



**DATA MUST SPEAK  
GUIDELINES FOR COMMUNITY  
ENGAGEMENT AND SOCIAL  
ACCOUNTABILITY IN EDUCATION**

August 2021

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# ACRONYMS

<b>AAA</b>	Autonomy, Assessment, and Accountability
<b>AYFS</b>	Adolescent and Youth Friendly Services
<b>C4D</b>	Communication for Development
<b>CE-SA</b>	Community Engagement and Social Accountability
<b>CP</b>	Community Participation
<b>CSE</b>	Comprehensive Sexuality Education
<b>CSPR</b>	Civil Society for Poverty Reduction
<b>CVA</b>	Citizen Voice and Action
<b>DDCC</b>	District Development Coordinating Committee
<b>DMS</b>	Data Must Speak
<b>DR</b>	Dropout Rate
<b>EMIS</b>	Education Management Information System
<b>GPE</b>	Global Partnership for Education
<b>MA</b>	Mothers' Association
<b>PA</b>	Parents' Association
<b>PCBA</b>	Participatory community-based approach
<b>PCA</b>	Programme Cooperation Agreement
<b>PD</b>	Positive deviance
<b>PDCC</b>	Province Development Coordinating Committee
<b>PTA</b>	Parent Teacher Association
<b>RR</b>	Repetition Rate
<b>SAA</b>	School Autonomy and Accountability
<b>SABER</b>	Systems Approach to Better Education Results
<b>SASG</b>	Social Accountability and School Governance
<b>SBC</b>	Social and Behaviour Change
<b>SBCC</b>	Social and Behaviour Change Communication
<b>SIP</b>	School Improvement Plan
<b>SMC</b>	School Management Committees
<b>SBM</b>	School-Based Management
<b>SPCs</b>	School Profile Cards
<b>SSPCs</b>	Simplified School Profile Cards
<b>V-WASH</b>	Village Water, Sanitation and Hygiene



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# DEFINITIONS

## Community

Community is defined as the minimum social unit that is locally relevant just above the level of the household (e.g. neighbourhood, canton, precinct, parish, town, village). It can also include non-geographically centred social networks of interaction, interchange, and interdependency. Such networks may have direct local inputs into the transfer of health, educational, social, informational, economic, cultural, and political resources (e.g. diaspora networks, rural-urban networks, peer-group or social networks, kinship networks). Communities are not monolithic, and often include unequal distributions of authority, access, and power over decision-making and resources (for example, by gender, sociocultural background, physical and mental ability, ethnicity, language, and religion/fait) (UNICEF 2019h).

## Community Engagement

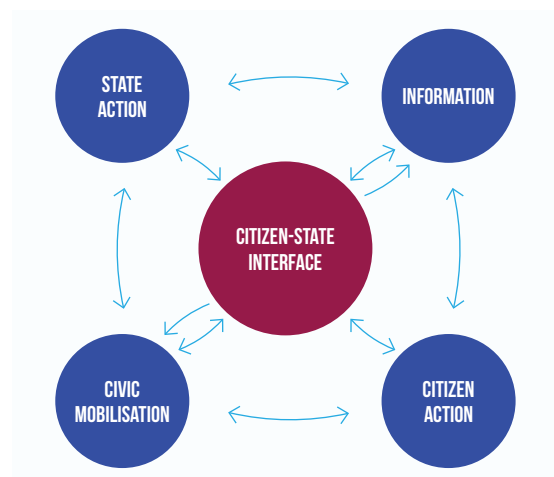
Community engagement (CE) is a foundational action for working with traditional, community, civil society, government, and opinion groups and leaders, and expanding collective or group roles in addressing the issues that affect their lives. Community engagement empowers social groups and social networks, builds upon community capacities, and improves local participation, ownership, adaptation, and communication. Through community engagement principles and strategies, all stakeholders gain access to processes for assessing, analysing, planning, leading, implementing, monitoring, and evaluating actions, programmes and policies that will promote survival, development, protection and participation. (UNICEF 2019h).

## Accountability

Accountability is a key human rights principle and a defining feature of the relationships between public officials, governments, communities, media and civil society organisations. It has been defined as “a pro-active process by which public officials inform about and justify their plans of action, their behaviour and results and are sanctioned accordingly.” Essential to effective accountability is the existence of sanctions and remedies for improper or inappropriate actions and behaviour. Accountability is essentially a relationship of power: the power to demand explanations or apply sanctions on the one hand, or to refuse explanations and avoid sanctions on the other.

## Social accountability (IDS 2018)

Social accountability primarily stems from the potential of the citizen-state interface (centre box), which in reality is a dynamic, iterative process of engagement between citizen groups and state officials. In this model, information acts as both a driver and an output of this engagement, which may (or may not) encourage further citizen and state action via civic mobilisation. Information, the interface, and civic mobilisation are the three ‘mobile’ elements, acting as levers on the other two (citizen action and state action).



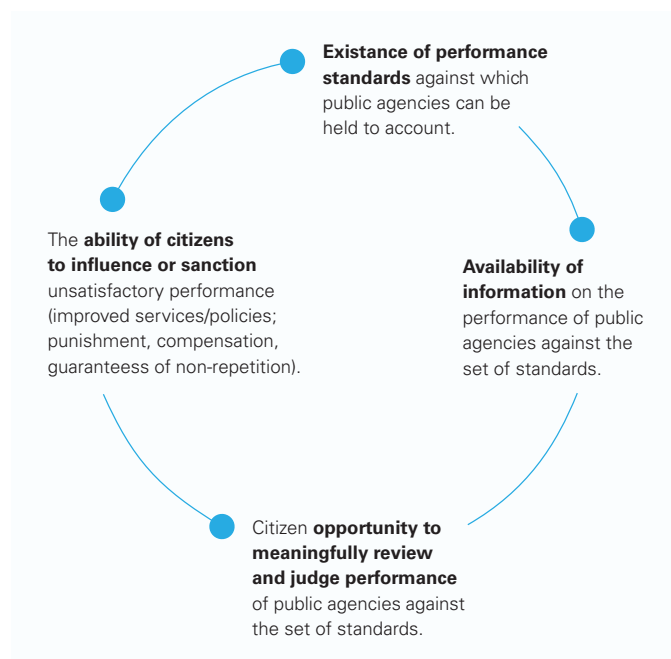
**Figure 1:** Social accountability (IDS 2018).

The key issues for social accountability intervention design in each of these five areas can be summarised as follows:

- **Information:** Transparency, access to and availability of information: existence of legislation and government bodies responsible for guaranteeing citizens’ right to information as well as the availability and accessibility of this information.
- **Citizen Action:** Capacities of implementing CSOs to fulfil their roles: whether these intermediary actors, described by Tembo and Chapman (2014) as ‘interlocutors’, have the characteristics and skills necessary to contribute to social accountability processes. From a technical point of view, this involves the capacity to analyse, understand and use information and understand the context; from a political point of view, they must also have legitimacy.

- **State Action:** Incentives or sanctions in place for authorities to respond: either ‘hard/formal’ incentives and sanctions, in the form of legislation and administrative measures, or ‘soft/informal’, reflecting historical legacies and power relations, the nature of patronage and clientelistic networks and other social norms.
- **Civic Mobilisation:** Motivation and capacity of citizens to participate: whether collective civic mobilisation occurs through external interventions (participation mechanisms created by the state, donors, CSOs) or through organic political processes such as protests, rallies, etc. or community self-help initiatives building community processes. This is highly dependent on civic culture and levels of civic education.
- **Interface:** Relationship between authorities and citizens: the full range of complex interactions between the state (considering its different layers and complexities) and citizens, not only at the specific moment when authorities and citizens come face to face, but also in the processes that lead up to this and those that follow.

Accountability mechanisms exist to safeguard against the abuse of government authority and power, serving to hold governments accountable. Accountability thus includes the ability of government agencies (horizontal accountability) and citizens (vertical accountability) to hold to account those institutions responsible for taxing and spending, and answerable for process, outputs and outcomes (UNICEF 2018d). The operational definition of social accountability applied by UNICEF is a type of vertical accountability that refers to the role of civil society (citizens acting individually and collectively) to create and participate in organizational and institutional arrangements such that they can understand and control their government(s) – that is, hold government accountable. Mechanisms of social accountability can be initiated and supported by the State, communities or both, but are very often demand-driven and operate from the bottom upwards. Referring to social accountability solely as a ‘demand-side’ intervention can be misleading, however, as social accountability requires cooperation with the ‘supply side’ at various levels of government. In addition, social accountability extends beyond mechanisms that solely aim to strengthen participation (UNICEF 2018d).



**Figure 2:** Social accountability component (UNICEF 2018d).

The accountability relationship encompasses four key elements (UNICEF 2018d):

- Setting standards of performance and indicators to measure them.
- Obtaining information about action taken to meet those standards.
- Making judgements about the appropriateness of those actions.
- Imposing sanctions for unsatisfactory performance, including judicial sanctions, or public naming and shaming.





**C4D/SBCC:** Communication for Development (C4D) or Social and Behaviour Change Communication (SBCC) is an evidence-based and participatory process that facilitates the engagement of children, families, communities, the public and decision-makers for positive social and behavioural change in both development and humanitarian contexts through a mix of available communication platforms and tools. SBCC leverages the power of community dialogue and participation, the reach and power of mass media and digital platforms, the intimate value of interpersonal communication and the critical influence of social networks and movements. It also taps into the full range of tools from the social sciences, communication and media, and political advocacy to support change at the individual, family, community, institutional and system/policy level.

**Social Norms:** Social norms are informal rules of behaviour in a group. They are driven by beliefs we have about how people valuable to us think, behave, and what they expect of us, which in turn guide how we behave in specific situations. They define what is acceptable or appropriate, what is “normal” ([UNICEF 2018f](#)).

**School profile cards:** School profile cards (SPCs) are user-friendly information sheets giving aggregated information on schools, such as enrolment, teacher, student

attendance, infrastructure and equipment, and students’ academic performances at the school level, in comparison to other schools in the academic unit. Depending on the country, they are referred to as school profiles, school cards or school dashboards. Within the DMS initiative, school profile cards are generated automatically and on a yearly basis by the Ministry of Education, from the data collected through the Education Management Information System (EMIS), and are distributed in each school.

**Simplified school profile cards:** Simplified school profile cards are user-friendly school profile cards that have been adapted for members of the community and for an illiterate audience. Depending on the country, they are referred to as community school cards or community cards. Although some SRCs include the government as a target audience, they are typically used to inform the general public about school performance, so as to enable stakeholders to more effectively hold schools and districts accountable for education quality. While standardized SRCs present school-level information on a set of indicators usually determined by education experts or authorities, simplified school profile cards allow community members to determine and assess a set of performance indicators tailored to community, parent and student needs ([UNESCO / IIEP 2016](#)).





Timor-Leste, 2020.  
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## INTRODUCTION

Education holds the key to a better life for millions of children and adolescents worldwide: a life with less poverty, better health and an increased ability to control their future. Despite growing evidence of education's benefits, about 30 million primary school-age children and adolescents are out of school in Sub-Saharan Africa ([UNESCO 2015](#)). Among those most excluded are boys and girls from the poorest households, those with disabilities, from ethnic and linguistic minorities, and those living in remote or conflict-affected areas. Even when children go to school, they too often do not acquire basic skills due to the poor quality of education. According to UNESCO, 202 million school-age children and adolescents in Sub-Saharan Africa are not meeting minimum proficiency levels in reading and math, making 88% of the school-age population ([UNESCO 2017](#)).

The Global Evidence Review of C4D in Support of Inclusive and Quality Education has identified three sets of factors affecting equity in education: (a) Fixed factors, such as age, gender, disability and first language; (b) Circumstantial factors, such as family income, relative community affluence, geographic location, religion, level of parental education, past academic performance, distance from school and school facilities; and (c) Behavioural and social factors, such as perceived intellectual ability, discrimination, self-esteem, social norms and perceptions of the relevance of education ([UNICEF 2019i](#)).

Several barriers to quality and inclusive education have also been identified, especially in Sub-Saharan Africa. On the supply side, some key barriers identified include lack of qualified teachers, low education budgets, insufficient textbooks, poor educational policies and inadequate facilities in school. On the demand side, barriers include negative parental attitudes towards education, poor community understanding of the importance of education, violence against girls in school, early pregnancies and child marriage ([UNICEF 2019j](#)). These behavioural and socio-cultural factors, in combination with fixed and circumstantial factors, underlie exclusion and are therefore the demand and enabling environment-related factors that SBCC needs to address ([UNICEF \(2018e\)](#)).

Furthermore, access and learning challenges are often exacerbated by insufficient capacity and ineffective accountability in education systems at central, regional, and school levels. There is an urgent need to build stronger and more equitable education systems. For decision-makers, school managers, teachers and local communities, information is essential to solve problems, build good practices and manage financial and human resources.

But decision-makers do not always have the strategic information they need to fairly allocate resources, although

education systems regularly collect large amounts of data from schools. However, too often, these data are not actively used to improve learning or management and are not shared back with school-level leaders. If data is shared and used more effectively, decisions can be better-informed, and help prioritize resources and support to the districts and schools that need them most. Better data use can also help identify high performing schools to share their lessons for success.

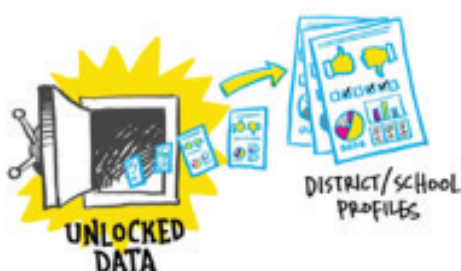
By the same token, evidence shows that data can increase community engagement that includes meaningful participation, empowerment and agency. User-friendly information enables communities to act and drive change. Providing quality education to all children requires systems that are transparent and responsive to their communities. Parents and communities need information to deeply engage in discussions on improving school performance and holding school managers accountable for results.

#### DMS assumptions: Increased community engagement and better school management improve education quality:

The Data Must Speak initiative postulates that increased engagement of parents and communities around analysis of data and participation in the management and improvement at school level, as well as increased capacity and participation of parents and communities in identifying, discussing and addressing non-school barriers to education, including identification and promotion of “positive deviant” schools and community champions for education, will both lead to improved social accountability of teachers, schools and education authorities and the increase in educational access and inclusion of marginalized groups, relevance and quality of schooling, reduction of drop-out rates and improvement of learning outcomes.

#### DMS: A global initiative co-funded by the Global Partnership for Education, the Hewlett Foundation and the UNICEF Global Thematic Fund for Education:

Data Must Speak is a multi-country initiative that provides technical assistance to country governments to implement projects that unlock the potential of data within education systems and facilitate knowledge generation. DMS designs tools and mechanisms to improve data accessibility, clarity, transparency and accountability in each DMS country, following the guiding principles of country ownership, an “à la carte” approach, learning by doing, and sustainability (UNICEF 2019d).



The goal of DMS is to increase equity in education, and to improve learning outcomes. DMS seeks to achieve these goals through better use of data to: (i) Enhance governance and management of education systems; (ii) Enhance social accountability through stronger citizen engagement, transparency and accountability towards communities; and (iii) Improve global knowledge regarding what works, or not, for community participation and the use of data for improved equity and learning.

Regarding component ii, which is the focus of these guidelines, DMS aims to enhance social accountability towards communities by increasing citizen capacity, engagement, and transparency. It is hoped this will lead to better learning environments (supply) and increased demand for quality schooling that will contribute ultimately to the improvement of students’ learning outcomes.

#### Transforming education statistics into user-friendly information on education at school, district and regional levels:

Data Must Speak is mainly based on school data that are collected yearly at school level as part of a country’s Education Management Information System (EMIS). DMS brings these data back down to different levels, at regional, district, inspection, sector and school levels, linking together data on availability and quality of resources in terms of books, teachers, desks, and facilities (latrines, computer rooms, number of classes, fences, etc.) in relation to the number of learners in different academic levels and in relation with their performances at examination and in different disciplines. Additionally, it gives information on trends such as whether there has been improvement or deterioration compared to the previous year within the school and compared to other schools within the same cluster, district or region. It allows users to see whether they are improving from one year to the next and where they stand compared to others.



It also makes different units comparable. While it is difficult for one school to compare itself with another school that has more and better resources, it allows schools with similar level and quality of resources to compare each other and see which perform better. These better performing schools can then be seen as model, efficient or positive deviant schools, that have possibly developed tactics and strategies from which we should learn. These could be discussed with other schools for replication and adaptation purposes.

### School profile cards and simplified school profile cards or community report cards:

As of now, the data collected through EMIS are brought back as user-friendly school profile cards (SRCs) that is, using graphics and in a much lighter format than education statistic yearbooks – sometimes on just two pages, making them easy to read, understand, interpret and analyse for different audiences. The school profile cards are generated automatically on a yearly basis. They should be used as a basis for other feedback formats, like discussions on local radio, community dialogues, community noticeboards, SMS or other mobile messages. Simplified school profile cards are also designed through participatory processes with the end users including representatives of schools and communities so as to be accessible to illiterate/semi-literate communities.

Currently (2021), the Data Must Speak Initiative is being implemented in seven African countries (Angola, Burkina Faso, Chad, Madagascar, Namibia, Niger, Togo and Zambia) and two Asian countries (Nepal and the Philippines). In Annex 1 of this guide, examples of school profile cards and simplified school profile cards as produced by DMS can be found.



Cambodia, 2020.  
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## PURPOSE OF THESE GUIDELINES

Community Engagement and Social Accountability are crucial to remove barriers to achieving quality education for all, including access to education and retention. But evidence shows that when communities are only provided data without strategies or tools to engage members in accountability and governance, little to no improvement in school performance can be seen ([UNICEF 2019d](#)).

Thus there is a need not only to improve data availability and but also to strengthen community engagement around the analysis and use of these data for community planning around education, to strengthen the system of accountability, and to improve demand for education and the provision thereof. These guidelines give indications on how to use data generated by the Ministries of Education, mainly through the Education Management Information System (EMIS), and other data available at community and/or national level to enhance community engagement and social accountability, based on a variety of case studies and tools.

These guidelines help show how to address social and behavioural barriers and how to enhance community engagement and social accountability in education through social and behaviour change communication (SBCC) strategies. These guidelines are for use by education decision-makers, UNICEF Country offices, education stakeholders and civil society organisations.

The operability of these guidelines is facilitated through:

- A practical implementation guide that helps define DMS community engagement and social accountability activities step by step, according to the local context and capacities.
- A toolbox with tools that can be used to implement a successful community engagement and social accountability driven strategy around DMS.
- By using these guidelines and annexed documents:
- Education decision-makers and UNICEF country offices will improve their capacity to engage in and support community engagement and social accountability around education using DMS tools, to develop customized “Community DMS” strategies and action plans.
- Education stakeholders and civil society organisations will gain technical knowledge to improve their capacity to implement effective community engagement and social accountability around DMS.

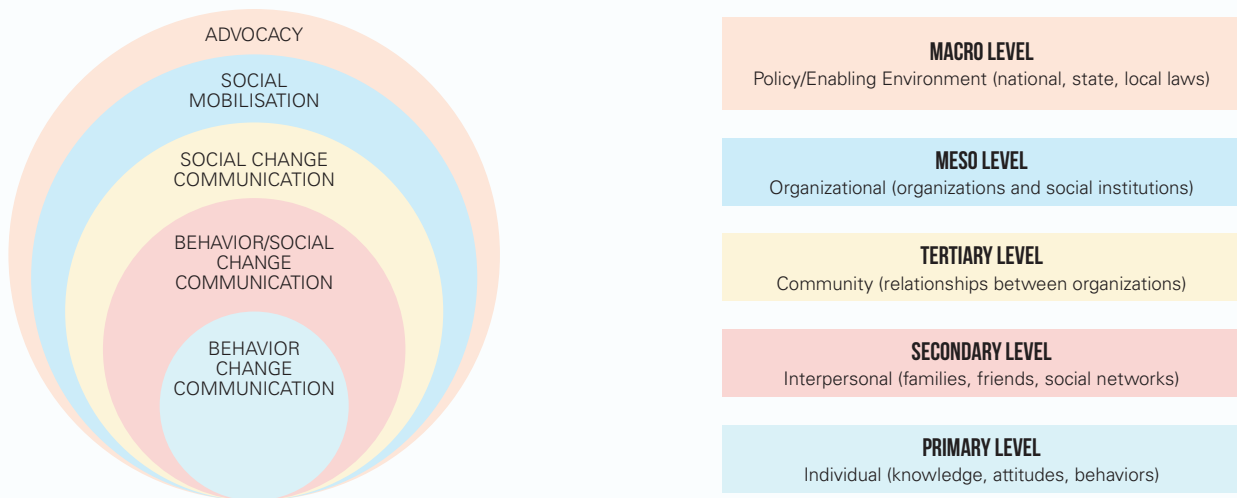
# UNDERSTANDING THE CE, SA AND SBCC NEXUS IN DMS

## 3.1. SBCC APPROACH TO CE AND SA FOR EDUCATION

The socio-ecological model (SEM).

Social and Behaviour Change Communication (SBCC) is based on the Socio-ecological Model (SEM). SEM is a framework for understanding the multiple levels of a social system and interactions between individuals and systems ([UNICEF 2017d](#)) and is also applicable to

education. Problems are not explained or addressed at any one particular level, but rather, they are the result of the convergence of multiple behavioural and social determinants that account for why individuals and communities do not practice “optimal” actions. Focused analysis at the various levels make it possible to identify appropriate SBCC actions to promote effective social and behaviour change by identifying suitable points of entry and drivers of change. The SEM analytical framework distinguishes the following levels and associated dimensions relevant to SBCC practice ([UNICEF 2019c](#)) at the individual and interpersonal level, community level, meso level and macro level.



**Figure 3:** The Social Ecological Model and corresponding SBCC Approaches.

**Primary participants level:** influencing knowledge, attitudes, beliefs, and practices.

### 1. Individual/primary participant level: influencing children’s attitudes, self-efficacy and learning outcomes, and improving parents’ self-efficacy and skills.

At the individual and family levels, SBCC approaches identify and address knowledge, attitudes, self-efficacy, values and learning practices among children, adolescents and families that affect educational decisions and actions. Primary participants are usually parents and learners who should adopt positive practices around education. Activities at this level aim at directly influencing children’s participation, self-efficacy (that is perception of one’s own ability to succeed at a task), self-esteem, attitudes and learning outcomes ([UNICEF 2019c](#)).

**Secondary participants level:** influencing family and community awareness.

### 2. Interpersonal / secondary participants level: Influencing family and community awareness, attitudes

### and social norms that impact decisions and support for education.

Secondary participants are those who have the most influence on primary participants and can assist them in implementing positive education practices. Activities at this level aim at influencing the family awareness, attitudes and self-efficacy that impact decisions and support for education ([UNICEF 2019c](#)).

Evidence demonstrates that SBCC interventions have helped stimulate interpersonal conversation amongst social peer networks, facilitated development of shared values and influenced acceptance of and demand for education. Moreover, SBCC has fostered positive attitudes and norms in support of marginalized children’s education and increased awareness of the education problems, challenges and options that impact on family decisions about schooling their children ([UNICEF 2019j](#)).

**Community level:** participation within and beyond school – community engagement and social accountability.

### **3. Community level: Increasing community engagement and social support for education and facilitating definition of needs, participatory decision-making and school governance.**

At the community / tertiary level, SBCC approaches can engender positive change through the mobilisation of communities around shared values related to education, and by influencing prevailing social beliefs, attitudes and norms around education, gender dynamics and prevailing social and economic conditions. SBCC strategies at this level include community engagement through empowerment and collective efficacy efforts. Collective efficacy refers to a group's shared belief in its conjoint capabilities to attain their goals and accomplish desired tasks. It involves the belief or perception that an effective collective action is possible to address a social or public health problem (Figuroa et al. 2002). Community engagement aims at influencing choices, decisions and practices related to education within communities, building community-based awareness and monitoring of children's educational 'rights', and community-based social mobilisation initiatives organised around shared values and commitments to education (UNICEF 2019c).

#### **Community engagement within school: school governance and social accountability.**

Through facilitating community participation in school management, the SBCC approach can build solidarity and ownership, as well as bolstered participatory decision-making in schools. This is a fundamental requirement for school-based management and is in line with UNICEF's Child Friendly Schools initiative. SBCC can help communities identify behavioural and social barriers and opportunities. SBCC approaches can facilitate safe spaces where marginalized groups can define their educational needs and contribute ideas regarding education content and delivery (UNICEF 2019i).

#### **Community engagement beyond school: intersectorality and community platforms.**

Engagement with communities can help community members to identify appropriate ways to address challenges in educating their children. Examples of these challenges include teen pregnancies, violence in schools, lack of good nutrition, the mother tongue being different from that of the official language taught in schools, menstruation management for girls, and the specific difficulties faced by pastoralist communities. (UNICEF 2019i).

### **4. Institutional / meso level: Influencing teacher attitudes and capacities for effective and child-centred approaches and facilitating participatory monitoring, social accountability and advocacy in order to engage with education policies.**

#### **Institutional level 1: improving the supply-side of education.**

This level refers to institutional conditions of the education system that affect inclusion and quality. These conditions include school policy guidelines for inclusive and quality education, access to education services (such as cost), geographical proximity to school, physical infrastructure of local school districts, resource management, teacher capacity and quality, curricula, and safety (UNICEF 2019i).

At school level, SBCC interventions can influence teachers' attitudes and capacities for effective and child-centred approaches, and use of positive discipline and teaching methods, avoiding violent disciplinary methods and sexual harassment, through interpersonal skills and methodologies. Moreover, SBCC efforts can help to change teachers' attitudes towards children from marginalized groups, helping them to reduce the stigma and discrimination suffered by these groups. This includes a willingness to provide a space in which the concerns of children and families can be heard and addressed accordingly (UNICEF 2019i).

#### **Institutional level 2: fostering the demand-side of education through facilitation of Social accountability and community engagement through media and advocacy.**

SBCCs play a critical role in building the capacities of meso level participants to facilitate community engagement and social accountability. This can occur through social mobilisation and also through media and use of mobile technologies and information and communication technologies (ICTs). Specific contributions of SBCC include raising parents' and communities' expectations regarding quality of education and translating education policies into user-friendly materials.

Additionally, SBCC can support participatory monitoring that includes joint assessments and crowd-sourcing of real time data, stimulation of community dialogue and public debate on reports on the status of schooling, and promotion of well-performing schools and good local practices and districts to encourage healthy competition amongst schools and local education authorities. In turn, this can lead to community members advocating for identified gaps in their children's education to be addressed at local and national levels, especially for marginalized children (UNICEF 2019i).

#### **Macro level: Facilitating participatory monitoring, social accountability and advocacy for education.**

### **5. Policy/system or macro level: Influencing policies and governance elements of educational systems that facilitate or discourage inclusive and quality education, as well as positive decisions about education amongst individuals and families.**

SBCC interventions at this level include advocacy for the establishment of community engagement social accountability frameworks in education, the

implementation of favourable policies for the publication of accessibility of education data, the mobilisation of other sectors for inter-sectoral interventions at community level, and the securing of funds for SBCC works in favour of education at every level.

## 3.2. THE FOCUS ON CE AND SA AROUND DMS

**DMS 3.0: Community engagement within and beyond school through SBCC.**

DMS products such as school and simplified school profile cards are aimed at unlocking education data and make information on school performance more accessible and understandable to parents, communities, teachers, and education decision-makers at all levels. They are also aimed at empowering communities to hold policy makers and schools accountable by providing them with easy to use comparative information about the resources and performance of their schools.

It is important to make a distinction between community participation in education as it is usually institutionalised through school-based management, or the school-based monitoring of education that is included in the social accountability approach, and a more holistic, demand-side, and intersectoral approach to community engagement that addresses wider social determinants of access to quality education as part of behaviour and social change strategies (SBCC). That is what DMS aims for when it talks about community engagement beyond school.

### 3.2.1. COMMUNITY ENGAGEMENT AND SOCIAL ACCOUNTABILITY WITHIN SCHOOL

School-based management as the main form of community engagement in education so far.

In most countries, community engagement takes place in the context of educational decentralization and school-based management (SBM) interventions that explicitly put community participation at the center to achieve "Education for All".

SBM usually works through a school committee, a school council or a school management committee (SMC) made up of representatives of parents, teachers, learners, head teacher and other representatives of the community.

In parallel, the parental community is organised in Parents' Associations (PAs), or, together with teachers, in Parent Teacher Associations (PTAs) and sometimes, mothers are also organised separately in Mothers' Associations (MAs). In some countries, learners are also organised in students' parliament or learners' representative Council. PAs, PTAs and MAs usually elect parent representatives of the school management committee and school management

committees are to report regularly to parents through general assembly ([World Bank 2011](#)).

According to the System Approach for Better Education Results (SABER)'s Autonomy, Assessment and Accountability (AAA) model developed by the World Bank, the five main policy goals of school-based management are ([World Bank, 2015](#)):

1. Autonomy in planning and management of the school budget
2. Autonomy in personnel management
3. Participation of the school council in school governance
4. School and student assessment
5. Accountability

#### **Togo: community engagement in primary schools**

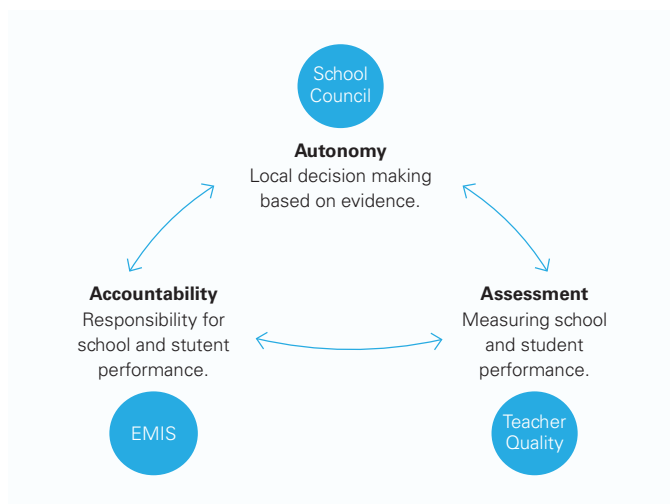
Community participation in primary public schools in Togo is organized through Parents' Associations (PAs), and School Management Committees (SMCs).

Data show that, on average, schools with higher community participation have a better health and nutrition environment (latrines, first aid kit, hand washing station, school canteen, nutrients provision), more facilities (water, electricity, playground) and better learning conditions (textbooks, seats). Beyond the health/nutrition environment and learning conditions, community participation is also associated with more pedagogic activities, including teaching staff meetings and pedagogic support.

Regarding school performance, higher community participation is associated with lower dropout rates and higher pass rates at the end of the primary school national exam. When controlling for the influence of school environment, the number of meetings of PA or SMC is significantly associated with lower dropout rates. When the PA is active (4 meetings in the school year), it is estimated that the dropout rate is 1.5 percentage point lower and the exam pass rate is 1.9 percentage point higher compared to a school where the PA is not active (no PA in school or no meeting during the school year). When the SMC is active (4 meetings in the school year), the dropout rate is 3.3 percentage points lower and the exam pass rate is 3.2 percentage points higher, compared to a school with an inactive SMC (no SMC in school or no meeting in the school year). ([UNICEF 2019a](#)).

### School-based management as a form of social accountability within school.

In this model, school councils or school management committees play a crucial role, as they are supposed to serve as representatives of the school clients, namely parents and students, and, depending on their level of autonomy, can be instrumental in the process of tailoring school services (curricula, teaching materials, school calendar and teacher selection). Ideally, in a closed-loop system, school and student assessments should be linked to teacher performance and teacher quality. As a crucial instrument, school profile cards based on EMIS enforce accountability to the extent that they are informative to parents and society about the performance of the education sector. In summary, the interrelation between Autonomy, Assessment, and Accountability (AAA) must be made operational by reinforcing the roles of school councils, policies aimed at improving teacher quality, and the operation of an EMIS (World Bank 2015).



**Figure 4:** Autonomy, Assessment and Accountability closed-loop SBM system (World Bank 2015).

### Different degrees of power attributions of school management committees.

In reality, there are different types of school-based management processes, depending on the level of autonomy devolved to schools. At minimum, SBM committees may develop school budget and school improvement plans, raise and manage funds to improve infrastructure and equipment, or buy textbooks and other education material. In some countries, they may also monitor indicators of the school's performance such as test scores or teacher and student attendance. In other instances, like in community schools, they also may appoint, suspend, dismiss and remove teachers and ensure that teachers' salaries are paid regularly.

Depending on the capacities, attributions, roles and strength of the community's participation in schools through PAs / PTAs and School management committees,

school profile cards can be used to inform school improvement plans, which, from a managerial point of view, is the main purpose of the use of SRCs (UNESCO / IIEP 2019).

School management committees usually develop annual or triannual school improvement plans (SIP) that are costed, for which funds are raised within the parental community and for which implementation they are accountable to the parents. The process of SIP development and its format are usually regulated by the education sector in order for them to follow certain standards, so that they can be aggregated at higher level and monitored through a standardized set of indicators. SIPs can be very simple in their process and format and available on a single page, or very complex and follow a quality management process with numerous categories meant to improve all aspects of school life and management.

While community participation through school-based management has proven effective in reducing the costs of acquisitions, a higher involvement of communities in the monitoring of schools' performance could be the catalyst for improved education outcomes (UNICEF 2019c). A 2016 systematic study found that school-based management has had zero or even small negative effects on school participation as measured by enrolment, completion, and drop-out rates (3ie 2016). For school-based management to work, it also requires schools to develop annual report cards on school performance to be shared with the community at the end of the school year, which is what DMS simplified school profile cards are about. In order to be more effective, DMS also intends to strengthen community participation in education to include community-based monitoring.

Community-based monitoring interventions provide information about public services to improve the accountability of service providers, the government and other public bodies to the communities they serve. The goal is to motivate and inform parents to demand better education and to motivate schools to perform better. As a monitoring tool, school profile cards allow for comparison of the school's situation compared with national standards and entitlements, that is what the school is entitled to have according to national standards.

### Community-based monitoring – a definition.

Community-based monitoring interventions are usually centred on an information campaign either to promote awareness of an existing accountability mechanism or to provide information about the current performance of education providers through report cards. Interventions can involve active parental engagement through meetings in schools or in the village, or less direct approaches such as newspaper or local TV campaigns. Interventions usually also include capacity-building activities such as providing monitoring tools or training on how to monitor services (3ie 2016).



### Use of SPCs within school: community-based monitoring.

#### Taking into account the social accountability framework for adequate community-based monitoring.

The efficacy of community-based monitoring will depend on the accountability framework of the education system. The accountability frameworks depends on (1) the level of transparency, access and availability of information; (2) capacities of implementing agents to fulfil their role; (3) incentives or sanctions in place for authorities to respond; (4) motivation and capacity of citizens to participate; and (5) relationship between authorities and citizens ([IDS 2018](#)).

Community-based monitoring supposes that parents, usually through the parents' association, and school committee members know their role and responsibilities in terms of monitoring, that is, based on data about the situation of resources and performance of their school, parents know what and how to demand to improve those data and education duty bearers are responsive to these demands. In community-based monitoring, a key hypothesis is that once parents are empowered with the knowledge and tools to hold providers accountable, they decide to take action and participate collectively in monitoring activities such as joining a school education committee ([3ie 2016](#)). This can only happen, however, if parents are aware of their collective efficacy, and if the school management (teachers and directors) are responsive to it.



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### Uganda: CVA Community Score Card

Citizen Voice and Action (CVA) is a social accountability tool, developed by World Vision, that aims to engage citizens in the monitoring and improvement of public service delivery in the health and education sectors through collaborative, non-confrontational dialogue sessions. Community scorecards are an important component of CVAs data collection and service-monitoring process. The CVA approach aims to enhance accountability in public service delivery and cultivate a sense of collective responsibility among community members and service providers. It does so by empowering community members to devise a set of indicators for school quality and rate the services according to these indicators. The primary audiences for community scorecards are parents, communities, and schools.

In the participatory CVA model, both the data sources and content of community scorecards are decided by community members. With the assistance of World Vision, community members form working teams and host community-wide meetings involving all key stakeholders – head teachers, teachers, parents and pupils – who then hold open discussions about education issues of importance to them. During the process, communities develop indicators with visual cues for illiterate parents, vote on their level of satisfaction (indicated by smiling or sad faces), and create an action plan to address key issues hindering education quality in the community. As the content of the community scorecard is decided via a participatory approach, it varies according to the specific community. Common themes introduced by communities include teacher attendance, provision of school lunch and student absenteeism ([UNESCO / IIEP 2016](#)).

In Oxford University's impact evaluation for World Vision's Citizen Voice and Action project in Uganda, a control group was compared with use of two types of CSC: one standardized and one designed by teachers and the community. While no significant impact was found with regard to school dropout rates, schools using the participatory scorecards (but not those using the standardized cards) showed a significant improvement in pupil attendance (up 10 per cent), teacher absenteeism (down 13 per cent), and learning outcomes (up 9 per cent). The evaluation observed no significant impact with regard to lesson preparation by teachers, number of management committee meetings or financial support from the community ([UNESCO / IIEP 2019](#)).

### 3.2.2. COMMUNITY ENGAGEMENT AND SOCIAL ACCOUNTABILITY BEYOND SCHOOL

#### School-based intersectoral interventions.

A way to engage communities to advance the education agenda is for them to act on demand-side barriers to education. Demand-side factors and issues that affect enrolment, attendance, retention and achievement in school usually lay within the community. Numerous school-based interventions try to address these challenges: school-feeding and health programs, menstrual hygiene management programs, with education, construction of adequate latrines and making hygiene material available, guidance and counselling teachers, life-skills, comprehensive sexuality education (CSE) programs, sport for development programs, or programs that support positive learner behaviour in schools. The issue of long distance between home and school, especially at secondary level, is addressed by some countries through the use of boarding schools for learners who live too far away.

The effect of these interventions can be enhanced if they are linked to similar initiatives in the community or if the community is involved in their design and implementation. In many cases, like child marriage and early pregnancy, or children's absenteeism due to competing interests, not involving the community can even be counterproductive. At the community level, interventions in health and nutrition (child, mother and adolescent), WASH (including community-led total sanitation), Early Child Development, adolescent programming like Adolescent and Youth Friendly Services (AYFS) and circles of support, and protection (birth registration, violence against children, orphans and vulnerable children, persons who live with HIV/AIDS, children with disabilities), but also economic activities, all have an impact on children in or out of school.

Through participatory community-based approach (PCBA), communities can be empowered to use data and develop and implement their own plans to achieve their own education objectives. PCBA involves a process of dialogue, learning, decision-making and action. Put simply, community members (including vulnerable and disempowered groups) recognize strengths, self-assess, collectively identify, analyse and prioritise problems that affect them and work out practical ways to address these problems. In the assessment phase, data from the school and simplified school profiles can be used, but also other data gathered at community level from other sectors. By putting the data together, the community will be able (1) to map out what is going on based on data from their community; (2) discuss and interpret these data, which in itself is a great learning exercise and way to introduce data-based dialogue; (3) complete or correct with their own data; (4) undertake their own analysis of the situation, identify their resources, objectives and elaborate their community action plan.

#### Community action planning.

#### Community-based inter-sectoral interventions.

Community action plans around education are different from school improvement plans (whose ownership lay within the school ) and can be developed at the community level with community stakeholders according to the Program Cooperation Agreement (PCA) approach described above. As well, in countries where there is effective decentralisation, local governance councils (for example at communal level) can integrate these actions into their own action plan.

#### Service-providers' and organic community platforms that can be used to address intersectoral issues.

A community action plan can take into account the different platforms that exist at community level. Schools are often used by community and service providers as a platform to share with learners and their parents issues that affect the whole community. Schools could also use platforms developed by other stakeholders within the community to join forces and act collectively to reach their education objectives. They can also use other service delivery platforms such as health centres or social protection services. These service providers usually have set up their own community platform like social protection committees, health community or village committees and WASH committees. These platforms also have support groups and regular group or community meetings. Schools can use other community platforms set up as part of decentralisation processes such as village, ward or district development committees.

Schools can also use community-based and social network platforms that exist organically within every community and have a strong influence over the social and moral orientation of their constituencies, and local behavioural dynamics. These include civil society and community-based organizations such as faith-based organizations, extended families, self-help groups, women's support groups, savings and credit groups, trade unions and youth organisations. They represent the relationships and interactions within a community: the people whom you trust, relate to, respect and interact with ([UNICEF 2019g](#)).



### **Social Accountability and School Governance (SASG), Namibia**

Launched in 2011, the Social Accountability and School Governance (SASG) programme aims at increasing the understanding of school communities and other stakeholders in education about their roles and responsibilities in the management and monitoring of the education system, especially at the school level. The pilot program was implemented by the Ministry of Education, Arts and Culture (MoEAC) with support from UNICEF and the European Union (EU).

The SASG programme builds bridges and strengthens relationships between schools and communities through a number of interventions targeting different levels of society. These are: Edu-tours, a high-energy sensitisation event, which makes use of the 'Edu' character to promote learner governance, social accountability and an anti-bullying message; Anti-bullying Campaign: A nation-wide anti-bullying campaign which held sensitisation meetings on the issues of bullying, with an accompanying media campaign; and Edu-circle training. Edu-circles are learner governance groups, that work hand-in-hand with the school board. The groups bring a learner-centric stance to decision-making and ensure that the learner voice is represented; and School-board training.

The SASG programme contributed to the revision of the Education Act (Act 16 of 2001) in 2015, which was informed by principles of inclusivity, equity and quality. The Draft Education Bill, expected to be promulgated into an Act of Parliament in 2019, features, inter alia, enhanced legal provisions for inclusivity and meaningful community participation in school governance. It further enables communities to hold Government accountable, thus laying a legal foundation for sustainable change in Namibia's Education Sector centred on the principles of social accountability ([UNICEF 2017b](#)).

### **Civil Society for Poverty Reduction (CSPR) Budget Execution and Service Delivery Barometer - Zambia**

This initiative is implemented by Civil Society for Poverty Reduction (CSPR)—a civil society network of over 70 organizations involved in the fight against poverty in Zambia.

The objective of the project is to strengthen the budgetary processes, transparency, accountability and effective and efficient service delivery among others in Education, with a strong emphasis on the active participation of local CSOs and communities.

CSPR has trained more than 200 community members in budget tracking and service delivery monitoring across 10 communities. These facilitators are chosen from already established community structures such as Parent Teacher Associations, and V-WASH (Village Water, Sanitation and Hygiene) committees. Data are presented and discussed during interface meetings between service users and providers. This discussion usually leads to a discussion of how to make things better through a joint action plan. This meeting also acts as a platform where citizens can directly question government officials about lapses in service delivery.

Findings are disseminated at District Development Coordinating Committee (DDCC), Provincial Development Coordinating Committee (PDCC) and Sector Advisory Group (SAG) meetings, and are used to inform advocacy dialogues at these meetings. Provincial roundtable meetings are another crucial avenue that the programme uses. In these meetings, provincial government officials, CSPR staff, local CSO members and PMT members meet face-to-face to discuss findings emanating from budget tracking and service monitoring work at the community, district and provincial levels. At the national level, CSPR also facilitates several dialogue and advocacy meetings including: (1) Dialogue between the MoF and key line ministries (Health, Education, Community Development, Mother and Child, Health and Agriculture) on budget tracking and monitoring SNDP results; (2) Dialogue with the Decentralization Secretariat and the Local Government Association of Zambia and the Ministry of Local Government and Housing; and (3) Dialogue with Members of Parliament using the committee meetings of Parliament.

CSPR holds roundtable meetings with a core of 12 parliamentarians drawn from the 10 communities CSPR works in. In these meetings' key observations, results of the budget tracking and service delivery monitoring exercise are considered in regard to the budget presented and shared. CSPR has trained these parliamentarians (who represent the poorest provinces) in pro-poor budgeting and they are referred to as 'champions of poverty reduction'. The positive deviance approach is used. There were some strides made in addressing the lack of human resources following the 2013 community interface meetings in all 10 communities ([www.csprzambia.org](http://www.csprzambia.org)).

### **3.2.3. USING DMS DATA BEYOND THE COMMUNITY FOR SOCIAL ACCOUNTABILITY AND MEDIA ENGAGEMENT**

#### *3.2.3.1. SOCIAL ACCOUNTABILITY BEYOND COMMUNITY LEVEL*

DMS as a social accountability tool for civil society and media engagement in the education sector.

Beyond the school and community levels, social accountability is also about citizens as a whole, holding service providers accountable, as well as the processes through which citizens can exercise social accountability. A strategic or systemic approach to social accountability is important, as this includes activities not only at the community and front-line education workers levels, but also at policy level. It reinforces local voices by using different tactics, encourages enabling environments for collective action and allows for coordinated citizen voice initiatives with governmental reforms that bolster public sector responsiveness ([Fox 2014](#)).

Involving interlocutors like civil-society organisations, media organisations, traditional leaders and elected representatives in interlocution processes will help raise social accountability in the education sector. Interlocution processes are the processes involved in identifying the collective-action problems or challenges the various actor interactions involved, engaging the actions and actors that are working to find solutions to specific collective-action problems. Interlocutors are the organisations or individuals with those necessary game-changing characteristics for addressing, or contributing to addressing, a specific collective action problem ([Tembo 2013](#)).

But the ability of interlocutors to play a critical role in change will depend on the collective action problem and context. Therefore, the context analysis of the social accountability framework is important (see step 2 of implementation), bearing in mind that DMS constitutes

a unique opportunity for the engagement of civil society organisations', media organisations, traditional leaders and elected representatives in education, as it delivers a central element of the social accountability framework, namely verified, legitimate information in a transparent and understandable format in the form of school profile cards.

Furthermore, school profile cards, as well as higher level profiles, provide comparative data among schools within their circuits, districts and regions, allowing interlocutors to identify better and lower performing schools and engage education service providers around identified issues.

Depending on the context in each country and the resources available, for social accountability in education beyond the community level, higher level report profiles (district / region report cards) could also be made available through paper or electronic publication to civil society and media and the wide public in general. A training for civil society and media could be considered as well, if they were to receive the school profile cards. In this case, interlocutors can hold government, as well as national and international governmental and non-governmental organisations that intervene in education, accountable for their actions – and results – in education based on political engagement, education standards, allocated budget to education and/or entitlements. Beyond national standards, interlocutors can also hold governments accountable based on international standards in performance and international engagement of the governments in terms of children's right to education.

### 3.2.3.2. USING EMIS DATA TO IDENTIFY POSITIVE DEVIANT SCHOOLS

#### Positive deviance approach as a way to address barriers.

Another way to address barriers relating to behavioural and social determinants is the positive deviance approach. Positive deviance (PD) is the concept that in every community or organisation or, in our case, school system, there are a few individuals or schools that have found uncommon practices and behaviours that enable them to achieve better solutions to problems than their neighbours (other schools) with similar characteristics who face the same challenges and barriers. The positive deviance approach aims to solve issues by focusing on positive deviant schools, rather than by focusing on the schools' needs and problems. It's a solution-oriented approach as compared to the usual problem-oriented approach to solving issues.

The approach seeks out "positive deviant" schools and uses their existing solutions to bring about sustainable behavioural and social change (Bullen 2012). The positive deviance approach was used in a positive deviant study in Namibia, whose main question was "What are the features that typify high-performing schools in contexts where other schools struggle to perform?."

### Study of Positive Deviant (PD) Schools in Namibia

The main findings of the study were as follows:

- There was nothing extraordinary about the infrastructure in the PD schools; they varied but most were under-resourced.
- Effective leadership with high levels of trust and accountability is key to the success of the PD schools.
- The PD schools maximise teaching time and time on task, and are high-performing schools in national exams and regional tests.
- Most of the PD schools are not selective in their enrolment.
- Few of the 40 lessons observed were rated highly, and most were mediocre teacher-centred lessons with little innovation.
- The PD schools take control of their environment, manage external pressures and promote a culture of constant improvement.
- The PD schools provide a caring and safe environment.

This report concludes that what make these schools different is not their resources or the quality of their teachers or even the charisma of their principal. The key is that they have a principal who acts as a role model and ensures that the school community is protected against external challenges, fosters a strong team spirit which celebrates high performance and time on task, and aims for constant improvement. These schools assume that every learner can succeed, and there is great trust in the motivation and dedication of the learners who respond in kind.

In addition, the PD schools see their community – even though it is in part illiterate and poor – as a resource and source of support. Ultimately the PD schools are prime examples of how success breeds success. Their success means that community members and school staff alike want to be associated with the school ([Republic of Namibia, 2016](#)).

### Use of DMS to identify and diffuse local solutions and models.

DMS data at district level can be used to identify positive deviant schools in the district. A study can be done, as was pioneered in Namibia, or these schools can be visited by other directors or stakeholders from the education sector and civil society to find out what it is they are doing differently. These elements can then be documented, and discussions can be organised at district level with other schools. School management committees and parents' associations can also visit positive deviant schools or have SMC and PTA members of these schools come and testify in their meeting. The latter could also participate in broadcasts, or their experience could be documented on video or through a media report.

Similarly, positive deviant learners, families and communities, that is those that perform well (those, who, despite being in the same economic situation and living in the same conditions than others in the community or in the district, manage to stay at school until higher grades, get

better grades, manage to send all their children successfully to school until higher grades, or where all the children of the community systematically go to school until higher grades), can be identified and analysed through dialogue, individual interviews, focus groups or other participatory tools at the school, community and district levels. In some cases, they can be linked with a positive deviant school, but in others, the success factors lie elsewhere.

Case studies on positive deviant schools, learners, families and communities can be included in PCAs with partner NGOs or, once identified, journalists can document them and develop different media formats to diffuse and value them. Media could interview positive deviants, or stakeholders of the positive deviant schools could go on the radio, explain their experiences and take calls from listeners who are interested in their experience. Video and audio testimonies could be available on the Website of Ministries of education and on social media (Facebook, WhatsApp groups of teachers, headteachers and SMCs/PTAs, etc.).



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## DESIGNING AND IMPLEMENTING DMS CE-SA COUNTRY STRATEGIC ACTION PLANS

### 4.1. GUIDING PRINCIPLES FOR IMPLEMENTATION OF CE, SA AND SBCC IN DMS

Principles guide the design and implementation of interventions. In the present case, a mix of principles from the DMS initiative ([UNICEF 2019d](#)), UNICEF community engagement quality standard (2019h), social accountability approach of IDS ([IDS 2018](#)) and UNICEF C4D approach ([UNICEF 2019g](#)) has been used to guide the design of community engagement and social accountability interventions around DMS. To reduce the complexity and adapt the principles to the guidelines, a maximum of 10 guiding principles have been chosen. Other principles developed in the reference documents are also valid (see section 3.3.1 in the implementation guide).

Principle	Definition	Reference
<b>1. Country ownership and “à la carte” approach</b>	The Ministry of Education has ownership of the innovation, which is demand driven. UNICEF presents a menu of options that can be tailored to fit the local needs and context.	<b>DMS guiding principles (UNICEF 2019d)</b>
<b>2. Sustainability and learning by doing</b>	Attention is given to the scalability and sustainability of tools and innovations, working within and strengthening existing national systems. The project works collaboratively with governments and existing national systems to design and implement tools, taking an iterative approach and making adjustments as needed.	<b>DMS guiding principles (UNICEF 2019d)</b>
<b>3. Rights-based approach</b>	Human rights-based approaches integrate the norms, standards and principles of the international human rights system into the policies, programs and processes of development and humanitarian actors. Human rights-based analyses take into account the imperative to expand equity, empower rights-holders to claim their rights and enable duty-bearers to meet their obligations. It prioritizes meaningful participation, equal rights for all, accountability, and the integration of human rights in legal and policy frameworks while simultaneously recognizing the need for risk identification and risk mitigation.	<b>Community Engagement core principles (UNICEF 2019h)</b>
<b>4. Community-based approach</b>	Community-based approaches support women, girls, boys and men to participate in a process which allows them to express their needs and to decide their own future with a view to their empowerment. A community based approach reinforces dignity and self esteem of people of concern and empowers all actors. It requires the recognition that they are meaningful participants in decision-making. Community leaders, groups, and networks work to prevent social problems and to deal directly with those that do arise, rather than requiring that external actors step in and assume these responsibilities. It includes understanding community concerns and priorities, mobilizing community members, supporting collective community decision-making, building on traditional social practices of community cooperation, and engaging social networks.	<b>Community Engagement core principles (UNICEF 2019h)</b>
<b>5. Gender Mainstreaming</b>	Gender Mainstreaming is a globally accepted strategy for promoting gender equality. Gender mainstreaming involves ensuring that gendered analysis, gender perspectives, and attention to the goal of gender equality are central to all activities - policy development, research, advocacy, dialogue, legislation, resource allocation, and planning, implementation and monitoring of programs and projects.	<b>Community Engagement core principles (UNICEF 2019h)</b>
<b>6. Understand the context</b>	Find the answers to key questions about the context before implementation and review them throughout; invest appropriate time in partnering with those who understand the relevant political and power dynamics (from micro to global levels); look for relevant insights from history and culture (key to understanding existing informal/traditional processes of accountability).	<b>Social accountability core principles (IDS 2018)</b>
<b>7. Be strategic</b>	Link social accountability initiatives to other institutions of political accountability and other legally constituted participatory spaces/consultation processes from the start of the intervention; take scale into account via vertical and horizontal integration, connecting vertically with counterparts at higher and lower levels and horizontally to branches of the state at the same level and relevant non-state actors; enhance state capacity to respond by supporting pro-accountability coalitions across the state–society divide.	<b>Social accountability core principles (IDS 2018)</b>
<b>8. Build on the existing accountability systems</b>	Integrate social accountability programmes with other relevant mechanisms that exist for sanctioning bad behaviour, allocating human and financial resources to enable these links to be strengthened and sustained over time.	<b>Social accountability core principles (IDS 2018)</b>
<b>9. Involve children, adolescents and young people both as primary audience and as agents of change</b>		<b>C4D guiding principles (UNICEF 2019g)</b>
<b>10. Ensure cultural appropriateness of content and approach</b>		<b>C4D guiding principles (UNICEF 2019g)</b>

## 4.2. ELABORATION AND IMPLEMENTATION STEPS

DMS is an initiative, not a full-fledged community engagement and social accountability program for education. DMS develops report cards at different levels, but in and for themselves they do not induce change if they are not integrated in existing national and partners' processes and programs. The integration of DMS in these processes and programs will depend on existing context and capacities for community engagement, social accountability, and SBCC at national and partners' level (including UNICEF). Based on this analysis, a strategic action plan around the implementation of community engagement and social accountability (CE-SA) around DMS should be elaborated for each country that is part of the DMS initiative.

### Minimum CE-SA interventions package.

The action plan should provide for a minimum package of CE-SA interventions and, depending on the result of the context and capacity analysis, it should also include other interventions to pilot different approaches in different settings. The minimum package of CE-SA interventions is about the use of school profile cards for CE-SA at the school level. Visits in DMS countries have shown that this minimum package is a priority for Ministries of Education, but it is not systematically implemented. If this minimum package is not implemented, it becomes difficult for Ministries of Education to sustain the production and diffusion of school profile cards, as decision-makers might not see their value. Therefore, the minimum package of intervention should also include an evaluation of the impact of CE-SA interventions through the collection of data through EMIS.

### "À la carte" interventions.

The pilot interventions aim at using / testing DMS report cards for CE-SA around education within existing processes and programs. The context and capacity analysis will help assess the capacities and identify opportunities to use DMS report cards in an efficient way to reach the DMS objective of increased equity in education, and to improve learning outcomes. These pilots will be documented, and results will be shared with Ministries of Education. Based on these results and evidences it will be up to the stakeholders to decide what approach should be deepened, scaled up, or dropped.

The very first step in implementing the CE-SA approach around DMS will be to create a CE-SA working group under the DMS technical team within the Ministry of Education in order to coordinate the development, implementation, monitoring and evaluation of the DMS CE-SA approach.

### Steps for implementation.

The following steps are proposed for implementation (for details, see the practical implementation guide):

Step 1: Setting up the coordination mechanism for CE-SA around DMS (optional)

Step 2: Capacity and context assessment for DMS CE-SA

Step 3: Elaboration of a DMS CE-SA strategic Action plan

Step 4: Implementation

Step 5: Monitoring & Evaluation

Step 6: Standardisation

### 4.2.1. SETTING UP A DMS CE-SA WORKING GROUP

#### Setting up a DMS CE-SA Working group.

To implement the DMS CE-SA intervention, a DMS CE-SA working group should be set up under the DMS technical team at the ministry in charge of Education (MoE). This step is optional and depends on the willingness and capacity of the DMS technical team, but is strongly advised if the MoE wants to implement a full-fledged version of DMS-SA interventions. It can be set up right from the launch of the DMS initiative in a country or later when the need for it arises. Activities described in the following steps can be coordinated directly by the DMS technical team.

The working group should include members from the different relevant divisions of the MoE, as well as from education related ministries (Ministry of Community Development and Social Welfare, Ministry of Health, etc.), partner NGOs (including umbrella organisations), parents' or parents' and teachers' organisations, traditional leaders and faith-based organisations, as well as representatives of the media and donors. The working group should develop and monitor the implementation of the DMS CE-SA strategic action plan (after its validation by the DMS technical team), coordinate and facilitate implementation of the different outputs, and streamline the use of data in the different processes at national, district and community levels.

The working group should coordinate the co-creation process of simplified school profile cards, of capacity building activities (ToR for the training of the trainers program, recruitment of trainers, supervision of curricula development, rollout of training, evaluation, streamlining), supervise and monitor the implementation of the different pilot interventions, and collect evidence and case stories.

### 4.2.2. CONTEXT AND CAPACITY ASSESSMENT

#### Context and capacity assessment.

In order to best position DMS CE-SA and SBCC interventions around education, it is important to do a context and capacity analysis in each country. There will be six areas of analysis:



- Behavioural analysis
- Capacity of the school management committee
- Capacity to use DMS products beyond school level
- Context analysis of social accountability framework
- Context analysis of intersectoriality
- Capacity analysis to use SBCC approaches as part of DMS interventions.

There again, depending on the willingness and capacity of the Ministry of Education to implement a basic DMS package or full-fledged DMS-CE-SA interventions, the context and capacity assessment phase can either be kept to a minimum (capacity of the school management committee) or be more extensive. Nevertheless, one should keep in mind that by doing the behavioural analysis using the SEM model (see section 3.1), the Ministry of Education might uncover demand-side issues and find different ways to address them in an innovative way, using resources that are beyond the education community. Furthermore, doing this analysis will help introduce the SBCC approach in a systematic way in education. Details and tools for the context and capacity assessment can be found in the DMS CE-SA implementation manual and toolbox.

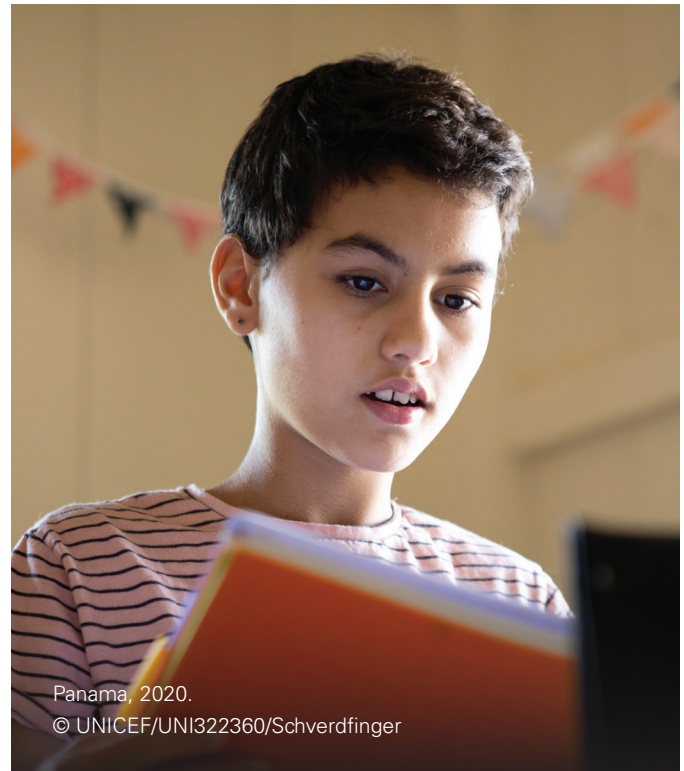
#### 4.2.3. ELABORATION OF DMS CE-SA STRATEGIC ACTION PLAN

After the context and capacity assessment that allows identification of possible activities, the third step will pertain to **the elaboration of a DMS CE-SA strategic action plan**.

Specific outputs and outcomes should be developed for each level of the Socio-Ecological model (SEM), as described in section 3.1, and along the corresponding strategic communication approaches:

- Behavior change communication objectives and results at primary participants' level;
- Behavior change and social change communication at secondary participants' level;
- Social change communication at tertiary participants' level;
- Social mobilization (including facilitation of community participation, and enabling environment) at meso level;
- Advocacy at macro level.

If the Ministry of Education chooses the minimum package of intervention, it need only develop outputs and outcomes for community/tertiary, meso and macro levels.



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#### 4.2.4. IMPLEMENTATION

Basic interventions and optional, “à la carte” interventions.

This plan is to be integrated into the national DMS workplan. Depending on the strength of the school management committees, and the result of the capacity and context assessment (see previous section), activities will range from system-wide, basic DMS CE-SA implementation (co-creation process of simplified school profile cards, training of trainers, advocacy for enhanced accountability and transparency in education and evaluation), through intermediate implementation (piloting tools and activities at the school and community levels, and evaluation) to a full-fledged level of implementation that would include the elaboration of a more in-depth and comprehensive CE-SA strategic action plan (including additional SBC activities), piloting, evaluation and standardization. Intermediate and advanced implementation can be done specifically in zones where UNICEF or partner organisations implement community engagement interventions.

A country can very well decide to start at the basic level of implementation and, based on successes and available funds, it can decide to move on to the next step. The basic level is especially relevant when DMS is first introduced in a country, when the DMS products and CE-SA approach has not yet been fully developed. Once the capacity and context assessment has been done, the national DMS technical team can decide to move to the next level of DMS CE-SA implementation, piloting differentiated approaches where the context and capacities are most favourable.



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Level of DMS CE-SA implementation	Activities
<b>Basic DMS CE-SA implementation</b>	Co-creation process of simplified school profile cards Training on the use of school and simplified school profile cards Advocacy for enhanced accountability and transparency in education Assessment of CE based on EMIS
<b>Intermediate DMS CE-SA implementation</b>	Above activities + following “à la carte” activities: Piloting implementation of tools and activities at school and community level Evaluation Standardisation
<b>Full-fledged DMS CE-SA implementation</b>	Above activities + following “à la carte” activities: Elaboration of a CE-SA strategic action plan, including SBCC Piloting implementation of strategic action plan Evaluation Standardisation

**Table 1:** Overview of level of DMS CE-SA implementation.

Activities to implement the DMS CE-SA action plan will range from enabling environment activities (elaboration of guides, tools and standards, capacity building), to CE / SA / SBCC activities, including advocacy activities. The choice of activities to be implemented as part of the intermediate and full-fledged DMS CE-SA implementation level will be done according to the previous capacity and context assessment.

The DMS CE-SA practical implementation guide and the toolbox give indications and tools on how to implement DMS CE-SA interventions.

#### 4.2.5. MONITORING AND EVALUATION FRAMEWORK

There are two types of monitoring and evaluation frameworks to be developed:

1. Monitoring and evaluation of the use of School and Simplified school profile cards (process indicators, integration in the EMIS questionnaire)
2. Monitoring and evaluation of the implementation of the DMS CE-SA action plan (process indicators, national level)

##### 4.2.5.1. EMIS INDICATORS

Monitoring of strength and effect of community engagement through EMIS.

A key principle of DMS is to rely on data that are already collected by national governments. In this case, DMS relies mainly on EMIS data that are combined with data on examination and human resources (teachers).

Therefore, at the school level, the measurement of the influence of community engagement on school performances will mainly come from data collected in the yearly EMIS questionnaire. Not all countries collect the same data through EMIS. Usually, data on community engagement are about the existence of parents' or parents' and teachers' associations, sometimes of mothers' associations, and whether they are active or not; the existence of school-based management committees and whether they are active or not, and sometimes whether they are trained or not.

These data, if available, can be analysed and compared to the performance of the schools, academic resources, school environment and infrastructure, school-based programs (nutrition, health, sport, etc.) and school discipline.

Example of indicators to be measured through EMIS can be found in the toolbox.

#### Measurement of parental involvement in Niger

Community participation at primary school level is contrasted. School Management Committees (SBM Committees) exist in all public schools, but only 35.7 % of schools have an active parents' association and 20.9 % an active mothers' association, meanwhile respectively 13.7 % and 33.1 % of schools don't have a parents' association or a mothers' association.

SBM Committees are relatively active. Only 4.2 % of them have 1 meeting in a school year, while the vast majority (69.8 %) of parents' associations hold 2 to 4 meetings a year, and 26 % have 5 meetings or more.

In 2015, up to 40.7 % of SBM Committees were trained, which is a high proportion, meaning that the trainings could be renewed every 2 years and a half.

Data show that on average, schools with higher community participation have a better health/nutrition environment (latrines, pharmacy, and hand washing station, school canteen, nutrients distribution), more facilities (water, electricity, playground) and better learning conditions (teaching and learning materials kits, textbooks). Beyond the health/nutrition environment and learning conditions, community participation is also associated with more pedagogic activities (teaching staff meetings in school).

Regarding the school performance, the activity of parents' and mothers' associations is associated with higher exam pass rate at the end of primary school. The presence of an active parents' association in a school is associated with an exam pass rate 3.4 percentage points higher, compared to a school without a parents' association. When there is an active mothers' association in the school, the exam pass rate at the end of primary is 2.6 percentage points higher, compared to a school with no mothers' association. However, unlike parents' and mothers' associations, SBM Committees' activity doesn't have a significant effect on the exam pass rate.

The feminization of the school teaching staff has a positive influence on the exam pass rate. An increase of the share of female teachers in the school from 25 % to 75 % is associated with an increase of the exam pass rate of 1.5 percentage on average, and it's 4.4 percentage points for girls. The difference is not significant for boys. The effect is also higher in urban schools (3 percentage points) than in rural schools (1 percentage point), (UNICEF 2019f).

### 4.2.5.2. CE SA SBC INDICATORS

#### CE, SA and SBC indicators.

Regarding the second type of monitoring and evaluation framework, the SEM has been used to categorize objectives and results in primary, secondary, tertiary, meso and macro levels (see section 4.2.3). A mix of indicators can be used, based on UNICEF education indicators (UNICEF 2018i), the UNICEF Community Engagement Minimum Quality Standards (UNICEF 2019h), UNICEF C4D Standards (UNICEF 2018h) and Social Accountability categories (IDS 2018). A definition of each of these indicators is to be found in the toolbox (tool 8).

UNICEF indicators for education with a special focus on Community engagement, Social Accountability and SBCC (UNICEF 2018i). Some output education indicators for education have been used here as outcome, as this is a behaviour change strategy: for example, the indicator regarding the percentage of children with disabilities who are enrolled is classified as an output indicator in the EDU RAM Standard but it is an outcome in terms of behaviour change (as a measure of parents enrolling their children in regular school).

- UNICEF CE Standards and associated indicators for NGOs, CSOs, and Implementing Agencies:

<p><b>Part A: Common Minimum Standards</b></p> <ol style="list-style-type: none"> <li>1. Participation</li> <li>2. Empowerment and Ownership</li> <li>3. Inclusion</li> <li>4. Two-way communication</li> <li>5. Adaptability and Localization</li> <li>6. Building on Local Capacity</li> </ol>	<p><b>Part B: Standards supporting implementation</b></p> <ol style="list-style-type: none"> <li>7. Informed Design</li> <li>8. Participatory Planning and Preparation</li> <li>9. Managing Activities</li> <li>10. Monitoring and Evaluation</li> </ol> <hr/> <p><b>Part C: Standards supporting coordination</b></p> <ol style="list-style-type: none"> <li>11. Working with Governments</li> <li>12. Partner Coordination</li> <li>13. Integration of Community Engagement</li> </ol> <hr/> <p><b>Part D: Standards supporting operations</b></p> <ol style="list-style-type: none"> <li>14. Human Resources and Organizational Structures</li> <li>15. Data Management</li> <li>16. Resource Mobilization</li> </ol>
--	--

**Table 2:** Summary of Minimum Standards for Community Engagement (UNICEF 2019h).

- UNICEF C4D Benchmark indicators (UNICEF 2019g):
  - Five C4D benchmark indicators have been prioritized to monitor the quality implementation of SBCC and resulting contribution to SBCC system strengthening, with corresponding standards for each. They are as follows:
    1. Budgeting for SBC Strategies meets quality standards.
    2. UNICEF-supported Government-led co-ordination mechanism/s for SBCC meet/s quality standards.
    3. Generation and use of social, behavioural and communication data and evidence meet quality standards for informing and monitoring SBCC strategies in Country Programme priorities.
    4. Capacity development strategy under implementation to strengthen and institutionalize SBCC skills of government and implementing partners staff at national level and subnational level meets quality standards.
    5. Communication and community engagement platforms/mechanisms supported by UNICEF meet quality standards across development priorities.
- Next to these output level cross-cutting indicators, there are so-called “behavioural indicators” intended to capture SBCC’s direct contribution to behaviour change and community engagement.
- Social accountability categories (IDS 2018)
    1. Citizen participation
    2. Change of practices in local government

3. Effectiveness of civil society initiatives
4. Solid public management
5. Accountability

Propositions for objective/outcome indicators and results/output indicators are found in the toolbox.

### 4.3. SCALING-UP / STANDARDISATION

The DMS initiative is usually an at-scale intervention at national level. As DMS CE-SA interventions are integrated in other programs, the scaling-up aspect will depend on these programs, not on DMS. In terms of scaling up the CE-SA DMS approach, the standardization of tools piloted in different programs should be used systematically in the country standards within the education system.

Monitoring and evaluation will determine whether the DMS-based approach should be improved and/or piloted in another site, standardised or terminated. The basic DMS intervention package is implemented in countries at-scale by utilizing existing national systems. "À la carte" interventions are linked to other programs and approaches for which a scale-up process should be elaborated. In the course of the scaling-up of these projects, programs and approaches, DMS products will be then standardised.

Therefore, if the assessment for the use of school and simplified school profile cards is positive, scaling-up will mean standardisation of the approach through the standardisation of tools, development of manuals and integration of the training module in existing training processes of the Ministry of Education and of partners for the training of school management committees, parents' and teachers' associations, community-based organisations and NGOs active in the area of education and community engagement and social accountability for education.





Kenya, 2020.  
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## RECOMMENDED READING

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Côte d'Ivoire, 2020.  
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Rwanda, 2020.  
© UNICEF/UNI319836/Kanobana




# APPENDICES


## 5.1. APPENDIX 1: EXAMPLES OF DMS SCHOOL AND SIMPLIFIED SCHOOL PROFILE CARDS

### Example of a school profile card developed by DMS in Zambia.

- Two-page document, A3 in colour
- Provides schools with key selected indicators
- Provides feedback from the Annual School Census
- Allows Self-monitoring for schools
- Allows school management to identify need and priority areas
- Assists schools in the development of School Improvement Plans (SIPs)



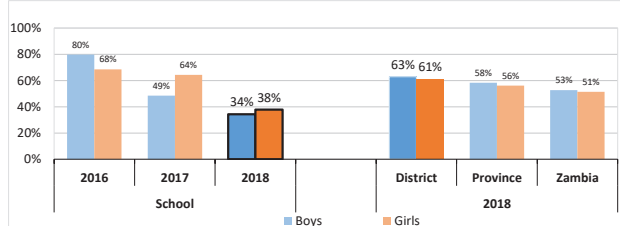
**REPUBLIC OF ZAMBIA**  
**MINISTRY OF GENERAL EDUCATION**  
**2018 School Profile**



Name of school	<b>CHIYEKE PRIMARY</b>	EMIS number	3781
Province	<b>NORTH WESTERN</b>	District	<b>CHAVUMA</b>
Location	<b>Rural Area</b>	Phone Number	<b>0966 245432</b>
Address	<b>BOX 3, CHAVUMA</b>	Distance to DEBS	<b>7 km</b>
Name of Head Teacher	<b>NYIMBIU ELIAS</b>	Running agency	<b>GRZ</b>

**Learning outcomes: Grade 7 - Percentage of learners achieving Division 1, 2 or 3**

*Results for exam center #060047 (CHIYEKE PRI SCHOOL)*



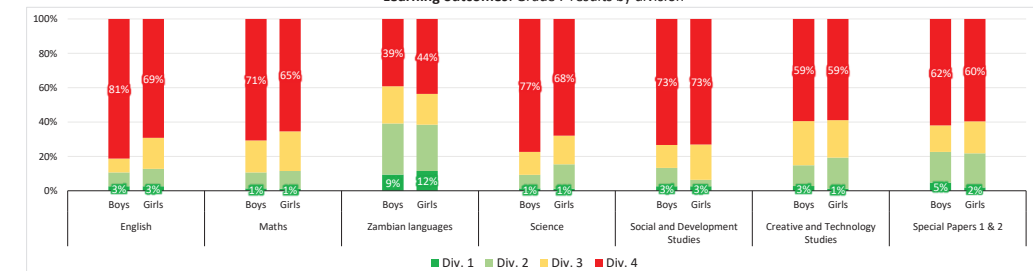
Category	Boys (%)	Girls (%)
2016	80%	68%
2017	49%	64%
2018	34%	38%
District	63%	61%
Province	58%	56%
Zambia	53%	51%

**Caution! Exam results have worsened from 2017 and from 2016.**

**Caution! Boys' results are much lower than those of girls.**

**Caution! Your school's results are significantly below the district average.**

**Learning outcomes: Grade 7 results by division**



**ENGLISH:** 3% of boys and 3% of girls achieved Division 1 and 81% of boys and 69% of girls failed.

**MATHEMATICS:** 1% of boys and 1% of girls achieved Division 1 and 71% of boys and 65% of girls failed.

**ZAMBIAN LANGUAGES:** 9% of boys and 12% of girls achieved Division 1 and 39% of boys and 44% of girls failed.

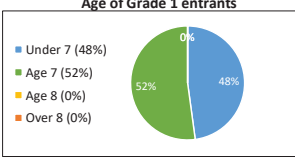
**SCIENCE:** 1% of boys and 1% of girls achieved Division 1 and 77% of boys and 68% of girls failed.

**SDS:** 3% of boys and 3% of girls achieved Division 1 and 73% of boys and 73% of girls failed.

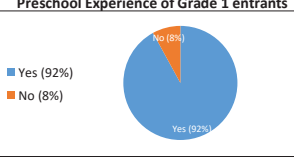
**Enrolment**

	Pre school	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Total (2018)	2017
<b>Enrolment</b>	68	163	222	90	158	145	119	150	<b>1115</b>	<b>820</b>
<b>Boys</b>	27	76	108	51	91	71	64	69	<b>557</b>	<b>405</b>
<b>Girls</b>	41	87	114	39	67	74	55	81	<b>558</b>	<b>415</b>
<b>Readmitted after pregnancy</b>									<b>1</b>	

**Age of Grade 1 entrants**



**Preschool Experience of Grade 1 entrants**



**Vulnerable Children**

	Boys	Girls
<b>Orphans</b>	141	105
(%)	25%	19%
<b>Non-Zambian children</b>	0	0
(%)	0%	0%
<b>Refugee children</b>	0	0
(%)	0%	0%
<b>Children with Special Education Needs</b>	9	6
(%)	2%	1%

52% of new entrants were 7 years old. 0% were 8 years old. 0% were older than 8.  
92% had preschool experience before entering Grade 1.

Orphans are the largest group of vulnerable children and represent 25% of all boys and 19% of girls (22% of all pupils).

	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Total (2018)	Last year (2017)	District
<b>Percentage of Repeaters</b>	0%	0%	0%	0%	3%	0%	3%	1%	0%	7%
<b>Number of Drop Outs reported</b>	0	0	0	0	0	0	0	0	-	-
<b>Promotion Rate</b>	-	317%	82%	109%	256%	44%	138%	116%	78%	90%
<b>Boys</b>	-	216%	85%	182%	276%	47%	110%	118%	69%	90%
<b>Girls</b>	-	570%	78%	71%	240%	41%	176%	114%	87%	90%

Promotion rates greater than 100% indicate that there were new pupils who entered that grade (transfers or children returning to school after dropping out).  
Grade 6 has the highest percentage of repeaters (3%).  
No drop outs were reported.  
The lowest promotion rate is between Grade 5 and Grade 6 (44%).  
The lowest promotion rate for boys is between Grade 5 and Grade 6 (47%).  
The lowest promotion rate for girls is between Grade 5 and Grade 6 (41%).

**Example of a simplified school profile card developed by DMS in Zambia**



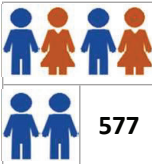
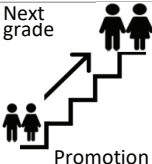
































One page document, A4, multiple copies

Provides school communities with simplified information

Provides feedback from the Annual School Census and school examinations

Allows SELF-monitoring for schools

Allows low-literacy communities to understand their school in comparison to district averages and over time

	<b>REPUBLIC OF ZAMBIA - MINISTRY OF GENERAL EDUCATION</b> <b>2018 School Community Profile</b>	
Name of school <b>CHIYEKE PRIMARY</b> Province <b>NORTH WESTERN</b> District <b>CHAVUMA</b>		
 <b>1152</b>	Next grade  <b>2016 ≈ 2017</b> 	 <b>0</b>  <b>0</b>
 <b>577</b>	 <b>575</b>	
<b>RESOURCES</b>		
 Teachers 2016  2017 	 Books 2016  2017 	
 Toilets No data   ≈ 	 Classrooms 2016 ≈ 2017 	
 Desks No data 		
<b>EXAM RESULTS</b>		
 Grade 7 Exam (Div. 1, 2, 3) English Mathematics Zambian language Science	2016  2017 2016  2017 2016  2017 2016  2017 2016  2017	
<b>MEANING OF SYMBOLS</b>		
 Things are <b>improving!</b>	 Things are staying the <b>same.</b>	 Things are getting <b>worse!</b>
 Your school is doing <b>better</b> than others in the district	 Your school is doing the <b>same</b> as others in the district	 Your school is doing <b>worse</b> than others in the district

## 5.2. APPENDIX 2: PRACTICAL IMPLEMENTATION GUIDE

As an addendum to this publication, we have published “Data Must Speak Practical Implementation Guide for Community Engagement and Social Accountability in Education.” Please reference that document for a description of the step-by-step processes for setting up community engagement structures.

## 5.3. APPENDIX 3: TOOLBOX

As an addendum to this publication, we have published “Data Must Speak Toolbox for Community Engagement and Social Accountability in Education.” Please reference that document for a description of useful tools for implementing community engagement and social accountability in education. A list of those tools is below.

### List of Tools

- Tool 1: ToR for a DMS CE-SA working group
- Step 2: Tools for Capacity and context assessment for DMS CE-SA
- Tool 2: Behavioural analysis
- Tool 3: Assessing Community engagement in Education
- Tool 4: Assessing the social accountability context for education
- Tool 5: Assessing strength of inter-sectorial interventions
- Tool 6: Assessing the capacity to use DMS in C4D interventions
- Tool 7: Definition of main education indicators
- Tool 8: Definition of standards for indicators
- Tool 9: Process for co-creation of simplified school profile cards
- Tool 10: TORs for TOT for the training on the use of SSRs
- Tool 11: Problem tree
- Tool 12: Preference ranking technique
- Tool 13: Solution tree
- Tool 14: Community Dialogue methodology
- Tool 15: Identification of Positive Deviants
- Tool 16: Possible U-report survey questions

### List of examples

- Example 1: DMS CE-SA workplan
- Example 2: DMS CE-SA strategic action plan
- Example 3: Indicators
- Example 4: Problem tree education in Mali
- Example 5: Preference ranking exercise in Côte d’Ivoire
- Example 6: The solution tree for education in Mali
- Example 7: Budget Execution and Services Delivery Barometer in Zambia
- Example 8: School situation evaluation sheet - Togo
- Example 9: Monitoring and evaluating progress in building safe schools - Zambia
- Example 10: Intersectoral community platforms in Togo
- Example 11: Advocacy document for social accountability and school governance in Namibia
- Example 12: Advocacy video for social accountability, Zambia



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