### Benchmarks of Data and Voice

<b>Sauti za Wananchi</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Sauti mobile phone survey running in Tanzania, with at least 10 annual data collection rounds for Twaweza, and additional 3-6 with partner agencies	x	x	x	x
Mobile phone survey established with at least 4 data collection rounds in Kenya by 2015; and 8-12 times annually thereafter	x	x	x	x
Mobile phone survey established with at least 4 data collection rounds in Uganda by 2016; and 8-12 times annually thereafter		x	x	x
Handbook on Twaweza approach to mobile phone survey published in 2015; revised 2018	x			x
Drawing a fresh Sauti sample after 2 years of call rounds in Tanzania and Kenya			x	
Drawing a fresh Sauti sample after 2 years of call rounds in Uganda				x
Sauti datasets and methodology available in machine readable formats online in a timely manner	x	x	x	x
Handbook on Twaweza approach to mobile phone survey published in 2015; revised 2018	x			x
<b>Uwezo</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Children aged 6/7-16 assessed in foundational skills of literacy and numeracy in at least 370 districts across Tanzania, Kenya and Uganda, reaching 350,000 children annually	x	x	x	x
At least 10,000 schools across East Africa visited during the annual assessment and data useful for tracking school-level indicators collected		x		X
Uwezo assessment expanded vertically to cover assessment in early childhood care, or higher grade, or both; in Kenya in 2015, Uganda 2016, and Tanzania 2017; sustained in all 3 countries in 2018	x	x	x	x
Uwezo assessment infrastructure leveraged to benefit additional sectors with data (Uwezo +), in Kenya in 2015, Uganda 2016, and Tanzania 2017; sustained in all 3 countries in 2018	x	x	x	x
Open data and access to information indicators designed for Uwezo infrastructure in 2015, piloted in 2016, and implemented in 2017 and 2018	x	x	x	X
Community level communication in Uwezo done on annual basis, monitored and feedback used to make communication more effective	x	x	x	X
Clean, accessible, user-friendly complete datasets published to the web	x	x	x	x

Key reports on learning assessments published annually: East-Africa report, national-level reports, and selected sub-national (county or district)	x	x	x	x
Technical papers that explore in-depth the assessment data prepared and published and presented on a global platform annually; at least 1 in 2015, 2 in 2016, and 3 thereafter	x	x	x	x

## What Works in Education (WWE) and Open Government (WWOG)

The success of demonstrating that schooling is not the same as learning has generated demand for solutions to improve quality and learning, but many of the solutions proposed are not effective, or not properly tested. Similarly, while there is growing appreciation of the importance of open government, the work suffers from poorly conceived ideas of what is effective and an uncritical celebration of the potential of technology to solve intractable problems. In response to this, Twaweza will run the “What Works” program component to collate and generate evidence, ideas, data and stories of effective interventions through reference to global and local experience, experimentation and analysis. There are three distinct but interrelated functions in this program component:

1. **The learning: doing homework, growing knowledge.** The first order of business for What Works in Education is to gather and organize knowledge of rigorous, locally relevant and credible evidence of what works in improving learning outcomes. In relation to Open Government, What Works will develop expertise on how information and open government reforms change norms and incentives and enable action, explore the intersection between global norms and national traction, including the role of nudges and sanctions. This strand of work begins with creating a knowledge database consisting of an accessible and well referenced system of experiences, studies and literature reviews; as well as creating a forum for interveners, researchers and policy makers, where crucial evidence can be presented and discussed. These mechanisms will be updated on a regular basis.
2. **The stories: Positive Deviance, or locally-led solutions.** The problems Twaweza is working on are situated in complex adaptive systems where cookie cutter solutions often won’t work. At the same time we do find people, communities, and officials (authorities) that have brought about change where others in similar circumstances have failed; i.e., they deviate from the norm in a positive way. Twaweza will draw on the academic<sup>10</sup> as well as a practical<sup>11</sup> body of work developed around these concepts, seeking to both source and validate the stories, as well as test (and, where possible, promote and expand) the locally-led solutions.
3. **The lab: experimenting with what works.** Experimenting can mean many different things. Here we mean primarily research projects that are informed by our learning from existing knowledge; that are small scale, qualitative in nature and are meant to learn the nuts and bolts of potential solutions while documenting lessons in a structured fashion; that are articulate and simple in design and are in principle scalable; and that may be used, at a later stage, as proof of concept for larger scale experiments (which could include randomized control trials). The WWE program will include continuing the KiuFunza experiment in Tanzania, but this will be done through partners, with implementation managed by a third party. Twaweza’s engagement with KiuFunza will be programmatic and intellectual, contributing to program design and partnering with the global research community as well as local stakeholders such as the Tanzanian Commission for Science and Technology. Twaweza will anchor the research in the Tanzanian education policy context and curate, interpret and communicate results to the target policy audiences in the sector; and support with fundraising.

<sup>10</sup> Pascale and Stearnin, 2010. <http://www.powerofpositivedeviance.com/>

<sup>11</sup> Booth and Unsworth, 2014. <http://www.odi.org/publications/8800-politically-smart-locally-led>



WWE and WWOOG will be carefully developed, tested and adapted, and expanded over time across the three countries as warranted, but are likely to vary in scope, intensity and focus across countries.

### Benchmarks of What Works

<b>What works in Basic Education</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Methodology framework for positive deviance approach in education developed and tested in 2015	x			
KiuFunza Phase II formulated and supported 2015-2018, with results informing WWE and policy engagement	x	x	x	x
Four (4) background papers/ briefs and policy positions/suggestions prepared and shared as per problem areas in 2015	x			
A directory/annotated bibliography of what works in education produced in 2015, and updated annually	x	x	x	x
Knowledge Forum on what works in education convened at East Africa level in 2015 and 2017	x		x	
Three (3) case studies of positive deviance in education surfaced, verified, documented and shared each year, per country, starting with 2016		x	x	x
At least 2 ideas/experimental ideas developed curated and shared by 2016 and additional two by 2018		x		x
KiuFunza Phase I completed and reports done by mid-2015	x			
Three (3) presentations in global and regional conferences on interventions in education by 2017, additional 3 in 2018			x	x
Three (3) articles published in peer-reviewed journals on what works in education by 2017; additional 2 submitted by 2018			x	x
<b>What works in Open Government</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Uwezo and Sauti data available online reflecting open data and user centered design principles in a timely manner	x	x	x	x
Review of Freedom of Information (FOI) status in TZ completed in 2015, proposals for action completed in 2016; review in KE & UG in 2016, proposal for action in 2017	x	x	x	x
Review of open data status in TZ conducted in 2015, in KE and UG by 2016	x	x		
Data quality and access to information report on key datasets/information related to Twaweza themes piloted and published in at least one country by 2016, and implemented annually in all 3 countries starting in 2017		x	x	x
Data journalism established in at least one major media house in TZ and UG by 2015 and one in KE by 2017	x		x	
Four instances of locally-led solutions (PD) surfaced, verified, documented and shared each year for TZ and UG starting 2015, and KE starting 2016	x	x	x	x
Two ideas/experiments in responsive governance per year designed, curated and shared in TZ and UG starting 2016 and KE starting 2017		x	x	x
Four background papers/briefs and policy positions/suggestions prepared and shared, one per problem area in 2015 and updated in 2017	x		x	
Two articles published in peer-reviewed journals on what works in open government in East Africa			x	x
At least 3 presentations per year in global and regional conferences on WWOOG, starting in 2016		x	x	x
Four articles or blogposts per year in global/regional media or knowledge community platforms on WWOOG	x	x	x	x
Online directory/annotated bibliography of what works in open government produced, updated regularly	x	x	x	x
Knowledge/Learning Forum on WWOOG convened at East Africa level in 2016 and 2018		x		x

## Public and Policy Engagement

The problems articulated in the earlier section of this document call for simultaneous engagement with both the public and policy realms. The core function of the Public and Policy Engagement unit is to give wings to the evidence, ideas and stories from the core program units described above. In this, we are building on current evidence on evaluations of social accountability interventions, which suggests that effective approaches are strategic (not tactical), that is, initiatives in which responsive capacity from authorities is coordinated with mechanisms for citizen “voice.”<sup>12</sup> The core action is the dissemination of information *in coordination with* measures that actively enable collective action, influence service provider incentives and/or share power over resource allocation (ibid). Therefore, this unit combines Public with Policy engagement, while recognizing these are also distinct streams of work: the creation of high-quality, compelling and innovative **communication products** (using a variety of mediums), and proactive, **focused policy engagement** with key target audiences.

The best word to describe this dual-strand work is “campaign” – a concerted, multi-pronged effort designed to raise broad awareness, galvanize core actors, and foster a productive space among a variety of stakeholders for problem solving. For instance, based on the problems Twaweza is working on, a specific issue is selected and data regarding this issue collected through the *Sauti za Wananchi* survey; the data is analyzed and packaged to be understandable and compelling to responsible ministers, Members of Parliament, sector representatives, and the media. The data is then also launched publicly, to highlight the issue broadly in popular media channels. Furthermore, opportunities and mechanisms are created to engage key actors in meaningful discussions, often in “convening and brokering” events where different stakeholders are brought together to discuss evidence and jointly plan for testing solutions to a given problem.

In its work, the PPE unit will give great attention to *purpose* of the communication material (what specifically are we trying to achieve, to *differentiating audiences* (what can be strategically and reasonably expected from whom), and to relevant *information channels*. These aspects will be used to construct a wide set of activities that is continually monitored and adapted to achieve greater effectiveness. Creating engaging and imaginative content will remain a centerpiece of this unit. Below are the principles that guide the type of content Twaweza will produce.

### Box 3: Principles guiding Twaweza content

**Echoes:** Recognizing that both public and policy engagement that lead to tangible changes takes time, repeating messages across multiple channels. This also serves to elongate public memory on critical issues.

**Twists:** Understanding that public and policy communication need to stand out to be effective. Making use of humor, quiet shocks, inspiring stories and creative formats to engage audiences.

**Reframing:** Using evidence and ideas to reframe policy and public debates, highlighting the issues that are truly critical and dispelling popular myths.

**Options:** Offering a variety of specific actions to audiences, while avoiding being over-prescriptive.

Twaweza’s unique comparative advantage comes to life here: combining a rigorous knowledge function with effective broad communication as well as policy engagement. Fuelled by ideas, data and stories, the Public and Policy Engagement unit forges strategic relationships with authorities, reaches out to citizen agents and civil society organizations to amplify their voice, agitates to craft

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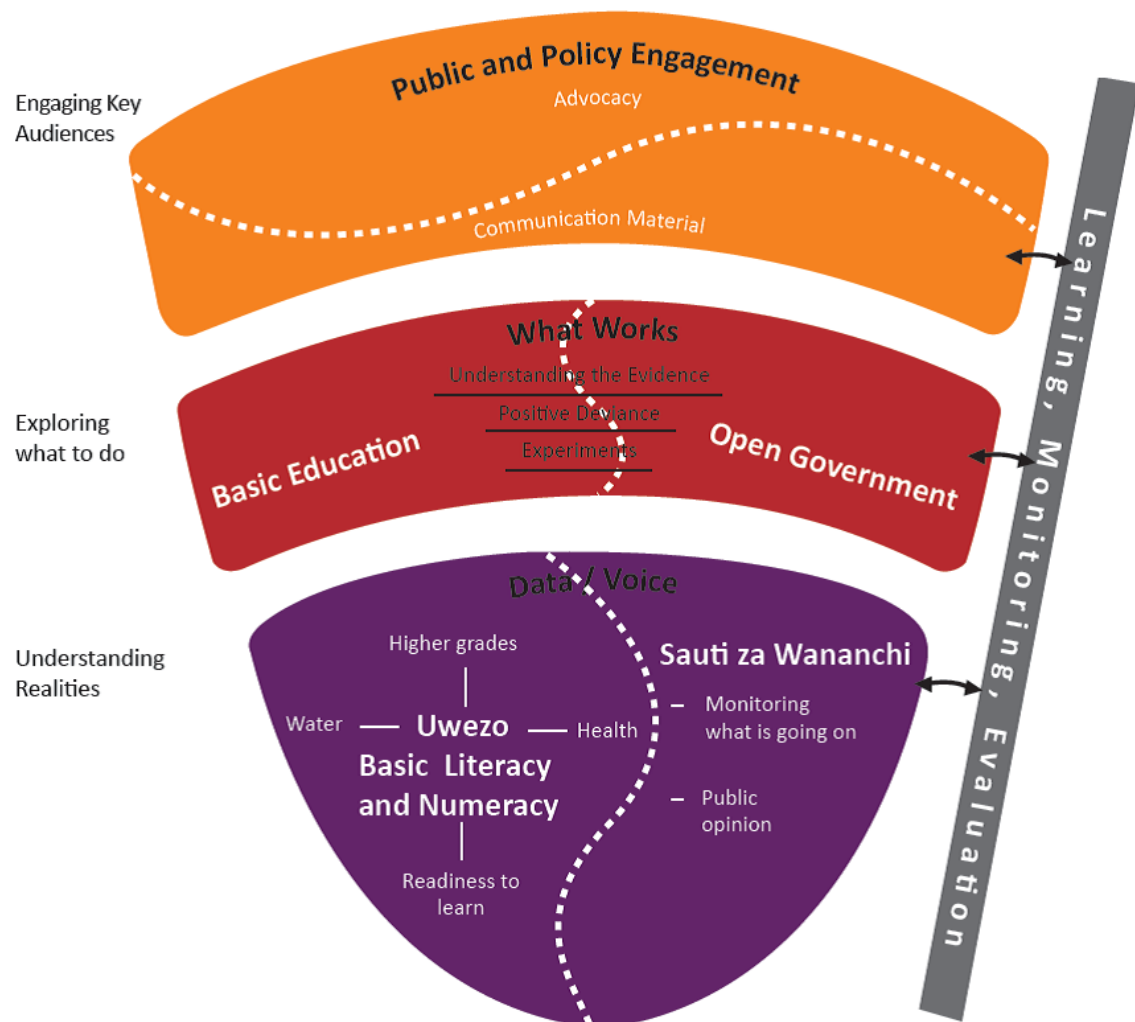
<sup>12</sup> Fox, Jonathan, 2014. *Social Accountability: what does the evidence really say?*  
<http://gpsaknowledge.org/knowledge-repository/social-accountability-what-does-the-evidence-really-say-2/#.VETfdRa-X44>

new spaces for engagement of these two spheres, and infuses airwaves with relevant information and imaginative content. Twaweza continues to actively engage with OGP initiatives in Africa and Globally.

### Benchmarks of Public and Policy Engagement

Communications	2015	2016	2017	2018
Effective system for all units contributing updates to website developed and website substantively updated on weekly basis with information from all 3 countries; usage tracked and analysed and implementation tweaked	x	x	x	x
New redesigned Twaweza website in place by end 2015, and major design review in 2018	x			x
Core communication policies (social media, branding standards, etc.) well known by all staff in 2015, and in consistent use	x	x	x	x
Systematic database of media contacts and good working relations developed and regularly refreshed for all 3 countries	x	x	x	x
Information on work of all Twaweza units, including press releases, reports, briefings, as well as timely responses to media queries provided to media in an a systematic basis at least once each month in TZ by end of 2015, and in KE and UG by end of 2016	x	x	x	x
Twaweza in the media systematically compiled and monitored and reported in website plus monthly compilations prepared and shared with staff and board	x	x	x	x
Compelling, accessible communication materials in different formats (e.g. print, video, online) on what is Twaweza, what we do, what we achieve and what we learn materials developed, refreshed, published and shared	x	x	x	x
Uwezo annual assessment reports (national, district and East Africa combined) and ranking posters covering all three countries published in a timely manner	x	x	x	x
Sauti briefs published at reliable monthly basis, in TZ starting 2015, in KE starting 2016 and UG starting 2017	x	x	x	x
Engagement	2015	2016	2017	2018
Uwezo national and East Africa reports launched effectively annually, generating public and policy debate in all 3 countries	x	x	x	x
Sauti reports launched monthly and generating public and policy debate in TZ by 2015, in KE by 2017 and UG by 2018	x	x	x	x
Quality of data and access to information reports launched annually and generating policy and public debate starting in one country in 2016 and all 3 by 2017		x	x	x
At least one multi-component campaign per year per country focused on Twaweza problem areas developed and implemented for one country starting 2015, and all 3 countries starting 2016	x	x	x	x
Continuous and significant contributions to major national and international initiatives and processes on basic education (e.g., BRN in Tanzania), and open government (e.g., OGP Global)	x	x	x	x
Continuous and significant contribution to regional and global networks and communities of practice on basic education and open government	x	x	x	x

## What we do





## 6. Learning, Monitoring and Evaluation



Twaweza is as equally committed to learning as it is to its programs making a meaningful and measureable difference; these two components are linked and mutually reinforcing. Learning is the animating principle: Twaweza’s learning architecture seeks to cultivate a culture of critical enquiry, reflection and adaptation within the initiative – the thirst to ask, on a continuous basis what works? Why, and how? How do we know? How can we make it better?

Within this, the functions of monitoring, evaluation, and the learning activities are interlinked. Monitoring focuses primarily on generating practical data which can be used to make programmatic management decisions. Evaluation seeks to answer questions where monitoring leaves off – that is, testing the link between intermediate outcomes and outcomes; investigating the core hypotheses of Twaweza’s Theory of Change and evaluating the effect of Twaweza’s initiatives. The learning activities infuse both strands: the results and lessons are fed back to the organization through a structure of learning activities and documents geared for our own learning purposes, and they are also communicated actively in the international arena. In this, transparency is a key principle: publish all is the default mode, with exception only of confidential (private) information.

### Monitoring

Monitoring at Twaweza aims at enhancing our understanding of what works under which conditions, and at being transparent and accountable. This includes the design of mechanisms (such as feedback loops) which gives us practical data for programmatic decisions. Monitoring also seeks to be collaborative both within Twaweza and with implementing partners; while the core function of monitoring is not to audit but to enhance learning, monitoring does include clear measures of accountability (to ourselves, as well as to donors) and value for money. Monitoring at Twaweza is organized in three levels, with several components, as below and also illustrated in the LME figure.

**Level 1:** *Are we delivering what we said we would?* The core indicators for these measurements are based on Twaweza’s internal standards, as well as the agreed-upon outputs in a partner contract.

**Level 2:** *Who and where are we reaching; what is the perceived quality and relevance of our outputs?* The core measures here will be population-based coverage indicators, and the more qualitative assessments of quality among the target audience (including feedback loops).

**Level 3:** *Are we contributing significantly to changes in key parameters?* Twaweza will develop indicators to capture changes in the ability, motivation and opportunity for citizens to exercise agency; and the changes in ability, motivation and opportunities among authorities in becoming responsive. This will include rapid feedback loops to describe possible changes.

The LME unit develops annual monitoring plans together with the implementing units, based on the organizational monitoring policies and standards, and ensuring that the link between the data and its use is clearly outlined at the start. The responsibility for monitoring falls both on implementing units, and LME. The implementing unit is responsible for monitoring contract compliance, self-reporting by partners and alignment with various internal Twaweza standards regarding quality of products, procurement, etc. It is the role of LME to support implementing units in conducting feedback loop exercises on perceived quality and envisioned outcomes. Moreover, the LME unit designs and implements exercises for independent assessments, including verification of self-reported delivery of outputs, assessing coverage and quality, and changes in intermediate outcomes.

We want to make it easy to follow the results chain from Twaweza initiatives to changes reflected in the intermediate outcomes, and back again. Specifically regarding monitoring information, we are in the process of setting up and testing an interface in our Salesforce platform, which we use for most internal management processes. The monitoring component of Salesforce will allow us to more clearly link implementation records to monitoring records, allow for easy extraction of dashboard-type information, and assist in transparency and sharing of information internally and externally.

## Evaluation

Independent, high-quality evaluations are an essential component of Twaweza’s overall learning portfolio. The purpose of this work is to rigorously examine the core assumptions on which Twaweza rests, both to improve our own work, as well as to contribute to the global body of knowledge. There are five key components to this body of work, described below.

**One:** Investigating some of the core overarching relationships in our Theory of Change, situated within the domains of basic education and open government. For example: does a vigorous, imaginative transportation of curated evidence, stories and ideas contribute to increasingly engaged, active citizens in the domain of basic education? Does it contribute to more responsive authorities?

**Two:** Testing specific hypotheses linked to the chosen problems/successes. For example: Providing key national-level actors with synthesized, relevant and compelling evidence on interventions that improve learning outcomes will result in these key actors having increased understanding of the evidence, and shaping education policy, regulations, and budgets accordingly.

**Three:** Evaluating the effectiveness of specific and significant initiatives undertaken by Twaweza. This is our version of impact evaluation: we will seek to measure our contribution to the intermediate outcomes, as well as the outcomes at the level of active citizens and responsive authorities, relative to a defined problem.

**Four:** Conducting a summary assessment of the quality, reach, relevance and value for money of our initiatives, subjected to a third-party independent validation exercise. In 2014 we conducted this summary assessment for the first strategic period. We plan to do it again in 2018.

**Five:** Establishing a “situation analysis” of the domains of basic education and open government, and the status of active citizenship and responsive authorities within those, at key moments in the strategic period. In early 2015, we will collate available information from a variety of sources to establish the status of key outcomes in the chosen domains – which will contribute to the situation analysis with which we will begin our new strategic period. We will conduct similar exercises again in early 2018, to inform the end of Twaweza’s second strategic period.

To carry out the above components, we will engage a selected set of external advisors and evaluators throughout the strategic period, as well as a small reference group composed of professionals with research and sector-relevant expertise. We will reach out to experts such as Lant Pritchett (Harvard and CGD), Jonathan Fox (American University), and Lily Tsai (MIT). The individual roles in the group can vary from an advisory function to being hands-on involved in the research. However, the overall role of this group will be to engage with and advise Twaweza on the evaluation questions and studies, including the specification of causal pathways to be tested and the birds-eye view of the evaluation framework, review of methods and plans, review and input into results, connecting and amplifying the results to the wider research community, and fostering connections with other relevant research groups and individuals.

Any evaluation study undertaken by Twaweza will be shaped by the following core principles:

Serious **piloting and testing** before embarking on impact evaluation. We have learned in our first strategic period that we need solid proof of concept for both the intervention as well as the measurement before setting up a sophisticated, rigorous external evaluation.

**Continuous and fruitful collaboration** between evaluators and implementers, starting at the stage of designing initiatives and interventions, while preserving the independence of the research.

**Sharing widely and being open to scrutiny**, not only regarding final results but also about the design and implementation of evaluations. We believe it’s important to share stories of both successes and failures, and particularly in the case of the latter, to examine openly what contributed to the failure, and the lessons learned from that.

**Method mix**, where form (method) follows purpose (research question). We will deliberately look for mixing methods, requiring a high level of rigour from qualitative as well as quantitative approaches. Our toolbox will include experiments / randomized controlled trials, quasi-experimental studies, ethnographic studies, Outcome Mapping and Outcome Harvesting, and case studies.

A detailed evaluation strategy will be developed at the start of the strategic period. Work on this has already begun with an outline of the strategy and bilateral consultations with possible external partners.

## Learning activities

This component relates to staff and partner learning, as well as our links to global knowledge. Our aim is to continuously learn and adapt from our own activities, monitoring and evaluation exercises, and also to contribute to global knowledge and debate by offering our own lessons on the core hypotheses underpinning the Theory of Change. A core component of the LME unit is to maintain the organization’s learning posture. One significant element within this is the development of

internal ability of the different units to engage in the analytical processes such as planning using Reverse Logic, to undertake certain monitoring activities, and to understand and interact with both monitoring and evaluation data and results. The LME unit will develop an internal skills-building plan, which will include conceptual understanding as well as practical training focusing on use of M&E tools and various responsibilities. We will also continue to apply a rigorous internal learning agenda, seeking to enhance staff and partner capacities as well as to deepen our thinking. There are several objectives to Internal Learning at Twaweza, and means to achieve them, as shown below:

Objective of Activity	Method	Frequency
Strengthening staff critical reading and analytical skills; exposure to current evidence, and new ways of thinking	Reading Club	Twice per month
Strengthening staff understanding and engagement with the theory of change, the selected domains, and evaluation	Learning Sessions	Twice per month
Expand staff practical skills relevant for work as well as personal development	Skills Lab	Once per month
Provide an informal space for new ideas and work-in-progress, and external inspiring people and initiatives	Food for Thought sessions	As needed
Expose staff to an experience of the “reality” in which the majority of citizens of East Africa live	Annual Immersion	One week, once a year

LME is all about learning and feedback – and yet it also needs to be scrutinized itself. We will engage an independent review of our LME plan and its implementation twice in the strategic period. The first opportunity will be in early 2015, as we develop a detailed evaluation strategy in collaboration with external researchers and other key actors. In addition, we will conduct one more independent assessment of our LME strategy, likely towards end of year 2 of the strategic period.

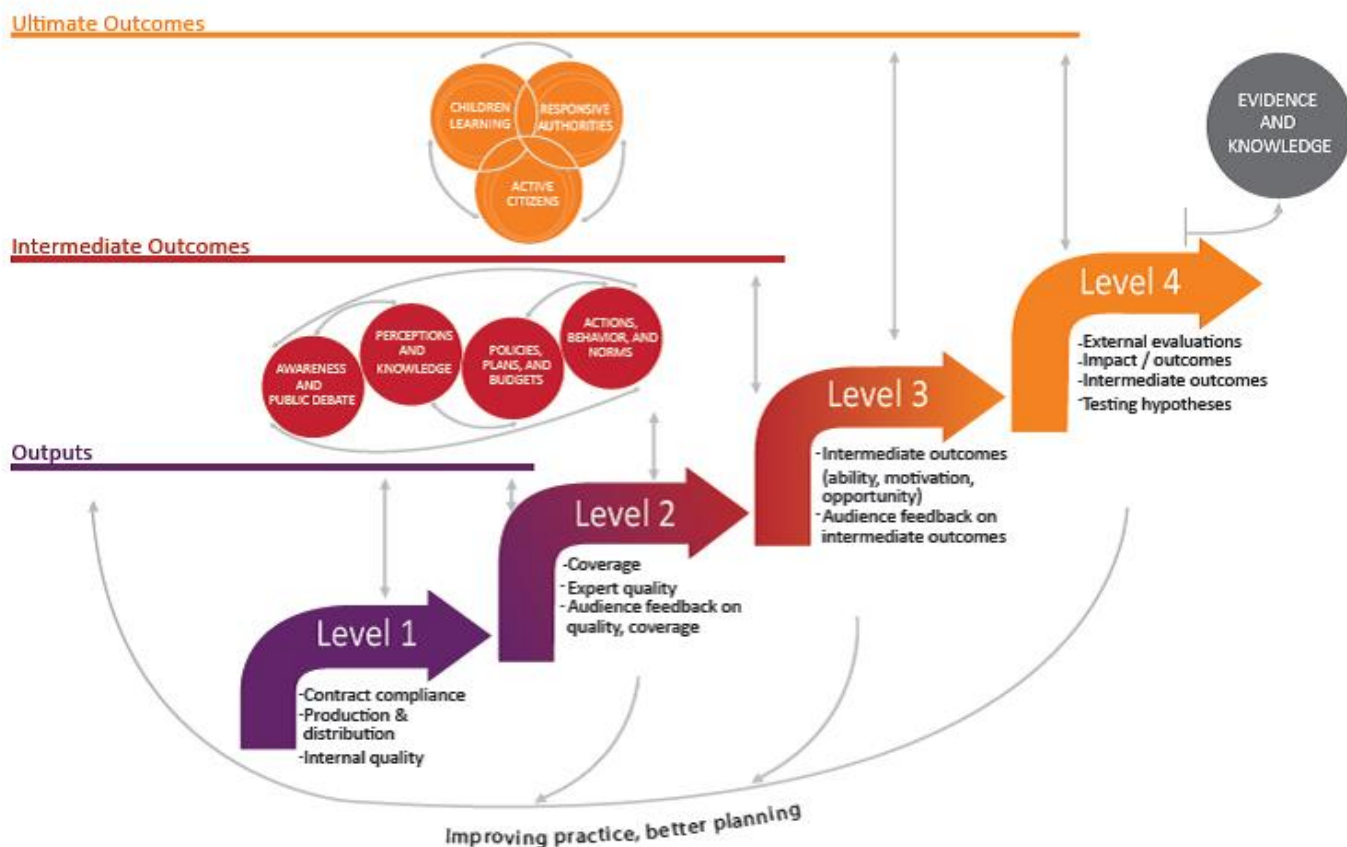
An important part of the learning component is Twaweza’s active engagement with the wider field of transparency and accountability. We know there is a variety of national and international actors and entities working in this field on similar issues as we are, and we seek to benefit and learn from their knowledge, experiences, and expertise, as well as contribute to the evidence and debate in this field. We plan to keep up our active collaboration with the Making All Voices Count initiative, Transparency & Accountability Initiative, the Open Government Partnership, and the World Bank’s Global Partnership for Social Accountability. There may be new collaborative opportunities that arise in the strategic period which we may choose to pursue.

#### Benchmarks of LME

Monitoring	2015	2016	2017	2018
Simple and clear internal monitoring system in place and on-line; data related to Twaweza’s inputs and outputs collected routinely	x	x	x	x
Selective systematic monitoring of Twaweza in the media in place in all 3 countries, summaries posted online	x	x	x	x
Baseline measures (i.e., measures at start of strategic period) of selected outcomes established; updated as needed with midline and/or endline	x		x	x
At least 4 blog entries or similar pieces written annually, based on the monitoring exercises, data, and lessons learned, and posted on-line	x	x	x	x
At least 6 Monitoring Briefs related to monitoring of distribution, coverage, quality produced annually, across the 3 countries; posted on-line	x	x	x	x

At least 3 Monitoring Briefs related to intermediate outcomes produced annually, across the 3 countries; posted on-line	x	x	x	x
<b>Evaluation</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Two external evaluation teams contracted to conduct evaluations relevant to Twaweza by 2016; an additional two by 2017		x	x	
Initial concept papers and evaluation proposals, as well as tools (questionnaires, guides, etc.) available online within the first year of engagement		x	x	
At least 4 blog entries or similar communication pieces produced annually on the basis of the engagement with external evaluators	x	x	x	x
Final analysis and reports stemming from the external evaluations posted on-line				x
At least three papers submitted for peer-reviewed publication, based on the external evaluation results, by 2018				x
<b>Learning activities</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
An annual internal “learning calendar” developed, aligning organizational information needs with monitoring & evaluation processes	x	x	x	x
Links (with contribution at conferences webinars, etc.) to 2 external learning structures established and maintained by 2016; an additional 2 by 2017		x	x	x
Internal learning culture lively in each country office, including different learning sessions and an annual immersion-type exercise	x	x	x	x

## Learning Monitoring and Evaluation





## 7. Risk Management



Twaweza recognizes that its mission is ambitious, that progress may not always be linear, and that there may be challenges in achieving the desired objectives. We take stock of the main challenges foreseen at the start of the new strategic period; we will re-assess these challenges on an annual basis, and plan for adjustments, as needed.

Challenge/Potential Risk	Likelihood	Mitigation Strategy
1. Following the current regional and global trend, space for civil society, media and independent research gradually becomes more restricted	high	<p>Creating and protecting this space is one of the goals of Twaweza. Continuous political analysis in all three countries will inform our best strategy;</p> <p>More than before, collaborate with key national media, CS organizations &amp; networks and independent research institutions;</p> <p>Follow and influence policy making processes that impact this space, publicly as well as behind the scenes;</p> <p>Support partners that can challenge restrictions and assist media houses and journalists when restricted;</p> <p>Emphasize Twaweza compliance to the law so that unnecessary violations cannot be used to curtail freedoms;</p> <p>Actively learn from national organizations operating in countries where such restriction is already common place (Ethiopia, Rwanda, and Zimbabwe).</p>

2. New policies and regulations restrict collection, analysis and publication of own data and research, hampering the Data and Voice segment	Medium	<p>Actively engage with policy making and implementation process ( see under 1);</p> <p>Strengthen and formalize our partnerships with relevant and valued government agencies (Costech, NBS, OGP, BRN);</p> <p>Partner with trusted independent research institutions, including universities.</p>
3. Governments may attempt to restrict Twaweza's work if perceived as threatening its interests and exposing weaknesses in governance.	Medium	<p>Collaborate with and support partners in assessing risks and determining action;</p> <p>Remain powerfully independent, rigorous and evidence based, and avoid being anti-government or partisan;</p> <p>Be prepared to stand for our principles even under pressure, and do so publicly to generate popular support;</p> <p>Emphasize quality and accuracy at all times, and make sure our own house continues to be in order to reduce vulnerability;</p> <p>Build working relationships with government agencies and leaders to create greater understanding and buy-in, and support when needed;</p> <p>Secure buy-in from major donors within the region who are respected by governments.</p>
4. Increased tension ahead of general elections in Tanzania (2015), Uganda (2016), and Kenya (2018), leads to instability and clamping down on civil liberties	Low, except High around elections	<p>Ensure agility in our work to be able to intelligently adapt as situations change;</p> <p>Develop and maintain good links with allies in Government and Parliament;</p> <p>Be prepared to have varying engagement with government interlocutors during certain moments;</p> <p>Emphasize compliance to the law so that flimsy violations cannot be used to curtail freedoms;</p> <p>Develop and maintain good links with others, including allies in government and parliament, international actors;</p> <p>Be prepared to have certain activities suspended temporarily.</p>
5. OG strand of our work is frustrated by authorities' refusal to cooperate or share information	Medium	<p>Find the right balance between celebrating and criticizing published government information and data;</p> <p>Seek ways to make openness beneficial to the government;</p> <p>Collaborate with other institutions that support or promote government's Open agenda (World bank, OGP, local governments and PMORALG).</p>

6. Outputs-based approach results in delays and low results (which leads to less expenditure than planned)	Medium	<p>Use our experience over the first strategy period intelligently and continue learning;</p> <p>Request donors and board to be supportive and not emphasize spending where it does not encourage effective value-for-money;</p> <p>Communicate well with partners and continuously guide them to ensure they are achieving the best results possible.</p>
7. In our effort to become more influential in the public policy domain, we lose valuable time and energy in attending attractive but ineffective policy processes	high	<p>In advance and retro-actively, critically gauge our engagement in such policy processes on their potential;</p> <p>Improve our monitoring of these processes (outcome mapping);</p> <p>Be courageous to exit when necessary.</p>
8. Our new, more granular way of planning gets in the way with agility in implementation	Medium	<p>Reflect on our work continuously during implementation, particularly being sharp on recognizing and grabbing opportunities as they may present themselves;</p> <p>Monitor carefully and stay open to change course or to stop when indicated;</p> <p>Adjust planning methodology if necessary.</p>

## 8. Governance & Donor Relations



### Governance

While Twaweza has maintained its own mission, public identity and strategic approach, since its inception, it has legally been housed within Hivos, a respected Dutch development organization with almost 50 years of effective program experience in East Africa.

As of January 2015, Twaweza is an independent entity incorporated as a company limited by guarantee and not having a shareholding capital (i.e. a non-profit company). The entity has been incorporated in Tanzania and has obtained 'certificates of compliance' to operate in Kenya and Uganda as per the laws of each country. In addition, following consultation with legal advisors, measures will be taken to protect the Twaweza brand name. The organization legally operates as Twaweza East Africa in each of the three East African countries as of 1 January 2015, with an oversight arrangement with Hivos for the first two years, until end of 2016.

As required by law, the new legal entity Twaweza has its own board. This board shall initially consist of 7-9 members (which may be expanded), drawing from East African nationals of high credibility and expertise and international experts. Each will serve on the board in their individual capacity. The individuals are expected to reflect diversity in terms of a) East Africa and global, b) diversity within East Africa with at least one member from each of the three countries in which we work, c) gender and age, d) range of competencies including strategic, programmatic, learning/evaluation, legal, and financial.

As of April 2015, this board takes over the role currently played by Twaweza's advisory and governance boards. Its initial roles will include critically reviewing and advising on programmatic strategy, monitoring and evaluation frameworks, and on the ongoing conceptual and intellectual development of Twaweza. It is the highest governance body of Twaweza that exercises legal and fiscal oversight. The Board reviews and approves the multi-year strategy, annual plans, budgets and reports; appoints external auditors and bankers; and ensures statutory compliance. It also provides guidance on program and operational aspects where needed, and the Executive Director of



Twaweza reports to the Board. The Board appoints, supports, and holds accountable the Executive Director of Twaweza, and it may delegate to him/her other specific powers and responsibilities. During the first two years Hivos will support Twaweza's new Board, to see that it meets the agreed set of legal and operational benchmarks critical for organizational sustainability as soon as possible. The new Board shall meet at least three times a year, to enable it to exercise adequate oversight and support, particularly in the early years of the transition. The usual checks and balances regarding mandates and operation of the Board, term limits, and transparency will be maintained and/or strengthened and are reflected in the MemArts (Constitution) of Twaweza East Africa.

Twaweza will also complete a process that commenced in early 2013 to incorporate a legally separate support entity in the USA. This arrangement will facilitate easier fundraising from US-based donors and to allow for other benefits accessible to US non-profits. The exact nature of relationship between Twaweza East Africa and Twaweza USA will be carefully articulated.

The Uwezo brand will be maintained as part of Twaweza, and clear guidelines will be developed to ensure clarity on branding and representation. All financial, contracting and procurement processes will be guided by Twaweza policies and principles; similar to all other operational aspects of the existence of the Uwezo brand. Overall, there will be strengthened organizational quality assurance systems and management of Uwezo operations while deepening synergies with Twaweza.

## Donor Relations

Twaweza values donors for several reasons: provision of financial resources, knowledge, sharing of ideas and linkages with others, feedback on Twaweza's approaches and effectiveness, and as one component of accountability. Twaweza seeks to work with donors in a manner where its identity, intellectual and operational autonomy are affirmed and safeguarded; including independence of thought, publication and positions that may be critical of the donors. The partnership with donors is based on a congruence of goals and mission; where both Twaweza and donors work in a manner that can best propel the goals and interests of Twaweza.

High quality and impeccable integrity are expected of Twaweza by itself and donors, and both parties hold Twaweza to this standard. Open dialogue, honesty and frankness, including admission of failure where this case may be, and the need to adapt and adjust are openly communicated, and seen as essential to developing trust and strengthening the organization. Donors understand that the way to get the best out of Twaweza is for the organization to have effective internal incentives, structures and practices of learning and accountability.

Donor members generally agree to attend Donor meetings held twice a year for as long as they continue to be an active and substantive donor to Twaweza. Donors have the opportunity to formally review progress and engage with Twaweza through those two joint donor meetings and through other communication. To the maximum extent possible exchanges regarding reporting are handled in these meetings rather than bilaterally, to minimize transaction costs, and to foster mutual dialogue among the donors. Donor parties may inform the development of the standards and structure of Twaweza's reports, but Twaweza does not provide separate specialized reports to suit requirements of individual donors. Separate bilateral donor missions and visits are generally discouraged, though donor representatives may participate in ongoing work where this does not undermine program purpose or cause disruption.

## Reporting

Twaweza operates on a "one strategy/one plan/one budget/one set of narrative and financial reports for all" principle. Twaweza compiles one common set of plans, budgets and reports for its



internal use and for reporting to its board and donors. The purpose is to provide a comprehensive picture of the whole organization and work, and to reduce the reporting time so that staff can focus energies on achieving results.

Twaweza produces an annual plan with corresponding budget each year at the start of the program year, which is approved by the board and shared with all donors, and is made public. Starting in 2015, the annual plan will be clearly aligned with problem-driven thinking and the reverse logic-informed analysis, as outlined in earlier sections. The annual plan and budget, prepared in an easy to follow, systematic matrix format, elaborates on the indicative directions in this strategy document, and specifies in more detail the activities to be undertaken and how funds will be spent. Requests for adjustments to program and budgets (e.g. due to under-expenditure or a change in approach in response to lessons learned) are also communicated.

At the completion of the year, against that annual plan, two common sets of reports are produced – a comprehensive narrative write-up, and an audited financial report annually, and are distributed around end April. Narrative report provides a thoughtful, analytical account of progress made in relation the program proposal and annual work plan. It provides a substantive, reflective discussion on the effectiveness of Twaweza’s strategy, lessons learned and implications for future work. The financial statements conform to the International Financial Reporting Standards (IFRS) and are audited by an internationally reputable audit firm appointed by the Board. Deviations of more than 15% across key budget lines are explained. For those who wish to have more detail, a comprehensive matrix report against the annual plan that is maintained for internal purposes is provided upon request.

Early in the third quarter a brief mid-year progress report is generated to provide an update on progress made up to the half-year point. These reports provide comprehensive information, usually after having gone through Twaweza’s internal governance structure. The mid-year reports are brief, of about 10 pages in length, and cover the January to June period. They highlight key achievements, setbacks and insights, and provide a succinct account in point form of progress against plan. This will also be a time when (unaudited) budget vs. expenditure report will be scrutinized closely, and formal adjustments may be proposed to better align budget allocations and spending.

Twaweza generally does not provide separate specialized reports to suit requirements of individual donors. All donors agree to one high quality set of formats. The annual plans and budgets as well as narrative and financial reports are fully **public documents**. In addition to Twaweza donors, the reports are distributed to key partners and published on the Twaweza website.

### Governance & Reporting Benchmarks

Governance	2015	2016	2017	2018
Twaweza is registered as an independent entity in Tanzania, with certificates of incorporation for Kenya and Uganda	x			
Transition completed and Twaweza is legally independent		x		
All donor contracts fully managed by Twaweza		x		
Reporting	2015	2016	2017	2018
Annual plans produced on time, sensibly build on previous experience, and demonstrate accurate budget predictions	x	x	x	x
Annual reports produced on time, including matrix reports and narrative	x	x	x	x
Mid-year progress report produced in a timely fashion to inform planning	x	x	x	x

## 9. Financial Management & Staffing



### Financial Management

Value for money is at the heart of our procurement processes, ensuring that funds entrusted to the organization are spent in a manner that is responsible and smart. Twaweza has developed a procurement system which gives equal opportunity and fair treatment to all prospective suppliers, contractors or consultants. Proper tendering processes, where quotations are sought from several suppliers or bids invited through advertisement are in place for all procurement exceeding certain amounts. Furthermore, Twaweza has developed a system where all its contracts with suppliers, contractors, or consultants are paid based on outputs delivered. Payments are only made after an output analysis has been performed and an assessment on the value of the deliverables. E.g. if the score is 87%, only 87% of the full payment is given. Outputs required for each contract are carefully analyzed and reflected into contracts to ensure agreement and clarity on both sides. All these ensure that Twaweza receives the greatest value for money in terms of price, quality and time of delivery at all times.

In addition, and to ensure transparency around financial reporting, Twaweza has implemented a web-based accounting package which is accessible for viewing by all staff across the three countries, with the right to edit/ modify accounting information restricted to finance staff. Access to view the financial information is also granted to key partners such as donors, external auditors and internal audit consultants. The purpose of this is to allow for greater transparency across the organization and enabling staff to become more organizationally aware. In most organizations, finance aspects are the responsibility of a single unit and the rest of the team are not aware of, or involved in, understanding the organization's expenditure from an overview perspective. Giving viewing rights to all staff in Twaweza means that they can monitor their expenditure, extract key reports on their own, and develop greater awareness of the budgetary and finance aspects of the work that they do.

Twaweza prepares general purpose annual financial statements in accordance with the requirements of International Financial Reporting Standards (IFRS). The audited financial reports are

audited by an internationally reputable firm appointed by the board. Issues arising are addressed and once satisfied the documents are authorized for issue. At this point, the financial statements are shared with donors and other key partners and published on the Twaweza website. During its first phase, Twaweza has consistently received clean audits. Management letters have been meticulously implemented, and consequently Twaweza received only one minor management comment in its audit (Twaweza + Uwezo) for 2014.

In 2013 the decision was taken to transform Twaweza into a 'cashless' organization from as early as 2014. This means that, wherever and whenever possible, all financial transactions are handled in a manner that is electronic. The key objective of this is to minimize risk to the organization. Wherever there is cash to be handled, there also exists potential risk of theft and fraud. However, where strong financial controls are coupled with trust in secure systems, this risk is curtailed. We are working towards having this also be the way in which our partners work with us, and have expanded the use of bank account payments, minimized the use of petty cash payments, and further implemented the use of mobile money.

To further strengthen aspects of our financial management, controls will remain which will ensure accurate and timely financial reporting. These checks include: monthly bank reconciliation of all bank accounts; physical controls to safeguard the organization's assets; physical verification of assets; segregation of duties around payment initiation, approval and recording; and a quarterly review of account balances including actuals against the budget report.

Managing of financial accounts, not limited to bank accounts but also including mobile money accounts, is centralized at the main office in Tanzania. For all transactions, the signature and authorization of the Executive Director or Officer-in-Charge is required, to ensure greater oversight and quality assurance.

Twaweza is in the process of drafting a reserve policy, following discussions with individual donors, in order to be able to reduce high balances at the end of the financial year. Key to defining the parameters will be determining what a sufficient amount is per year, what the criteria are for deciding what these funds can be used for, and finally agreeing with individual donors on whether or not this is acceptable as per their rules. The reserve policy will be particularly useful going forward as Twaweza becomes fully independent.

## Staffing

The organization will be headed by the Executive Director who reports to the Twaweza Board of Directors. At the next level, Twaweza shall have three directors that reflect three out of four of Twaweza's work components/functions as follows:

- 1) **Director of Research (Data/Voice)** who shall develop and manage the Sauti za Wananchi (mobile phone survey) and Uwezo work. The director would be assisted by a data specialist who will oversee data integrity and analysis, as well as three managers, one per country.
- 2) **Director of Programs and Services** who shall oversee the development of the twin What Works components in education and open governance, as well as critical internal services such as Finance and Administration. The Director will be assisted by one technical expert for education and one for open government on the What Works component and a manager for administration and a manager for finance in the Services components.

- 3) **Director of Learning, Monitoring and Evaluation**, which has always been a major thrust of Twaweza's approach. The Director will be assisted by coordinators of feedback and monitoring, as well as learning and evaluation.

The public and policy engagement component will be directly managed by the Executive Director, with the assistance of a communications specialist and three senior advocacy leads, one per country.

The Executive director and the three directors shall together constitute the senior management team (total of four), which shall be chaired by the Executive Director. The senior management team shall be charged with deliberating on strategic decisions.

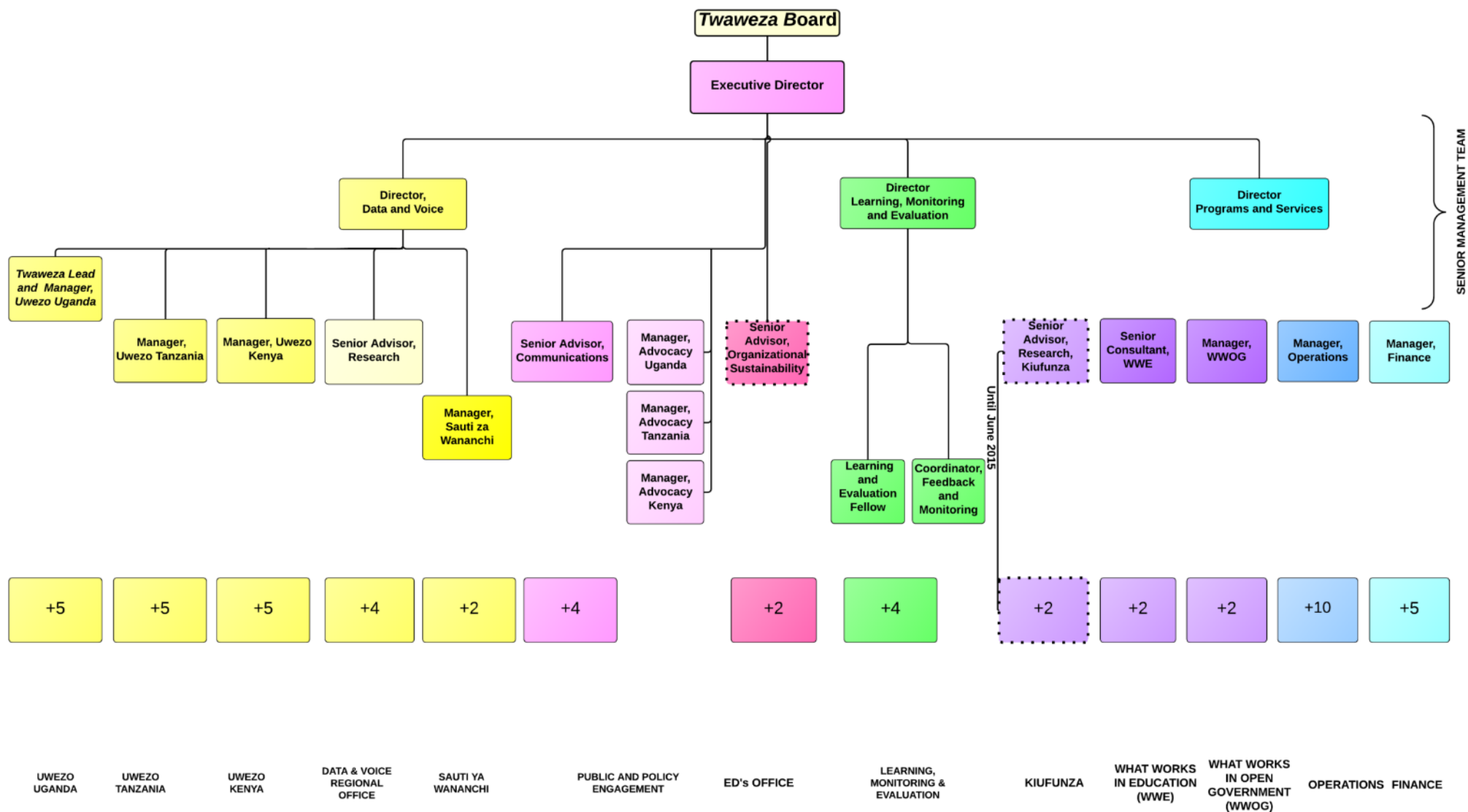
Each director, with guidance from the Executive Director, will build a team constituting of a range of staff that have the requisite skills, experience, and qualifications for the job. A second level of management has been created within Twaweza to better bridge management by the directors over the entire team. This full program management team shall also include the country representatives, and the data and communications specialists, and the finance and administration managers. Collaboration across this larger team is key to ensuring that teams are not working in silos, and that information is shared across the team; highlighting the interconnectedness of the different components. In being better aware of what colleagues are doing, this not only strengthens our work, but ensures a strong team, which is key to Twaweza being able to achieve its ambitious goals.

The Twaweza headquarters remain in Dar es Salaam, and the Executive Director will oversee and coordinate work in Tanzania. For Kenya and Uganda the Executive Director will appoint one resident senior staff, from within the country team, to serve as the coordinator and Lead Representative of Twaweza's work in the country. Specific roles and responsibilities of this function shall be delineated in the job description and reflected in the job title. For this function, the representative shall report to the Executive Director.

#### Human Resource & Finance benchmarks

Human Resources	2015	2016	2017	2018
Human Resource Management (HRM) software (Recruitment, Appraisal, Exit, staff survey) fully documented and functioning		x		
Software used across the organization integrated to function as one		x		
90% of all staff are fully conversant with policies, procedures and workflows regarding HR, office management, financial management and reporting, program investments etc.	x	x	x	x
Audit of financial statements (FS) by an internationally reputable firm undertaken and clean audit results achieved; FS posted on the website	x	x	x	x
Twaweza is a cashless organization completed	x			
Twaweza reserve policy developed and in operation		x		
All workflows across the organization fully customized in Salesforce	x			

## TWAWEZA STAFF STRUCTURE 2015





## 10. Budget



The total budget for the four-year strategic period is USD 81.8 million, divided over Tanzania, Kenya and Uganda on a ratio of approximately 2:1:1. Twaweza and Uwezo are fully integrated: one plan, one budget. Uwezo as a unit is fully integrated in Twaweza's structure, leading to a harmonized program. The budget is organized around the formulated problems and successes in the Basic Education and Open Governance domains.

The budget for the second Strategic phase has taken the detailed and approved 2015 budget as its basis. The majority of the budget lines are costed based on our experience of the previous few years. Annual budgets increase is taken as approximately 5% each year. Total reserve for the KiuFunza II phase two is USD 4.0 million, of which USD 2.2 million is spent in 2015. Additional funds for KiuFunza II will be raised together with IPA. The LME baselines of USD 300,000 take place in 2015 and 2018. *Sauti za Wananchi* will be introduced in Kenya in 2015 and in Uganda in 2016. The gradual expansion of the identified success areas in Open Governments and Basic Education across all three countries is catered for in the budget.

One of the key challenges noted by the independent evaluation of Twaweza 2009 – 2014 was that 'Twaweza has consistently underspent its proposed budget' and it can't be disputed. It is a trend that we are determined to break in 2015. The overall annual budgets are lower than any of the previous years, starting with the 2015 budget of USD 19.2m, compared to the 2013 budget of 24.5m for Uwezo and Twaweza combined. The budgets are more detailed with a more granular coded system, enabling us to better monitor expenditure real-time in detail. A possible downside of this higher level of detail is losing flexibility and agility. To address this we have introduced mid-year reviews to re-allocate underspent budget lines. Budgets are more realistic and predictable, since a much larger proportion of the budget will be implemented by Twaweza itself and less dependent on the success of implementing partners.

## Projected Budget for 2015-2018

### 2015 - 2018 SUMMARY

	Tanzania	Uganda	Kenya	Reg/Glob	Total
2015	8,536,121	3,047,218	3,654,606	3,983,143	19,221,088
2016	7,262,927	3,986,921	4,358,540	4,182,300	19,790,689
2017	7,126,073	4,421,829	4,930,229	4,391,415	20,869,547
2018	7,482,377	4,642,921	5,176,741	4,610,986	21,913,024
total	30,407,498	16,098,890	18,120,116	17,167,845	
Reg/Glob 2:1:1	8,583,922	4,291,961	4,291,961		
<b>Grand Total</b>	<b>38,991,420</b>	<b>20,390,851</b>	<b>22,412,077</b>		<b>81,794,348</b>

### 2015

	Tanzania	Uganda	Kenya	Reg/Glob	Total
Open Government	1,360,525	279,400	433,580	162,000	2,235,505
Education	5,573,947	1,980,961	2,486,792	629,936	10,671,636
LME	555,200	160,100	102,100	265,400	1,082,800
Generic outputs from Units	73,500	-	-	50,453	123,953
Staff salaries and benefits	562,364	489,737	437,254	2,111,131	3,600,486
Operations and finance	410,585	137,020	194,880	131,429	873,914
Governance and Management	-	-	-	332,795	332,795
Contingency	-	-	-	300,000	300,000
<b>Total 2015</b>	<b>8,536,121</b>	<b>3,047,218</b>	<b>3,654,606</b>	<b>3,983,143</b>	<b>19,221,088</b>

### 2016

	Tanzania	Uganda	Kenya	Reg/Glob	Total
Open Government	1,428,551	1,080,712	976,463	170,100	3,655,826
Education	4,452,644	2,080,009	2,611,132	661,433	9,805,217
LME	282,960	168,105	107,205	278,670	836,940
Generic outputs from Units	77,175	-	-	52,975	130,150
Staff salaries and benefits	590,482	514,224	459,116	2,216,688	3,780,511
Operations and finance	431,114	143,871	204,624	138,000	917,609
Governance and Management	-	-	-	349,435	349,435
Contingency	-	-	-	315,000	315,000
<b>Total 2016</b>	<b>7,262,927</b>	<b>3,986,921</b>	<b>4,358,540</b>	<b>4,182,300</b>	<b>19,790,689</b>

**2017**

	<b>Tanzania</b>	<b>Uganda</b>	<b>Kenya</b>	<b>Reg/Glob</b>	<b>Total</b>
Open Government	1,499,979	1,370,309	1,379,048	178,605	4,427,941
Education	4,175,276	2,184,010	2,741,688	694,504	9,795,478
LME	297,108	176,510	112,565	292,604	878,787
Generic outputs from Units	81,034	-	-	55,624	136,658
Staff salaries and benefits	620,007	539,936	482,072	2,327,522	3,969,536
Operations and finance	452,670	151,065	214,855	144,900	963,490
Governance and Management	-	-	-	366,906	366,906
Contingency	-	-	-	330,750	330,750
<b>Total 2017</b>	<b>7,126,073</b>	<b>4,421,829</b>	<b>4,930,229</b>	<b>4,391,415</b>	<b>20,869,547</b>

**2018**

<b>2018</b>	<b>Tanzania</b>	<b>Uganda</b>	<b>Kenya</b>	<b>Reg/Glob</b>	<b>Total</b>
Open Government	1,574,978	1,438,825	1,448,001	187,535	4,649,338
Education	4,084,040	2,293,210	2,878,773	729,230	9,985,252
LME	611,963	185,336	118,194	307,234	1,222,726
Generic outputs from Units	85,085	-	-	58,405	143,491
Staff salaries and benefits	651,007	566,932	506,176	2,443,898	4,168,013
Operations and finance	475,304	158,618	225,598	152,145	1,011,664
Governance and Management	-	-	-	385,252	385,252
Contingency	-	-	-	347,288	347,288
<b>Total 2018</b>	<b>7,482,377</b>	<b>4,642,921</b>	<b>5,176,741</b>	<b>4,610,986</b>	<b>21,913,024</b>

# Annex 1

## Problems, Hypotheses, Key Metrics for the Strategic Period (2015-18)

Problems	Hypothesis: Possible vision of success over the strategic period	Key Metrics for the Hypothesis
<b>Open Government</b>		
O1. There is no robust legislative basis and/or effective mechanisms through which to exercise the constitutional right to information.	<p>In Tanzania, advocacy on Freedom of Information, including through the Open Government Partnership, coupled with targeted support to those spearheading reforms within government, will persuade the government to enact a robust freedom of information law.</p> <p>In Tanzania and Uganda, analysis of obstacles to effective mechanisms for operationalizing freedom of information legislation, will be used to advocate for policy and practice change to overcome obstacles.</p>	<p>-The law in Tanzania includes requisite clauses and components to meet international standards for a high quality access to information law; the law is not repealed or watered down subsequently.</p> <p>-Civil society and media in Tanzania, Kenya and Uganda make active use of the law to request and obtain information.</p> <p>-At least one high profile public institution in Tanzania, Kenya and Uganda develops appropriate mechanisms to respond to FOI requests, and champions its use.</p>
O2. The quality and integrity of data collected by government (on budgets, expenditures, natural resources and basic services) is poor and data are not made publicly available in a timely, systematic and meaningful fashion.	<p>Monitoring and public feedback (both positive and negative) on the quality, integrity and availability of government-held data will put pressure on government to improve their handling of data.</p> <p>Demonstration by Twaweza of innovative, engaging ways of making data public (e.g. Uwezo and Sauti data) will encourage others, particularly in government, to reach for best-practice in open data</p> <p>Opportunistic provision of technical support will unblock obstacles to effective publication of open data by government</p>	<p>-Education ministries and other relevant national bodies (e.g., testing commissions) in the three countries publish relevant data openly, and comply with standards of good-quality open data.</p> <p>-The data is available, relevant and meaningful also at district or other sub-national levels. In TZ, at least the following are published and updated online: exam results, school facilities (BEST), capitation grant disbursements, rural water points, anonymized census micro-data, pre-election data (candidates), election results, CAG audit reports. At least 5 key datasets are similarly published in UG &amp; KE.</p>
O3. Public debate and policy making are not informed by reliable and independent monitoring information on key services and sectors (e.g. health, water, natural resources, and governance) and citizen opinions on these matters.	<p>Collection and curation of independent sources of information on the status of key public services and sectors will promote and enrich public and policy debate on the state of these services and sectors.</p> <p>Extensive collection of independent data on learning outcomes at primary school level will, by acting as a promoted example to other actors, encourage them to collect independent data in other sectors.</p>	<p>-Sauti za Wananchi established as a reliable opinion polling institute, and data is demonstrably referred to and used by key ministries</p> <p>-Public debate (e.g., through the media) actively uses independent data in high-quality reporting on public services and sectors.</p>

Problems	Hypothesis: Possible vision of success over the strategic period	Key Metrics for the Hypothesis
	Regular collection, analysis and publication of data on public opinion will inform public and policy debates on key topics of public concern, and will lead to policy and practice that better-reflects the views and priorities of the public.	<p>-Independent data on public services and sectors, and public opinion, is actively used in parliamentary debates and by parliamentary committees.</p> <p>-Independent data on public services and sectors, and public opinion, is actively used in technocratic / policy debates.</p>
O4. The number and capacity of intermediaries and curators who can demand information and data from the government and make it meaningful to the public (tell great stories) is limited.	<p>By working with partners in the media sector (media houses, media development agencies, etc.) to develop a cadre of media professionals with expertise in doing journalism with data, the quality and quantity of data journalism will increase.</p> <p>By example, and through fostering of partnerships and mentoring, a range of potential intermediaries in civil society, research institutions and the private sector will demand information and data and will contribute to a meaningful engagement of citizens with public services and sectors.</p>	<p>-The number and quality of data journalism in the three countries increases, and is sustained.</p> <p>-The number and quality of intermediaries requesting information; the information used to engage citizens and promote a meaningful interaction between authorities and citizens.</p>
O5. For most citizens and public officials, government is generally unresponsive; this lowers expectations of what government can be and dulls aspirations, which in turn allows government to continue to be unaccountable (vicious cycle).	<p>By identifying, documenting, communicating and publicly celebrating positive examples of public agency and responsive governance, initiated either within or outside government but involving both, a positive public narrative – that responsive governance is possible – will be developed, which will further encourage public agency among others both within and outside government.</p> <p>By creating opportunities for citizens and government to come together for productive dialogue on topics of public concern, citizens’ voices will be heard and senior government figures will have opportunities to demonstrate responsiveness.</p>	<p>-The frequency and content of the “positive public narrative” (e.g., through traditional and social media).</p> <p>-The implementation at national and sub-national government levels of specific mechanisms for soliciting public opinion and responding to it, and engaging civil society in discussions on public services.</p> <p>-An increase in the use of these mechanisms by civil society, and general public.</p>
<b>Basic Education</b>		
E1: Schooling does not lead to learning; teachers, education administrators, policy makers, and the public (especially parents) do not focus on or measure core learning competencies (particularly early grade literacy and numeracy).	Across the three countries, the sustained independent and high-quality assessment of learning outcomes (as well as measures of factors related to learning outcomes) will keep the government’s focus on end-goal performance of the education system (outcomes, not inputs). This will open the space for an evidence-based debate in public and policy spheres on how to improve basic education.	<p>-Annual learning assessments continue to garner wide public coverage and generate public debate (e.g., in media).</p> <p>-The data from the assessments continues to be referred / used in policy deliberations (e.g., in parliament) as well as technocratic debates (e.g., in line ministries) in making evidence-based decisions</p> <p>-Teachers and head teachers associations and unions engage pro-actively with and support the learning assessment.</p>



Problems	Hypothesis: Possible vision of success over the strategic period	Key Metrics for the Hypothesis
		-Other African countries have been proactively supported to adapt Uwezo as an instrument of shifting debates from education inputs to outcomes
E2: Curriculum is too ambitious, and teaching is too far ahead of children's learning levels. There is far too little evidence on effectiveness of curricula, and the little evidence available does not loop back to inform and stir change.	<p>Across the three countries, our curriculum analysis will show that the curriculum content and implementation processes are overambitious and are not in line with the learning pace of learners in schools.</p> <p>On the basis of evidence generated from the analysis of basic education curricular materials, key players in the education sectors (including e.g., MOEVT, TIE, NECTA in Tanzania, and similar entities in Kenya and Uganda) will be persuaded to engage in a debate about how curriculum content and implementation processes could be more effective in supporting learning, and linked to improved learning outcomes.</p> <p>The evidence emerging from the analysis of curricula effectiveness and the ensuing debate on the same will inform the new education and training policy implementation strategy with regard to curriculum content and delivery mechanisms. Evidence emerging from the analysis of curricula effectiveness will lead to development of an improved basic education curriculum, which will be experimented with a small scale for purposes of assessing its relevance in improving learning outcomes, and responsiveness to the country contexts.</p> <p>Local Government authorities at district/county level (in selected districts/counties) will welcome and allow a pilot of a new curriculum model in selected schools.</p>	<p>-The number and type of key players participating in curriculum discussion forums and the description of engagement with the findings from the position paper, and openness to translate findings into pilot approaches.</p> <p>-A vibrant technical debate among core key actors, and a vibrant public debate in the media.</p> <p>-A description of how the analysis, findings and debate inform the deliberations of the education strategy, and openness / vetting of key government actors in implementing a pilot / experiment</p> <p>-The support of local government authorities to implement pilot on small scale in their selected schools; the faithful implementation of the pilot, and wide and public sharing and debate of the results.</p>

<p>E3: Teachers are not sufficiently motivated, supported and held accountable to ensure children learn.</p>	<p>In Tanzania, the evidence from KiuFunza (KF) phase 1 will be widely and effectively disseminated in 2015-16, while the implementation of KF phase 2 will generate opportunities for public and policy engagement with Pay for Performance (P4P).</p> <p>These initiatives will generate discussion, attention and currency in academia, media and public sphere regarding models of teacher motivation and for the fundamental idea of teacher payment based on delivered, measured learning outcomes. The public nature of the debate will in turn generate interest and engagement among key actors in the education sector, including MOEVT, TAMISEMI, COSTECH, BRN, TTU, MPs, Parliamentary Committees; as well as donors, education researchers.</p> <p>The process will convince key stakeholders, primarily MOEVT and TAMISEMI to (a) specify a KF-type system of P4P linked to learning outcomes as part of the new education policy; and (b) pilot a credible, scalable model of P4P in a limited number of districts with Twaweza inputs/advice in 2017. This will potentially lead to interest in and uptake of the pilot in other districts.<sup>13</sup></p> <p>In Uganda and Kenya, we will fuel the debate on teacher motivation and related policy instruments (with KF findings but not exclusively) among education stakeholders: MOE, media, KNUT, KEPSHA, UNATU. An important and natural vehicle for this type of engagement are the Uwezo forums and meetings as in many cases Uwezo evidence leads to questions on how to improve learning. We can suggest P4P as a solution. We will link with key influencers and policy think-tanks at University of Nairobi, IPA to push the agenda of “What works” in teacher motivation. To be successful these ideas and debates need to be brought to the main decision makers and influencers at MOE and Teachers’ unions and associations.</p> <p>One possible success outcome is to inspire another teacher incentive pilot in Kenya and/or Uganda. The experimental research scene in these countries is already very active. Another such experiment provides an active platform for stakeholders to engage with the policy idea.</p>	<p>-A vibrant technical debate among core key actors, and a vibrant public debate in the media.</p> <p>-A description of how the findings and debate inform the deliberations of the education strategy, and openness / vetting of key government actors in implementing a pilot / experiment</p> <p>-An increase in the number of Grade 1-3 students who can either pass certain modules of or pass complete versions of a grade appropriate, curriculum based skills test for Kiswahili, Math and English.<sup>14</sup></p>
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Problems	Hypothesis: Possible vision of success over the strategic period	Key Metrics for the Hypothesis
E4: Leadership, management and accountability of school systems are weak and unable to ‘pull together’ key constituencies (such as parents, teachers, school administrators, and the general community) to work in a concerted fashion to ensure that all children are learning.	<p>Across the three countries, rigorous evidence will be gathered from primary and secondary sources regarding:</p> <ul style="list-style-type: none"> <li>• The level of parents’ involvement and participation in school leadership, and in facilitating learning for their children</li> <li>• The relationship between parents’ involvement and participation in children learning and learning outcomes</li> <li>• Innovative / promising practices regarding parents’ participation in school leadership and improvement in learning outcomes</li> </ul> <p>A sample of schools in selected districts will be identified as cases of positive deviance that provide a basis for further exploration and experimentation. This will be measured by the number of schools that stand out as best performers in districts that otherwise perform poorly in various assessment tests. Additionally, there will be evidence indicating that the better performance of the said schools is largely attributable to parents’ engagement and participation in school leadership.</p> <p>Evidence gathered on parents’ involvement and participation in leadership will lead to development of an evidence-based and theoretically driven school leadership model that actively promotes and empowers parents’ engagement in school programmes and activities.</p> <p>Authorities in sampled districts will welcome and accept the experimentation of a school leadership model in selected schools.</p>	<p>-Review and collation of existing evidence, and collection of primary evidence of key measures of parental and community involvement and support of basic education</p> <p>-Primary evidence linking learning outcomes to parental and community engagement and participation in school leadership (e.g., through a pilot / experiment)</p> <p>-A vibrant technical debate among core key actors, and a vibrant public debate in the media on the above.</p>
<b>Learning, Monitoring and Evaluation:</b>		
We implement without knowing if our initiatives are working well and achieving aims effectively, and do not make the necessary adaptations to improve practice	<p>Twaweza hones its monitoring mechanisms in line with principles of human-centered design, feedback loops and iteration, and develops a robust but agile evaluation agenda, including engagement of regional and international expertise.</p> <p>Meaningful data and information is obtained and shared in a timely manner, and it is clear how the information is used to improve practice.</p> <p>Twaweza contributes to regional and global body of knowledge in the fields of transparency and accountability, basic education, and open government.</p>	<p>-Twaweza LME strategy independently assessed as robust and innovative</p> <p>-A sustained and considerable volume of highly visible evidence and experience-based documentation on processes and effects of implementation are shared widely, and pro-actively</p> <p>-Evaluation / research is translated into high-quality information and communication pieces aimed at internal as well as external use</p>

## 2015: Problems, Success Statements, Key Metrics

Problems		Key Success in 2015	Key Metrics in 2015
<b>Open Government</b>			
O1 There is no robust legislative basis and/or effective mechanisms through which to exercise the constitutional right to information.	O1S1	Tanzania: Progressive FOI legislation enacted, including articulations of processes by which citizens can access information, exceptions, penalties for non-compliance and grievance redress.	1. FOI law in TZ tabled; law enacted 2. FOI law in TZ contains minimal quality standards
	O1S2	Uganda: Blockages to effective use of existing FOI legislative and institutional framework identified and documented	1. Policy paper on use and blockages of UG FOI law produced and shared with key constituencies
O2 The quality and integrity of data collected by government (on budgets, expenditures, natural resources and basic services) is poor and data are not made publicly available in a timely, systematic and meaningful fashion.	O2S1	Tanzania: Uwezo and Sauti data and at least four of the following datasets published consistent with open data principles: exam results, school facilities (BEST), capitation grant disbursements, rural waterpoints mapping, medical supplies distribution, anonymized census micro-data, pre-election data (candidates), election results, CAG audit reports;	1. All 2015 Uwezo and Sauti data published as per criteria 2. Increase in interest of the data as measured through website metrics, and qualitatively from selected CSOs and other constituencies 3. At least 4 of the specified government datasets published, as per criteria, in TZ
	O2S2	Uganda: At least two key datasets published as open data (TBD)	1. Increase in interest of the data as measured through website metrics, and qualitatively from selected CSOs and other constituencies
	O2S3	Simple methodology for data quality and access to information audit developed and tested, with (but not limited to) disaggregated focus on young people (Tanzania & Uganda)	1. Methodology developed jointly with key constituencies in TZ and UG 2. Plans for using the methodology in 2016 articulated
	O2S4	At least three independent monitoring exercises on basic service provision conducted and shared (could include use of Uwezo and Sauti infrastructure) (Tanzania & Uganda)	1. Media/reporting giving broad coverage to issues when launched 2. Mass media products of high quality as rated by target audience; reaching 20% of population
O3. Public debate and policy making are not informed by reliable and independent monitoring information on key	O3S1	Citizens' views on key public issues are gathered in a rigorous manner, shared, and inform public (media) and policy (parliament) debate (Tanzania & Kenya)	1. In TZ, at least 12 launches of Sauti za Wananchi data conducted, with documented broad media coverage 2. In TZ, MPs and other key policy makers use/refer to Sauti data in decision-making

Problems		Key Success in 2015	Key Metrics in 2015
services and sectors (e.g. health, water, natural resources, and governance) and citizen opinions on these matters.			3. In KE, at least 5 launches of Sauti data conducted, with increasing media coverage 4. In KE, MPs and other key policy makers are aware of Sauti data
	O3S2	Data from independent monitoring of core outcomes and functions of basic services and sectors (e.g., health, education, water, natural resources) is gathered and shared in a manner that informs public (media) and policy (parliament) debate	1. In TZ, at least 2 independent datasets are published; 1 in each KE and UG 2. Data launch/publication is documented broadly in the media 3. Data is featured/used in parliamentary or other policy debate
O4. The number and capacity of intermediaries and curators who can demand information and data from the government and make it meaningful to the public (tell great stories) is limited.	O4S1	Data journalism established in at least one major media house (Tanzania & Uganda)	1. At least 10 pieces of high-quality data journalism produced in each of TZ and UG
	O4S2	Scoping study done on identifying demand for data & information, and the "state of" intermediaries and how to work with them (Tanzania & Uganda)	1. At least 5 intermediaries identified and assessed in each of TZ and UG 2. A plan for collaboration with intermediaries articulated
O5. For most citizens and public officials, government is generally unresponsive; this lowers expectations of what government can be and dulls aspirations, which in turn allows government to continue to be unaccountable (vicious cycle).	O5S1	Identify and promote examples and case studies of public agency (demonstrating responsive government and/or active citizenship), with particular attention to role of (MPs) and young people	1. Targeted communication products (e.g., Shujaaz, regional radio) of high quality as rated by target audience; reaching 20% of the population
	O5S2	Policy issues of concern to citizens, including young people, are identified/collected and raised – and informed debate on issues fostered -- during 2015 general election campaign (Tanzania)	1. Mass media products of high quality as rated by target audience; reaching at least 20% of population 2. Qualitative data suggesting performance-based rating of leaders, particularly among young people 3. MPs signing on to the “pledge”
<b>Basic Education</b>			
E1: Schooling does not lead to learning; teachers, education administrators, policy makers, and the public (especially parents) do not focus on or measure core learning competencies	E1S1	An annual learning assessment is carried out to produce and share evidence on the levels of learning competences in literacy and numeracy	1. Uwezo annual learning assessments in the 3 countries conducted with high degree of internal quality (as per monitoring & process recheck)
	E1S2	Evidence on learning outcomes shared widely with key actors at national and sub-national levels; clear position on learning outcomes as policy priority is formulated and argued.	1. Launch events of Uwezo data held on time, attended by key constituencies 2. Broad media coverage of the launch events at national level



Problems		Key Success in 2015	Key Metrics in 2015
(particularly early grade literacy and numeracy).	E1S3	Policy debate stimulated at national level to prioritize measured learning outcomes as policy priority	1. Uwezo data is used / referenced in public debates (including mass media), discussions, presentations at national level
	E1S4	Policy debate stimulated at sub-national levels to prioritize measured learning outcomes as policy priority	1. Uwezo data is used / referenced in public debates (including mass media), discussions, presentations at sub-national level
E2: Curriculum is too ambitious, and teaching is too far ahead of children's learning levels. There is far too little evidence on effectiveness of curricula, and the little evidence available does not loop back to inform and stir change.	E2S1	Evidence (incl. collating teachers' opinion & assessment of teachers' knowledge on curriculum) is produced on the effectiveness of primary school curricula (history, logic, contents and implementation).	1. A white paper is written on the topic, with collaboration (co-authorship) from key constituencies
	E2S2	Evidence on effective curricula is shared through a consultative process (including a knowledge sharing platform)	1. Key constituencies (government, technical, CSO, donor) engaged pro-actively in exploring alternative curricular elements.
E3: Teachers are not sufficiently motivated, supported and held accountable to ensure children learn.	E3S1	Evidence is produced on 'What works in improving teacher motivation and accountability'	1. A white paper is written on the topic, with collaboration (co-authorship) from key constituencies
	E3S2	A teacher performance program is piloted and idea, details and findings shared with key actors (including donors and non-state actors) on improvement of overall teacher motivation	1. KiuFunza I scientific papers prepared 2. KiuFunza I key findings prepared for policy audience; the launch of the results well attended by key actors 3. Broad media coverage of the data / launch event; data featuring in discussions and debates (including mass media)
	E3S3	Evidence-based policy position paper on teacher motivation is produced and shared	1. Policy position paper produced (co-authored) with key partners 2. Relevant government bodies (and other key actors) actively interested / receptive to paper
E4: Leadership, management and accountability of school systems are weak and unable to 'pull together' key constituencies (such as parents, teachers, school administrators, and the general community) to work in a	E4S1	Evidence is produced, on what works in improving school leadership and management	1. A white paper is written on the topic, with collaboration (co-authorship) from key constituencies
	E4S2	Evidence is generated on the status of key financial, material and human resources at the school level, and the scope and quality of information on these matters available and accessed by school communities	1. At least one study on school-level resources is carried out in each country (or Twaweza partners with an organization conducting study) 2. Brief is produced and launched; broad media coverage and interest; data is used in debates and discussions (including mass media)

Problems		Key Success in 2015	Key Metrics in 2015
concerted fashion to ensure that all children are learning.	E4S3	Evidence on what works in improving school leadership is shared with head teachers through unions and professional associations to inspire improved school leadership	1. Pro-active involvement from teacher organizations in generating the data; launching brief; sharing internally in networks
	E4S4	Head teachers debate widely and report on interventions to improve learning in their schools.	1. Head teacher organizations use the brief/data as relevant input in key meetings / processes
<b>Learning, Monitoring and Evaluation:</b>			
We implement without knowing if our initiatives are working well and achieving aims effectively, and do not make the necessary adaptations to improve practice	LME1	Evidence from practice (implementation) is collected and shared internally (as well as externally) in a timely manner, with the main purpose of informing better implementation and accountability.	<ol style="list-style-type: none"> <li>1. Coverage, quality and audience feedback is assessed for majority (80%) of all initiatives (using mixed methods, as appropriate)</li> <li>2. Effects on intermediate outcomes assessed for selected initiatives (at least 3 in TZ, at least 1 in each KE &amp; UG)</li> <li>3. At least 5 monitoring briefs produced in TZ, and at least 3 in each KE &amp; UG</li> <li>4. Findings from monitoring actively shared within the organization no later than 1 month after final results; and shared online no later than 2 months after final results</li> </ol>
	LME2	Mechanisms are set up to test core hypotheses in the theory of change, as well as to measure impact (effect) of Twaweza supported initiatives; knowledge gained from these is shared internally for improving practice and externally to contribute to global knowledge.	<ol style="list-style-type: none"> <li>1. Long-term collaboration established with at least one external evaluation party, work in progress in 2015</li> <li>2. In each country, one major campaign evaluated against expected effects</li> <li>3. The gains made in achieving key successes (&amp; metrics) assessed at half-year and end of year</li> </ol>
	LME3	In each country, staff and colleagues are engaged in active reading and learning, drawing on various components of LME work, internal practice, and external (country, regional, global) relevant evidence, practice and new ideas	<ol style="list-style-type: none"> <li>1. Learning agenda active in each country, with no less than 80% of all sessions taking place</li> <li>2. Twaweza's learnings are featured in at least 3 regional or international events (LME, or any implementation unit)</li> </ol>