INNOVATION CASE STUDY

November 2019

Data Must Speak Project
Evaluation of Innovation in UNICEF Work
Case Study: Data Must Speak Project

© United Nations Children’s Fund, New York, 2019
United Nations Children’s Fund
Three United Nations Plaza
New York, New York 10017
November 2019

The purpose of publishing evaluation reports produced by the UNICEF Evaluation Office is to fulfil a corporate commitment to transparency through the publication of all completed evaluations. The reports are designed to stimulate a free exchange of ideas among those interested in the topic and to assure those supporting the work of UNICEF that it rigorously examines its strategies, results, and overall effectiveness.

The contents of the report do not necessarily reflect the policies or views of UNICEF. The views expressed in this report are those of the evaluators. The text has not been edited to official publication standards and UNICEF accepts no responsibility for error. The designations in this publication do not imply an opinion on the legal status of any country or territory, or of its authorities, or the delimitation of frontiers.

This case study report for the Data Must Speak Project is one of thirteen innovation case studies which were conducted as part of a global evaluation titled ‘Evaluation of innovation in UNICEF work’. The case study component of the evaluation was conducted by Deloitte LLC. The Data Must Speak Project case study report was prepared by Edward Thomas, Katherine Arblaster, Ariel Kangasniemi, Laura Maxwell and Adarsh Desai. Beth Plowman, Senior Evaluation Specialist, Evaluation Office led and managed the overall evaluation process in close collaboration with UNICEF Education Section.

The copyright for this report is held by the United Nations Children’s Fund. Permission is required to reprint/reproduce/photocopy or in any other way cite or quote from this report in written form. UNICEF has a formal permission policy that requires a written request to be submitted. For non-commercial uses, the permission will normally be granted free of charge. Please write to the evaluation office at the address below to initiate a permission request.

See innovation case studies at: https://www.unicef.org/evaldatabase/index_103533.html.

For further information, please contact:

Evaluation Office
United Nations Children’s Fund
Three United Nations Plaza
New York, New York 10017
evalhelp@unicef.org

Copyright of photos:

Cover photo: © Laura Maxwell
Page 29: © Laura Maxwell
ACKNOWLEDGEMENTS

This case study report was commissioned by the UNICEF Evaluation Office. This case study report is the result of the commitment, efforts and contribution of a large number of individuals and institutions. The Evaluation Office wishes to thank the many colleagues who gave freely of their time for this evaluation. In particular, the team thanks the UNICEF Education Section for its assistance in coordinating meetings and guidance throughout the data collection process. In addition, acknowledgement is given to all stakeholders who provided valuable feedback on the innovation process. This includes representatives from UNICEF Country Offices and Communication for Development (C4D), UNESCO-IIEP Pole de Dakar, the Global Partnership for Education, and the William and Flora Hewlett Foundation. Names of case study informants are not identified or attributed to specific comments or perspectives to protect the confidentiality of all participants. Thanks to Celeste Lebowitz, Geeta Dey and Dalma Rivero of the Evaluation Office for administrative support and Laura Gagliardone for support in finalizing the report.
# TABLE OF CONTENTS

List of acronyms .................................................................................................................5  
1. INTRODUCTION ...........................................................................................................8  
2. INNOVATION AT A GLANCE .....................................................................................9  
3. CONTEXT FOR DEVELOPMENT OF DATA MUST SPEAK ...........................................10  
   3.1 Development/humanitarian context ........................................................................10  
   3.2 Innovation context ................................................................................................11  
   3.3 UNICEF programme context ..............................................................................12  
4. THE INNOVATION JOURNEY FOR DATA MUST SPEAK ............................................13  
5. DMS FIELD TESTING ..................................................................................................22  
   5.1 DMS field trials: Madagascar ..............................................................................22  
   5.2 Challenges ............................................................................................................25  
   5.3 Progress toward expected outcomes ...................................................................26  
   5.4 Lessons learned ....................................................................................................27  
6. FINDINGS .....................................................................................................................30  
   6.1 Approach dimension ............................................................................................30  
   6.2 Organization dimension ......................................................................................35  
   6.3 Resources and capabilities dimension ..................................................................38  
   6.4 Incentives and outcomes .....................................................................................40  
7. CONCLUSIONS AND CONSIDERATIONS ..................................................................44  
   Annex A: Methodology ...............................................................................................48  
   Annex B: DMS stakeholders ......................................................................................50  
   Annex C: List of documents consulted ........................................................................53  
   Annex D: DMS indicators ...........................................................................................57  
   Annex E: Funding ........................................................................................................59  
   Annex F: Examples of profiles developed ...................................................................60
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFD</td>
<td>French Development Agency</td>
</tr>
<tr>
<td>C4D</td>
<td>Communication for Development</td>
</tr>
<tr>
<td>CISCO</td>
<td>School District</td>
</tr>
<tr>
<td>CO</td>
<td>Country Office</td>
</tr>
<tr>
<td>DBM</td>
<td>Department of Budget and Management</td>
</tr>
<tr>
<td>DMS</td>
<td>Data Must Speak</td>
</tr>
<tr>
<td>DOE</td>
<td>Department of Education</td>
</tr>
<tr>
<td>DPE</td>
<td>Education Planning Directorate</td>
</tr>
<tr>
<td>DREN</td>
<td>Regional Education Authority</td>
</tr>
<tr>
<td>EMIS</td>
<td>Education Management Information System</td>
</tr>
<tr>
<td>EO</td>
<td>Evaluation Office</td>
</tr>
<tr>
<td>EPDF</td>
<td>Education Programme Development Fund</td>
</tr>
<tr>
<td>ESARO</td>
<td>Eastern and Southern Africa Regional Office</td>
</tr>
<tr>
<td>ESP</td>
<td>Education Sector Policy</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>FEFFI</td>
<td>Local School Management Committee</td>
</tr>
<tr>
<td>FPE</td>
<td>Primary Survey Form</td>
</tr>
<tr>
<td>GIC</td>
<td>Global Innovation Centre</td>
</tr>
<tr>
<td>GPE</td>
<td>Global Partnership for Education</td>
</tr>
<tr>
<td>GRA</td>
<td>Global and Regional Activities Programme</td>
</tr>
<tr>
<td>HF</td>
<td>The William and Flora Hewlett Foundation</td>
</tr>
<tr>
<td>HQ</td>
<td>UNICEF Headquarters</td>
</tr>
<tr>
<td>IEMAC</td>
<td>Improving Education Management in African Countries Initiative</td>
</tr>
<tr>
<td>MICS</td>
<td>Multiple Indicator Cluster Survey</td>
</tr>
<tr>
<td>MOE</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental Organization</td>
</tr>
<tr>
<td>PAUET</td>
<td>Emergency Support to Education for All Project</td>
</tr>
<tr>
<td>PD</td>
<td>Programme Division</td>
</tr>
<tr>
<td>PIE</td>
<td>Interim Plan for Education</td>
</tr>
<tr>
<td>PTA</td>
<td>Parent-teacher Association</td>
</tr>
<tr>
<td>RO</td>
<td>Regional Office</td>
</tr>
<tr>
<td>TA</td>
<td>Technical Assistance</td>
</tr>
<tr>
<td>ToC</td>
<td>Theory of Change</td>
</tr>
<tr>
<td>UNICEF</td>
<td>The United Nations International Children’s Fund</td>
</tr>
<tr>
<td>WBG</td>
<td>The World Bank Group</td>
</tr>
<tr>
<td>WCARO</td>
<td>West and Central Africa Regional Office</td>
</tr>
<tr>
<td>ZAP</td>
<td>Pedagogical Administrative Zone</td>
</tr>
</tbody>
</table>
EXECUTIVE SUMMARY

Since 2014, UNICEF has embraced innovation as one of its key strategies to achieve results for children. That commitment is reaffirmed in its current Strategic Plan, 2018-2021, and is evident in the organization’s programming and institutional architecture. Indeed, since 2014, significant progress has occurred in a relatively short period of time, backed by clear strategic intent and targeted investment. With the increased foothold of innovation in UNICEF, it is important and timely to take stock of these efforts through high quality evidence to inform decision-making, learning and accountability. In keeping with the need for this evidence, UNICEF conducted an global evaluation of innovation in 2018.

The objective of the global evaluation was to assess UNICEF’s ‘fitness for purpose’ to employ innovation as a key strategy to achieve the outcomes and goals defined in its strategic plans covering the period 2014-2021. A set of innovation case studies was a key element of this global evaluation, along with an organizational assessment and a synthesis project. The case studies were guided by three objectives:

- To provide detailed descriptions of a set of innovations across stages of the development continuum inclusive of contextual influences
- To assess the application of innovation principles or other standards for a set of innovations with particular attention to issues of ownership and scale
- To produce clear conclusions and considerations for policy, strategy and management decisions to further enhance innovation as key change strategy.

Case studies were conducted by Deloitte LLP over the period February 2018-January 2019. Mixed methods were utilized for data collection including key informant interviews, document review and observations in the field.

The innovation case examined in this report concerns the Data Must Speak (DMS) Project which is an initiative started by the UNICEF Education Section, providing technical assistance (TA) to country governments to implement projects that unlock the potential of data within education systems and facilitate knowledge generation. The design of tools and mechanisms to improve data accessibility, clarity, transparency and accountability in each DMS country varies depending on the needs identified by education sector stakeholders, but follows the four guiding principles of country ownership, an ‘a la carte’ approach, learning by doing and sustainability. As of August 2018, the project expanded activities to enhance the use of data for evidence-based decision-making and community participation in the education system in eight countries, thereby creating a more equitable system, empowering communities and generating knowledge.

The UNICEF Education Section (along with Communication for Development - C4D - in Phase III) is responsible for overall coordination of project planning, implementation and monitoring. During Phases I and II, the Education Section provided direct support to Regional Offices, country offices and Ministries of Education to develop tools and training manuals and support data system improvement. The Education Section also was responsible for donor relations and knowledge production and dissemination. UNICEF Regional Offices provided technical assistance to country offices, which in turn worked closely with Ministries of Education to support project activities. Ministries of Education held overall responsibility for the project at the country level, including development, implementation, monitoring and use of tools and training modules. Development partners also provided support (financial and technical assistance) at the country level through participation in Advisory Panels.

In 2014, the Global Partnership for Education committed US$878,069 of funding, of which US$203,899 was allocated to UNESCO-IIEP Pole de Dakar for project activities in African countries (including Togo and Zambia). In 2016, the William and Flora Hewlett Foundation committed US$750,000 to Data Must Speak, with additional funding (US$150,000) for a
Formative Evaluation beginning in 2017. Further funding from the UNICEF Education Thematic Fund and regular resources (e.g., staff salaries for project management) complemented those sources of funding. As of 2018, Data Must Speak is managed by three part-time staff at headquarters and one part-time staff member in each Regional Office involved, who complements and draws on local UNICEF, partner and government capabilities.

One of the main advantages of the Data Must Speak Project for Ministries of Education is support to develop tools to improve equity within education systems, for example information feedback to improve accountability, or indices and grant formulas that influence resource allocation. As of March 2018, the project has made progress toward several indicators related to enhanced government, social accountability and global knowledge. Progress toward intermediate outcomes includes integrating Education Management Information System and learning outcomes data in three countries, developing automated profile cards in three countries and developing equity-based grant allocation formulae in two countries. Knowledge generated by the project will contribute to better understanding the impacts of parental and community involvement in school management, which is of interest to several development partners.

Teams considering initiating an innovation project should take away a number of lessons learned from Data Must Speak's innovation pathway to date. One of the project's strengths is that UNICEF works closely with and plays a coordinating role among donors and implementing partners in-country, improving efficiency at the Ministry of Education level and reducing redundancy among partner activities. However, linkages and cross-section collaboration within UNICEF could be improved to strengthen opportunities for project success, such as with the Global Innovation Centre, and with C4D in Phase III. The approach and guiding principles of the project, which encourage country government ownership, long-term sustainability and demand-driven solutions that are tailored to meet local needs, have contributed to the project's success and could be replicated in similar projects. The concept of the project to improve data accessibility, clarity and transparency and accountability could be applied to strengthen systems across sectors (e.g., health, transportation).
1. INTRODUCTION

The world is changing faster than ever before, and so too are the challenges facing its most vulnerable. Conflict and displacement, disasters and climate change, urbanization and disease outbreaks are growing increasingly complex and inter-related, demanding new strategies and approaches. Innovation for development – exploring new ways of delivering programmes, with new partners and new technologies – is increasingly recognized as crucial to meeting the Sustainable Development Goals and the promise of the 2030 Agenda for Sustainable Development.

Since 2014, UNICEF embraced innovation as one of its key strategies to achieve results for children. That commitment is reaffirmed in its current Strategic Plan, 2018-2021, and is evident in the organization’s programming and institutional architecture. Indeed, since 2014, significant progress has occurred in a relatively short period of time, backed by clear strategic intent and targeted investment. A number of formal structures have evolved, and new milestones achieved.

With the increased foothold of innovation in UNICEF, it is important and timely to take stock of these efforts through high quality evidence to inform decision-making, learning and accountability. In keeping with the need for this evidence, UNICEF conducted an global evaluation of innovation in 2018. The evaluation comes at a time when the organization is considering how best to maximize its resources for innovation and is intended to inform those decisions in an impartial manner, backed by credible evidence.

The objective of the evaluation was to assess UNICEF’s ‘fitness for purpose’ to employ innovation as a key strategy to achieve the outcomes and goals defined in its strategic plans covering the period 2014-2021. It also sought to provide insights on how innovation contributes to UNICEF’s goals and objectives, as well as how innovation might contribute to increasingly effective organizational responses in the coming years. The global evaluation was designed with three core components including: an organizational assessment, a set of innovation case studies and a synthesis project.

The case studies are intended to serve organizational learning by unpacking and examining the multiple pathways and dynamics which underpin innovation within the organization. In addition, the case studies contribute to accountability by assessing the manner in which innovation work in practice reflects the strategies and principles which UNICEF has developed to guide these efforts.

Three objectives guided the work:

- To provide detailed descriptions of a set of innovations across stages of the development continuum inclusive of contextual influences
- To assess the application of innovation principles or other standards for a set of innovations with particular attention to issues of ownership and scale
- To produce clear conclusions and considerations for policy, strategy and management decisions to further enhance innovation as key change strategy.

Cases are defined as the processes an innovation was identified, developed, tested, implemented and taken to scale along with contextual factors such as underlying organizational and partnership arrangements. The primary audience for the case studies is internal to UNICEF including senior management and programme managers at HQ, regional and country level. Its uses include informing the implementation of the Strategic Plan 2018-2021 particularly the change strategy focused on innovation. UNICEF commissioned Deloitte LLP to conduct thirteen case studies to examine innovation across the spectrum of innovation types, country contexts and internal (UNICEF) and external (partner, supplier) actors.

All case studies were structured around a modified version of the Deloitte Doblin Framework for Innovation. Within this
framework, four thematic dimensions (i.e. approach, organization, resources and capabilities and metrics and incentives) are seen as necessary to enable successful innovation. Case studies employed a mixed methods approach to build a complete picture of the innovation process and identify findings related to these four thematic dimensions. The evaluation team collected qualitative and quantitative data through desktop review, case study informant interviews and field visits. More information on the methods used appears in Annex A. A listing of stakeholders and interviewees appears in Annex B. Documents reviewed appear in Annex C.

The innovation case examined in this report concerns the Data Must Speak Project which is an initiative started by the UNICEF Education Section, providing technical assistance (TA) to country governments to implement projects that unlock the potential of data within education systems and facilitate knowledge generation. The design of tools and mechanisms to improve data accessibility, clarity, transparency and accountability in each DMS country varies depending on the needs identified by education sector stakeholders, but follows the four guiding principles of country ownership, an ‘a la carte’ approach, learning by doing and sustainability.

Two evaluation team members conducted a field mission to Madagascar on 6-10 August 2018. The evaluation team prepared guidance on the types of stakeholders to be engaged during field visits. UNICEF Evaluation Office, along with relevant country offices and other units, aided in the selection of specific stakeholders, as well as with logistics for field visits.

This report includes information on the context for the development of DMS (Section 3), the innovation journey (Section 4), field testing (Section 5), findings (Section 6) and considerations for UNICEF and conclusions (Section 7).

2. INNOVATION AT A GLANCE

Data Must Speak

Data Must Speak (DMS) is a UNICEF innovation that provides technical assistance to country governments to implement projects that unlock the potential of data and facilitate knowledge generation and dissemination. The project began in 2014 in Togo and Madagascar and has since expanded to include eight countries. The project aims to enhance the use of data for evidence-based decision-making and community participation in the education system, creating a more equitable system, empowering communities and generating knowledge.

The project design uses a tailored approach and varies in each country depending on the needs identified by education sector stakeholders, with a view toward long-term ownership and sustainability (Figure 1).

Figure 1. Theory of Change and guiding principles of DMS

Intended innovation outcomes

The simple tools designed for Ministries of Education offer low-cost solutions building on existing national data systems, which could continue to function without UNICEF or other external support following project completion. Ultimately, the project will improve access to
Innovation users

The intended users of Data Must Speak vary depending on the local context; however, users commonly include different levels within the Ministry of Education, school inspectors, head teachers, parent teacher associations (PTAs) and community members. User groups of project tools can vary significantly in terms of membership, function and/or literacy levels. Therefore, UNICEF and its partners tailor tools developed through the project based on the unique needs of each user group.

3. CONTEXT FOR DEVELOPMENT OF DATA MUST SPEAK

### Key takeaways

- Globally, one in five children, youth and adolescents is out of school, and young people who do have the opportunity to attend school often experience poor education quality.
- Parent and community involvement in education is linked to better academic performance, attendance and school improvement, but barriers to meaningful community participation must be addressed to see the benefits.
- Data Must Speak facilitates community participation and availability of data to enable evidence-based decision-making and accountability structures at various levels of the education system.
- The project contributes to education- and equity-related outcomes defined in the UNICEF Strategic Plan 2018-2021 results framework.

#### 3.1 Development/humanitarian context

Globally, one in five children, youth and adolescents is out of school (approximately 263 million total). That number has declined by only 1 million per year between 2012 and 2016. The lack of global progress in recent years to decrease the number of young people out of school is concerning, particularly considering disparities in out-of-school rates among disadvantaged populations and girls. Even when children attend school, many students learn little due to poor quality of education. The resulting learning deficits are magnified over time. Global education challenges demand that the international community examines the underlying causes of poor quality and access to education and develop alternative, innovative solutions to those challenges.

While many countries invest substantial resources to strengthen their respective education systems, increased resource allocation does not always result in improved quality of education. Several frameworks and studies have highlighted the importance of community participation, empowerment and accountability in education systems, including the International Initiative for Impact Evaluation, whose conceptual framework demonstrates the relationship between interventions at various levels of the education system, intermediate outcomes, and outcomes including quality teaching and learning. The World Bank Group suggests that effective school leadership must be in place for quality learning to occur, because it is associated with better teaching quality and use of resources to improve learning outcomes. UNICEF also has made the case for increasing transparency, community participation and accountability, based on evidence of improved learning.

---

1 UNESCO, 2018. One in Five Children, Adolescents and Youth is Out of School. Fact Sheet No. 48.
outcomes and reduced dropout rates. These frameworks and evidence, which demonstrate the importance of community participation and accountability in education-focused programmes, influenced the design and implementation of Data Must Speak.

3.2 Innovation context

One way to facilitate improved school management and governance is through community participation and availability of data to enable evidence-based decision-making at various levels of the education system (Table 1). Evidence-based policymaking in the education sector aims to accelerate progress toward better student learning, increased equity and stronger accountability relationships among government, teachers, parents and students. Availability of data can strengthen decision-making processes and the mechanisms and tools used to monitor learning outcomes. UNESCO recommends that the capacities of existing education data methods and frameworks, such as education management information systems (EMIS) and finance data, be strengthened in each country in terms of efficiency, disaggregation and coverage.

Parent and community involvement in education is associated with improved academic performance, school attendance, reduced dropout rates and school improvement, resulting from strengthened accountability. However, when communities are provided education data without strategies to engage members in accountability and governance, little to no improvement in school performance is observed. Based on those identified gaps, there is an opportunity to improve data availability and community participation in education to strengthen systems of accountability and decision-making. Data Must Speak attempts to fill this need by working with Ministries of Education to develop solutions that facilitate data-driven decision-making and empower communities.

Table 1. The use of data at various levels of the education system

<table>
<thead>
<tr>
<th>STAKEHOLDER GROUP</th>
<th>USE OF DATA FOR DECISION-MAKING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Education (MOE)</td>
<td>The MOE may use education data to:</td>
</tr>
<tr>
<td></td>
<td>✓ Design policy</td>
</tr>
<tr>
<td></td>
<td>✓ Develop a strategic plan</td>
</tr>
<tr>
<td></td>
<td>✓ Diagnose system strengths and weaknesses</td>
</tr>
<tr>
<td></td>
<td>✓ Make decisions</td>
</tr>
<tr>
<td></td>
<td>✓ Measure equity</td>
</tr>
<tr>
<td></td>
<td>✓ Monitor resource distribution</td>
</tr>
<tr>
<td></td>
<td>✓ Monitor progress toward targets</td>
</tr>
<tr>
<td>Local Government</td>
<td>Local government may use education data to:</td>
</tr>
<tr>
<td></td>
<td>✓ Allocate resources</td>
</tr>
<tr>
<td></td>
<td>✓ Identify and support low-performing schools</td>
</tr>
<tr>
<td></td>
<td>✓ Monitor and compare performance between schools</td>
</tr>
<tr>
<td></td>
<td>✓ Develop action plans</td>
</tr>
</tbody>
</table>

6 Custer, S. ibid.
<table>
<thead>
<tr>
<th>School Administrators</th>
<th>School administrations may use data to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓</td>
<td>Identify strengths and weaknesses of the school</td>
</tr>
<tr>
<td>✓</td>
<td>Develop action plans</td>
</tr>
<tr>
<td>✓</td>
<td>Monitor progress toward targets</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Parents and Community Members</th>
<th>Parents and community members may use data to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓</td>
<td>Hold school administrators and service providers accountable</td>
</tr>
<tr>
<td>✓</td>
<td>Develop action plans</td>
</tr>
<tr>
<td>✓</td>
<td>Understand how their school compares to others</td>
</tr>
<tr>
<td>✓</td>
<td>Monitor progress toward targets</td>
</tr>
</tbody>
</table>

### 3.3 UNICEF programme context

At UNICEF, education-focused innovations typically focus on process and methodology, which generally work to improve equity, learning outcomes and/or strengthen education systems, with potential to match the scale of a problem.¹⁰ No central programme group is dedicated to innovation in the area of education at global or country office levels. This may encourage a more decentralized, programmatic approach to education innovation, requiring close collaboration with local stakeholders to identify and develop solutions appropriate in the country context. The UNICEF Education Section, which holds overall responsibility for the Data Must Speak project, sits within Programme Division, and works closely with local governments, partners, and country and regional office staff to deliver the project. In 2017, the majority of the UNICEF Education Section’s 750 staff members were deployed at the country level, across 155 countries. Between 2014 and 2017, UNICEF delivered learning materials to 59.4 million children and training to 182,868 school management committees.¹¹ The highly decentralized nature of UNICEF Education Section and its strong presence in programme countries allows the organization to maintain close relationships with Ministries of Education, as well as with schools and communities. Those relationships have played an important role in designing and implementing the Data Must Speak project.

Data Must Speak contributes directly to several priorities identified by UNICEF in its Strategic Plan 2018-2021. In particular, the project is well aligned with the key change strategies of Goal Area 2: Every Child Learns, which include: evidence-based planning, accountability systems (including to communities), and knowledge products and tools. As part of the Strategic Plan, Outcome Statement 2 describes that children are provided with inclusive and equitable quality education and learning opportunities. Indicators include the percentage of countries showing improvement on learning outcomes and the education equity index.¹² In addition to striving to improve equity in education systems (e.g., through equity-based distribution systems), Data Must Speak also aims to improve accountability of schools and governments to parents and community members, thereby improving education quality.

---

4. THE INNOVATION JOURNEY FOR DATA MUST SPEAK

Key takeaways

- The Education Section developed the Data Must Speak project in response to an identified need to strengthen accountability and community participation in education through the establishment and sustained use of information feedback and monitoring systems and tools.
- The project follows a consultative process through which UNICEF and its partners work with country governments to identify local needs and select tools (using an ‘a la carte’ approach) aligned with MOE capacities.
- UNICEF and its partners provide technical assistance to develop and implement systems and tools, which are owned by the government and education stakeholders.
- The intended outcomes of the Data Must Speak project are defined in the Theory of Change, and are to be shared along with learnings through the Evaluation and Knowledge Generation Plan.

Needs identification

Identifying the need for accountability

The Data Must Speak project responds to continued global education challenges related to equity and learning outcomes and builds on experience from previous projects related to the development of district and school profiles to improve evidence-based decision-making and policy. Previous projects included the World Bank Group, Pole de Dakar and French Development Agency (AFD) school management-focused Improving Education Management in African Countries Initiative (IEMAC)\(^\text{14}\) and the World Bank...
Education Programme Development Fund (EPDF)-funded project, through which UNICEF and its partners identified several gaps and opportunities for a new project. The UNICEF Education Section developed a proposal for the Global Partnership for Education (GPE), in which it explained the identified needs and rationale for the project design. Gaps to which Data Must Speak responds include:

- Lack of equitable distribution of resources to schools
- Lack of ‘value-for-money’ in the correlation between resources and performance
- Lack of technical capacity of Ministries of Education to prepare and interpret feedback/monitoring tools and implement equity-based management
- Lack of accountability between communities and education system actors
- Poor coverage, quality and use of national education data systems; and
- Limited understanding of the enablers of sustained use of country-owned feedback and monitoring systems and tools in diverse contexts.

Based on experience from previous projects and challenges in the global education landscape, UNICEF identified the need to strengthen accountability and community participation in education through the establishment and sustained use of information feedback and monitoring systems and tools. The data collection process in education systems can present a burden on time and resources for stakeholders at various levels (e.g., Ministry of Education, head teachers) and low data utilization can dissuade data providers (schools) from sharing high quality data. This can lead to a cycle of low data utilization and quality. Unicef and its partners intend to facilitate the design and implementation of systems and tools that will return data to various levels of the education system, including schools and communities, and improve data use and quality (Figure 4). With the goal of sustainability in mind, the project will also strengthen institutional capacity to mainstream effective systems to improve transparency and accountability.

**Figure 3. DMS protocol within new countries**

<table>
<thead>
<tr>
<th>Needs identification</th>
<th>Exploration</th>
<th>Implementation</th>
<th>Share and disseminate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify needs</td>
<td>Nominate feedback</td>
<td>Implement solutions</td>
<td>Review and disseminate</td>
</tr>
<tr>
<td>Explore options</td>
<td>Action plans</td>
<td>Monitor impact and sustainability</td>
<td>Follow-up actions</td>
</tr>
</tbody>
</table>

**Figure 4. DMS will improve data quality and facilitate return of information to schools and communities**

Securing funding for DMS

Considering the scope of the Data Must Speak project, UNICEF and its partners delivered Phase I of the innovation with a small budget. In February 2014, the Global Partnership for Education (GPE) committed to provide US$878,069 from the GPE fund, with a funding period from April 2014 to March 2017. Of the total funding provided, US$203,899 was to be allocated to UNESCO-IIEP Pole de Dakar for project implementation in two African countries. Due to delays in receiving the funds from GPE, UNICEF and GPE agreed on a nine-month extension of the spending period for the grant. Funding from GPE for Data Must Speak activities during those years was complemented by funding from the UNICEF Education Thematic Fund (flexible fund for education, mainly funded by Norway) and UNICEF regular resources (i.e., staff salaries contributing to programme management), with annual contributions totalling US$112,155 in 2014 and 2015, and US$325,644 from 2016 to 2018. Following the initial funding secured through GPE, in May 2016 the William and Flora Hewlett Foundation committed US$750,000 for Data Must Speak implementation (allocated for Phase II funding). Separate funding for the Formative Evaluation of the project, starting in 2017, came from the William and Flora Hewlett Foundation (US$150,000) and the UNICEF Education Thematic Fund and regular resources (US$101,373 in 2017 and US$262,924 in 2018).

Recognition and exploration

Theory of Change

Recognizing the opportunity to strengthen accountability and community participation in education through information feedback and monitoring systems and tools, the Project Team developed a Theory of Change prior to the start of Data Must Speak Phase I (Figure 5). A Theory of Change explains how project activities are designed to contribute to the intended outcomes and impacts.16 Project activities are divided into three streams, each contributing to the intended outcomes of the project, and ultimately to improved equity and learning outcomes in project countries. The enabling conditions for DMS activities to achieve outcome and impact level indicators include flexibility and national ownership, sustainability, synergy, learning-by-doing (i.e., an action research methodology, through which collaborative problem solving activities strengthen institutional and technical capacity), peer-to-peer learning and scalability and replicability. Those conditions also are guiding principles for implementation. The Data Must Speak Theory of Change provided (and continues to provide) an important framework to guide project implementation and ensure that the project is on track to achieve its intended results.

Country selection

Following approval of the DMS project, then referred to as the “process and feedback tools to empower actors and improve learning outcomes” project, UNICEF (and Pole de Dakar for African countries) decided to select five countries to participate in Phase I. Five countries (Madagascar, Nepal, Philippines, Togo, and Zambia) were selected from a list of candidate countries developed in consultation with UNICEF ROs in Africa and Asia. UNICEF selected countries for inclusion in DMS Phase I based on assessment the following criteria:

- Evidence of government demand and ownership potential (analysis included presence of strategies to improve inclusion, accountability and empower local communities in Education Sector Policies (ESP), and request to participate from MOE)
- Potential for project synergy with existing internal and external activities in country
- Availability of sufficient routine collection of quality data
- Diversity of regions (Africa and at least one other region) to widen context-specific knowledge and potential for South-South knowledge sharing.

Defining priorities

The process of defining priorities for the Data Must Speak project follows a consultative process, through which UNICEF and its partners engage a variety of education stakeholders. Working with education stakeholders in each new country is an important step in developing buy-in and support for the project, which contributes to fit-for-purpose design and sustainable use of processes and tools developed. Prior to developing country-specific tools, UNICEF sent an invitation to identified target countries for an introductory workshop. Project workshops hosted by UNICEF were highly interactive and focused on identifying challenges across the countries’ education sectors, including pedagogical inspections, school-level management, and data collection. At the end of each workshop, UNICEF and Pole de Dakar (when applicable) presented a menu of options for Data Must Speak support, from which attendees identified priorities.

During the launch missions, in each country where activities were set to begin, UNICEF and its partners established a Technical Team and Advisory Panel. Composition of the country-level teams was designed to include representatives from different levels of
government, including management, inspectorates, quality assurance, local education non-government organizations (NGOs), head teachers and parent teacher associations (PTAs). The national team and UNICEF also developed country-specific implementation plans during the consultative/design process at country level to identify needs and develop solutions in line with system- and community-level activities and outcomes defined in the Theory of Change.

**Figure 6. Governance structure for DMS at the country level**

### Baseline analysis

During the introductory workshop, UNICEF, Pole de Dakar (in African countries) and the Ministry of Education completed an assessment of the education data landscape to better understand the local context, challenges and enablers of data use to support education outcomes. This included identification and analysis of the existing mechanisms through which the government collects and uses education data, the structure of education system, education sector policies and existing projects in the education data space. The baseline analysis of processes and tools for data collection, analysis and use served to better understand and identify constraints and guide technical assistance. The analysis also developed a baseline against which UNICEF and its partners could measure future progress resulting from Data Must Speak and/or other activities.

At the system level, UNICEF flagged data quality and availability as an issue early on in the project. The quality of Education Management information System data varied and there was room for improvement in each project country. The UNICEF Education Section identified the need to work with government to strengthen quality control processes. For example, in Madagascar and Togo a system was developed through which weak data could be identified and feedback provided to head teachers and/or district offices to improve accountability. Integration of databases containing education information (e.g. exam data and annual school census data) was necessary prior to implementing other project activities. Data quality and availability therefore took significant time during the exploration phase, and remained a priority when designing Data Must Speak project activities in new countries.
Development and implementation

An ‘a la carte’ approach

Identifying and selecting tools in consultation with education stakeholders is important to ensure their support and appropriate application to the local context in alignment with Ministry of Education capacities. After defining needs and priorities with the Ministry, UNICEF presents a menu of options for activities that could be applied to existing education sector policies, often in coordination with PTAs.

Developing workplans

Once the Ministry of Education has identified the activities it would like to implement, UNICEF works with local partners and ministries to develop workplans. Ministry management has responsibility for ownership and operationalization of these action plans, with support from UNICEF and its partners. Workplans describe the activities, responsibilities and timeline for the project.

Developing and implementing tools

The process through which systems and tools were developed for Data Must Speak was designed to foster support and ownership by country governments. UNICEF and its partners provided technical assistance to the relevant government bodies (e.g., Ministry of Education, Department of Planning, Education Management Information System team) to develop systems and tools for implementation by the Government and education stakeholders within the system. UNICEF Headquarters and Regional Offices provided remote technical assistance through field missions, in coordination with country offices and Ministries of Education. Technical assistance included:

- **Harmonizing learning data with EMIS**: Supported decision-making by integrating learning information with EMIS, determining compatibility with existing databases, and integrating databases
- **Building capacity of government to use data**: Supported production of simplified data sources for use by senior staff to support planning and resource management and development of guidance materials on the use of indicators for planning and management
- **Developing profiles with comparative data**: Supported profile content selection at various levels (e.g., provincial, district,
school), identification of data to be used to prepare profiles, production of automated profiles including graphic design, development of a simplified automated community profile and community training on interpretation and use of profiles through a cascading training model; and

- **Developing indices to inform planning and budgeting:** Supported review of existing policies, processes and available data, development of an index options paper, stakeholder consultation and finalization of the index formula.

In addition to technical assistance provided by UNICEF and Pole de Dakar, local development partners played an important role in design and implementation of the activities listed above, minimizing duplication of efforts. Collaboration among local partners also provided greater access to technical expertise and networks, human and financial resources for project development and implementation. For example, the World Bank, French Development Agency (AFD), and European Union have been involved in project implementation in primary schools in Madagascar; the World Bank, Plan Togo and Aide et Action were involved in development of school performance measurement tools; and AFD was involved in project implementation in Togo. Coordination with those local partners contributed to national coverage and mainstreaming of tools across education systems.

**Outcomes**

**Evaluation and knowledge generation plan**

The Data Must Speak Evaluation and Knowledge Generation Plan, developed in May 2017, utilizes a four-streamed approach through which UNICEF will evaluate project activities and contribute to understanding of the impacts of parental and community engagement in school-based management.

### Table 2. DMS Evaluation and Knowledge Generation Plan

<table>
<thead>
<tr>
<th>#</th>
<th>APPROACH</th>
<th>USE OF DATA FOR DECISION-MAKING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>External evaluation of DMS</td>
<td>An external evaluation of DMS will focus on assessing expected results as described in the results framework.</td>
</tr>
<tr>
<td>2</td>
<td>Impact evaluation of DMS Zambia</td>
<td>An impact evaluation will examine community involvement in school-based management as part of DMS in Zambia.</td>
</tr>
<tr>
<td>3</td>
<td>Analysis of community engagement and school performance</td>
<td>Analysis of the associations between community engagement in school management and school performance in DMS and non-DMS countries for which education data is available</td>
</tr>
<tr>
<td>4</td>
<td>Analysis of parental participation and learning outcomes</td>
<td>Analysis of the associations between parental participation and student learning outcomes in DMS and non-DMS countries that have implemented a Multiple Indicator Cluster Survey (MICS) and related modules</td>
</tr>
</tbody>
</table>

**Knowledge generation and sharing**

In addition to providing technical assistance to Ministries of Education in select countries, Data Must Speak includes a research component through which case studies on the impacts of parental involvement on education outcomes are completed. As of September 2018, the Data Must Speak project team has completed case studies in Burkina Faso, Cambodia, Cote d’Ivoire, Ethiopia, Niger and Togo. The research component of the project provides a valuable pathway for knowledge generation on the link between community participation, systems of accountability and education outcomes.

Results of a study completed in Burkina Faso found that community participation led to positive outcomes related to school health, nutrition, learning environment and pedagogical supervision, which contributed to decreased dropout rates; in addition to the importance of generating evidence to support the association between community participation on education outcomes, the series of studies completed also generated several considerations for future research in this area. Those considerations include a need for qualitative assessment to understand how policy frameworks and training could build community capacity and accountability and the potential to improve utilization of EMIS databases for education management through integration of learning achievement with standard data collected.
Scaling out

**DMS Phase II**

Since Data Must Speak activities are implemented in countries at-scale by utilizing existing national systems, country-level activities do not follow the traditional model of scale-up. Scaling the Data Must Speak project relates more to scale-out (i.e., expansion or replication) of activities and tools to new countries. In existing DMS countries the focus is on strengthening and improving the sustainability of project activities and use of data, for example through trainings.

Phase II of Data Must Speak began in 2016. Direct technical support was provided to Data Must Speak countries, with a knowledge generation component going beyond countries directly supported. The focus of Phase II was to embed tools already developed within Ministry of Education processes and engage Ministry actors beyond those initially involved in the project; Phase II also included expansion into a limited number (two to three) of new countries. Ensuring that project activities are embedded within relevant technical working groups and other groups within Ministries of Education will be an important aspect of ensuring sustainability of the project in terms of continuous use of the tools and mechanisms developed, once UNICEF and partner funding expire. This already is expected to be a challenge in countries with poor communication practices (e.g., Zambia) and political challenges (e.g., Nepal), where political will and continuity of key Ministry of Education personnel involved in the project may be uncertain.

Phase II also placed greater emphasis on establishing learning outcome data and knowledge generation through analysis and documentation. The focus of knowledge generation was to share:

- **Factors for success and obstacles** to embedding tools within regular government processes, in a variety of contexts
- **Conditions to ensure the relevance and use of tools** at different levels of the education system; and
- **Impacts of use of data and community participation** on learning outcomes, and a better understanding of the conditions that support improved learning (e.g., teacher attendance, pedagogical support).

**DMS Phase III**

Phase III of the project (expected to begin in November 2018, with completion in November 2020) is expected to build upon and complement activities completed during the first two phases, continuing to improve learning outcomes for children by strengthening system equity and community involvement in education. The proposed Data Must Speak 3.0 will maintain an ‘a la carte’ approach and the ultimate goal for more equitable resource distribution and access to education and improved learning outcomes. However, Phase III will expand its programmatic scope to include the UNICEF C4D team (which utilizes communication tools, channels and approaches to facilitate dialogue, participation and engagement for positive social and behavioural change), and an intensified focus on Sub-Saharan Africa, with greater management responsibility at the Eastern and Southern Africa Regional Office and West and Central Africa Regional Office. There also will be a broadened focus on community engagement, building synergies with the wider programmes of government and development partners (including community structures beyond school management committees) (Figure 9). These new additions and/or areas of focus for the Data Must Speak project will serve to strengthen stakeholder engagement and project sustainability, as well as enable the expansion or replication of activities to a greater number of countries by transferring some management responsibilities to the Regional Office level.

---

Greater engagement and responsibility at the Regional Office level is likely to enable more efficient scale-out of the project to new countries. Phases I and II had a more centralized structure of responsibility, in which the Education Section (UNICEF Headquarters) played a significant role, working with country offices and country governments to implement the project in new countries. While the centralized model was helpful to establish Data Must Speak as a project with potential for success, the move to decentralize greater responsibility for in-country implementation to the Regional Office level will enable greater potential for scale-out and meeting demand for project implementation in new countries. In addition to scale-out of the innovation globally, implementing partners must also consider what project success will look like within individual countries in the future. At the country level, two interviewees in Madagascar (one UNICEF and one Ministry of Education) stated that the project would achieve success when data tools are used to inform decision-making at the community, central and regional government levels.

**Figure 8. DMS global project timeline**

### Proposal
- **November 2013**
  - UNICEF submits a proposal to GPE for the district/school profiles, also known as Data Must Speak, project

### Initiation
- **July – December 2014**
  - Harmonizing management tools at the school level, developing profile cards and training modules in Madagascar
  - Baseline analysis and simplified school profile cards completed in Togo

### 2016: Implementation
- **January – December 2016**
  - DMS activities initiated in the Philippines
  - Madagascar: Technical note on how to develop profile cards, and user guides in development; head teachers trained
  - Nepal: 2015 equity index finalized and approved by the government for use
  - Zambia: Large-scale database matching completed
  - Philippines: Baselines analysis and work plan developed
  - Togo and Zambia: School and district profile cards finalized
  - Funding from Hewlett Foundation for Phase II (July 2016 – June 2020) begins July 2016

### Formative Evaluation
- **March 2018 – March 2019**
  - Formative evaluation of the DMS project begins, to explore how DMS has been implemented and operated, the degree to which it has achieved its objectives, critical barriers, the validity of the assumptions behind the tool, and make recommendations for Phase III

### Project start
- **March 2014**
  - UNICEF is granted a GPE Global and Regional Activities Program Grant and begins to initiate project activities

### 2015: Implementation
- **January – December 2015**
  - DMS activities initiated in Nepal, Peru and Zambia
  - Madagascar: School profile cards produced and draft of simplified profile developed; program to automate school profile production 70% complete
  - Togo: New school profile cards developed, and district and region profile templates reviewed; school databases merged and operating guidelines developed

### 2017: Implementation
- **January – December 2017**
  - Webinar held with GPE and government teams from Madagascar and Togo
  - Evaluation and knowledge generation plan designed
  - Madagascar: More guides for the school and zone level developed and translated to Malagasy, and cascade training planned
  - The Philippines: Teacher hardship index and budget tool refined based on M&E feedback
  - Zambia: Community school, district and provincial profile cards tested and finalized
  - Phase I grant is completed December 2017

### 2018: DMS 3.0
- **November 2018 – November 2020**
  - Phase III of DMS for Learning and Equity begins with funding from the Hewlett Foundation
  - Phase III will expand its scope to include UNICEF’s C4D team, intensify its focus in Sub-Saharan Africa, and more closely collaborate with/transfer responsibilities to Regional Offices

**Figure 9. DMS Phase III key elements**

- **DATA MUST SPEAK 3.0**
  - Continued global implementation and knowledge generation and sharing
  - More equitable education systems
  - More empowered communities
  - Improved knowledge
5. DMS FIELD TESTING

### Madagascar at a glance

- Pastoralist, agricultural-based economy, with rural populations reliant on subsistence farming, creating conditions for reliance on children for farming labour during harvest
- As of October 2018, the political situation remains strained as parties and candidates prepare for the upcoming presidential elections to be held in late 2018.
- The national Ministry of Education is decentralized to three levels: 22 Regional Education Directorates (DREN), 114 school districts (CISCO) and approximately 1,600 Community Administrative and Teaching Zones (ZAP) (per DMS baseline analysis).
- Challenges with low levels of education and low quality schools overall, particularly with low quality school infrastructure and limited teacher education: according to the Global Partnership for Education, in 2016 only 15 per cent of teachers were trained.
- There are two official languages spoken (Malagasy and French), with French spoken among the more educated population.

#### 5.1 DMS field trials: Madagascar

The Data Must Speak initiative in Madagascar began in 2014 with a focus on standardizing process and feedback tools to empower education actors and improve learning outcomes. Madagascar was selected as one of the first countries in which the Data Must Speak project was implemented, with the potential to build on existing implementation of school profile cards developed by the World Bank Emergency Support to Education for All Project (PAUET), which focused on community participation and school management. Data Must Speak also builds on the Ministry of Education’s Interim Plan for Education (PIE), which includes provisions focused on improving governance and institutional capacity building.¹⁸

Data Must Speak in Madagascar built on existing school profile cards to assess school performance. Support focused on improving school, Pedagogical Administrative Zone and school district profile cards, and strengthening their use as feedback tools to improve community participation in school outcomes. The initiative is also intended to lead to more efficient use of school grants by helping to identify areas for improvement and schools in need. In designing the profile cards, UNICEF representatives shared examples from other countries with the Ministry of Education and worked closely with the Advisory Panel to identify the key indicators that the profiles would track, with comparisons over time and with the average of schools in the district. Two versions of the profiles were initially designed, one for schools and a more simplified version for communities. The simplified version was developed in both Malagasy and French and used illustrations to demonstrate the indicators for parents or community members with low levels of literacy.

To date, profile cards communicating performance on education indicators have been developed at the school, local school management committee (FEFFI), pedagogical administrative zone (ZAP) and school district (CISCO) levels. Training was provided on the use of the profile cards in early 2017. According to the UNICEF Madagascar Country Office, the project distributed more than 25,000 school profile cards in 17 of the 22 regions in the country, provided training to school-level actors in these regions and trained leaders in all 22 regions.

Going forward, there are plans to extend training to the five remaining regions, and to develop regional profiles and deliver accompanying training at the regional government level. UNICEF also is exploring the potential of digitizing the profiles using Ministry-financed electronic tablets; however, this will

---

¹⁸ Invitation GRA School Profile Cards.docx
require additional funding and planning, particularly given challenges with respect to potential connectivity in rural regions.

Figure 10. DMS Madagascar timeline

Who are the stakeholders involved?

Programme funding, implementation planning, and technical support: Funders included the Global Fund for Education (GPE), Hewlett Foundation, UNICEF Thematic Fund for Education, regular resources and country office and other donors. Initial funding from GPE was provided as part of the Global and Regional Activities (GRA) programme, in the thematic area of systems improvement. The three-year timeframe and results framework were aligned with the overall longer-term objective of systemic change to improve accountability and management capacity to deliver, support and assess quality education.

- GPE, Hewlett Foundation, and the UNICEF Education Thematic Fund and regular resources (Annex D) provided programme funding for the design and implementation of Data Must Speak tools and mechanisms in Madagascar. Funding from those sources supported technical assistance for project activities in the following areas:
  - Conducting a baseline analysis of processes and tools for data to improve accountability and results, which provided a baseline against which future progress could be measured and guided plans technical assistance
  - Integrating results of primary level examinations with the EMIS database
  - Designing unique profiles for use at the school, community, district and regional levels
  - Developing user guides for use of profiles at each level, and for school-based management; and
  - Developing a programme to automatically generate profiles from the EMIS database.

- As of August 2018, ongoing technical support is primarily provided by the following partners:
  - The UNICEF Madagascar Country Office provides funds and technical support to the Ministry of Education Planning Directorate (DPE). Country Office education specialists work closely with DPE counterparts in programme planning activities, including identifying key activities for implementation, advising on an overall training strategy and providing technical support. The UNICEF Country Office provided implementation support to roll out the profile cards to five regions and played an important role in mobilizing resources and other donor support for scaling of the trainings in other regions. This was achieved by convening partners through a workshop at the beginning of the initiative, to gain consensus on the tool and the importance of implementing the initiative nation-wide
Other donors provide financing to implement capacity building in other regions:
- The World Bank is helping to implement the cascading trainings in 12 regions
- The French Development Agency (AFD) will finance implementation of trainings in four of the remaining regions; and
- The European Union is providing financing for training at the regional level for nine Regional Education Authorities.

Implementation of DMS project: Ministry of Education and Education Planning Directorate.

- The Ministry of Education has ownership over the programme and the Education Planning Directorate (DPE) is responsible for the majority of implementation activities, including:
  - Initial project activities related to data cleansing and database integration, selection of key indicators, and conception of the profile cards
  - Designing and developing automated profile cards and overall maintenance of the application
  - Training of trainers at the Regional Educational Authority and school district (CISCO) levels
  - Developing training modules for schools, Pedagogical Administrative Zones (ZAPs) and CISCOs
  - Compilation and analysis of data submitted by CISCOs, in collaboration with Regional Education Authorities (DREns) and ongoing programme oversight; and
  - DPE focal persons work with DREns and CISCOs to discuss anomalies in data and provide feedback if there are discrepancies in the data submitted and/or data in the profile cards.

Management and delivery of DMS project: Regional (DREN) and School District (CISCO) level education boards:

- Each regional DREN plays an important role in compiling and distributing regional data, including:
  - Data collection from CISCOs, data cleansing and data validation; and
  - Overseeing distribution of the profile cards in the region.

- CISCOs play a critical role in on-the-ground deployment of the programme, with responsibility for:
  - Editing the profile cards for ZAP and FEFFI
  - Printing and distributing the profile cards to schools, and discussing any anomalies in data with school principals and ZAP leaders; and
  - Oversight and monitoring of implementation at the school and community levels.

Technical delivery support of DMS project: UNICEF regional technical partners:

- Technical partners in each UNICEF-funded region provide on-the-ground technical support and coaching at the regional (DREN), school district (CISCO), and school levels. Technical partners also are responsible for monitoring UNICEF funding, including materials and training provided. Monitoring the use of the profile cards will also become part of technical partners’ regular activities.

How is the innovation funded?

It is challenging to clearly identify the costs associated with implementation, as there is no consolidated source of funding and spending information across project partners. However, based on discussion with case study informants, the following funding sources were identified:

UNICEF Country Office: It provides funding to the Education Planning Directorate to enable project implementation according to the workplan and in-kind support through organization and delivery of master training.

Other donor support:
- Other partners provide financing to scale training to other regions:
The World Bank provided financing to help scale training to 12 regions; and
The French Development Agency (AFD) will provide financing to scale training to four of the remaining regions.

5.2 Challenges
Key informants identified the following challenges during the innovation process in Madagascar.

• Issues of EMIS data quality, reliability, and availability at the national level delayed the implementation of Data Must Speak in Madagascar. Data quality issues may influence the Ministry of Education’s ability to report on education outcomes. According to a UNICEF representative and three representatives from the Education Planning Directorate, significant effort was required in the initial phase of the project to standardize data and school indicators within the EMIS database. There were compatibility challenges between the main database, the Primary Survey Form (FPE) completed at the beginning of the school year and national examination results data (which was paper-based prior to project intervention). The cleansing and integration process between those data sources began in 2014 and took almost three years to complete, delaying implementation of the standardized tool. This process, along with the time it took to engage Ministry representation and other beneficiaries, impacted project efficiency and, according to one UNICEF representative, led to some partners losing interest in the project. This lack of informing partners of progress on a regular basis led to difficulties with keeping partners interested over time. Ultimately Country Office representatives had to try to identify other sources of local funding.

• Education levels of school principals and insufficient time allocated to training affected the ability of school principals to fully adopt school profiles. While the cascading training approach appeared to work well, three Education Planning Directorate representatives and two of three school principals interviewed identified that some of the content may be lost at lower levels of the education system, particularly among teachers. They noted that teachers often have difficulty interpreting education indicators and recommended that formal training be extended to teachers. School and community representatives interviewed identified an opportunity to improve the design of the profiles to make them more legible by increasing the size of both the images and the font. Additionally, school principals, community leaders and school district representatives commented that the three days allocated to training end users on the school profiles did not provide participants sufficient time to put learnings into practice. Despite these challenges, it is important to note that school principals interviewed did find the user guides and manuals useful reference tools following the training.

• Equipment funded by UNICEF for printing materials, such as school profiles, at the school district (CISCO) level represented a significant cost investment, presenting a potential risk to the (overall) sustainability of the innovation. UNICEF financed the cost

of printers for each CISCO to print various materials, including the printing of profile cards at the school district-level. A key informant from the UNICEF Madagascar Country Office explained that the printers were imported from outside the country, and in some cases were too large to fit through office doorways. It was noted that UNICEF technicians had raised concerns regarding the general maintenance of the printers. End-users and a project partner highlighted the importance of making the feedback process more dynamic by printing more than one copy of school profile cards and providing feedback to schools at regular intervals (rather than annually). To overcome these challenges, the UNICEF Country Office is working with the Ministry of Education to explore the alternative option of using the Ministry’s electronic tablets.

5.3 Progress toward expected outcomes

To date, the project has reported primarily on output-level results, including the distribution of more than 25,000 school and community profile cards, the training of regional leaders in all 22 regions, and the training of 27,500 school-level actors in 17 out of 22 regions in Madagascar.20

While it is early to report on outcomes in Madagascar, key informants noted the following examples of progress made toward expected outcomes:

- **Improved understanding of the importance of collecting data related to school outcomes among school principals, community and district leaders:** School directors interviewed expressed an understanding of the role the profiles play in improving school outcomes and an interest in improving their school’s areas of weakness.

- **Profile cards increase the transparency of a school’s situation relative to others in the region.** During the evaluation site visit to Fort Dauphin, all three school principals and community leaders interviewed acknowledged that the school profiles help to provide an overview of the school’s situation (both in terms of resources and performance) in comparison to other schools, identify areas for improvement and validate school indicators.

- **School profile cards have supported the involvement of teachers, parents and community members in school and student outcomes.** During the site visit, school principals and community leaders commented on the profile cards as useful tools that facilitate discussions with teachers, parents and community members. The profile cards help to analyse problems related to their respective schools in terms of annual results and resources and to define solutions to the identified problems by developing action plans. One UNICEF interviewee recognized that this tool is particularly helpful for young school principals because it helps to legitimize the challenges the school is facing and validates the indicators tracked by the school. However, when observing two school action plans derived from the data in the school profile cards, the evaluation team noted that the actions focused primarily on identifying the schools’ material needs, which raises questions on how action plans address more complex challenges (such as student dropout rates or learning outcomes).

- **Profile cards (Figure 11) contributed to improved management of education at the community, district and regional school board level among those trained by helping to identify and prioritize needs of schools in their zones, districts, and regions.** Pedagogical Administrative Zone (ZAP) leaders, as well as school district (CISCO) and Regional Education Authority (DREN) representatives commented that the profiles identify needs and allow decision makers at the community, district and regional levels to prioritize visits to schools and the distribution of resources. Education Planning Directorate representatives noted

---

20 DMS Final report to GPE – March 2018.
that higher-level user profiles (e.g., CISCO) also help the Ministry of Education to identify education needs across regions. However, there is room for more effective use of data for management and resource allocation decisions at the national level.

An Education Planning Directorate representative and school director also noted that, in order to observe changes in national-level education outcomes, in addition to school, district and regional profiles, there is a need for integrated solutions that address the systemic societal challenges that influence the achievement of results.

Figure 11. DMS profiles and uses in Madagascar

<table>
<thead>
<tr>
<th>Automatically generated profiles using software</th>
<th>Semi-automated, simplified profile</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>School</strong></td>
<td><strong>FEFP</strong> (local school management committee)</td>
</tr>
<tr>
<td>• Includes data on the school, and its ZAP and CISCO</td>
<td>• Simplified version of the school profile</td>
</tr>
<tr>
<td>• Indicates when the school is “falling behind” on certain indicators</td>
<td></td>
</tr>
<tr>
<td>• Visually compared performance of schools within the ZAP</td>
<td></td>
</tr>
<tr>
<td>• School director to interpret and use the data to improve school management</td>
<td></td>
</tr>
<tr>
<td><strong>ZAP (pedagogical administrative zone)</strong></td>
<td>• Communicates information on how the school is performing on indicators in a visual way (e.g., happy face or sad face), including in comparison to other schools in the ZAP and CISCO</td>
</tr>
<tr>
<td>• Includes data on the ZAP, and its CISCO and DREN</td>
<td></td>
</tr>
<tr>
<td>• Indicates when ZAP is “falling behind” on certain indicators</td>
<td></td>
</tr>
<tr>
<td>• Leader of ZAP to interpret and use indicators related to results, resources and efficiency to improve ZAP management</td>
<td></td>
</tr>
<tr>
<td><strong>CISCO (school district)</strong></td>
<td>• CISCO to analyse the data and identify challenges and their underlying causes, and possible solutions</td>
</tr>
<tr>
<td>• Provides performance on indicators on such as dropout rates, exam results and resources</td>
<td></td>
</tr>
<tr>
<td><strong>5.4 Lessons learned</strong></td>
<td><strong>Text translated from French to Malagasy</strong></td>
</tr>
</tbody>
</table>

5.4 Lessons learned

Based on discussions with case study informants and a review of documentation related to implementation of Data Must Speak in Madagascar, there are a number of key lessons raised:

- **A well-structured national statistical database is critical to the successful implementation of the Data Must Speak project.** While cleansing the data and merging different sources of data into a common database required significant time at the beginning of project implementation in Madagascar, UNICEF stakeholders and three Education Planning Directorate representatives acknowledged that this process was critical to ensuring data collected for inclusion in profiles was reliable, providing a powerful tool for decision-making. Enabling the automated production of school-, ZAP- and CISCO-level profiles, including national examination results, is intended to limit the resources (time and financial) needed for continued production of profiles led by the Ministry of Education. Education data systems are highly complex, and strengthening an Education Management Information System (EMIS) requires careful consideration of existing technological capabilities, Ministry of Education capacity and available budget, which vary across countries.\(^{21}\) While faster integration of different sources of data into one common database would be ideal, the Data Must Speak timeframe for these activities appears to be comparable to similar initiatives producing an EMIS with one single data source.

- **Demand-driven innovations enable rapid scaling of use of data and promote country ownership.** According to UNICEF stakeholders, in Madagascar there was an existing acceptance of the use of dashboards to monitor performance within

the education system. School profiles had been used previously in Madagascar (both through donor-driven activities and schools developing their own dashboards) and actors from different levels of the decentralized education system were familiar with the concept, but efforts were not coordinated and lacked funding. There was a strong will from the Ministry of Education to create a standardized tool to track education indicators across the country and to encourage better use of existing data at all levels of the education system, including at the community level. According to UNICEF stakeholders, this was a key driver of the Ministry’s ownership of the innovation process, and played a key role in the Ministry’s decision to engage in project activities. This resulted in progress, including the integration of national examination results into the existing EMIS database, and the development of easy-to-use dashboards for local school management committees (FEFFIs) to encourage community participation in decision-making and greater accountability between levels of the education system.

- **Scaling the innovation should be a dynamic process in which implementers leverage opportunities to monitor implementation and make adjustments as required.** Through interviews, case study informants, including UNICEF stakeholders, Education Planning Directorate representatives and beneficiaries at the regional level, raised the importance of monitoring the implementation of the innovation tool following the training of school-level actors in order to assess the extent to which school principals understand the school profile cards and are applying the concepts from the training. They noted that school-level actors’ understanding of the tool is critical, as they are responsible for cascading the training to community group (FEFFI) leaders. UNICEF stakeholders acknowledged the importance of monitoring and noted that UNICEF technical partners will assist in monitoring the implementation of the engagement as part of their responsibilities.
6. FINDINGS

6.1 Approach dimension

1. How does this innovation contribute to UNICEF country and global strategies?

As highlighted in the context section, the primary objective of the Data Must Speak project is to strengthen accountability and community participation in school management, ultimately improving education access and quality. This contributes to the UNICEF Strategic Plan 2018-2021 Goal Area 2: Every child learns and Goal Area 5: Every child has an equitable chance in life. The project also aligns with the Sustainable Development Goal (SDG) 4: Quality Education; particularly the targets relating to primary and secondary education, equity, quality, and education facilities and learning environments.

2. What is this innovation doing in terms of scaling up and out or working at greater efficiency and economy?

Phase I and II focused on carrying out something new, scaling up and working at greater efficiency/economy.

- **Doing something new:** One of the primary objectives of the Data Must Speak project is to strengthen systems by using data in new and innovative ways (3 UNICEF, 1 partner). The project supports development of tools and mechanisms that improve the accessibility, clarity and transparency of data, and improve accountability between communities, schools and policy makers. In some cases, UNICEF may support improvement of existing databases and/or tools; however, Data Must Speak provides new ways in which data is presented, analysed and used within education systems.

- **Scaling up:** UNICEF and its partners support the development of tools that build on existing national data, and in some cases existing tools (e.g., school profiles), which are implemented at-scale. In this way, the project builds on existing success of country education systems, following the identification of gaps and needs to improve the use of data for evidence-based decision-making, community participation and accountability.

- **Working at greater efficiency/economy:** Tools and systems developed are low-cost and designed for integration and mainstreaming within existing databases and processes. Accordingly, systems and governance strengthening and improved data utilization were identified as key contributors to potential success of the project. In several cases, UNICEF and Pole de Dakar supported the integration of existing databases (e.g., EMIS, national examination results), streamlining the process of data entry and analysis. Data Must Speak tools and mechanisms are embedded into existing government systems and processes, intended to improve the use of data across the education system and improve the chances for sustainable use of tools and mechanisms developed at the government level.

Phase III will be focused on doing something new, scaling out and working at greater efficiency/economy.

- **Doing something new:** Data Must Speak will expand its programmatic scope to include the UNICEF C4D team, increasing its focus on community engagement beyond the school level in order to amplify demand and collective action for quality education through strengthened capacity to use data. Community-level engagement will be designed to include orientation and training of community-based civil society organizations and local media networks to engage in the adaptation and use of data tools, real time monitoring and C4D

---


23 Content in brackets indicates the number of interviewees by stakeholder group that expressed the stated idea.
platforms for evidence-based analysis, dialogue and action to improve school management and children’s education status. Greater C4D focus and monitoring may also help to identify common characteristics among positive deviants (e.g., schools with comparatively low dropout rates), which can then be promoted within other communities.

- **Scaling out**: Data Must Speak Phase II has a target to expand activities into a limited number of new countries (likely two to three), with an intensified focus on Sub-Saharan Africa. Tools and mechanisms developed during Phases I and II will be used as examples for activities that could be developed and tailored to meet the unique needs of new Data Must Speak countries.

- **Working at greater efficiency/economy**: UNICEF and its partners will examine the conditions necessary to maximize the relevance and use of tools at different levels of the education system, and between countries. Knowledge generation activities will also look at factors for success and obstacles to mainstreaming systems and tools into regular government processes in varying contexts. Greater management responsibilities will be transferred to the Regional Office level, which will enable UNICEF to improve the efficiency and scale at which the Data Must Speak project can be implemented.

3. **How are end-user needs identified and considered and how did they shape the innovation?**

End users’ needs were identified and considered throughout the project, and have influenced design of tools, guidance materials and the innovation process itself. The ‘a la carte’ and tailored approach taken by the project has likely contributed to its short-term success and long-term prospects for sustainable use of tools developed and implemented.

**Insights**: The ways through which Data Must Speak has identified and considered end-user needs include:

- **Demand-driven solutions**: One of the key characteristics of the project is that it is demand driven, and that UNICEF does not replicate data collection and dissemination tools, which are instead tailored to meet local needs (4 UNICEF, 2 partners, 1 MOE). Challenges and solutions were identified in collaboration with a variety of local education stakeholders, from various levels of the system (e.g., MOE, regional, district) and community members when possible. Rather than presenting a uniform solution across countries, Data Must Speak takes an ‘a la carte’ approach and presents a number of options that might fit the needs identified by country stakeholders. Once the government and its partners have selected which tools and systems it wishes to pursue based on system-level and user needs, UNICEF provides technical assistance to develop and implement those solutions.

- **Simple tools**: The Data Must Speak project is intended to support the design of simple and low-cost tools and systems that country governments are able to embed in their own systems and continue without UNICEF support, following project completion. Accordingly, the project team supported the design of tools that were suited to the capacity levels of producers and users and built on existing national data and systems. Co-development of tools (in collaboration with government stakeholders and implementing partners) helped to ensure that new systems and tools would not present a significant burden on Ministry of Education officials.

- **School profiles**: For data to be used, it must be accessible and understandable to the user. In several Data Must Speak countries, UNICEF supported development of school profile cards that are understandable by semi-literate and illiterate community members. For example, in Madagascar and Zambia the community profiles rely on simple graphics to display information on how a school compares to others in the district, and how its performance has improved (or worsened) on indicators including availability of books and desks, dropout rates, test scores and students
graduating grade seven (See Annexes E). In Madagascar, some stakeholders have found profile cards useful to identify needs and ask for resources from the Ministry of Education or development partners (2 MOE, 1 community member); however, literacy levels at the teacher and/or community level were identified as a challenge in some contexts to understanding and using the dashboards (2 MOE, 2 community members). Further simplification of the tools or refinement of features (e.g., larger font size to improve legibility) could make dashboards even more user-friendly.

- **Material translations:** In order to maximize end-user comprehension, materials including profile cards and user guides were translated into local languages. In Madagascar, the Ministry of Education organized translation of guidance materials from French into Malagasy, the local language, for users at various levels of the education system (e.g., Ministry officials generating school profiles and community members interpreting such information).

4. **What challenges were faced during the innovation process and what strategies were used to overcome barriers?**

Several challenges related to government capacity were observed over the course of the project, which contributed to development and implementation delays. Capacity-related challenges included:

- **Technical capacity:** In several countries in which Data Must Speak is active, at the time of project initiation, data systems were either paper-based or not integrated (3 UNICEF, 3 MOE). Data was often collected and stored in different databases that were not able to interact with one another, making data analysis, comparison and integration into tools difficult. For example, in Madagascar, data cleansing and merging of different databases including standardization of school identification codes took time, after which the Ministry of Education could implement various profiles using the integrated source (2 UNICEF, 2 partners, 2 MOE).

- **Human capacity:** While Data Must Speak is centred around capacity building within education systems, in most cases, with the right technical support and guidance, local stakeholders have the skills necessary to design and implement tools (3 UNICEF, 1 partner, 2 MOE). One UNICEF interviewee noted that government divisions might be reluctant to implement certain projects due to lack of human resources (in terms of both time and capabilities). Reasons for reluctance to implement projects that are more ambitious could result from small teams that already face resource and time constraints, or concerns over establishing new systems and tools for which the team will be responsible. To overcome these barriers, UNICEF worked closely with Ministries of Education from the beginning to ensure that tools were user-friendly and fully integrated into existing systems, for example, making sure that production of profile cards was automated.

The project faced several other challenges during the innovation process at the country level, including:

- **Rapid scale-up:** In order to quickly achieve national coverage of profile cards, and since a similar tool had previously failed to be integrated into existing systems, UNICEF and its partners implemented profile cards in Madagascar at scale, followed by cascading training. However, several interviewees expressed that a longer pilot period could have strengthened the project (1 UNICEF, 1 partner, 1 MOE, 1 community member). Although a longer pilot period could have helped to refine the design and dissemination of profile cards, user feedback and design iteration could still be achieved through learning activities planned for DMS Phase III.

- **Training time:** Several country-level stakeholders (3 MOE, 3 community) expressed that time allocated to training at various levels (e.g., Regional Education Authority, school district, school) in Madagascar was not sufficient. Another barrier to training was that locations were not accessible to some members due to length of commute. School directors in
particular expressed the need for additional training in indicator interpretation. Greater training time could improve accountability at all levels of the education systems, since a cascading training model was utilized; it is therefore important that ‘training of trainers’ be effective, as learnings are passed down the system.

- **Cultural practices:** While feedback from end-users of profile cards in Madagascar was generally positive, several interviewees and focus groups identified challenges related to the cultural context. To address difficulties identified in the school profile card results, community-level interventions and strategies were said to be needed, for example at the family-level (1 partner, 2 community members). Inclusion of C4D in Phase III may help address this challenge (see question 19).

- **Efficiency:** The issue of data quality created efficiency challenges for project implementation, as the data cleansing and database integration process in Madagascar took almost three years to complete. This delayed implementation of standardized tools (e.g., school profile cards), and led to loss of interest in the project for some local partners. While improvements to the education data system were critical and necessary prior to implementation of data tools, such delays to progress could impede project success.

5. How was scale considered through the process, starting with the initial design of this innovation?

Scalability and replicability were components of the Phase I proposal to the Global Fund for Education, and has therefore been an important consideration for the project since its inception. UNICEF and UNESCO-IIEP Pole de Dakar are utilizing the standards, knowledge and tools developed through the Data Must Speak project in their capacity building projects, and they will make the materials developed a public good available for use by other organizations interested in strengthening systems of accountability and community participation in education.

6. Was a proof of concept and business case developed for this innovation?

The knowledge generation component and use of a piloting approach used in Phase I of the DMS project (i.e., implementing DMS in five countries) will develop a proof of concept for Phase III, and future implementation of similar activities in DMS and non-DMS countries. Evidence generated of the association between community participation and education outcomes through the series of case studies prepared by UNICEF will complement the existing body of research concerning data feedback tools and community participation in education system management, further supporting the business case for interventions in this area. Phase III of the project will focus on quantifying the impacts of use of data and increased community participation on school and learning outcomes, which will contribute further to the business case (e.g., comparing cost of operationalized to impact delivered) as UNICEF and its partners expand the programme to other countries.

**Insights:** Although knowledge generation activities and evidence generated from project results will contribute to developing the business case for further project activities, the cost-effectiveness of the approach remains unknown. The cost-effectiveness of the approach could influence sustainability of the project, if Ministries of Education are to continue activities following completion of the UNICEF- and partner-funded portion of the project, as well as the model of scale-out to new countries (e.g., UNICEF- and partner-provided funding, capacity building and assistance to design and implement the project, compared to a more independent government-driven approach). This would be difficult to quantify as, in addition to UNICEF inputs, project activities have thus far involved government and implementing partner resources, which have varied depending on the stage of the project.
7. How does this innovation complement or build on existing knowledge and work conducted in the country and across programmes?

The Data Must Speak project team sees linkage to and building upon existing systems, processes and projects in each country as essential, in order to improve efficiency and reduce redundancy. In each country in which Data Must Speak activities are implemented, tools and mechanisms are designed to build upon and work within existing government systems and processes, improving the efficiency and effectiveness of project activities. In its donor update in October 2016, the project team referenced the importance of extensive consultation with partners to maximize buy-in and coordination. For example, the World Bank had previously developed a school profile card for implementation in Madagascar, which was not utilized following project completion; rather than ‘starting from scratch’, Data Must Speak activities built on previous experiences of the World Bank and engaged a number of local implementing partners to maximize the potential for effective coordination and success.

8. How have the local environment/market (including legal, regulatory and technological) considerations influenced the design of the innovation?

Considerations for the local environment have influenced Data Must Speak design in terms of selection of countries in Phase I (based on evidence of government demand and ownership potential, potential synergy with existing activities, routine collection of quality data and diversity of regions), and the design of tools suited to the local needs and capacity of the education system (see question 3). Local human and technology capacity challenges also influenced design and implementation of the innovation (see question 4).

9. What value does UNICEF bring to this innovation and what makes UNICEF suitable to scale it?

Based on interview and focus group responses, UNICEF provides value to the Data Must Speak project by coordinating donors and partners and providing technical assistance. This is in line with UNICEF’s objectives for the project.

- **Coordinating donors and partners**: UNICEF provides value to this innovation by playing a coordinating role among donors and implementing partners, with established presence on the ground and extensive experience working at various levels of the education system (2 UNICEF, 2 partners) that provide legitimacy and credibility to project activities. For example, in Madagascar, UNICEF coordinated a number of partners, each of whom were previously working on separate projects in the same field.

- **Technical assistance**: In addition to financial support, UNICEF brings valuable technical expertise to the project, which it provides to Ministries of Education (1 UNICEF, 3 MOE, 1 partner). Technical assistance has included harmonizing databases, modifying existing and developing new tools, automating processes and developing modules and facilitating trainings for various levels of the education system.

  **Insights**: UNICEF plays an important coordinating role on this project, and provides valuable technical expertise for the design and implementation of tools; however, project outputs have limited donor or partner branding, which is meant to contribute to the objective of government leadership and ownership (3 UNICEF, 1 partner). Increased government leadership and ownership over tools developed through the Data Must Speak project will increase chances of successful scale-up.

10. What principles or standards have been applied and how?

As of October 2018, UNICEF and its partners have applied the following principles throughout the innovation process for Data Must Speak, in each phase of the project.

- **Flexibility**: The project takes an ‘à la carte’ approach, understanding that tools and
formulas must be tailored to fit local needs and contexts. UNICEF collaborates with national stakeholders to develop tools and action plans

- **Sustainability**: Project activities focus on strengthening existing systems to improve the potential for scalability and sustainability of tools and mechanisms developed

- **Synergy**: Project activities link and build on existing systems and initiatives, while encouraging demand-driven government ownership

- **Learning-by-doing**: UNICEF collaborates with national stakeholders, including Ministries of Education, to develop tools and mechanisms that simultaneously strengthen individual and institutional capacities.

11. What are the steps taken or methods used to assess and mitigate risks to children, users, and markets?

Data Must Speak activities are implemented through government systems, and therefore follow government procedures and policies on data privacy and confidentiality specific to each country.

### 6.2 Organization dimension

12. What type of support was received from the leadership to enable the innovation process?

See response below (question 13).

13. What type of support and leadership facilitated the enabling environment for innovation?

The Global Chief of Education played a role in supporting the enabling environment for innovation through internal and external communication/advocacy for the Data Must Speak project. This included:

- **Within UNICEF**: Speaking about the project at leadership forums within UNICEF to increase the profile and generate interest. Internal communication has helped to develop internal collaborations, such as with the C4D team, which will be an important component for strengthening and scaling the project beyond the five original countries.

- **Externally**: Raising the profile of the project and use of data to improve accountability through external partnerships, such as with the GPE: For example, in 2018 GPE launched the Education Data Solutions Roundtable to discuss ways to improve availability and use of accurate education data with public sector, private sector and development partners. UNICEF participated, and the roundtable identified three critical areas to support developing countries, including better tools for education information management, better data communication and visualization tools and integration of data across different systems to produce holistic school-level information. The key learnings of the data roundtable are closely aligned with the objectives and activities of Data Must Speak. Such fora could provide entry points to new and/or continued support from partners across sectors.

14. Who makes decisions with respect to the design and implementation of the innovation?

The responsibilities listed below for each stakeholder group are representative of the Phase I governance and ownership model. Centralizing responsibilities at the UNICEF Headquarters level was appropriate for the pilot phase of the project; however, in Phase III UNICEF Regional Offices will take on greater responsibility. The governance model will increase regional capacity to scale-up project activities in Data Must Speak countries and scale-out activities to new countries.

---

• **UNICEF Headquarters:** The UNICEF Education Section is responsible for overall coordination of planning, implementation, and monitoring of the project (C4D will soon join.) In Phases I and II, UNICEF Headquarters provided support to Regional Offices, Country Offices, and Ministries of Education to develop tools and training manuals and support data system improvement. Headquarters also holds overall responsibility for donor relationships at the global level and knowledge production and dissemination.

• **Pole de Dakar:** UNICEF and Pole de Dakar have a long history of working together. Data Must Speak project preparation and implementation in African countries was jointly completed. Pole de Dakar played an important role through its local expertise and presence on the ground for missions in-country. The UNICEF Education Section provided technical support to the team and UNICEF country offices worked closely with Ministries of Education to develop and deploy materials.

• **UNICEF Regional Offices:** Provide support to country offices and Ministries of Education, develops tools and training modules, and contributes to knowledge production and dissemination at the regional level.

• **UNICEF Country Offices:** Play a central role with the Ministry of Education in determining Data Must Speak activities; work closely with the Ministry to support development of tools and training modules, data system improvement and training delivery at various levels of the education system; also support knowledge production and dissemination at the country level.

• **Ministries of Education:** Play a central role with the UNICEF country office in determining Data Must Speak activities; hold overall responsibility for the project at the country level, including development, implementation and use of tools and training modules; also participate in knowledge production and dissemination activities at the country level, through monitoring and reporting on experience and outcomes.

• **Development partners:** Support the project through participation in the Advisory Panel and contribute to project scale-up and mainstreaming into government processes (including provision of human and financial resources, and technical expertise).

15. What factors were considered when making decisions about governance and ownership of the innovation?

The decision to place ownership of the project with Ministries of Education led the project team to consider following the guiding principles of flexibility, sustainability, synergy and a learning-by-doing approach when designing tools to improve data utilization for education. See question 14 for a description of changes to the governance model at the global level made to facilitate scale-out.

16. How has the governance and ownership model influenced the innovation process?

The governance model, through which country governments own the project, has facilitated collaboration between internal and external stakeholder groups throughout the innovation process. The diversity of actors engaged in the Data Must Speak project has aligned different organizations on data tool development and use, whereas previously there was overlap and redundancy between organizations’ projects in several countries. Application of the four guiding principles of the project (country ownership, an ‘a la carte’ approach, sustainability and learning by doing) also strengthens the overall sustainability and ownership of project activities by Ministries of Education in each Data Must Speak country. In line with the guiding principles, the following steps are typically followed at the country level:

• Establish a **Technical Team** and **Advisory Panel** of local stakeholders (e.g., managers, inspectorates, quality assurance agencies, development partners, local NGOs, school directors, PTAs) to consult throughout the project: this embeds the project within government structures,
encouraging long-term ownership of the innovation at the country level.

- Design tools suited to the capacity levels of producers and users: this will ensure continued use, with limited external support required, by Ministries of Education following project completion.

- Support institutional processes and technical support to design tools: this strategy, complemented by the ‘learning-by-doing’ approach, will contribute to Ministry of Education capacity to use and update tools following project completion.

- Encourage evidence-based advocacy and Ministry of Education involvement to sustain political will for and mainstreaming of education sector policies.

**Insights:** The governance model in Madagascar, through which UNICEF works closely with the Ministry of Education to provide design and implementation support, has resulted in the development of government-owned profile cards for use at various levels of the education system. The Director of the Education Planning Directorate (DPE) leads the project, and the school district (CISCO) and regional education authority (DREN) work closely together, with the DREN validating the information presented in the profile cards before they are printed (1 UNICEF, 1 MOE, 1 community member). As project owner, the Education Planning Directorate also ensures that implementing partners (including UNICEF) use the same training manuals and that project activities are spread across regions (1 MOE).

17. To what extent was sustainability considered in the plan for this innovation?

UNICEF considered sustainability and cost-effectiveness during project planning. The project provides Ministries of Education with technical assistance, focusing on designing and implementing low-cost systems and tools, with greater potential to continue to function without external support following project completion. UNICEF and its partners design tools to be easily updateable and generated through automated data processes. Project activities build on existing national data and monitoring systems of each country, which limits resource requirements for implementing partners and facilitates mainstreaming of new tools into systems and use for education sector policies.

18. When will this innovation become mainstream and no longer considered an innovation? What steps has UNICEF taken to move toward that point?

Specific outputs (e.g., school dashboard, equity index) developed as part of the Data Must Speak project are not intended to be applied across different countries, as development and use of these outputs is highly dependent on country government and education system context and preferences. The Data Must Speak project’s innovation lies in its approaches and principles, which are used to strengthen education systems by developing tools and mechanisms to improve the accessibility, clarity and transparency of data, as well as improve accountability at various levels of the education system. However, there may be opportunities to apply and/or expand the use of existing Data Must Speak tools to various levels of the education system in the country for which they were developed (e.g., creating profile cards at the secondary school level in Madagascar). The approaches and principles of Data Must Speak facilitate the use of data to improve accountability and will continue to be applied across programme countries as the project scales-out. Opportunities may exist to apply and mainstream the approach and principles of the project across other sectors (e.g., health) in which accessible, clear and transparent data and improved accountability could strengthen systems, across UNICEF and externally. This would require engagement of other sections within UNICEF, following a similar approach (e.g., database integration, design of data feedback tools, equity-based formulae and trainings) and the four guiding principles.

19. How, if at all, has the innovation team worked across UNICEF offices and divisions to leverage internal and external knowledge/expertise and/or share learnings?
The project team worked across offices and divisions within UNICEF and contributed to the design and implementation of projects appropriate for local contexts.

- **UNICEF Headquarters:** Project team members from the Education Section were responsible for driving the project. In addition to core project teams, a communication and advocacy specialist from the Education Section provided temporary support with the development of project communication materials. Those materials served to enhance visual storytelling in order to demonstrate the value of Data Must Speak internally and externally. While projects are typically owned at the Regional Office or Country Office level, since Data Must Speak Phase I was set up as a learning project, ownership at Headquarters in close collaboration with on-the-ground teams was appropriate.

- **Regional Office teams:** Provided technical assistance during Phases I and II of the project, and will accept increased management responsibilities for Data Must Speak Phase III.

- **Country Office teams:** Worked with government and provided technical assistance and capacity building support while ensuring that Ministries of Education felt a sense of ownership over the project.

- **The United States Fund for UNICEF:** Requested funding and submitted the proposal to the Hewlett Foundation for Data Must Speak Phase II on behalf of the Education Section.

**UNICEF C4D:** UNICEF C4D will contribute to and become part of the project team in Data Must Speak Phase III. Project team members from C4D will bring an important crosscutting programme lens to the project and play a strategic role during the planning phases through input on proposal development. The Education Section reached out to C4D to collaborate on Phase II, following the addition of community engagement and accountability through C4D as a focus of humanitarian action in the UNICEF Strategic Plan 2018-2021. Inclusion of C4D in the project will bring new opportunities for multi-sectoral engagement and new strategies for community-level accountability and engagement to improve demand for access and quality education. The addition of social accountability and community empowerment to the core planning and implementation processes of Data Must Speak will strengthen the project, and could also provide opportunities for cross-sector linkages (e.g., health sector) to improve the use of data in other sectors.

**Insights:** The Data Must Speak project has worked across several divisions and offices within UNICEF; however, resources from the Global Innovation Centre (GIC) have not been utilized for this project. The GIC serves to deploy and scale innovations, expanding application by UNICEF. Data Must Speak activities are well aligned with the GIC, and its resources and technical expertise could complement those of the Education Section and other groups involved.

### 6.3 Resources and capabilities dimension

#### 20. How is the innovation funded?

The following resources have been invested over the course of the project:

- **Data Must Speak implementation:**
  - **Global Fund for Education (GPE):** US$878,069 committed in 2014
  - **UNICEF:** Education Thematic Fund and regular resources (e.g., staff salaries for programme management) annual contribution of US$112,155 from 2014 to 2015, and US$325,644 from 2016 to 2018
  - **The William and Flora Hewlett Foundation:** US$750,000 committed in 2016.

---

- **DMS formative evaluation:**
  - The William and Flora Hewlett Foundation: US$150,000 committed in 2017

21. **How much time and how many resources were invested at different points in the innovation process?**

See response above (question 20).

22. **What ongoing resources (human, physical, and financial) are required from UNICEF to manage this innovation?**

As of October 2018, in addition to three part-time staff at Headquarters and one part-time staff member in each of the Regional Offices involved, the following individuals were recruited to support project implementation:
- UNICEF Headquarters: 2 part-time consultants.

In addition to the resource requirements summarized in Table 3, Data Must Speak Phase II was expected to require US$190,000 per year for consultant and professional service fees, US$125,000 per year for project travel, and US$100,000 in year 2 to cover the costs of conferences and meetings.

### Table 3. Resources required to manage DMS Phase II

<table>
<thead>
<tr>
<th>Year</th>
<th>Resource requirement (US$)</th>
<th>Human resources covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>284,652</td>
<td>Senior Education Advisor</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Education Economist</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Education M&amp;E Specialist</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Innovation Specialist</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Administration Assistant</td>
</tr>
<tr>
<td></td>
<td></td>
<td>All centrally managed service costs.</td>
</tr>
<tr>
<td>2017</td>
<td>295,305</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>298,055</td>
<td></td>
</tr>
<tr>
<td>2019</td>
<td>300,833</td>
<td></td>
</tr>
</tbody>
</table>

The financial requirements to fund the staff necessary for UNICEF to manage DMS (Table 3) are low due to UNICEF staff responsibilities being split among a variety of projects and not fully committed to the DMS project.

23. **How, if at all, have partners external to UNICEF contributed to the innovation process?**

- **Global Education Fund (GPE):** Provided initial funding for Data Must Speak in 2014 and played a role in knowledge dissemination and information sharing by hosting webinars and through blog posts. There are also linkages between Data Must Speak activities and GPE-funded programmes in select countries.
- **Hewlett Foundation (HF):** Provided a grant to fund DMS Phase II and delivered feedback through the proposal submitted to the Foundation and informal consultation with UNICEF. The grant is funded under the Transparency, Participation and Accountability programme, the objective of which is to provide information to citizens on performance of public services and channels for feedback. The Foundation influenced the design of Phase II through requests for greater emphasis on the transparency and social accountability field and knowledge sharing outside of UNICEF (1 UNICEF, 1 partner).
- **UNESCO IIEP-Pole de Dakar:** Jointly supported project design and implementation in African countries (including Togo and Zambia) with UNICEF in Phase I. As of November 2018, no longer directly involved in the project, but has a project focused on monitoring education quality with which Data Must Speak engages in common countries (e.g., Madagascar and Togo).

24. **How are partnerships designed to provide value to partners?**

Data Must Speak has been designed to provide value to education-focused donors and implementing partners in a number of ways, including:

- **Global Education Fund (GPE) Strategic Goals:** Data Must Speak contributes to the Global Education Fund’s strategy in a number of ways. The project objective to strengthen national systems to improve
equity and value-for-money in basic education service delivery contributes to Strategic Goal IV, Building for the Future. Project activities also contribute to Goals I (Access for All) and III (Reaching Every Child) through the equity aspects of the project. UNICEF provides value to the donor through the inclusion of fragile states, disaggregating indicators by gender and promoting teacher effectiveness through greater accountability, which aligns with its Strategic Objectives.

- **Hewlett Foundation Education Strategy:** Data Must Speak aligns with the Hewlett Foundation grant-making strategy, the objective of which is to improve the quality of service delivery through transparency, accountability and participation (1 UNICEF, 1 partner). The project also aligns with the Hewlett Foundation Education Strategy Theory of Change, which describes the use of data to promote policy change (including equitable resource allocation), support school improvement plans using comparative indicators and generate knowledge on the link between community participation and learning outcomes.

25. What methods, approaches or tools are used throughout the innovation process?

- **Introductory and discussion workshop:** UNICEF and Pole de Dakar (when appropriate) facilitate a workshop at the initiation of the project in a new country, bringing together a variety of stakeholders from different levels of the education system to discuss data needs and gaps and ideal project outcomes and identify possible solutions from the ‘a la carte’ menu of options. Discussions among a wide variety of stakeholders have yielded interesting ideas and opinions on identification of issues and solutions (1 UNICEF, 1 partner, 1 MOE). This is an important step in the innovation process, both to begin project planning and to foster government and partner buy-in at the country level.

- **‘A la carte’ approach:** Following identification of needs and priorities for data utilization within the education sector, UNICEF presents a menu of tools/activities that could be integrated into existing education sector plans and/or processes. The tools and mechanisms presented to Ministries of Education include indices to improve equity and tools to facilitate distribution of data, which can be tailored to meet local needs and contexts. Working with education sector stakeholders to identify the best tools/methods which meet their needs and build on existing instruments has encouraged government support and ownership of project activities (2 UNICEF, 1 partner, 2 MOE, 1 community member), and could contribute to the sustainable utilization of tools implemented through the project.

- **Baseline analysis:** A baseline analysis is conducted to identify challenges regarding quality issues and to identify existing tools and processes and their use within the education system.

- **Tailor tools and mechanisms:** Building on existing tools and processes in country, UNICEF provides technical assistance to Ministries of Education to tailor options from the ‘a la carte’ options provided through the project. This is a collaborative process, considering available and needed data points and sources (and database integration if necessary), how information should be organized for use at local, regional and national levels, literacy rates (and other user needs as applicable) among stakeholders at various levels of the education system and government capacity to use tools following project completion.

6.4 Incentives and outcomes

26. What incentives are encouraging/driving and discouraging/detering adoption of the innovation by users?

Based on feedback from interviewees (3 UNICEF, 1 partner), one of the main advantages of the Data Must Speak project was technical support to develop tools to enable resource allocation that improves equity within education systems. This may be achieved at the country level through data/information feedback, or through indexes and/or grant formulas that directly influence resource allocation. At both levels, the fact
that data is returned and/or used for decision-making and improved accountability is expected to increase the quality and completeness of information received through data collection systems.

**Insights:** Securing incentives (e.g., grants, teacher subsidies) and/or budget allocations for Data Must Speak activities has been a challenge over the course of the project. For example, in the Philippines, UNICEF supported development of a Teacher Hardship Index to promote efficient and equitable use of resources; however, prior to implementation the index required support and budget allocations from the Department of Budget and Management (DBM). According to an interviewee from the Philippines, changes to the existing policy determining special hardship allowances were somewhat complicated due to the need to generate internal support for the new index, and to explain to teachers and schools how the reform would impact their allowances (e.g., some teachers would receive less under the new model). As of September 2018, following significant effort and coordination from the Department of Education with technical assistance from UNICEF, the DBM approved the Teacher Hardship Index in the 2019 budget.

27. How were metrics designed and used to inform the development and scaling of the innovation?

Data Must Speak Phase I outcome 3 and output 4, and Phase II outcome 3 (see Annex C, Indicators) were designed to consolidate experiences and lessons learned during the project in order to better understand how to strengthen accountability and improve education and learning service delivery. Those indicators were designed to contribute to knowledge of the association between data, accountability and education outcomes, and positive results could provide ‘proof of concept’ for scaling of the innovation.

28. At what point were metrics considered? How was impact measured before scaling (or how is it intended to be measured)?

The Data Must Speak project team developed the Theory of Change prior to project start, which based on the World Bank framework on long and short routes of accountability (which hypothesises that providing citizens with information and mechanisms for accountability can improve service delivery quality),\(^{26}\) as well as experience with similar projects in other contexts. Indicators defined for Phase I and II are included in Annex C. The Data Must Speak Evaluation and Knowledge Generation Plan was developed in 2017,\(^{27}\) following the inclusion of improved global knowledge of the enabling drivers for development and sustained use of feedback/monitoring systems and tools in the expected results of the original proposal to the Global Education Fund.\(^{28}\) The plan includes several components:

- **Formative evaluation** (external) of Data Must Speak to understand how the project was implemented, results achieved, and the drivers for improved governance, management and social accountability in education
- **Impact evaluation** of community involvement in school-based management in Zambia (began in 2018)
- **Analysis** of changes to coverage and quality of data collected by national EMIS in Data Must Speak countries
- **Analysis** of the link between community engagement in school management and school performance in project and non-project countries; and
- **Analysis** of associations between parental participation and student learning outcomes in project and non-project countries.


Results measurement planning for Phase II included assessment of:

- Whether tools are being used
- Relevance and use of tools through questionnaires
- Whether changes in behaviour can be measured (e.g., student and/or teacher attendance); and
- Impact of community participation on attendance and learning outcomes (potentially using MICS data).

29. How has data generated through the innovation process created value for UNICEF partners?

Data and knowledge generation throughout the innovation process for Data Must Speak has created value for UNICEF partners in the following ways:

- **Knowledge generation:** Data Must Speak implementing partners, including the World Bank, JICA, USAID and UNESCO, have expressed interest in better understanding the impacts of parental and community involvement in school management. The project will generate knowledge related to leveraging EMIS databases to explore the link between involvement and education outcomes, and methods through which Ministries of Education can improve data quality (e.g., secondary analysis and flagging of data issues).

- **Global Fund for Education (GPE) results agreement:** GPE and UNICEF developed a results agreement on systems improvement for school profiles under the Global and Regional Activities (GRA) programme, which aims to enable better accountability and management capacity to deliver, support and assess quality education. Indicators monitored included the number of quality assurance systems in place, linked to information systems, and regularly used; and reduced pupil-teacher ratio inequality across schools.


The Knowledge Generation Plan describes the approach to evaluate and generate knowledge on parental and community engagement in school management and the link to education outcomes. While some components of the strategy relate to research in non-Data Must Speak countries (i.e., case studies), the outputs of the plan will provide evidence of the potential impacts of the project and other similar accountability-centred initiatives. The plan also serves as a resource for donors and implementing partners interested in Data Must Speak activities. In addition to planned evaluation activities, the knowledge sharing strategy includes:

- **Sharing evaluation results:** The ongoing formative evaluation includes a knowledge dissemination plan, which aims to share results within the network of Data Must Speak countries, UNICEF’s network of development partners, UNICEF Education Section and other organizations and UNICEF sections working in the areas of transparency, citizen participation and social accountability. Methods of sharing may include the evaluation report, briefs, webinars and internal and external (e.g., at education conferences) presentations.

- **South-South learning:** The Data Must Speak project emphasizes the importance of South-South learning, a process through which governments, organizations and individuals in the Global South exchange...
expertise and/or resources to drive identification and development of solutions. UNICEF and its partners have hosted multi-country webinars and plan to hold an international workshop to share Data Must Speak country experiences related to technical (e.g., methodologies, tools, indicators) and institutional (e.g., best practices, systems) aspects of the project and to discuss key recommendations. Materials (e.g., tools and approaches) have been shared between countries to influence and/or improve project design and implementation. However, South-South learning could be strengthened through more regular touch points, greater interactivity to engage attendees during sessions and occasional in-person meetings (2 UNICEF, 1 partner, 1 MOE)

- **External communications**: Data Must Speak content and progress was presented at a UNESCO-IIEP workshop hosted in Abidjan (with several government representatives present) related to Pole de Dakar’s quality education monitoring project (in which UNICEF anticipates Data Must Speak will play a role), and to the Ministry of Education of Tanzania Mainland and Zanzibar (in addition to potential implementing partners)

- **Case studies**: Analysis of the link between community participation and school performance in Burkina Faso and Ethiopia was completed. As of March 2018, case study development was in progress or expected to begin for Cambodia, Cote d’Ivoire, Niger and Togo. UNICEF publishes case studies and shares materials with partners.

**Insights**: Sharing of Data Must Speak learnings related to design and use of tools to improve accountability within the education system also have helped country governments to design their own projects. The Data Must Speak project with the Philippines Department of Education focused on development and implementation of a Teacher Hardship Index, which will support equitable distribution of hardship allowances; however, as of September 2018, the Ministry of Education also was considering best practices (shared through Data Must Speak) for profile cards and standards for comparing school performance. That effort will be led by the Ministry of Education, and stakeholders are considering how to improve other avenues of data use to strengthen accountability, outside of the Data Must Speak project.

31. **What does the ideal future state of this innovation ‘at scale’ look like?**

As of September 2018, it was unknown what the project will look like at scale; however, it is expected that the project will be transitioned from the Phase I and II model, in which responsibilities were more centralized, to a decentralized model strengthening scale-out and sustainability of the project.

- **Centralized responsibility**: The Education Section team worked with country offices and governments to implement the project in new countries through a centralized model. This option would have required continued input from UNICEF Headquarters and would have taken greater time to reach ‘scale’

- **Decentralized responsibility**: Data Must Speak 3.0 aims to place increased responsibility for project implementation at the level of the Eastern and Southern Africa and West and Central Africa Regional Offices. At the global level, the C4D and Education Section would be responsible for global implementation and knowledge generation and sharing, while supporting a dedicated staff member in each Regional Office to monitor and assist in-country implementation of Data Must Speak. This approach would require development of regional technical expertise of UNICEF practitioners to provide support to country offices. Decentralization of the Data Must Speak project would follow a more typical structure and process for projects within UNICEF. This model would also provide

---

greater opportunities to scale-out project activities, through capacity development of several dedicated staff at the Regional Office level, able to focus more intensively on regional implementation.

In addition to scale-out of the innovation globally, implementing partners must also consider what scale will look like within individual Data Must Speak countries. At the country level, interviewees in Madagascar (1 UNICEF, 1 MOE) stated that the project would be a success when data tools are used to inform decision-making at the community, central and regional government levels.

32. How has this innovation considered and demonstrated development outcome/impact objectives? To what extent does the innovation contribute (or have the potential to contribute) to equitable results for children?

At the global level, Data Must Speak objectives are clearly defined and progress has been measured toward targets over the course of the project. As of December 31, 2017, the Data Must Speak project had made progress toward several indicators and targets of its logframe, which includes the outcome level indicators, enhanced governance/management, enhanced social accountability, and improved global knowledge. Data Must Speak has the potential to improve access, quality and equity within education systems. The impacts of the project on school and learning outcomes will be examined during Phase III.

Insights: Progress toward intermediate outcomes includes:

- Integrated EMIS and learning outcome data in Madagascar, Togo, and Zambia
- District/school/community (simplified) profile cards were developed and annual production automated in Madagascar, Togo and Zambia
- Grant allocation formulae have been developed and revised with an equity perspective in Nepal and Togo
- School-based management training modules have been developed and implemented at the community level in Madagascar and Togo; and
- During webinars in May and June 2017, participating countries shared tools and lessons learned.

7. CONCLUSIONS AND CONSIDERATIONS

The Data Must Speak project provides technical assistance to governments to design and implement tools and mechanisms to improve data accessibility, clarity and transparency and accountability, based on the unique needs identified by country stakeholders. UNICEF and its project partners apply four guiding principles (country ownership, an ‘a la carte’ approach, learning by doing and sustainability) to project activities. Guided by those principles, Data Must Speak has taken a demand-driven and user-centred approach, in order to develop tools and mechanisms that are well suited for continued use in programme countries by various user-groups. The simple tools designed through Data Must Speak offer low-cost solutions building on existing national data systems, which means that tools and mechanisms are implemented at-scale, and could continue to function without UNICEF or other external support following project or funding completion.

The UNICEF Education Section developed the Data Must Speak project in response to the identified need to strengthen accountability and community participation in education through the establishment and sustained use of information feedback and monitoring systems and tools. Previous research and project experience identified that data collection processes can present a burden on time and resources within the education system, and challenges related to cycles of low data utilization and quality. However, when education data is coupled with strategies to engage community members in accountability and governance, parent and community involvement in education is associated with
improved academic performance, school attendance, reduced dropout rates and general school improvement. This formed part of the basis for a proposal submitted to the Global Education Fund, through which UNICEF and its partner UNESCO-IIEP Pole de Dakar intended to facilitate the design and implementation of systems and tools to return data to various levels of the education system and improve data use and quality. Further funding was later secured from the Hewlett Foundation and UNICEF Education Thematic Fund. Data Must Speak activities were initiated in five countries during Phase I, following a consultative process to define priorities in each country, contributing to fit-for-purpose design. As of August 2018, Data Must Speak activities to improve the use of data for evidence-based decision-making and accountability have expanded to eight countries globally.

While Data Must Speak has successfully supported the development of tools to improve equity in education systems, such as information feedback mechanisms and grant formulas, interviewees identified several challenges. For example, improvements to data quality and database integration, which were a necessary foundational step for the project, have delayed other project activities. As interest in the project continues to grow following positive results in Phases I and II, the governance and organizational model within UNICEF will need to evolve to meet demand. UNICEF plans to shift from the centralized governance model utilized in Phases I and II to a more decentralized model in Phase III to accelerate scale-out, improve resource efficiency and leverage regional expertise.

Increased management responsibilities will be held at the Eastern and Southern Africa Regional Office and West and Central Africa Regional Office level. In addition to shifting management responsibilities to the Regional Office level, UNICEF could also consider collaborating with the GIC, as Data Must Speak is closely aligned with the Centre’s objectives and Innovation Principles. The inclusion of Data Must Speak in GIC’s portfolio could provide greater recognition of the project within UNICEF, and facilitate application of the model across other sectors in which UNICEF works, such as health and social and economic policy.

As the project moves forward, UNICEF and its partners could also consider strategies to continue to improve community empowerment and social accountability. The inclusion of C4D on the project team for Data Must Speak Phase III will provide opportunities to integrate new strategies for community-level accountability and engagement, which could help to address challenges related to the use of data at the community level. For example, feedback from several end-users of profile cards in Madagascar indicated the need for community-level interventions and strategies to address priority areas for action. They also indicated that literacy levels continue to be a challenge for some teachers and community members (despite significant efforts to simplify and visually communicate data); and that the insufficient time allocated to training affected school principals’ ability to fully adopt school profiles. Collaboration with C4D and integration of various C4D strategies during Phase III may help to alleviate such issues. In conclusion, while the project has experienced minor challenges, Data Must Speak is well aligned with UNICEF’s Innovation Principles, and demonstrates opportunity to improve the use of existing data at all levels of the education system as it continues to scale-out across countries.
## Table 4. Practical considerations for Data Must Speak

| Complete a cost-effectiveness study to examine the value of partners | Completion of a cost-effectiveness study of Data Must Speak could improve understanding of the contributions and impacts of collaboration with Ministries of Education and development partners in country. In Madagascar and several other Data Must Speak countries from Phase I, interviewees expressed that development partners contributed significantly to successful implementation of tools and mechanisms, in particular for scaling up training of schools on the use of tools developed with the support of Data Must Speak. As Ministries of Education are expected to continue to update and use tools following completion of UNICEF’s direct involvement in the project, and future project activities will involve implementation and scaling in new countries, it is important that UNICEF and its partners understand the true costs (initial and ongoing) of the project. |
| Improve efficiency of data capture and storage systems | UNICEF could improve the efficiency of the Data Must Speak project by considering solutions to data capture and storage that could be applied in various country contexts. Improvements to data quality and database integration have been a challenge for the project, creating delays in several countries to the implementation of tools and mechanisms for accessibility, clarity and transparency of data and accountability within education systems. To improve project efficiency, the Data Must Speak team could consider leveraging Regional Office- or country office-based Technology for Development (T4D) Officers to identify and provide guidance on potential technology-enabled solutions in-country. Efficiency could also be gained through continued partnership with the Global Education Fund-led Education Data Roundtable, which is a public-private roundtable that identifies data challenges and potential solutions in the education sector. The objectives of the roundtable include improving data communication and visualization tools, integrating data across systems for more complete school-level information and improving tools for education information management. |
| Strengthen South-South learning | In the next phase of the Data Must Speak project, UNICEF should strengthen South-South learning to provide greater, more meaningful and engaging opportunities for Data Must Speak and non-Data Must Speak countries to share successes, challenges and learnings. UNICEF could facilitate meaningful interactions through an annual in-person conference, or through interactive webinars, moving away from presentation-style meetings and encouraging greater sharing between countries. UNICEF could create a web-based portal for Ministries of Education and development partners, to which country materials (e.g., school profile examples, training modules, equity-based formulae, and case studies) could be uploaded to further encourage sharing between countries and regions. |
| Consider strategies for community empowerment and social accountability | To identify and address community-level barriers to demand for access to and quality of education, UNICEF should integrate strategies for community empowerment and social accountability into Data Must Speak activities and/or the menu of options provided to Ministries of Education. Inclusion of C4D on the project team will provide new opportunities to leverage technical expertise for project planning. |
| Consider a longer pilot period in DMS countries | When initiating activities in new countries, UNICEF and its partners should consider advocating for a smaller field trial and/or longer pilot period. Since the project in Madagascar was building on existing school profile cards, updated tools were quickly scaled nationally; however, several interviewees expressed that a longer pilot period could have helped to refine the design and dissemination methods of the tools, thereby strengthening their usability. Support to Ministries of Education and/or implementing partners for monitoring and evaluation of the project post-implementation could also strengthen the pilot period (and beyond), providing opportunities for iteration of project design based on identified challenges. |
**Encourage longer training times**

UNICEF and its partners should work with Ministries of Education to develop training modules that meet the needs of users. In Madagascar, several interviewees noted that trainings were not long enough. To enhance the effectiveness of the cascading training-of-trainers, longer or more efficient trainings should be provided, and/or follow up conducted, to ensure that learnings are being appropriately passed down.

---

### Table 5. Innovation at UNICEF

| **Create linkages with the Global Innovation Centre** | Projects such as Data Must Speak could benefit from collaboration with the Global Innovation Centre (GIC), particularly in the scale-out phase, complementing already diverse project teams. The GIC has not yet been actively engaged in the project; however, the innovation is aligned with the Centre's vision to identify field-tested innovations and support scale-out across multiple countries or regions, while fostering South-South collaboration. The project aligns closely with UNICEF’s Innovation Principles. Inclusion of the Data Must Speak project in the GIC portfolio could provide greater recognition of the project as an innovation, facilitate scale-out, and complement C4D and Education Section expertise. |
| **Take a coordinating position among local stakeholders** | UNICEF can add value in the countries in which it implements innovation projects by accepting a coordinating role among donors and implementing partners. In Madagascar, development partners were working on a variety of similar projects on the ground prior to the Data Must Speak project, but the Project Team and Country Office were able to align activities to improve efficiency at the Ministry of Education level and reduce redundancy among partner activities. The Advisory Panel provided an opportunity to engage local education stakeholders from across the system (including local non-governmental organizations) throughout the project, and alignment among development partners helped to scale the project at the national level and leverage additional resources and diverse technical expertise. |
| **Adapt governance models to meet varying needs along the innovation process** | A centralized governance model, through which UNICEF Headquarters holds responsibility for project implementation and knowledge generation and sharing (among other activities) can facilitate development of projects’ proof of concept. However, once the validity of the innovation has been demonstrated, the shift to a decentralized governance model can help to accelerate scale-out, improve resource efficiency and more deeply leverage local and regional expertise. The Data Must Speak project team plans to shift to a more decentralized model in Phase 3.0, with Regional Offices having increased coordination responsibilities, in order to accelerate scale-up of activities such as trainings and scale-out of the project across African countries. The shift in the governance model will adapt to the changing landscape of the project, which first had to demonstrate outcomes in five pilot countries, and now will place greater emphasis on knowledge generation and scale-up of activities, including training. |
| **Develop demand-driven solutions that meet local needs** | Innovation projects should be demand-driven in each country in which they are active, responding to needs identified by and/or developed in collaboration with local stakeholders. The Data Must Speak project tailored tools and activities to meet local needs, and identified challenges and potential solutions through the Advisory Panel established at the beginning of the project. This model facilitated greater ownership by Ministries of Education since the Ministries themselves selected which tools and systems they wished to pursue and which should continue as the project expands. |
Case study objectives

The United Nations International Children’s Fund (UNICEF) perceives innovation as a strategy to tackle complex challenges faced by children around the world. For this reason, UNICEF identifies, tests, and uses innovations to accelerate results that reduce inequities for children. UNICEF engaged Deloitte to conduct case studies to examine innovation across the spectrum of innovation types, country contexts, and internal (UNICEF) and external (partner, supplier) actors. Cases are descriptive and explanatory, identifying how the innovation process has played out in single instances and surfacing key issues, lessons, challenges, and successes. During scoping and development of the Terms of Reference for this evaluation, the UNICEF Evaluation Office (EO) selected cases through a multi-step approach. The EO considered diversity of cases as a factor for selection; however, the sample selected is not fully representative of innovation at UNICEF. The primary focus of this case is to understand the process of innovation for Data Must Speak (DMS), including challenges and lessons learned.

Evaluation framework

Evaluation questions were structured around a modified version of the Deloitte Doblin Framework for Innovation. Within this framework, the approach to innovation must be enabled through four thematic dimensions, including: approach, organization, resources and capabilities, and metrics and incentives. The four dimensions highlight the elements necessary to enable successful innovation.

Data collection approach

Deloitte employed a mixed methods approach to build a complete picture of the innovation process and identify findings related to the four thematic dimensions of the evaluation framework. The evaluation team collected qualitative and quantitative data through desktop review and case study informant interviews.

| Desktop review | • Primary and secondary sources. Conducted review of proposals, reports, terms of reference, country and communications materials, the evaluation and knowledge plan, and research products.  
| Stakeholder engagement | • Interviews. Conducted semi-structured interviews and focus groups, guided by interview protocols, with DMS project team members, implementing partners, Ministries of Education and community members.  
| | • Observations. Field mission to Madagascar to meet with key UNICEF, government, partner and community stakeholders in Antananarivo and Fort Dauphin. |

Description of field visit activities

Two evaluation team members conducted a field mission to Madagascar 6-10 August 2018. The evaluation team prepared guidance on the types of stakeholders to be engaged during field visits.
UNICEF’s EO, along with relevant COs and other units, aided in the selection of specific stakeholders, as well as logistics for field visits.

Key activities conducted in Madagascar include:

- **Visit to Tôlanaro in the Anosy Region.** Team members accompanied the CO Education Specialist to several schools in the area (rural, peri-urban and urban) to observe the use of dashboards, and to conduct interviews and focus groups at the local school management committee (community), school, pedagogical administrative zone, and district levels.
- **Visit to the UNICEF Madagascar CO and the MOE.** Interviews were conducted with CO, MOE, and development partner stakeholders at the UNICEF and MOE offices.

Limitations of this case study

- **The case does not systematically assess the impacts or outcomes of innovation.** This case has captured perspectives on potential outcomes and impacts of innovations, when appropriate. However, given the early stage of development, limited scope of engagement and rapid approach to conducting the cases, the evaluation does not make objective conclusions on outcomes or impacts related to DMS.
- **A single case is not representative of the total population of innovations at UNICEF.** The sampling methodology for selection of cases (i.e., number, type, and field visit locations) was not randomized and, due to the highly qualitative and contextual nature of case studies, findings from this case are not generalizable to innovation at UNICEF. As such, cross-case analysis performed by UNICEF should be conducted with consideration of this limitation.
- **Due to the nature of innovation, it is expected that some innovations will continue to evolve during case study execution.** This case presents a reconstruction of the innovation process up to September 2018. Future activities and priorities shared by stakeholders will be captured but cases will not seek to make forward-looking statements or conclusions.
- **Field visits were intended to reflect the innovation project, rather than UNICEF.** As such, these case studies do not make inferences on UNICEF’s overall performance in innovation or on the impact of its innovation function.
- **Potential for bias in documentation received from UNICEF.** The majority of documentation received was developed and used by innovators and could be positively biased. Where possible, external sources were reviewed to validate the findings from document review.
- **Potential for bias from case study informants.** Due to the limited nature of this case study, perceptions of stakeholders who were not involved in the DMS project were not engaged. As a result, perspectives of individuals with a stake in framing the innovation process positively are primarily presented.
Various stakeholder groups internal and external to UNICEF have been involved in the DMS at various points along the innovation pathway.

### Table 6. Key organizations, role in DMS, and status of engagement over the course of the evaluation

<table>
<thead>
<tr>
<th>ORGANIZATION</th>
<th>ROLE IN DMS PROGRAM</th>
<th>ENGAGED?</th>
</tr>
</thead>
<tbody>
<tr>
<td>EPP Manambaro, Sonierana, Centre II</td>
<td>School level end users (principals and community leaders) in Madagascar.</td>
<td>Yes</td>
</tr>
<tr>
<td>European Cooperation</td>
<td>Financial and Technical Assistance Partner – Madagascar.</td>
<td>Yes</td>
</tr>
<tr>
<td>French Development Agency (AFD)</td>
<td>Financial and Technical Assistance Partner – Madagascar.</td>
<td>Yes</td>
</tr>
<tr>
<td>GPE</td>
<td>GPE was the primary donor for DMS Phase I. The organization committed to provide US$878,069 from the GPE Fund, with a funding period of April 2014 to March 2017.</td>
<td>Yes</td>
</tr>
<tr>
<td>HF</td>
<td>The HF provided a grant that will fund DMS Phase II and a formative evaluation. HF influenced the design of Phase II through requests for greater emphasis on the transparency and social accountability field, and knowledge sharing outside of UNICEF.</td>
<td>Yes</td>
</tr>
<tr>
<td>Madagascar – CISCO</td>
<td>Management and delivery of DMS program in Madagascar.</td>
<td>Yes</td>
</tr>
<tr>
<td>Madagascar – DPE</td>
<td>Implementation of DMS program in Madagascar.</td>
<td>Yes</td>
</tr>
<tr>
<td>Madagascar – DREN</td>
<td>Management and delivery of DMS program in Madagascar.</td>
<td>Yes</td>
</tr>
<tr>
<td>MOEs</td>
<td>Hold overall responsibility for the project at the country level, including development, implementation and use of tools and training modules. MOEs also participate in knowledge production and dissemination activities at the country level, through monitoring and reporting on experience and outcomes.</td>
<td>Yes</td>
</tr>
<tr>
<td>UNESCO-IIEP Pole de Dakar</td>
<td>Responsible for supporting implementation of education activities in DMS countries in Africa. Pole de Dakar works closely with local implementing partners, and overall ownership for the tools and systems developed lies with MOE (or equivalent).</td>
<td>Yes</td>
</tr>
<tr>
<td>UNICEF COs</td>
<td>Work closely with MOEs to support development of tools and training modules, data system improvement, and training delivery at various levels of the education system. COs also support knowledge production and dissemination at the country level.</td>
<td>Yes</td>
</tr>
<tr>
<td>UNICEF HQ</td>
<td>The UNICEF Education Section (and soon C4D) is responsible for overall coordination of planning, implementation, and monitoring of the project. UNICEF HQ has provided support to ROs, COs, and MOEs to develop tools and training manuals, and support data system improvement. HQ is responsible for donor engagement at the global level, and knowledge production and dissemination.</td>
<td>Yes</td>
</tr>
<tr>
<td>UNICEF ROs</td>
<td>Provide support to COs and MOEs, develop tools and training modules, and contribute to knowledge production and dissemination at the regional level.</td>
<td>No</td>
</tr>
<tr>
<td>World Bank</td>
<td>Financial and Technical Assistance Partner - Madagascar</td>
<td>Yes</td>
</tr>
<tr>
<td>Name</td>
<td>Organization</td>
<td>Position</td>
</tr>
<tr>
<td>-----------------------------</td>
<td>-------------------------------------------</td>
<td>-----------------------------------------------</td>
</tr>
<tr>
<td>Gabrielle Bonnet</td>
<td>UNICEF and GPE (former)</td>
<td>Education Specialist at UNICEF (former)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>M&amp;E Specialist at GPE (former)</td>
</tr>
<tr>
<td>Josephine Bourne</td>
<td>UNICEF</td>
<td>Associate Director Education, Education Section</td>
</tr>
<tr>
<td>Mathieu Brossard</td>
<td>UNICEF</td>
<td>Senior Advisor, Education Section</td>
</tr>
<tr>
<td>Chef ZAP</td>
<td>EPP Centre II</td>
<td>Chef ZAP</td>
</tr>
<tr>
<td>Chef ZAP</td>
<td>EPP Sonierana</td>
<td>Chef ZAP</td>
</tr>
<tr>
<td>Yacouba Djibo Abdou</td>
<td>UNICEF</td>
<td>Education Specialist – Results Reporting</td>
</tr>
<tr>
<td>Director (x1) and Technical Team Members (x3)</td>
<td>DREN - Région Anosy</td>
<td>Director (x1) and Technical Team Members (x3)</td>
</tr>
<tr>
<td>Director (x1) and Technical Team Members (x7)</td>
<td>Équipe CISCO- Région Anosy</td>
<td>Director (x1) and Technical Team Members (x7)</td>
</tr>
<tr>
<td>Mr Ernest</td>
<td>Madagascar Ministry of Education – DPE</td>
<td>School statistics lead</td>
</tr>
<tr>
<td>Daniel Kelly</td>
<td>UNICEF</td>
<td>Education Specialist</td>
</tr>
<tr>
<td>Ian Macpherson</td>
<td>GPE</td>
<td>Education Specialist for Global, Regional and Thematic Initiatives</td>
</tr>
<tr>
<td>Kerida McDonald</td>
<td>UNICEF</td>
<td>Senior Advisor Communication for Development (C4D)</td>
</tr>
<tr>
<td>Dina Navalona Rasolofoniala</td>
<td>UNICEF</td>
<td>Education Officer / Regional Technical Assistance (Anosy Region)</td>
</tr>
<tr>
<td>Boubacar Ndiaye</td>
<td>UNICEF</td>
<td>Education Consultant</td>
</tr>
<tr>
<td>Mr Noarimanana</td>
<td>Madagascar Ministry of Education – DPE</td>
<td>IT specialist</td>
</tr>
<tr>
<td>Matthias Lansard</td>
<td>UNICEF</td>
<td>Former Education Specialist</td>
</tr>
<tr>
<td>Dexter Pante</td>
<td>Ministry of Education, Philippines</td>
<td>Chief of School Effectiveness Division</td>
</tr>
<tr>
<td>Christian Platteau</td>
<td>European Cooperation - Madagascar</td>
<td>PASSOBA program coordinator</td>
</tr>
<tr>
<td>President</td>
<td>EPP Centre II – FEFFI</td>
<td>President</td>
</tr>
<tr>
<td>President</td>
<td>EPP Manambaro - FEFFI</td>
<td>President</td>
</tr>
<tr>
<td>President</td>
<td>EPP Sonierana -FEFFI</td>
<td>President</td>
</tr>
<tr>
<td>Evelyne Rakotondratsimba</td>
<td>UNICEF</td>
<td>Education Specialist (Sectoral coordination)</td>
</tr>
<tr>
<td>Tiana Rakotondravaly</td>
<td>Madagascar Ministry of Education – DPE</td>
<td>School profile cards trainer</td>
</tr>
<tr>
<td>Mme Solo Rakotosoa</td>
<td>Madagascar Ministry of Education – DPE</td>
<td>School cards lead</td>
</tr>
<tr>
<td>Mr Tojo Razafindrakoto</td>
<td>French Development Agency (AFD) - Madagascar</td>
<td>Responsible for education, professional training</td>
</tr>
<tr>
<td>Name</td>
<td>Organization</td>
<td>Position</td>
</tr>
<tr>
<td>-----------------------</td>
<td>-------------------------------</td>
<td>---------------------------------------</td>
</tr>
<tr>
<td>Pat Scheid</td>
<td>The William and Flora Hewlett Foundation</td>
<td>Program Officer, Global Development and Population</td>
</tr>
<tr>
<td>School Principal</td>
<td>EPP Centre II</td>
<td>School Principal</td>
</tr>
<tr>
<td>School principal</td>
<td>EPP Manambaro</td>
<td>School principal</td>
</tr>
<tr>
<td>School Principal</td>
<td>EPP Sonierana</td>
<td>School Principal</td>
</tr>
<tr>
<td>Secretary General</td>
<td>Madagascar Ministry of Education</td>
<td>Secretary General</td>
</tr>
<tr>
<td>Rabenandrana Théophil</td>
<td>Madagascar Ministry of Education - DPE</td>
<td>Director</td>
</tr>
<tr>
<td>Beifith Tiyab</td>
<td>UNESCO-IIEP Pole de Dakar</td>
<td>Senior Education Policy Analyst</td>
</tr>
<tr>
<td>Ousmane Togou</td>
<td>World Bank - Madagascar</td>
<td>Education Specialist / Consultant</td>
</tr>
</tbody>
</table>
ANNEX C: LIST OF DOCUMENTS CONSULTED

List of UNICEF files shared with the Evaluation Team

MEN, 2015. Tableau de Bord FEFFI.
MEN, 2017. Manel de Production et d’Exploitation du Tableau de Bord CISCO.
MEN, SG, DPE, 2017. Guide d’Utilisation de Tableau de Bord ZAP.

53


UNICEF, 2016. Term Statement for Sub-grant/Sub-award to UNICEF for the Project called “Data Must Speak (DMS) for Learning and Equity Phase II (July 2016 – June 2020).


**List of external files consulted**


GPE, 2018. Connecting Private and Public Sectors to Tackle the Education Data Challenge.


UNESCO, 2018. One in Five Children, Adolescents and Youth is Out of School. Fact Sheet No. 48.

ANNEX D: DMS INDICATORS

List of indicators for Phase I

Outcome 1: Improved education system as a result of greater technical capacity for equitable, participatory and results-based school management.
✓ Output 1: Design of feedback/monitoring tools.
   o Indicator: Number of templates of tools designed.
✓ Output 2: Methodology for school/district typologies and calculations.
   o Indicator: Methodology for school/district typologies and calculations.

Outcome 2: Improved education system due to increased institutional capacity for equitable, results-based and participatory management of schools performance.
✓ Output 3: Decision makers and stakeholders trained on use of tools.
   o Indicator: Number of training workshops for central levels staff, regional/district officers, inspectorates, quality assurance agencies and school management committees.

Outcome 3: Countries/donors better informed on how to strengthen accountability and improve education and learning service delivery.
✓ Output 4: Consolidation of experiences and lessons learnt.
   o Indicator: Number of reports consolidating lessons learnt and best practices completed.

List of indicators for Phase II

Outcome 1: Better governance/management of education systems.
✓ Output: Support to data systems, including linkages between learning outcome data and EMIS data.
   o Indicator: Number of countries in which EMIS and learning outcome data are linked/harmonized.
✓ Output: Design/automated production of district/school profile cards.
   o Indicator: Number of countries with district/school profile cards developed through the program and fully automated.
✓ Output: Development of a typology of districts and schools, of equity indices or equity-based district/school grant allocation formulae.
   o Indicator: Number of countries having developed a typology of districts and schools and/or indices to identify targeted support.
   o Indicator: Number of countries having developed/revised their district/school grant allocation formulae with an equity perspective.

Outcome 2: Better social accountability through stronger citizen engagement, transparency and accountability with/to communities.
✓ Output: Development of ‘simplified’ school profile cards accessible to semi-literate/illiterate communities.
   o Indicator: Number of countries where simplified school profile cards for communities have been designed and produced.
✓ Output: Development of school improvement plans with performance targets.
   o Indicator: Number of countries where target communities have developed school improvement plans with performance targets using simplified school profiles.
✓ Output: Development of school-based management training modules.
   o Indicator: Number of countries where training modules in school based management have been developed/implemented.
✓ Output: Use of new technologies for participative real time monitoring at school level.
   o Indicator: Number of countries where new technologies are used to increase community participation/improve service quality.
**Outcome 3:** Improved global understanding of what does/does not work, and in what context(s), for community participation and use of data for improved equity and learning.

- **Output:** Peer-to-peer exchange and sharing of experience.
  - **Indicator:** Knowledge repository with tools and lessons learned from the program in place.
- **Output:** Evaluation of the level and conditions of mainstreaming and transparent use of tools for equity and learning.
  - **Indicator:** Report on the key drivers of success for mainstreaming the effective use of tools in different contexts prepared.
- **Output:** Impact evaluations / data studies.
  - **Indicator:** Number of evaluations/studies undertaken.
ANNEX E: FUNDING

DMS has been funded by GPE, the Hewlett Foundation, and the UNICEF Education Thematic Fund (of which the Government of Norway is the primary contributor).

<table>
<thead>
<tr>
<th>Grants for implementation</th>
<th>Phase I</th>
<th>Phase 2</th>
<th>Total programmable resources</th>
<th>Agency fees (overhead cost)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>GPE</td>
<td>813,004</td>
<td>813,004</td>
<td>65,065</td>
<td>878,069</td>
<td></td>
</tr>
<tr>
<td>Hewlett</td>
<td>680,555</td>
<td>680,555</td>
<td>69,445</td>
<td>750,000</td>
<td></td>
</tr>
<tr>
<td>UNICEF Education Thematic Fund and regular resources</td>
<td>112,155</td>
<td>112,155</td>
<td>325,644</td>
<td>1,201,242</td>
<td>1,273,316</td>
</tr>
<tr>
<td>Total implementation:</td>
<td>925,159</td>
<td>112,155</td>
<td>1,006,199</td>
<td>206,584</td>
<td>2,901,385</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Grants for formative evaluation</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Hewlett</td>
<td>136,111</td>
<td>136,111</td>
<td>13,899</td>
<td>150,000</td>
<td></td>
</tr>
<tr>
<td>UNICEF Education Thematic Fund and regular resources</td>
<td>101,373</td>
<td>262,924</td>
<td>364,297</td>
<td>21,858</td>
<td>386,155</td>
</tr>
<tr>
<td>Total evaluation:</td>
<td>237,484</td>
<td>262,924</td>
<td>500,408</td>
<td>35,747</td>
<td>536,155</td>
</tr>
</tbody>
</table>
ANNEX F: EXAMPLES OF PROFILES DEVELOPED

1. EXAMPLE OF COMMUNITY PROFILE DEVELOPED IN ZAMBIA
2. EXAMPLE OF SCHOOL PROFILE DEVELOPED IN MADAGASCAR

Ministère de l’Éducation Nationale

Ecole: DPF AMARANTHINA
Statut: PUBLIC

TABLEAU DE BORD DE L’ÉCOLE : ANNEE 2015-2016

RESULTATS SCOLAIRES

Attention!!!

Pourcentage des réussites

Musique

Voter

Périmètre

Programme

Voter

Périmètre

Programme

Réussites

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%

Voter

Périmètre

Programme

100%
3. **EXAMPLE OF SCHOOL MANAGEMENT COMMITTEE (FEFFI) PROFILE DEVELOPED IN MADAGASCAR**

<table>
<thead>
<tr>
<th>TONDRO</th>
<th>ISOANA mananua angoi/ta</th>
<th>SEKOLY</th>
<th>SEKOLY</th>
<th>SEKOLY</th>
<th>SEKOLY</th>
<th>ZAP</th>
<th>CISCO</th>
</tr>
</thead>
<tbody>
<tr>
<td>LANY</td>
<td>WAY</td>
<td>TOTAL</td>
<td>TOTAL</td>
<td>TOTAL</td>
<td>TOTAL</td>
<td>TOTAL</td>
<td>TOTAL</td>
</tr>
<tr>
<td>2014-2015</td>
<td>1%</td>
<td>-7%</td>
<td>-3%</td>
<td>15%</td>
<td>16%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tanaany anazy nitsoana an-dairana</td>
<td>78%</td>
<td>100%</td>
<td>87%</td>
<td>81%</td>
<td>57%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2015</td>
<td>33%</td>
<td>30%</td>
<td>31%</td>
<td>30%</td>
<td>29%</td>
<td>27%</td>
<td></td>
</tr>
<tr>
<td>Tana ny manan-taona</td>
<td>53%</td>
<td>50%</td>
<td>31%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
4. EXAMPLE OF PEDAGOCIAL ADMINISTRATIVE ZONE (ZAP) PROFILE DEVELOPED IN MADAGASCAR
5. EXAMPLE OF SCHOOL DISTRICT (CISCO) PROFILE DEVELOPED IN MADAGASCAR