

DATA MUST SPEAK

FORMATIVE EVALUATION

FINAL REPORT

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Acronyms and Abbreviations

AGEPA	Improvement of Education Management in African Countries (<i>Amélioration de la gestion de l'éducation dans les pays africains</i>) (Togo)
BEPC	Lower secondary examination certificate (<i>Brevet d'études du premier cycle</i>) (Togo)
CEPD	Primary School Completion Certificate (<i>Certificat d'études du premier degré</i>) (Togo)
CEPE	Primary Education Certificate Examination (<i>Certificat d'Etudes Primaires Élémentaires</i>) (Madagascar)
CISCO	Provincial Education Inspectorate (<i>Circonscription scolaire</i>) (Madagascar)
CNDP-TICE	National Center for IT and Pedagogical Documentation in Education (<i>Centre National de Documentation Pédagogique et des Technologies de l'Information et de la Communication de l'Education</i>) (Togo)
COGEP	Primary school management committee (<i>Comité de gestion des écoles primaires</i>) (Togo)
COGERES	Secondary school management committee (<i>Comite de gestion des ressources de l'établissement secondaire</i>) (Togo)
CPRS	School Programme Success Contract (<i>Contrats Programme de Réussite Scolaire</i>) (Madagascar)
DAC	Development Assistance Committee
DEB	District Education Board (Zambia)
DEF	Basic Education Directorate (<i>Direction de l'Enseignement fondamental</i>) (Madagascar)
DEPP	Directorate of Preprimary and Primary Education (<i>Direction des enseignements préscolaire et primaire</i>) (Togo)
DESG	Directorate of General Secondary Education (<i>Direction de l'enseignement secondaire général</i>) (Togo)
DMS	Data Must Speak programme
DPE	Directorate for Education Planning (<i>Direction de planification de l'éducation</i>) (Madagascar)
DPEE	Directorate of Education Planning and Evaluation (<i>Direction de la Planification de l'éducation et de l'évaluation</i>) (Togo)
DREN	Regional Education Authority (<i>Direction régionale de l'éducation nationale</i>) (Madagascar)
EGRA/EGMA	Early Grade Reading Assessment / Early Grade Mathematics Assessment
EMIS	Education management information system
ESP	Education sector plan
FEFFI	Community-Level School steering committees (Madagascar)
MEN	Ministry of Education (<i>Ministère de l'éducation nationale</i>) (Madagascar)
MoGE	Ministry of General Education (Zambia)
PEC	Context-sensitive School Project (<i>Projet d'Ecole Contractualisé</i>) (Madagascar)
PERI	Education and Institutional Strengthening Programme (<i>Projet éducation et renforcement institutionnel</i>) (Togo)
PTA	Parent-teacher association
SHA	Special hardship allowance (Philippines)
SIP	School Improvement Plans (Zambia)
SPC	School profile card
ZAP	District Pedagogical Inspection (<i>Zone d'appui pédagogique</i>) (Madagascar)

Introduction

UNICEF's Data Must Speak (DMS) programme, co-funded by the Global Partnership for Education, the William and Flora Hewlett Foundation and the UNICEF Global Thematic Funding for Education, is now in its fifth year of implementation. The DMS programme provides country-specific technical support and capacity strengthening to ministries of education and school communities for more effective and transparent data use, to ultimately achieve better equity and learning in education (See Annex 3 for the DMS theory of change and Annex 5 for the DMS results framework).

The objectives of this formative evaluation are to: i) assess the current status of implementation and the results achieved; ii) identify opportunities to improve ongoing DMS implementation; and iii) provide insights and recommendations for future implementation and management of the next phase of DMS. The formative evaluation seeks to identify the necessary conditions for success, as well as country- and context-specific obstacles to the sustainable, effective use of education data at the system, school and community levels (See Annex 6 for the terms of reference of the formative evaluation).

The evaluation was conducted between June 2018 and March 2019. The approach and methodology are explained in detail in the inception report (Jarousse *et al.*, 2018), differentiating between Type 1 countries that chose to develop profile cards through which all tenets of the theory of change can be tested, and Type 2 countries that chose to develop specific indices and other tools to be used for central and decentralized management of the education system.

In Zambia, Togo and Madagascar (Type 1 countries), case studies were undertaken to examine DMS implementation with visits to each country. Interviewees included UNICEF staff, education ministry officials at the central and decentralized levels, school directors, teachers, parents, community members, development partners, NGOs and civil society groups. The team visited both urban and rural schools, public and private, participating directly in DMS and not. These meetings and visits were complemented by a documentary review (See Annex 9) and Skype interviews with key stakeholders (See Annex 7 for the list of stakeholders consulted), that also served as the basis to appraise the respective situations of the programme in Nepal and the Philippines (Type 2 countries).

Several limitations of the evaluation should be kept in mind. First and foremost, no visits to the Philippines or Nepal were undertaken, making it difficult to provide a full assessment of the programme in these countries, and its potential effects in complementarity with preexisting tools, that include profile cards. Secondly, as intimated in the inception report, effectiveness and impact are criteria that cannot be properly assessed at this stage, given the programmes' status and advancement. Finally, as the programme is under active ongoing execution, comments and observations here may in some cases have been overtaken by events. This is inevitable for a formative evaluation, and the findings, conclusions and recommendations of this report are framed so that the ongoing evolution of the programme should not alter them.

This report includes five main sections: i) country overviews, that provide helpful background information on the education systems of each, and on the history of the DMS programme and its implementation; ii) the main evaluation findings in the light of the DAC criteria; iii) the main evaluation findings according to the key questions set out in the methodology; iv) a detailed analysis and review of the school profile cards for the Type 1 countries; and v) conclusions and recommendations for future implementation, in existing and new participating countries.

Executive Summary

The evaluation was conducted between June 2018 and March 2019. The approach and methodology are explained in detail in the inception report (Jarousse *et al.*, 2018), differentiating between Type 1 countries that chose to develop profile cards for use down to the local, school and community levels, and Type 2 countries that chose to develop specific indexes and other tools to be used for central and decentralized management of the education system.

Taken as a whole, the formative evaluation has revealed consistent patterns across countries that provide a strong argument in support of many aspects of the DMS approach. DMS implementation has generally been consistent with the initial design of Phases I and II (this evaluation focused largely on Phase II). The programme has made progress toward its targeted outcomes, enhanced education system governance and management, enhanced social accountability, and improved global knowledge on community participation and the use of data for improved equity and learning. As noted below, progress has generally come through timely technical support for design of profile cards (or indexes for Type 2 countries) and training, with limits to implementation as noted below.

The assumptions behind the DMS theory of change have proven generally valid, but the hypothesized link between the improved availability of information and better governance (through engagement of communities) appears less robust than anticipated. A broader multisectoral systems approach will be needed to provide greater support for community engagement in order to ensure that they are able to influence decision-making and governance, and DMS processes should more proactively engage with governments to ensure a commitment to reallocate resources in keeping with the DMS indicators.

The evaluation team finds that further expansion of the programme is feasible and merited. Summaries of the findings in terms of the DAC evaluation criteria and the core evaluation questions defined during the inception phase are included in Annexes 1 and 2 respectively. The following recommendations are offered as inputs for improvements to the next generation of DMS programmes.

Design and Content of Profile Cards

While there is no question that profile cards can be a valuable source of information to support efforts to improve equity, quality and school-level management, the relevance and packaging of data requires careful, participative, consideration.

1. The focus on efficiency for the profile cards is appropriate for the district, regional and central levels, but except for countries where schools have some degree of budget autonomy and are able to make decisions about the optimal use of resources, it would generally be better to base the school profile cards on a concept of achievement rather than efficiency, i.e. to what extent are schools helping their students achieve learning goals?
2. Rather than ranking schools against one another in terms of resources, it might be better to rank them against agreed national standards that will help district, regional and central planners to monitor progress against their goals.

3. Several adjustments could be considered to simplify the formulas to calculate the comparative level of resources. An indicator of community purchasing power such as the average payment to community teachers (in countries where they exist) could be a good proxy for this purpose. This would make it much clearer to education planners which communities are under the greatest financial stress.
4. The choice of performance indicators should explore options that provide credible historical trends in learning outcomes. The use of end-of-cycle examination results for this purpose has its value but also several important limitations, including a frequent lack of standardization across regions, or variations over time, in particular when instrumentalized to regulate access to later cycles of schooling.
5. Some profile cards could be redesigned to show trends over time more clearly. This is particularly important to show changes in learning outcomes, provision of materials and equipment, pupil-teacher ratios, financial resources, management and supervision, etc.
6. Secondary school profile cards should not be seen as a simple upward extension of the primary school profile cards, as very different contexts, teaching modes, parental engagement, financial autonomy and student heterogeneity affect how data is used.
7. The cascade approach to training is generally cost-effective but where countries have left the training of community members to school directors, and that of school directors to inspectors, results are uneven and generally unsatisfactory. Opportunities for cross-country learning in how to optimize the use of cascade approaches to training should be exploited.
8. The content of some of the training material could be reviewed. In Madagascar, for instance, school directors are being asked to calculate complicated formulas unnecessarily. Timing is also important; training should be synchronized with the distribution of the profile cards.

DMS Underlying Design, Conceptual Approach and Theory of Change

DMS has many design strengths that should be maintained and further reinforced in any further phase. It will, however, be worthwhile to revisit the theory of change in the light of lessons learned so far, as several key assumptions may need further examination and development.

9. Great commitment has been shown to ensuring education ministry ownership, providing strong technical support to data/statistics units, and showing care to build on precedent and lessons learned. This has also contributed to significant buy-in from donor partners.
10. The DMS team understood from the outset the importance of strengthening EMIS programmes and ensuring the viability and reliability of the data sources from which the profile cards are developed.
11. Community mobilization on its own does not appear to have moved schools toward more transparent management. However, incentive-based structures, such as the attribution of subsidies and financial support by several education sector projects, partly based on DMS tools, may stimulate interest in school-level data and foster change at the school and community levels. More work is needed as a complement to DHS efforts in order to develop

commitments from planners to use the DHS process as a guide to resource allocation. This is an area where the Type 1 countries could usefully draw lessons from the Type 2 countries.

12. The timeframe required to produce national education statistics upon which DMS tools are based is critical for DMS to have an impact on education system governance and management, beyond existing practices. Initiatives to shorten it, such as the digital collection of data, should be given careful context-sensitive consideration when providing technical assistance for the improvement of EMIS systems.

Implementation

DMS is now ripe to evolve from its current nature as a 'data' programme with a centralized focus, to providing greater support for those results to be achieved at the local level, and paying greater attention to the equally important aspects of training and communication.

13. The composition of the core DMS teams on both ends of the equation (UNICEF and ministries) should be broader in nature, including communications and teacher training as well as statistical expertise, among others.
14. The social accountability aspects of DMS will require greater support. Future iterations of the programme should pay more attention to the upward flow of communications within school systems, and the horizontal flow across communities, working to ensure that DMS pays far greater attention to how data is used (putting 'must speak' on an equal footing with 'data'). Specific initiatives to foster community mobilization and improve grassroots management will be important enabling conditions for DMS to achieve its aims. Tools that provide a fact basis for discussions about schooling among communities, parents and headteachers will only be effective where the underlying political structures create incentives for managers to be held accountable by communities.
15. Implementation tie-in with school improvement programmes, learning-oriented inspection-level action plans or other forms of school-level funding appears to be an area worthy of greater focus in the future, where such programmes exist, to use profile cards for diagnosis and decision-making. Such mechanisms can also support the decentralization of decision-making through community participation.
16. UNICEF's institutional support to the ongoing implementation of DMS appears to be a long-term commitment, which could be translated into the training of UNICEF country and regional staff to play a stronger role, in a systemic approach that will facilitate further expansion and the number of countries that can be covered.
17. The experiences of Type 1 countries have demonstrated the importance of administrative capacity as an enabling condition for the success of DMS. The baseline analyses that were done in DMS countries before the beginning of implementation were helpful but did not necessarily translate into a sufficient understanding of both the type and quality of educational statistics available, institutional arrangements and bottlenecks, and management capacity at all levels (enabling conditions).

18. Countries should be encouraged to establish priorities for DMS, in particular avoiding breadth at the expense of depth (as in Togo, with the design of preprimary and secondary profile cards, before effective primary profile card distribution and user-training).

Knowledge Sharing

19. It might greatly benefit participating DMS countries, as well as future DMS countries, to provide further direct opportunities to exchange over their respective experiences, with the programme, its tools, their implementation, but also data collection, use and transparency in a broader sense. A facilitated virtual platform, exchange visits, regional workshops and publications in international education journals are a couple of options. A DMS implementation guide based on the experiences of the five countries covered by this evaluation, could be useful. This should be done in a way that builds on implementation lessons learned across the countries, while acknowledging the importance of ensuring that DMS remains flexible and context-based.
20. There appears to be a high degree of complementarity between different countries' tools, which in conjunction would enhance DMS outcomes: the Nepal equity index could measure the impact of profile cards through improved governance and accountability in other countries, at the central and decentralized levels. The Philippines' hardship index would be a useful addition to profile cards, in particular where they are used by local education authorities for decisions about resource allocations.
21. In each of the current DMS countries, there is a potential wealth of data developed through the programme that could be used to underpin research on a range of educational concerns, including the use of indicators for decision-making at different levels. Such research efforts could strengthen the overall evidence basis for decision-making and be a significant step toward fulfilling the knowledge-sharing objective of the DMS programme.
22. The EMIS-based research undertaken on the impact of community mobilization on schooling and learning could potentially lead to recommendations on the improvement of the data collected on how communities participate in school management, and its incorporation into existing data collection exercises.
23. A further area that calls for greater research is the measurement of pupil performance, particularly in ways that provide a real perspective of progress over time. This is a fundamental aspect of the DMS theory of change, and crucial for the improvement and effective instrumentalization of school profile cards, so that they can constitute a sound basis for the elaboration of school projects.
24. Beyond its contributions to global knowledge-sharing, DMS also stands to benefit from the contributions of others. In Madagascar, for instance, JICA's innovations in pupil competency tests and community member training for school project elaboration merit consideration, as alternative approaches to improve profile card relevance and community mobilization.

Part 1. DMS Country Overviews

Madagascar

Madagascar has a long-running experience in the use of profile cards at different levels of the education system, including provincial inspectorates (CISCO), pedagogical inspection districts (ZAP) and schools. This experience was developed in response to a series of external initiatives, but has resulted in a high degree of national appropriation of the concept. The AGEMAD project, a local adaptation of AGEPA, was the first to develop school profile cards, management guides and other pedagogical and administrative tools for headteachers, teachers, ZAP (local school district) heads and inspectors. Following the 2009 crisis in Madagascar, the education ministry developed new tools guided by the School Success Programme Contracts (*Contrats Programme de Réussite Scolaire - CPRS*) policy, involving all the players of school communities. The process was based on a participatory diagnosis of the school's situation, a debate of the action required, and the assigning of responsibilities, all of which were written into a contract. This approach was then reviewed, in favor of another model whereby headteachers developed their own school profile cards, based on their data, to use as a diagnosis that determines the content of a Context-Sensitive School Project (*Projet d'Ecole Contractualisé - PEC*).

In this particular context, DMS and its tools have constituted a natural evolution of existing activities, and have received a warm welcome from both central and local authorities. The DMS programme is clearly seen as an asset for a government that is well organized on both the administrative and pedagogical levels, and has established a project management approach from the central to the local (ZAP) levels, through the systematic use of annual action plans.

A DMS team was set up within the Directorate for Education Planning (*Direction de planification de l'éducation - DPE*) to enrich the existing profile cards, including ZAP averages, primary education certificate exam (*Certificat d'Etudes Primaires Élémentaires - CEPE*) results by subject, and synthetic resource and results indicators to provide a graphic appraisal of schools' efficiency. A first trial was carried out in three pilot CISCOs, before deployment throughout all the 22 inspections nationwide.

School and ZAP profile cards for the primary cycle are currently automated on the basis of the main EMIS survey (*Fiche primaire d'enquête*). Their printing and distribution is carried out by CISCOs, each of which has been provided with a color printer through shared donor funding (UNICEF, AFD, EU and World Bank).

The national DMS team implemented a cascaded training approach, initially training DREN and CISCO trainers, who then trained ZAP heads and headteachers. At the local level, headteachers are responsible to explain the interpretation and use of the profile cards to the members of their community-level school steering committees (FEFFI).

The DMS programme is thus fully operational in Madagascar, and shows every sign of being highly relevant. Beyond the initial stages of conception, production and distribution, school profile cards are routinely used as a diagnosis tool to determine each school's situation and needs, and form a factual basis for the elaboration of its school project (PEC). The profile cards were on display in every school visited, usually in the headteachers' office. The district inspection profile cards are commonly

used by ZAP heads to understand the issues faced by the schools in their area, and prioritize their efforts and support. Simplified community-friendly profile cards have been designed and are ready for imminent distribution. CISCO-level profile cards are also available to facilitate the management of pedagogical districts by provincial inspectorates, and a DREN profile card is under development.

In such a favorable context, recommendations for the future of the programme are all the more feasible to formulate. The school profile cards could be simplified, to both ensure their easier understanding by headteachers, and make them more relevant still for the elaboration of PEC school projects. Indeed, the notion of efficiency is difficult to harness as a driver for school-level improvement, although it is of greater value at the ZAP and CISCO levels to determine where to focus support and allocate resources. A review of the school profile card template could help to better focus school management efforts on improving learning outcomes, particularly given the announced prospect of the CEPE and its related metric being suspended, and away from their prevalent emphasis on equipment and resources. Training content also merits a results-based appraisal at this point, as it currently appears to be overly complex and ambitious for its target audience of headteachers and ZAP heads.

Nepal

The DMS initiative was launched in Nepal in 2015, at the request of the Nepal government which had recently approved a *Consolidated Equity Strategy for the School Education Sector*. This strategy proposed to develop interventions to improve the quality of schooling in the most disadvantaged districts in the country, while at the same time reducing the number of out-of-school children in those districts.

The DMS programme mainly focused on the development of a composite equity in education index (commonly referred to as the 'equity index') whose purpose is to identify disparities among districts (now municipalities). It has been used to provide targeted support to under-resourced schools and districts as well as analysis of the five 'bottom' districts. The development and use of an equity index were part of the disbursement-linked indicators of the School Sector Development Plan (SSDP), financially supported by GPE and other donors. Adapting the World Bank's Human Opportunity Index formula to the Nepal context, the index combines district performance and equality of opportunity in terms of three educational outcomes: i) access, ii) participation, and iii) learning. It was intended to inform planning and budget processes at the national, sub-district and local levels.

Although it was not the primary focus of the support in Nepal, DMS also provided guidance for the revision of existing school profile cards, which provide physical and financial information about the school, the numbers of teachers and students, student-teacher ratios, students' age, promotion rates and repetition rates. The cards are also notable for what they do not include: information about learning levels or pass rates, or comparisons between or within districts. The profile cards were tested in 450 schools in 2017. They have been incorporated as a feature of the web-based EMIS portal that was developed with DMS support to facilitate reporting during the ongoing transition to a federal system, but have not yet been made available in physical form at the school, municipal or provincial level. There is a tentative plan to develop profile cards for use by communities, that would be simplified versions of the school profile cards.

The equity index was approved within a year of programme launch, and was used to identify and report on the lowest scoring districts, five in the second year and another five in the third year of the project. The index has not yet been used in determining actual allocations beyond the pilot districts. Indeed, a major policy shift toward decentralization entailed the government replacing the districts on which the SSDP, GPE programme and equity index were based with a new administrative map with 753 municipalities and 7 provinces. This federal restructuring changed the Ministry's role and that of its central level agencies from one of implementation to a much more indirect role of setting policy and monitoring progress. It also presented a risk that municipalities would develop their own incompatible reporting standards.

DMS responded to this risk by adapting the equity index to the new federal structure. The government has requested the index to be computed for all 753 municipalities. It developed a formula based on the equity index for the 186 municipalities within the previous 15 bottom districts in order to allocate additional resources. This flexibility shown by the DMS programme to adapt to the new federal structure is a real strength. However, there was already limited technical capacity at the former district and sub-district levels, and it is not yet clear how much this will limit what can be done at the municipal level under the new structure.

Overall, the DMS experience in Nepal has been positive, in spite of the range of challenges it has faced, and continues to face. DMS has helped to improve the quality and availability of EMIS data, leading to its greater use for planning purposes. There is very positive political engagement and a clear will within the country to further develop the programme despite the shift to a federal structure. DMS has also raised the profile of equity-based planning and contributed to the implementation of the equity strategy that is at the heart of the SSDP. The approach has been well-accepted by other partners and has helped to identify indicators for the GPE education grant.

An important lesson for future iterations of DMS in Nepal, or its expansion to other countries, is that data access and security should be a condition of DMS engagement. To agree this from the outset will contribute to mitigate project risks related to ownership and dissemination, as well as provide a favorable context to enhance data quality.

The interest in rolling out the programme to the school/community level presents an immediate opportunity for the future, although there are many areas of the country that are not yet connected to electricity or the internet, and the printing of profile cards is expensive and their distribution to all schools has proven logistically difficult.

Philippines

DMS was launched in the Philippines in 2016. As in other DMS countries, it was designed to build on and strengthen existing processes. The momentum for its development came initially from the UNICEF country office, and there was some early difficulty obtaining formal approval from the ministry. Its purpose was precisely targeted to design and implement a transparent formula, the hardship index, to improve an existing financial incentive, the Special Hardship Allowance (SHA). This is a way of encouraging teachers to accept postings in hard-to-reach areas, or that are otherwise considered to be difficult or undesirable. The formula was intended to replace the existing practice,

perceived as arbitrary by teachers, of providing incentives (up to 25 percent of teacher salaries) based only on remoteness, which was defined very differently in various regions of the country.

The education system in the Philippines is highly centralized with advanced data collection systems, providing a rich source of information for planning and decision-making at all levels. Timely data are widely available but have been underutilized because they are not generally accessible to education decision-makers. School-level data collection occurs in July/August, based on prior enrollments for the following year. The high degree of automation within the system means that by September (the start of the school year) performance indicators are calculated and available. A second data collection process is carried out in March to update learner status towards the end of the school year. This is part of an effort to enhance school-based management and improve school improvement plans.

School profile cards are already widely produced at the school level, with more than 90 percent of schools believed to prepare them. However, their impact is limited, in part because they contain no comparative information with other schools that would allow school personnel to better understand their relative areas of strength and weakness in the light of what other schools are achieving. Most schools do not yet have the technical capacity to produce a meaningful summary of their school, and EMIS is an amalgamation of several different systems that are not fully compatible, making it difficult to generate comparable profile cards.

The development of the hardship index in the context of DMS was guided by a quantitative analysis of teacher characteristics, drawn from EMIS data on all primary and secondary schools, as well as consultations with teachers. The factors recognized by teachers as being important in the consideration of the hardship allowance included hazard and conflict, remoteness, lack of water, the cost of living, lack of communications, lack of electricity, multi-grade teaching, and limited career opportunities, in reverse order of importance. The hardship index was endorsed in 2017 and integrated into teacher compensation and transfer policies. However, the index was not used for the 2019 budget exercise, as allocations had already been determined.

The DMS programme in the Philippines was something of an outlier among the five countries studied. It was most similar to the programme in Nepal, which also constructed a central index, but more than the other countries, it focused largely on the provision of technical support and assistance.

It has had some positive effects in terms of helping the government understand better how the current teacher payment policies are applied at the decentralized level, but very limited impact in terms of better data use overall, and there has been little communication with teachers and schools. There are continuing concerns about the technical capacity of ministry staff to continue to use the hardship index, which is seen as complex and relatively fragile, without ongoing technical support from UNICEF. Unlike other DMS countries, there has been little direct coordination with other development partners or government departments, although the hardship index has attracted considerable attention within the donor community, several members of whom have adopted it for their own programmes. DMS support in the Philippines did not include support for improving school profile cards; these still cannot be generated from existing data, and the software to do so is not owned by the ministry.

It is too early to provide a clear judgment on the overall success of DMS in the Philippines. The programme was narrowly targeted to improving the process by which the existing Hardship Allowance is allocated; it has given the government the tools it needs for that purpose and appears to have met with approval from teacher representatives. However, actual implementation has lagged due at least in part to the political and administrative complexity in adjusting provincial budgetary allocations; ownership appears to be largely limited to the central ministry department working most closely with the DMS team, and there has not been an adequate development of technical capacity within the ministry to run the programme on its own. In addition to immediate implementation concerns, future discussions should focus on the potential use of the school hardship index, or a similar instrument, to support the preparation of school improvement plans, and the updating of school profile cards to allow for comparisons across schools and to inform school grants.

Togo

The DMS programme was launched in Togo in 2014, with the goal of improving the quality and impact of information available at the school level. The context was promising: the country had prior positive experience with school profile cards, gained through the work of the Ministry of Education EMIS team, inspired by the experience of other countries through the *Improvement of Education Management in African Countries (Amélioration de la gestion de l'éducation dans les pays africains - AGEPA)* programme, even though the profile cards were not distributed to all schools at the time. Togo's goals to develop and improve the quality of the education system, as reflected in its several education sector plans (ESP), were well aligned with those of DMS, emphasizing community mobilization and the systematic elaboration of school projects. Furthermore, a GPE-funded programme for institutional strengthening (*Projet éducation et renforcement institutionnel - PERI*) offered an opportunity to source the funds needed to develop the programme and promote community interest in improving their school's situation.

The profile cards that have been the main focus of DMS in Togo are intended to directly provide schools with a measure of their performance, based on exam results, retention, repetition and gender parity data; and their context and resources. The two are then synthesized in terms of efficiency (the transformation of resources into results) and compared to average inspection and national level indicators. Profile cards have been designed for all cycles, from preprimary through to upper secondary, as well as for pedagogical inspections. Simplified profile cards use emoticons, to facilitate comprehension by communities.

The profile cards have been regularly produced by the national DMS team within the Directorate of Education Planning and Evaluation (*Direction de la Planification de l'éducation et de l'évaluation - DPÉE*) at the ministry, since 2014. User guides and training modules are also available. Since 2017, the production of profile cards has been automated, and they are now updated when data from the 'full' school surveys become available each year.

Nationwide distribution began in earnest in 2017, with the profile cards based on 2014-15 data, accompanied by the training of inspectors who were responsible in turn to train headteachers. The lessons learned from this first campaign led the DMS team to review the profile cards and training

tools. In addition to this, the UNICEF country office has implemented a pilot distribution approach in 64 schools of the Kpendjal region, directly providing headteachers with more in-depth training. A new campaign started in January 2019 for the distribution of profile cards based on 2017-18 data. Inspectors are being trained to their use in the context of the pedagogical retreats organized by their respective inspectorates.

It is noteworthy that in Togo, the pedagogical directorates of the ministry, for both primary (*Direction des enseignements préscolaire et primaire* - DEPP) and secondary (*Direction de l'enseignement secondaire général* - DESG), have organized annual data collection exercises in addition to the full school survey that feeds EMIS. These spot surveys occur at the beginning of each school year, focus on limited enrolment and resource indicators, and are intended to facilitate immediate planning and decision-making at the inspectorate level, in particular with respect to teachers and equipment.

Several projects and programmes rely directly on the DMS profile cards produced, using the data and indicators with the support of the DMS/EMIS team at the central level, to determine where to focus their support.

Notwithstanding the above achievements, Togo's DMS impact in terms of education system governance and school management is still modest. This is in part due to the reality that the effective distribution of DMS tools and training to their use is just beginning to gain momentum. Further, the common practice of spot surveys, although signaling an appetite for access to reliable data at the decentralized level, has tended to marginalize the interest in and use of DMS profile cards, that are only available later in the school year, once the full EMIS survey has been conducted, checked and processed.

Thus, the very inspectors who should be instrumental in disseminating the DMS profile cards, use alternate tools at their level and have not yet fully integrated the DMS tools in their school monitoring practices. In doing so, they convey a mixed message to schools and communities with regard to the data that can be leveraged to militate for improvements. Perhaps in correlation to this, the training they dispense to DMS profile card use has not been fully effective, and headteachers as a consequence, are often noted to have limited ability to interpret the situation of their school on the basis of the DMS cards. Training was carried out in January 2019 to address this issue.

It has also been noted by UNICEF country officers that communities found it difficult to understand the simplified profile cards. Their distribution to communities has been temporarily suspended while a review, with the support of an anthropologist and graphic designer, and involving direct feedback from communities and proper testing, takes place.

A further challenge lies in the apparent isolation of DMS within the DPPE, related to administrative and institutional issues within the ministry, and a somewhat limited development of the activities planned in the successive ESPs relating to community empowerment and the promotion of school projects.

DMS has great potential to contribute to the evolution of school-level practices. This will be harnessed, and enhanced, thanks to a review of the production process of the profile cards, to ensure their more timely availability with schools and inspections, as well as their direct use by education programmes as a basis to support the development of school projects, and determine the allocation of subsidies.

Zambia

The Data Must Speak Initiative began in Zambia in 2015, but the foundations for the project can be found in USAID's *STEP UP* and *Read to Succeed* projects, both of which ended in 2016. Personnel within the Ministry of General Education (MoGE) expressed the view that DMS could be seen as a logical extension or even replacement of these earlier projects.

The main focus of DMS has been the design of profile cards, at the school, community, district, province and national levels. School profile cards were designed collaboratively with teachers, PTA members, district, provincial and central level ministry staff. They cover exam results, pupil characteristics, access and enrolment, teachers, school characteristics, textbook availability, and needs in the light of national standards. Each profile card provides information on how a given level is performing in education delivery compared to immediate and further administrative divisions, on how resources compare, and on historical trends. Community profile cards are simplified versions for community members, including low-literacy readers.

Training for provincial and district planners and statisticians, supported by UNICEF HQ, took place in 2017. Training for school directors and community members was held in mid-2018 only in the Northern Province and in 42 communities in Chongwe and Chibombo districts as part of the impact evaluation (randomized control trial), although more is planned. A Zambia education management toolkit was developed to support the training process at the school level as part of a broader Ministry effort to support school-based management.

The school profile cards provide schools with key indicators, including feedback from the annual school census. Although much of the data included in school profile cards is already available at the school and community levels, the key strength of the profile cards is that they allow schools to get a sense of their comparative standing within a district and against national standards. They also help schools identify needs and are an important input for the development of School Improvement Plans (SIP). As such, the profile cards bring added focus and allow for the possibility of evidence-based decision-making around resources and personnel, allowing District Education Board secretaries and planning personnel to target time and resources to schools that have comparatively greater needs.

The signature achievement of DMS in Zambia has been to successfully distribute the school profile cards throughout the country twice in less than a two-year period. The last distribution, of the 2017-18 profile cards, with data from the 2017-18 school year, took place in April 2018. This was done without creating parallel systems but using the existing school census forms and procedures. This is an important proof of concept, showing that the DMS tools can be used by an education system not known for its flexibility and innovation, to open up new channels of communication and new opportunities to strengthen the evidence basis of decision-making processes and further, that this can be done within a relatively constrained financial envelope.

Another notable achievement has been to demonstrate the potential for linking available data on learning outcomes with EMIS administrative data. DMS is also deemed to have helped improve data collection and use. These efforts placed UNICEF in a leadership position among partners regarding the use of data, and the extent to which other external partners and donors made use of information generated through the preparation of the profile cards was an unexpected indication of demand for data, and for packaging data in ways that are operationally relevant.

DMS in Zambia has been characterized by a strong sense of national ownership and a heavy emphasis on capacity-building, at least at the central level. The project has benefitted from broad donor engagement, with the potential negative impact on implementation of the withdrawal of some donors' support to education in Zambia (for issues unrelated to the DMS), being mitigated by that of others. Both have contributed to sustainability, and the country is now in a position to carry out the annual production of school profile cards with limited additional technical support. The Zambia experience has also demonstrated that MoGE ownership, while an important feature overall, must be managed actively. During the early years of implementation, the MoGE EMIS team was at times overly controlling, limiting the access and engagement of other units.

There have been a number of challenges associated with the project. While vitally important to implementation, the high number of donors involved created logistical challenges. The EMIS process is significantly underfunded meaning that printing costs have had to be subsidized directly by the initiative and distribution to all schools has proven logistically difficult. Delays in printing and distribution have affected data reliability and usability. Efforts to match examinations data with EMIS have been only partially successful because the former is disaggregated only down to the examination center level.

Part 2. Findings According to the DAC Evaluation Criteria

This section considers the DMS programme to date from the perspective of the five DAC criteria: relevance, effectiveness, efficiency, impact and sustainability. These are reviewed for each of the three case study countries, along with a brief statement of overall tendencies observed. Annex 1 provides a summary overview of the findings according to the DAC evaluation criteria.

Relevance (Alignment of the Programme with National Goals)

The DMS programme aims to achieve an improvement in the quality, dissemination and use of data through the mobilization of all education sector stakeholders, including communities. One of its beacon tools is the production of profile cards, for communities, schools, districts and inspectorates, that present summary data on context, resources and learning outcomes.

In the three countries visited by the formative evaluation team, the relevance of the DMS programme as implied by the DAC criteria has been clearly determined, in as much as each country has defined national education goals with which DMS is well aligned.

- In Togo, national education goals and the activities undertaken to achieve them represent a highly favorable context for the development of the DMS programme. The government promotes a fact-based education policy, and is keen to improve the production and analysis of diagnostic and assessment data. The first sector plan, ESP 2010-20, states community mobilization as a key aim of education policy, building on the establishment in 2010 of school management committees (COGEP, COGERES) where community members and parents are to actively participate in decisions about schools' finances, and more broadly, academic life. The second sector plan, ESP 2015-25, placed further emphasis on school projects to improve education. Both sector plans are supported by the PERI programme, that flexibly provides resources to promote efficiency (Inspectorate action plans, subsidies to efficient schools, and so on).
- In Madagascar, DMS appears to be well in line with national education policy to facilitate information feedback to schools and deconcentrated administrative levels, as well as to encourage community involvement in school-level management practices. The fact that all administrative levels (regional, provincial and district) operate on the basis of annual action plans using situational diagnosis to prioritize activities, also constitutes a favorable context for DMS' development. Furthermore, Madagascar has a long-running history of producing school profile cards, starting with the AGEMAD programme supported by the World Bank, that was directly pursued by the Ministry of Education (MEN) following the 2009 crisis. In 2014, DMS was readily adopted by the government as a natural successor, and a pilot was launched in three regional inspectorates (CISCO).

- In Zambia, DMS is positioned as a particularly helpful programme to achieve national goals of enhancing the quality and relevance of education data at all levels, to improve resource allocation to schools and their performance. The adoption of the Revised Sixth National Development Plan 2013-2016 (R-SNDP), in line with the Education Agenda 2030, has formed the basis for the third National Implementation Framework (NIF III). This includes specific emphasis on improving management capacity and data quality at the central level for fact-based decision making, and calls for improved school management by districts, that are both key DMS goals. Thus, DMS in Zambia was designed to support government and donor efforts, by providing district education authorities and schools with tools and training to facilitate their use of comparative statistics in daily management practice.

The relevance of DMS can also be considered in the light of its coherence with UNICEF priorities. The programmes developed in the three countries visited are clearly aligned with UNICEF's 2018-21 strategic plan, in particular Goal 2 "every child learns" and Goal 5 "every child has an equitable chance in life." In addition to striving to improving education system equity, in particular through the promotion of equity-based allocation approaches, DMS aims to improve the accountability of schools and governments to parents and communities, with the perspective of thus having an impact on enrolment and learning quality.

Effectiveness (Level of Achievement of DMS Programme Goals)

Considering the nature of this formative evaluation which comes at a fairly early stage in the implementation of the DMS programme, it is premature to analyze effectiveness as the extent to which programme goals have been achieved, in terms of governance and community mobilization. This review will therefore first focus on three complementary perspectives: i) the national ownership of the programme and integration with national statistical tools and processes; ii) the production process of the DMS tools; and iii) the distribution of those tools and user training.

National Ownership of DMS and Integration with EMIS

In all three countries visited, a high level of integration of the DMS programme with education ministries' activities was noted, particularly at the central level. In Madagascar, the DMS team within the Directorate of planning works hand in hand with the Directorate of primary education, that mobilizes school staff and communities to produce PEC school projects in a grassroots approach. In Zambia, as indeed in Madagascar, the level of ownership is illustrated by the absence of any mention of DMS or UNICEF on the profile cards which are positioned as the product of a national programme. In Togo, although DMS is fully integrated in the planning directorate's operations, and EMIS in particular, internal ministry issues have tended to marginalize it, as there is some disconnect between the DPE and the directorates for primary and secondary education that oversee inspections. At the regional level, education authorities appeared to be less knowledgeable and involved however, both in Madagascar and Togo.

DMS has been hailed in all three countries as having enabled a significant improvement in the quality and coverage of national statistical systems which constitute the basis of the data used in

profile card production. The technical support provided by DMS staff (in particular from UNICEF HQ) has been widely appreciated. The integration of learning outcome data for the primary cycle to EMIS, or the harmonization of databases to facilitate the processing of such data at the school level, has been a systematic DMS undertaking. The process is not yet complete in Zambia, where currently learning results data can only be disaggregated by examination center (including several schools), or in Togo, where database coding issues are being addressed by a dedicated inter-departmental commission.

DMS Tool Production Processes

In all three countries visited, the production of profile cards is fully automated, sourcing data from the respective EMIS systems, and there has been capacity building and development of guidelines to help ministry staff manage the production process. In Madagascar, cards are produced for all government schools, pedagogical districts (ZAP) and inspectorates (CISCO). In Togo, the profile cards are in principle available for these same levels, including for private schools, and profile cards for the secondary cycle have recently been designed at the request of the government, although their production will be delayed until harmonized coding between administrative and exam databases has been completed. In Zambia also, profile cards are produced for schools, as well as district (DEBS) and provincial education authorities.

Distribution of DMS Tools and User Training

All three countries having chosen to use DMS support to produce profile cards have successfully distributed them nationwide, at least once. In Madagascar, the 2016-17 profile cards were first distributed to all schools and ZAPs in 2018, financed by the UNICEF country office. They were on display in all schools visited. In 2019, the cards will be distributed by CISCOs, that have each been equipped by UNICEF and other DPs with digital color A3 printers, to facilitate public display and reading. In Zambia, two campaigns sharing the profile cards have been successfully completed, the latest in April 2018. Stocks are sent to provincial officers, who dispatch to the DEBS, that in turn supply each school with their profile card. In Togo, the first campaign was completed in 2017 for the 2014-15 profile cards, and a second campaign, following feedback that led to the incorporation of amendments to the tools, is now underway.

In all three countries, simplified community-friendly school profile cards have been developed and tested. Their effective distribution and use is however less systematic. While in Zambia they were delivered to schools with the standard profile card, their dissemination in Madagascar has been less wide-spread, and in Togo comprehension issues have entailed a review of their content and presentation, that is underway.

User training stands at different stages of progress in each country. Madagascar has achieved the most in this respect, and provides lessons to be learned from. Training in profile cards is provided in cascade fashion, and is coupled with training on their use to inform and define PEC school projects and management priorities. The national DMS team trained DREN and CISCO trainers, who in turn trained ZAP heads and headteachers, with almost 100 percent coverage. The latter are then tasked with explaining the cards to community members and school co-management committees (FEFFI).

Depending on the region and development partner supporting the process, training has been dispensed over three to six days. In some instances, FEFFI members have been directly involved, with a focus on the elaboration of PEC school projects based on training modules produced by the Basic Education Directorate (DEF). Findings based on interviews suggest that the training content could be made more accessible to its target audience, with less purely statistical content, that the cascade approach is not the most appropriate at the bottom of the cascade, where community members are concerned, and that modules on PEC elaboration should provide a broadened focus to consider learning outcomes, beyond resources and equipment.

Togo elected for a similar approach, whereby inspectors were trained to train headteachers. It appears that the first training sessions delivered may have been relatively short, limiting inspectors' capacity to pass on the required knowledge, and leading to headteachers ultimately not being fully comfortable with interpretation of the profile cards. Additional training sessions with inspectors and school headteachers were held in early 2019, after the visit of the evaluation team, to address this issue.

In Zambia, user training on profile cards was carried out at the provincial and district level for all provinces and districts and at the school level, comprehensively in one province and partially in another, with positive results in terms of the understanding and use of the profile cards in school-level management and the definition of projects with communities. The lessons learned from these experiences, including the ongoing impact evaluation (randomized control trial), will form the basis of it being scaled up to cover all provinces nationwide.

Initial Findings in Terms of Governance and Community Mobilization

As noted above, the evaluation team considers it too early in programme implementation to analyze whether goals in terms of governance and community mobilization are being met. It is clear that the DMS programme has had a favorable impact on national education statistics and greater consideration being given to learning outcomes in each of the three countries visited. This is recognized and appreciated by both governments and development partners and can help create conditions favorable to community mobilization and improved governance, particularly at the local level.

The issue of the timeframe required to produce national education statistics upon which DMS tools are based is being addressed through initiatives to enable the digital collection of data, that are underway. In Togo, progress in this area will be particularly important for current practices, whereby local education authorities use alternate data surveys early in the school year to inform management decisions, to evolve. This will in turn provide a more favorable context for the effective adoption and use of DMS tools.

While there is evidence that the attribution of subsidies and financial support by several education sector projects is partly based on the data provided through the DMS programme, such approaches which can lead to the emergence of stronger capacity for school-level governance require further development so as to ensure that positive incentives for change at the school and community levels exist, as well as an enabling context.

Efficiency (Effectiveness in Relation to Programme Costs)

A programme's efficiency is usually determined by the relation between effectiveness and costs. In the context of this formative evaluation, at a point in time where it is too early to appraise the achievement of global expected outcomes, this section will briefly cover the programme's known costs and offer some perspective thereon. The main costs considered are the DMS-related outlays by UNICEF HQ and country offices.

UNICEF HQ's DMS programme resources are estimated at 3.2 million USD for the 2014-18 period, including 0.5 million USD for the formative evaluation. This budget, equivalent to 0.5 million USD per year, is qualified as very reasonable by executive management, for a programme covering five countries, with regional perspectives, and that is well-aligned with UNICEF's strategic goals. The evaluation shares this view, particularly considering that in each Type 1 country, tools have been designed and deployed with almost universal coverage down to the school level, in some cases several times, and that in all countries tools have been implemented at the central level leading to improved statistical systems.

At the local level, the cost indications are:

- *Togo*. UNICEF (2017-18 estimates, as there is no specific DMS budget-line): 72,000 USD for 2017 and 163,000 USD for 2018 (before this, direct costs were marginal). These costs include national workshops to automate profile card production and elaborate user guides, and the printing and copying of profile cards. On average, 10% of a programme officer's time is dedicated to DMS, with peaks at 70% during HQ country missions.

MEN (no estimates provided): no direct costs known. Several DPEE staff members work on DMS part-time, including the national DMS coordinator and his assistant, and the EMIS team.

- *UNICEF West Africa Regional Office*. Technical assistance consultancy (based in Togo, and covering further DMS candidate countries).
- *Madagascar*. UNICEF (2014-18 estimates): 1.3 million USD. These costs include: i) headmaster and ZAP head training (825,000 USD); ii) computer equipment (360,000 USD); iii) PTA training; iv) school mapping workshop; v) support to the production of national statistics; and vi) part-time education programme team supervision (64,000 USD).

MEN (no estimates provided): no direct costs known. Several DPE staff members work on DMS part-time, including members of the EMIS team.

- *Nepal*. UNICEF (2015-18 estimate): 190,000 USD.
- *Zambia, Philippines*. (No estimates provided).

The figures available suggest that DMS is fairly cost-efficient, having been implemented in great part through existing resources, human in particular, at both the UNICEF country office and education ministry levels. The amount dedicated to training headteachers and ZAP heads in Madagascar is significant, but the coverage was equally so, almost achieving the 100% target. Furthermore, this amount includes the printing and distribution of school and ZAP profile cards during the first campaign, that occurred during training.

The equipment expenditure in Madagascar, also high, is mainly explained by the provision of high-quality printers to CISCOs. On the one hand, this signals that the overall DMS programme cost is much higher, as UNICEF's investment in seven regions was mirrored by that of other development partners in the other fifteen. On the other, this investment should be offset by its potential to eliminate the need for further expense in profile card printing and dissemination, at least in the short term.

Many direct and indirect costs are likely set to drop, as the programme moves beyond the launch and intermediate phases in the countries concerned, and during which specific activities have now been completed, in particular: technical assistance from UNICEF HQ, profile card design, initial training. The exact investment required in the effective implementation phase will mostly be determined by each country's choices in terms of profile card production and distribution, and user training approaches. Recurrent costs involved in the former will surely be fairly modest, given the automation of profile card production. The latter may still require comparatively substantial input in Zambia, where training is soon to be provided nationwide.

This assessment of the programme's efficiency should also consider evidence that activities related to user-training and community mobilization have not yet fully achieved their targets. Where training is concerned, cascade approaches may not be particularly costly, but neither do they appear fully effective. For community mobilization, achieving results will no doubt, as discussed, require more than providing families with a comparative overview of their school's key data, albeit in the form of a simplified profile card.

In each of the countries visited, the DMS programme could improve its efficiency by facilitating the mobilization of resources to be leveraged in efforts to generate school-level improvements. Governments do not have funding available for such incentive-based financing, despite having included the elaboration of school projects as drivers of the improvement of their education systems. Further interest in school-level data could indeed be stimulated by incentive-based structures that encourage effective responses to the findings of the diagnosis provided by DMS tools. Different forms of moral, as well as financial recognition could reward greater efficiency, as well as quality school projects. This is a prospective area where both UNICEF and its local development partners could harmonize their approaches. Several of the latter indeed signaled their interest in such supporting measures, including through funds earmarked for civil society and decentralized government.

Impact (Direct and Indirect Outcomes, Beyond Effectiveness)

In the DAC evaluation criteria, an appraisal of a programme's impact is based on the assumption that it has been fully implemented and has therefore had the opportunity to affect situations and behaviors beyond what was directly targeted or expected. The implementation of DMS being relatively recent, it is neither feasible to assess programme impact in this sense, nor the purpose of this formative evaluation. However, a favorable trend is emerging from the programme's ongoing implementation in the three countries visited, reflected in the way local development partners are harnessing the programme.

- In Zambia, DMS data have been extensively used by development partners in their communication and advocacy, as well as providing the fact-basis for the most recent joint annual review of the education sector involving both government and education partners.
- In Togo, the GPE-funded PERI programme supporting the implementation of the country's ESP has used DMS indicators for several components, including the component providing financial support to efficient schools and to schools operating in the most difficult contexts. Aide et Action, a key NGO for the sector, has used DMS indicators and tools in its activities that aim to enhance community involvement in schooling.
- In Madagascar, development partners use DMS tools in multiple contexts, and have established a coordinated approach to support the production and distribution of school and ZAP profile cards. As diagnosis tools, the profile cards consistently inform the elaboration of fact-based school projects and priorities, even when alternative metrics for learning have been adopted, as is the case with JICA's particular approach to community mobilization in PEC elaboration.

Furthermore, it is a common feature of the DMS programme in all three countries, that development partners and NGOs alike feel its favorable effect on improving the credibility of national education statistics, enabling them to use them with confidence for their other activities and projects.

Several of the expected outcomes of DMS cannot currently be appraised, given that full implementation of the programme has occurred only recently (Madagascar, Togo) or due to the pending systemization of user training in the use of DMS tools (Zambia). At this stage, it is however reasonable to believe that improved governance and community mobilization will require particular attention to the following aspects of programme implementation and environment, beyond making data more available, and user training more accessible as indicated above.

- *Establishing bridges between the use of DMS tools and other management practices.* In Madagascar, where the level of engagement with DMS is arguably the highest, and CISOs and ZAPs are actively involved in school-level management, there is clear complementarity between the DMS profile cards produced, that constitute a helpful diagnosis of school, district and provincial realities, and PEC school projects on the one hand, and the annual action plans that form the basis of local education authority activity, and that are monitored at the higher echelons of the system on the other.
- *Country-specific modalities and mechanisms for community involvement in schools.* Tools that provide a transparent basis for informed discussions about schooling between communities, parents and headteachers will only be as effective as the dialogue frameworks that exist for them to be debated. Even where community involvement has been institutionalized, such as in Madagascar with PTAs and FEFIs, particular efforts are required to ensure that community voices are heard in addition to those of school personnel, and that discussions can include equity and quality aspects other than infrastructure and equipment. There is ample evidence, including through the evaluation of the Uwezo experience in Kenya that the simple availability of information, where other enabling conditions are absent, does not consistently lead to community mobilization (Lieberman et al., 2014). Careful analysis of existing channels for community mobilization, their

opportunities and limitations, as well as potential incentives to improve grassroots management, will contribute to ensuring DMS can achieve its aims.

- *Profile card content.* While the information that profile cards can provide about learning outcomes and contextual and resource indicators can help advocate for greater equity and improved school-level management, the relevance and packaging of data requires careful, and no doubt participative, consideration. End-of-cycle examination results that are commonly used carry several limitations, including their potential lack of standardization across regions, or their variations over time, in particular when instrumentalized to regulate access to later cycles. Spot tests of learner performance of the type used in EGRA/EGMA might be more appropriate to compare schools and monitor trends; their administration to all schools, based on national standards, could potentially be manageable at the district level. The inclusion of efficiency notions should further be reconsidered, particularly at the school level, where their interpretation is not well understood or easily accessible, and is plainly ambiguous, therefore offering little value in terms of understanding a school's comparative situation and identifying levers for improvement. The true value of an efficiency metric resides in the potential to inform resource allocation decisions at the district, province and regional levels.

Sustainability

The programme's sustainability can be appraised by considering the involvement of the national authorities and the project's promoters, as well as their incentives for engagement. It covers several aspects, from the strictly financial, to the availability of human resources for the programme's ongoing management and effective implementation.

UNICEF currently supports a significant share of the programme costs, and thus contributes to its sustainability from the perspective of participating country governments. Prospects for change in programme oversight within UNICEF, with greater delegation from HQ to regional and country offices, should not have a significant impact on this. Furthermore, several development partners in DMS countries are already contributing or well disposed to contribute to its local costs, as in Madagascar.

The main expense items, as seen above, are technical assistance, user training, and to a lesser extent profile card production and distribution:

- Technical assistance is clearly set to decline in current DMS countries in order to focus more on new countries. The significant needs in the launch phase of DMS, to improve national education statistics and expand their coverage to include data on learning outcomes, as well as to support the design of profile cards and user training guides and modules, have now been met in great part. Outstanding needs should be easily manageable, including: further capacity building at different echelons of the education system in Zambia, that may continue to involve UNICEF HQ, regional and country office staff, and support of a less statistical nature in all countries, to enhance community mobilization for instance, that should easily be covered by local know-how, including that of NGOs with experience in this area.

- Profile card production and distribution will continue to require considerable outlays, and participating DMS countries are in the process of assuming direct responsibility for this, after UNICEF's pivotal early involvement. Mechanisms have been agreed that will involve local education authorities doing most of the work, in particular at the provincial inspectorate level. Their effective ability to meet targets will require monitoring, as they are not immune to the usual shortages in terms of human resources, supplies and logistics. Madagascar is a case in point, where the equipment supplied cannot always be easily accommodated in offices, and will likely require medium to long-term maintenance for which suppliers are not available beyond main towns. Nevertheless, there is evident synergy with their existing responsibilities of pedagogical supervision and support.
- Training of headteachers, school management and community members and local education officers clearly constitutes the highest cost item of the DMS programme, and one that countries do not appear able to support alone. While cascade approaches tend to minimize it, they have a correlated effect on training effectiveness, and country experiences have demonstrated the need for both broader coverage, in particular for communities, and iterative training sessions. This appears to be an area where programme sustainability will hinge on the continued support of UNICEF and other development partners. This may be quite feasible, as most of their programmes include local capacity strengthening components.

On each of these fronts, the risk to the national sustainability of the DMS programme appears to be limited, although cost-effective technical choices made do carry a risk that the programme's outcomes may not be fully achieved.

Finally, the staffing arrangements within education ministries for the ongoing technical input, coordination and oversight of DMS activities represents a challenge in terms of continuity as well as sustainability. The programme's institutional anchorage within planning departments is logical and beneficial, as these directorates' personnel are those with the technical, statistical and planning skills required. However, DMS has apparently not led to such teams being expanded to deal with the additional workload, and the very specific skills of their members entail them being called upon for expert input into a vast number of ministry activities and donor programmes on the one hand, and make them valuable targets for external recruitment, on the other.

Part 3. Core Evaluation Question Findings

This section reviews findings based on the five core evaluation questions. This is done systematically for both Type 1 and Type 2 countries. Annex 2 provides a summary overview of the core evaluation question findings.

Question 1: To what extent was information about education services made more accessible in the DMS-supported countries? What evidence is there that these changes are attributable to the DMS programme?

There is clear evidence that the DMS programme has improved access to information about education services and outcomes in the five countries reviewed over the course of this evaluation. There were, however, significant differences in the audiences for which that evidence has been made accessible, the time delay in reaching intended audiences, and the amount and relevance of the information that was made accessible. In broad terms, the availability of information about education services and outcomes can be viewed from the perspective of Type 1 countries (Zambia, Togo and Madagascar) and Type 2 countries (Nepal and the Philippines).

Type 1 Countries (Main Focus on Profile Cards for Local Use)

In Type 1 countries, the DMS project aimed to make more information about learning processes and outcomes available to education stakeholders and communities, including district education offices and school management committees. This is a more ambitious objective than the support provided for the more centralized use of data in Type 2 countries, and has proved more difficult to achieve.

In all three countries, thoughtful work plans were developed that took country-specific issues into consideration. Initial design work was carried out at the central level, with good ownership by the planning/statistical units in the central ministry. However, the transition of ownership and engagement from the planning/statistical unit level to the next level down was more challenging than anticipated.

In Togo, the programme was to some extent ‘captured’ at the central planning level. Although the school profile cards, user guides and training guides were produced at an appropriate pace, beginning in 2014, the initial distribution to schools didn’t occur until 2017 (using 2015 data). The associated training plan which was based on a cascade model did not prove effective. There are several possible reasons for this. Perhaps the most important is that the cascade model used involved a one-way transmission of information, with little opportunity for significant feedback from the local level to inform the overall implementation of the programme. A further drawback is that the intermediate trainers may not have fully internalized the intended messages around the use of information for planning purposes. A lesson learned from this experience is that the cascade

approach as applied in Togo appears to be too indirect, and a more significant investment in training headteachers (and community leaders) will be needed.

In Zambia, although the profile cards and related guidance were quickly made available nationwide, few end users received specific training on how to use and interpret them. It was only after a second round of distribution of the school report cards that capacity development at the sub-national/district level was given added attention, although at the time of this evaluation, few districts had been included. Delays in printing and distribution have also affected data reliability and usability. Efforts to match exam data with EMIS have been hindered by database harmonization issues. The profile cards are available at schools throughout the country but do not appear to be widely used, or to be a significant factor in school- and community-level decision-making.

In Madagascar, almost all primary school directors were trained in profile card use during their first nationwide distribution in 2018. Although headteachers were then asked to train community committee members (FEFFI), this had not yet happened systematically at the time of the evaluation. The training process appears to have been unnecessarily complex, but overall, the profile cards appear to be widely used and appreciated, and to support school-level decision-making processes.

The core finding with regard to the use of school profile cards, that the transfer of DMS processes and ownership from central planning offices to lower levels of the system has been a major implementation bottleneck, is not in itself surprising. There are many possible reasons that this could happen, and central ministries need greater incentives to address this issue. Indeed, there may even be incentives to maintain control of the programme at the central level, such as additional financing, training opportunities, etc. It will be important for the future development of DMS in other countries to understand these incentive structures, and to proactively design for the expansion of DMS activities at lower levels of the system. A lesson learned in this respect is that the one-off inclusion of local personnel in the initial centrally-organized planning workshops was not enough to ensure ongoing ownership, and was too brief for the design to be sufficiently responsive to school and community-level input.

Type 2 Countries (Main Focus on Index Construction for Central/Decentralized Use)

In the two Type 2 countries, by design, the DMS programme sought to develop targeted statistical products or indexes in response to demand at the central ministry level. This was achieved.

In Nepal, a good deal of data was available prior to the DMS programme, but this data was hard to access and under-utilized for decision-making purposes. Government requested support in developing an equity index that would make information easily accessible for a more equitable allocation of resources. The equity index was developed relatively quickly and has received strong support from the central government. It was used by government to rank all 75 districts. By the second year of the programme, it was being piloted for target-linked allocations in five of the districts with the lowest performance levels, with another five added in the third year. The results were presented by the government during an annual joint review.

Last year, Nepal changed its administrative structure to a federal approach, with the old districts giving way to a new structure with 753 local government units. With DMS support, it is now possible for schools to upload their data to the net and instantly visualize their school profile card online. More than 90 percent of schools have complied with this electronic EMIS system. This is evidence

that DMS in Nepal has had the flexibility to adapt to changing circumstances, and that it has contributed to better availability of data, and better use of data for decision-making.

In the Philippines, information about education services was also widely accessible prior to the development of the DMS program, but much of it was not easily accessible or in a format that allowed easy viewing. The focus of the DMS support was to develop a hardship index that would make the distribution of the existing special hardship allowance (SHA) to teachers more objective and equitable. This index was developed and has been incorporated by government into its policies governing teacher compensation and teacher transfers, although it has not yet been used for budget allocation.

The government has announced its intention to use the hardship index in preparing the 2019 SHA budget for teaching and non-teaching personnel. The index was also to be used to identify eligible non-teaching personnel. At the time of this evaluation, it was not yet clear whether the index has in fact been used for these purposes, but there is good evidence that the DMS project has had a positive impact on the accessibility of information about schools in hardship areas, which was the key goal of this targeted intervention. A broader impact could occur in the future if the ministry requests support for the use of school profile cards. This would be a logical extension of the support provided to date, and would provide an opportunity for Type 2 countries to learn from and build on the experiences of the Type 1 countries.

Question 2: To what extent has the DMS programme achieved results on education system governance and management?

The DMS theory of change (See Annex 3) makes the assumption that enhanced education system governance and management will stem from improved statistics at the central level, and their feedback to schools and local education authorities. As noted earlier, the intermediate outcomes have been partially achieved. All of the DMS tools developed are known and appreciated by the beneficiary governments and their development partners, and are positioned to have a significant future impact in the day-to-day management of education systems. Although the formative evaluation approach differed between Type 1 and Type 2 countries, therefore not providing an equal basis for appraisal, there appears to be a distinction between the two in terms of enhanced governance and management. The theory of change also assumes that enhanced governance and management will stem from the negotiating power of better informed communities.

Type 1 Countries (Main Focus on Profile Cards for Local Use)

In Type 1 countries, national statistics have gained in quality; EMIS systems are linked, or in the process of being linked, to learning outcome databases; the production of school profile cards has been automated; their distribution has been completed, or is underway (Togo); and user training, in particular that of headteachers, is an integral part of it.

In these countries (Togo, Madagascar, Zambia), the impact of DMS appears to be dependent on factors, positive or negative, related to education system management beyond the school level. The

main challenge is clearly to ensure that the distribution of profile cards and user guides, and the accompanying training, reaches all relevant levels. As a result, the effect on governance, although quite perceptible, is weaker than it would have been with greater local engagement. Indeed, the DMS tools designed to support system governance and management currently find more receptive audiences at the central and decentralized levels of government, and improvements in governance relate more to the ability of education ministries, directorates and local authorities to integrate them into their ongoing education system steering practices, the underlying nature of those practices, and the effectiveness of support measures destined to strengthen them.

- In Zambia, district and inspection heads praise DMS achievements in terms of new tools, and improved data collection and harmonization of statistics, recognizing their potential to inform education policy making and management. Their engagement with the tools in the field, however, is limited. And at the central level, the directorates of planning and teacher management are only marginally involved with the programme, that is somewhat protectively guarded within the statistics unit.
- In Togo, several issues appear to risk limiting the positive effects expected of DMS in terms of system governance and management. The MEN's planning directorate leading DMS is straining to achieve the recognition and position within the organization that its mandate would normally confer. Furthermore, delays in the quality assurance and validation of the EMIS data collected tend to marginalize DMS tools that rely on them, as local education authorities resort to alternative home-grown surveys to inform urgent school management decisions.
- In Madagascar, the greatest appetite is for the ZAP (district) profile cards, of all those available, as they provide both provincial inspectorates and the ZAP heads themselves with a clear overview of those situations requiring attention in their area, as a basis for planning their school resource allocation, monitoring and pedagogical support activities. In this instance, the DMS profile cards readily complement the existing institutional culture of results-based management through annual action plans, and appropriately reflect the effective decentralization of education to CISCOS and ZAPs.

Type 2 Countries (Main Focus on Index Construction for Central/Decentralized Use)

In Type 2 countries, indexes have been computed with DMS support that respond to government expectations in terms of system-wide management. Their existence, although very recent, has been broadly communicated throughout central government and with development partners, suggesting that they will be widely used in the near future.

- In Nepal, the ambition that the equity index be used to inform the level of municipal budget allocations and to support the monitoring of related decentralized equity strategies, appears to be realistic. Although at this point its use has mainly been analytical in nature, it has contributed to reinforce equity-based planning and policy making.
- In the Philippines, the hardship index developed with DMS support in participatory fashion was endorsed in 2017 and has been integrated into updated teacher compensation and transfer policies. It should effectively determine which teachers receive the special hardship allowance as of the next budget exercise.

Overall, DMS' positive effect on governance and management does not appear to stem spontaneously from the production and dissemination of its tools. Rather, key drivers include the programme's flexibility to respond to national demand for decision-making instruments; the efforts deployed to strengthen human capacities at different levels of the education system; the complementarity of its tools with action plans or school projects, when used as instruments for solid diagnosis and priority setting; its yet imperfect capacity to ensure ownership in education planning and management fora, beyond its clear welcome by statistical units; and the opportunity to roll-out incentive and support measures that can facilitate an evolution in standard government practice.

Question 3: To what extent has the DMS programme achieved results in social accountability and community voice?

Overall, the community mobilization element of the DMS logical framework has yet to achieve enhanced social accountability on any significant scale. It has, however, generally achieved the relatively modest technical assistance-type intermediate outcomes identified in the Theory of Change. This is in part due to the programme's youth, but also a result of the need to leverage significant large-scale training and community empowerment initiatives as a complement to the existing DMS framework.

Type 1 Countries (Main Focus on Profile Cards for Local Use)

In Madagascar, Togo and Zambia, the evaluation team saw evidence to suggest that the availability of increased information through the school profile cards has resulted in increased community understanding of school priorities and needs, and has raised awareness of the generally low levels of learning. It also appears to have led to greater community participation in decision-making in some school districts. Virtually all community members who had seen profile cards were favorable to the idea of having increased access to information, particularly financial information and the comparative success of their school on examination results.

However there was no evidence that they had been able to translate this information into actual power to hold schools and school districts more accountable for results, or for providing the resources required for the schools to function well. In this respect, the DMS programme has not yet had the intended impact on social accountability and community voice in Type 1 countries.

- In Madagascar, the evaluation team saw some evidence (particularly for JICA-supported schools) that information made available through DMS was factoring into community decision-making processes, for instance in setting the level of school fees.
- In Zambia, community members (in the one district where they had received training) had contacted local government representatives to request increases in financing for school maintenance and construction projects, and wrote 30 letters to the private sector, local entrepreneurs and others, to request support for needs identified through the profile cards.

These efforts resulted in almost no increase in resources (2 bags of cement and a few supplies).

- In Togo, there was no evidence of community initiatives to hold schools (or the education system) accountable.

There appear to be several reasons for the lack of impact on community voice. The greatest challenge is perhaps that the administrative and social structures in the countries visited do not give much weight to parental opinions. Even in the best case scenarios where communities had received profile cards and good training in their use, school management committee meetings witnessed were dominated by headmasters and visiting district-level personnel.

Considering this context, the programme has not yet had enough time to enable community roles to evolve. The focus to date has been on producing profile cards, and to develop and dispense training. This is compounded by the fact that community training has often not yet taken place, or had only done so recently, and that the responsibility for this training has been delegated in large part to school directors, who haven't fully mastered the profile cards themselves.

Indeed, several elements of the profile cards are not easily understood. In Madagascar for instance, the focus on the efficient use of resources (are schools with fewer resources producing comparable or better results?) is not of great value to communities, who generally want to know if they are receiving their fair share of financing, and what it is being used for.

While it is unrealistic to expect an immediate impact under these circumstances, achieving longer-term impact is a realistic expectation but will require addressing both the technical implementation issues and underlying political imbalances within the system.

Type 2 Countries (Main Focus on Index Construction for Central/Decentralized Use)

The DMS programme's mandate in Nepal and the Philippines included the "development of typologies of schools and equity indices" rather than specific community-level tools. They present a separate narrative, emphasizing the role of central ministries in resource and management decisions, as opposed to the DMS emphasis in Type 1 countries on the potential role of more informed communities in encouraging better management and greater social accountability.

- In Nepal, the equity index did result in greater visibility for under-performing districts (municipalities, after the shift to a federal approach). In the wake of recent decentralization, DMS also supported the creation of a web-based EMIS to better capture data at sub-national levels, that will feed into the generation of online school profile cards under the new municipal system. These initiatives at least carry the potential to ensure that local issues receive an appropriate policy response. In theory, schools could look at their equity scores and take measures to improve them, but little attention has been given to this so far.
- In the Philippines, the analysis conducted for DMS that led to the development of the hardship index, involved a participative process with NGOs and teacher groups. There has since been discussion of providing greater support for the existing school profile card system, in which case the implementation of extended DMS activities might widen prospects for better use of data at the school and community levels, to leverage greater social accountability and, in turn, better management.

For both countries, the existence of school profile cards combined with the use of DMS for establishing certain funding formulas, suggests the potential for the emergence of a social accountability model. This would be a useful area of focus for future DMS engagement.

Appropriately conveying detailed statistical information to groups whose levels of literacy are variable, the pervasive dominance of headteachers and teachers in school management committees, the change of mentality required for parents to transition from ad-hoc financiers to empowered net contributors to better learning and teaching environments, the sometimes culturally counter-intuitive process of accepting accountability both by those accountable and those holding to account, are all issues to be addressed to achieve results in terms of social accountability. Like for education authorities, particular attention is required to identify favorable conditions and levers of change, to understand motivations and to reflect on required incentives and support, to enable DMS and the valuable information its tools provide to enhance local governance.

Question 4: To what extent has DMS contributed to global knowledge sharing of best practices around data use and transparency, for improved quality and learning outcomes?

An evaluation and knowledge generation plan was initiated in 2016, with a review of proposals from UNICEF regional education advisors and country officers. Activities have included joint presentations by the DMS team and participating countries at three international conferences, webinars, the design of illustrations of the DMS theory of change and their incorporation in programme communication materials, the launch of a UNICEF DMS web-page and the upload of available tools to the UNICEF and IIPE/Pôle de Dakar websites, the preparation of a brief about the initiative, and the publication of a blog post and of a human-centered story on the UNICEF website.

The strategy includes several further dimensions, in addition to this formative evaluation, with particular focus on the potential for communities to leverage greater equity and better outcomes in education:

- An impact evaluation is ongoing to look at community-friendly school profile cards and associated training, in Zambia. A baseline report was published in 2018 (AIR, 2018) and the final report is planned for late 2019. The findings, based on participatory exchanges with parents focused on appraising their understanding of their school's situation based on the profile cards, provide some valuable insight in terms of adapting approaches to improve social accountability through DMS. The notion that school performance hinges not only on teachers and resources but also on community engagement, was not understood at the outset, but did emerge in the course of the group sessions, as did parents' desire to be informed of the functioning of their child's school.
- Analysis of the impact of community participation in education, based on available EMIS data, has been undertaken by UNICEF's DMS team for several countries, including Togo, Burkina Faso, Niger, Ethiopia and Cambodia. The papers first appraise the statistical correlation between the frequency of PTA and school committee meetings, and indicators for health, nutrition and school equipment. Overall, the results point to a positive and

statistically significant correlation. Second, they appraise the correlation between the community and contextual indicators, and dropout and learning outcomes. While the correlation is again found to be positive, the effects appear to be fairly modest, in particular in terms of examination pass rates. There are both data and methodological constraints involved in such an approach, but it certainly has merit, and deserves further debate and research.

Although not envisioned in the DMS strategy, ongoing exchanges between development partners in each participating country also constitute a significant contribution to global knowledge sharing. They are positive and reflect a real interest in the use and transparency of data, in Zambia and Madagascar in particular.

The knowledge-sharing activities of DMS, many of which are ongoing, will clearly contribute to the production and consolidation of information on the programme, and its theoretical impacts. However, they only partially constitute an opportunity for DMS participating countries to exchange about their practices. Country visits suggest that the DMS axis of knowledge and best practice sharing is yet to be developed in a way that allows participating countries to better understand the different approaches being implemented, and initiatives to date have not yet widely reached the key stakeholders involved. The new effective recruitment of a technical assistance consultant based in Togo but supporting several countries will no doubt contribute positively to this, as will the presence of dedicated DMS staff in two UNICEF regional offices, planned for 2019.

Question 5: To what extent was the implementation process consistent with the stated principles (i.e., enabling conditions) of the DMS Theory of Change

The implementation of the DMS programmes in all countries observed could be considered as an example of good practice in terms of its fit with the enabling conditions of the theory of change. Care was taken to build on existing programmes and precedents, and to strengthen existing EMIS mechanisms rather than to create parallel systems. This was true for both Type 1 and Type 2 countries and can be considered one of the primary reasons for the strong degree of interest and ownership shown in the countries visited, corroborated by interviews with ministry personnel. The programmes generally appear to be well-placed for national institutions to assume full and independent leadership, and there has been a remarkable degree of buy-in by other development partners. DMS appears to offer good value for money; total costs were generally modest for the degree of coverage achieved. However, the programme did make considerable demands on the time of UNICEF country office staff that should be better accounted for and mitigated in future iterations of the programme.

Type 1 Countries (Main Focus on Profile Cards for Local Use)

In Togo, the DMS programme successfully built on previous experience with school profile cards gained through an AGEPA-inspired work programme. Togo also has a long experience of NGO support for community participation in the life of the school, which provided the DMS programme with a degree of legitimacy and continuity from the beginning.

In Zambia, DMS built on capacity development activities and leveraged USAID's *STEP UP* and *Read to Succeed* projects in schools, that both ended in 2016. Country personnel view DMS in many ways as a logical extension or even replacement of these. They expressed appreciation that DMS has contributed to better tools, harmonized templates and standard forms for data collection and reporting. The implementation process has also provided planning officers with an opportunity to come together to discuss trends and priorities.

Provincial and district authorities highlighted the particular value of the school profile cards in schools with the UNICEF-supported *SLIPS* program, which provides small grants to schools for income-generating activities. School-level improvement plans are linked to the school profile cards. Local officials appear to bring pressure to bear on communities to achieve certain norms.

In Madagascar also, DMS has demonstrated continuity with earlier programmes such as AGEMAD, which by the time it was interrupted with the 2009 crisis, had already produced profile cards at the CISCO, ZAP and school levels, as well as various implementation manuals and teaching and learning materials. Following AGEMAD, the ministry developed the CPRS (*Contrats Programme de Réussite Scolaire* or School Improvement Contracts) which were in turn revised as the PEC (*Projet d'école contractuelisé* or School Contracts), supported by the World Bank, whereby headteachers developed their own school profile cards. DMS was seen as fitting well into this rich history of earlier programmes and was warmly received by central and local education authorities alike.

Many other development partners have played an important role in the implementation of DMS in Madagascar. This is a strength, although it also led to a certain loss of control by UNICEF, leading to some delays in implementation in parts of the country. The World Bank's support for PEC was also not well aligned with DMS because of delays in PEC implementation. Overall, however, this diverse partnership led to greater ownership and innovation in implementation.

The experiences of the Type 1 countries demonstrated the importance of administrative capacity as an enabling condition for the success of the DMS project. Madagascar has clearly made the most progress of the three Type 1 countries, which appears to reflect a more smoothly running administration with a relatively advanced transfer of responsibilities to the local level. For instance, virtually all schools appear to prepare well-thought-out school improvement projects, which was not happening in either Togo or Zambia. These latter countries showed evidence of strained or dysfunctional relationships across administrative departments and could not take for granted that all levels of the system worked together effectively in service of shared goals. Any further iterations of DMS should include careful analysis of decision-making processes throughout the system for a better understanding of administrative strengths and weaknesses and potential bottlenecks.

Type 2 Countries (Main Focus on Index Construction for Central/Decentralized Use)

In Nepal, government ownership of the equity index was strengthened by the way it built on previous experiences, and by the external DMS team's approach to come in with questions and a menu of different activities and examples from other countries, rather than a pre-defined set of proposals. This allowed the government and its development partners to work together to come up with areas of work, identifying comparative advantages.

The equity index was produced quickly and has been used by central government and donor partners to target financing to ten under-performing areas. The DMS process also showed admirable flexibility in adapting the index to the new federal structure; it is a tool that appears well suited to the new structure and can help provide a unified approach to EMIS data within the new highly decentralized system.

In the Philippines, the hardship index appears to be a composite index whose constituent parts were thoughtfully chosen. The index is a useful tool now available to government for managing the allocation of some variable resources in a more effective manner. This could increase the motivation of teachers to deploy to or remain in areas of the country that have had difficulty in attracting and retaining qualified teachers. Other external partners, including donors, have shown support for the hardship index, and may use it for their own programmes in ways that extend and broaden its use and impact, including for instance, by helping to refine the normative formula used for school grants under a World Bank programme.

The government has already taken over implementation of the programme. This is a positive development that shows ownership and added value. An important next step will be for the government to use the hardship index in the allocation of resources, and to look at ways to provide greater flexibility in determining the amount of funding available for this purpose. Any future iteration of DMS in the Philippines could also include support for school profile cards, if requested by the ministry, as a way to ensure that the hardship index contributes to school-specific strategies to improve learning and other outcomes.

Part 4. Review of School Profile Cards

School profile cards are at the heart of DMS and constitute the principal vector for the feedback of information to headteachers, communities and school management committees. They typically provide a mix of descriptive statistics and indexes on school contexts, enrolment, resources and results, often comparing schools to their peers within a given district or inspectorate (Samples are provided in Annex 4). Although they all share some common characteristics, their participatory design by national teams naturally entails differences, in content, presentation, and analytical outlook. This review aims to provide indications on how they compare, and how each might be improved in its national context.

Madagascar

Madagascar's school profile cards focus on the results and resource data used in mapping a school's efficiency compared to those within the same pedagogical district (ZAP). Results data include dropout and repetition rates by grade, and primary examination certificate (CEPE) average results and pass rate, by subject and learning area. The above differentiate between boys and girls. Resource data include a vast array (over 20) of pupil, teacher, class, and school infrastructure and equipment indicators, and a further section on government and community financing. All indicators are presented for the school, its ZAP and its CISCO. Results and resource indexes are computed on the basis of the above, and each school is positioned on a two-axis graph in relation to its ZAP peers. Finally, a diagnosis box indicates areas requiring priority focus.

They are generally deemed to be very comprehensive, possibly excessively so. It is a fact that they are not easily understood by headteachers. This may in part be related to training. Indeed, on the one hand, the training of headmasters includes statistical content (reconstituted cohort methods to determine repetition and dropout rates) and approaches (problem-tree causal analysis for priority setting) that are not required for the interpretation and application of data, and are not easily accessible to a target audience whose average educational attainment is lower secondary. On the other hand, the formative evaluation team achieved tangible improvements in understanding and interpretation after barely 15 minutes of explanation and exchange with teachers and headteachers.

The limited understanding of the cards is also no doubt a result of their content, its presentation, and the lack of transparency in indicator and index computation. The following areas are worthy of particular mention, as they present some scope and opportunity for improvement:

- *CEPE examination data.* There is widespread concern among education stakeholders about the reliability of CEPE data, and its effective portrayal of learning quality. Analyses ran by the evaluation team with MEN statisticians, on available school-level data from 2016 and 2017, could not confirm the stability of the indicator (See Annex 8). This reality, combined with the lack of information about learning in earlier grades, and the fact that the CEPE exam may soon be cancelled as Madagascar evolves towards a unified cycle of basic education, both underline the need for an alternative metric for learning quality, that is essential for results-based management at the CISCO and DREN levels. JICA's positive results with EGRA/EGMA

type tests that are fairly light to administer in all schools illustrate the potential to find solutions, that could potentially be DREN and/or CISCO specific.

- *Numbers of pupils, and teacher by type.* The table offering this data is currently not particularly 'talkative', as the numbers for a given school are compared with the total numbers for the ZAP and CISCO each. For this information to be of use, at very least school numbers should be compared to ZAP and CISCO school averages.
- *Financial data.* The frequent absence of financial data may reflect underlying weakness of the EMIS. It would be worthwhile to also present a proxy indicator of community purchasing power, that would offer much insight into a school's context. This could simply be the annual salary negotiated for a community (FRAM) teacher, that is very variable (monthly, from 60,000 Ar. over 11 months to 150,000 Ar. over 12 months).
- *Result index* (not directly shown). The result index is the average of seven indicators: the retention rate, the share of non-repeaters, and five different CEPE metrics. It is therefore highly sensitive to CEPE results, whose reliability is limited, and there is high correlation among its components. On the other hand, it lacks a gender equity element, as in Togo.
- *The context/resources index* (not directly shown). This is possibly where the greatest issues arise. It is the arithmetic mean of 11 different indicators. Four of them (full-cycle offered, distance to school, water, and electricity) are likely to be highly correlated, and effectively amount to introducing an urban/rural variable. While this may be of interest at the CISCO level in particular, where some heterogeneity is to be expected, it is misplaced here as it is not a factor that schools have any control over. On the other hand, only 3 of the indicators within the index are related to pedagogical resources, understating their known importance in improving learning outcomes, compared to 8 for infrastructure and equipment. While this approach may be valid where the purpose is to determine if a school receives at least a basic resource 'package' to operate, it is open to debate where the index serves to determine the factors of learning and a school's performance in using these to improve results. It could be helpful to review the index, based on the statistical significance of each of the its components in relation to improved learning outcomes. Finally, a number of resource indicators are included as absolute values (number of qualified teachers, number of pupils per bench, for instance), whereas it would be most helpful to schools to frame them in terms of whether national standards are met. These are not major issues, but represent a missed opportunity to frame the context index as a tool to be used in the estimation of a school's efficiency and effectiveness in using its resources to achieve learning outcomes. The index could quite easily be adjusted to be simpler and more relevant.
- *Efficiency map.* While of obvious use at the local authority level, this information is poorly understood at the school level. If retained, the recommendations above regarding the results and context indexes might be combined with a reviewed presentation of the map, to send a clearer message to schools about the results that they are expected to improve, and the areas in which they would be justified in seeking further resources.

Togo

Togo's school profile cards provide data on school characteristics, including facilities, services, and the number of school committee (COGEP) meetings, where one exists; pupil data, including enrolment, repetition and gender equity by grade, and primary school completion certificate (CEPD) average results and pass rates by subject; school resources, including teachers by type, finances by type, and textbook availability and gaps, by grade and subject. With this data, a number of resource and results indicators are computed for the school, and compared in a bar chart to both the inspectorate average, and national standards. The respective indicators are then synthesized into resource and result indexes, that are presented in slider charts that compare the school to the inspectorate, regional and national averages. Finally, the two indexes are combined to compute an efficiency index, presented in similar fashion.

The tool is clear, and very concise. Although the formative evaluation team was only able to gather limited feedback, due to the profile cards' limited distribution to date, the content appears to be reasonably understandable to its target audience. In particular, the presentation gives greater transparency to the construction of the result and resource indexes, that as for Madagascar, are simple arithmetic means of the indicators they rely on. Several specific aspects are noteworthy:

- *Financial resources.* It might be of value, rather than offering the total amount received by the school, to indicate the level of resources available per pupil, and to provide a comparison with district and inspectorate averages.
- *Resource and results indicator bar charts.* The graphs are both informative and very readable, greatly enabling schools to gain a sense of how they fare in context. This particular item could perhaps be offered in other countries.
- *The resource index.* This index combines 12 indicators. The remarks made above for Madagascar also apply here, in terms of the urban bias that is inherent in their selection, and the relatively light weight given to pedagogical inputs. As with Madagascar, while this approach may be valid where the purpose is to determine if a school receives at least a basic resource 'package' to operate, it is open to debate where the index serves to determine the factors of learning and a school's performance in using these to improve results. It could be helpful to review the index, based on the statistical significance of each of the its components in relation to improved learning outcomes.
- *The results index.* On the other hand, this index appears to be more robust, relying on a shorter list of six more varied, and likely less correlated, indicators: gender parity in the CEPD pass rate, in retention, and in repetition, the average school CEPD pass rate, the average school retention rate, and the average school share of non-repeaters. It may be noted that the CNDPTICE, the ministry directorate that manages the systems involved, responded to concerns expressed by the evaluation team about the credibility of CEPD indicators by explaining the measures implemented to ensure anonymity of candidates and standardized corrections.
- *Efficiency.* The graphical representation of this index is deemed to be more appropriate, at the school level, than the two dimensional map used in Madagascar. It is more accessible to its target audience, and raises fewer unanswered questions about the effective latitude schools have to impact their rating, in particular where their results are already satisfactory.

In the medium term, and especially if this composite index becomes a reference to determine the allocation of national or project resources to schools, the computation of the resource and result indexes it is built upon may require careful review. The relationship between the two is currently very weak (See Annex 8).

Togo is currently the only DMS participating country to have designed profile cards for the secondary and the preprimary cycles. These may be subject to further amendments before their first distribution, which would be the opportunity to improve the template. Indeed, the secondary level profile cards are currently a close copy of the primary profile cards, using the lower secondary examination certificate (BEPC) and baccalaureate data instead of that for the CEPD. This raises a pupil selection bias issue, as the catchment areas for each successive education cycle become increasingly broader, which has an impact on the value of the indicators used, as well as on the validity of school-to-school comparisons. Ideally, this approach would incorporate the average level of pupils at the beginning of each cycle, as a baseline or additional context indicator, to determine a school's added value, or its effective performance in improving the learning outcomes of its pupils.

Zambia

The Zambia primary school profile card is the most comprehensive of the three, offering two full and fairly dense pages of tables, graphs and comments.

The areas covered include: i) learning outcomes, with a three-year perspective of the exam center pass rate, a comparison with the provincial and national averages for the most recent year, and the distribution of grades (Divisions) per subject, all differentiated by gender; ii) enrolment data, by grade and gender; iii) pupil characteristics, including age at Grade 1, preschool experience, and vulnerability status; iv) pupil flow statistics, including repetition, dropout and the promotion rate by gender, all compared to district values, as well as camembert charts of the reasons for dropout; v) teachers, by qualification and gender, compared to the previous year, and related class size by grade and pupil-teacher ratio indicators; vi) physical facilities, such as classrooms, desks, toilets electricity and water, compared to the district and national standards where appropriate; and vii) learning materials, with the pupil-textbook ratio and textbook gap, by grade and subject, compared to the previous year and the district. Each section includes a comments box, and the whole is summed up by a written review of the areas requiring most attention.

A couple of remarks may be worthy of note:

- *Examination data.* Unfortunately, this information is currently only available at the exam center level, meaning that the data lack precision in terms of school-level performance. The credibility of the data is slightly better than in Madagascar, however (See Annex 8).
- *Reference to national norms.* The approach adopted where possible to determine a school's situation in relation to national standards, and the gap to bridge, seems appropriate. However, there was evidence in Zambia that the information was used at cross-purposes, with schools using this as justification to request further material support from parents, rather than communities being in a position to use it to negotiate further support from education districts.

Overall, schools probably already hold much of the data included in the Zambia profile cards. Their added value on the one hand consists in the comparison points, where offered, with district and national averages, and policy standards. On the other, great effort has been invested in providing descriptive text to highlight priorities, which may be of considerable value for local authorities in particular.

Final Remarks

The school profile cards in their current form are useful for local education stakeholders, particularly where their distribution has been backed by headmaster training, that has been delivered in the Northern district in Zambia, across Madagascar, and is tentatively underway through inspectorates, in Togo.

Their key strengths include the efforts made to relate EMIS data to learning outcomes for the first time, the availability of key data in a summary, readable format, their widespread dissemination to schools nationwide, the automation of their production, attractive graphical presentation, and in the case of Zambia, the brief analysis offered. Some weaknesses identified include the complexity and lack of transparency of synthetic indexes, the density of information displayed, the lack of relevance of some data, the general absence of comparative data on school financing, and their late availability.

In the longer term, as the cards may be increasingly used in resource allocation decisions and local authority planning and support activities, national DMS teams may find it worthwhile to ensure their adaptation takes on board the findings of research into their statistical content, in particular the relevance of synthetic resource and result, and composite efficiency, indexes.

The amalgamation of context indicators, and school equipment in particular, and pedagogical resource indicators within a single resource index may require review. The former, that point to the minimum levels of equipment a school needs to function, could potentially increase without having an effect on efficiency. It is in this light that a reference metric for community purchasing power would be helpful to better understand a school's context, and the capacity of its parents to support the school's development.

The notion of efficiency, appears to be of limited value at the school level, as it does not help to determine priorities or activities to be targeted in school projects or development plans. A high performing school that is comparatively well resourced will not aim to reduce its resources to improve its efficiency; conversely, a high performing school with few resources will naturally seek to increase them, even if this negatively impacts its efficiency. A school that is not performing well must be led to focus on improving that performance, whatever its available resources.

On the other hand, the efficiency index may well be of great value to local education authorities, at the regional, inspectorate and district levels. It can help to identify pedagogical or management approaches that might be worth replicating; those schools that are in particular need of close and continued support, where failing to achieve results despite comparatively favorable resources; or the best resource level in the light of the local context. And where schools are found to be particularly efficient, or inefficient, the finding should be met with recognition, or incentives, possibly related to extraordinary allocations of learning materials, or funds.

Part 5. Conclusions and Recommendations

Taken as a whole, the formative evaluation has revealed consistent patterns across countries. In all cases, the DMS programme built on existing statistical protocols and procedures in ways that improved the likelihood of long-term sustainability. While the effectiveness of the programme to date has varied somewhat from country to country, the evaluation team considers that existing experience provides a strong argument in favor of the general DMS approach, albeit with a number of important caveats as outlined below. It finds that further expansion of the programme is feasible and merited, and recommends that country-specific design efforts in the future focus less on ‘proof of concept’ and more on implementation design, scalability and sustainability. A number of observations are presented as inputs for improvements to the next generation of DMS programmes.

The Design, Content and Use of the Profile Cards

1. The school and community report cards are based on a concept of efficiency which is appropriate for the district, regional and central levels, but provides little added value at the school level. Although offering greater accountability in principle, schools have little impact in most countries on decisions about the allocation of financial and human resources, and can hardly be expected to advocate for losing teachers or resources if others have more. In thinking about future directions for DMS, except for countries where schools have some degree of budget autonomy and are able to make decisions about the optimal use of resources, it would generally be better to base the school report cards on a concept of achievement rather than efficiency, i.e. to what extent are schools helping their students achieve learning goals?
2. Rather than simply ranking schools against one another in terms of access to resources, it would be better to rank them against an agreed standard to which the government is committed (number of latrines, student-teacher ratios, etc.). This information will be more helpful to district, regional and central planners in terms of providing information about progress against their goals. A limitation of the current approach is that there will always by definition be schools below the district average for each indicator, no matter what improvements are made, which makes it more difficult for district planners to shift resources in support of areas where schools remain the furthest from their goals.
3. The formulas used for calculating the comparative level of resources are do not sufficiently focus on the areas where schools have leverage to achieve better learning. Several adjustments could be considered to simplify them: i) a good proxy indicator might be better than aggregate indexes that are not easily understood at the school and community levels, and are hence not particularly actionable; ii) school profile cards could aim to address aspects of school-level management for instance (learning climate, organization of teacher teams and supervision for instance, if related data are collected by the system) that are known to explain much of the difference in outcomes given similar resources and contexts; and iii) studies should be conducted on schools that consistently are positive outliers in terms of efficiency to gain a better understanding of which factors should be addressed, and

how. It is understood that UNICEF HQ and the West Africa Regional Office team are designing such studies to be implemented in 2019 in three countries which can be an important contributor to designing the next DMS phase); and iv) given that the economic situation of communities varies widely, it would be helpful to develop an indicator of community purchasing power. For countries where community teachers are hired by parents, the average payment to community teachers could be a good proxy for this purpose. This would make it much clearer to education planners which communities are under the greatest financial stress.

4. The choice of performance indicators should explore options that provide credible historical trends in learning outcomes. The use of end-of-cycle examination results for this purpose has its value but also several important limitations, including a frequent lack of standardization across regions, or variations over time, in particular when instrumentalized to regulate access to later cycles of schooling.
5. Some profile cards could be redesigned to show trends over time more clearly. This is particularly important to show changes in learning outcomes, provision of materials and equipment, pupil-teacher ratios, financial resources, management and supervision, etc.
6. Secondary school profile cards should not be seen as a simple upward extension of the primary school profile cards, as very different contexts and teaching modes mean that data use at the secondary level is quite different. In particular, parental engagement is often more diffuse. Among other things, these profile cards will typically require: i) greater attention to financial resources, as secondary schools are often somewhat more autonomous in terms of financial decision-making and fees are more prevalent; and ii) measurement of student achievement that takes into account the greater heterogeneity of the student body itself, as a context variable or in terms of how school-level management variables bring value-added.
7. While a cascade approach to training is doubtless a cost-effective solution, countries' different choices about how this is done present an opportunity for cross-country learning in how to optimize their use. For instance, where countries have left the training of community members to school directors, results are uneven and generally unsatisfactory. In contrast, the creative approaches using sketches and plays, applied by other partners in a subset of schools in Madagascar, illustrate the range of alternatives. There are also differences in how countries have trained school directors. It seems more effective to train them with inspectors and other district-level personnel, rather than expecting them to be trained by the latter directly, which may be one cascade level too far.
8. The content of some of the training material could be reviewed. In Madagascar for instance, school directors are being asked to calculate complicated formulas unnecessarily. Timing is also important; training should be synchronized with the distribution of the profile cards.

The Underlying Design, Conceptual Approach and Theory of Change

9. The DMS programme has many design strengths that should be maintained and further reinforced in any extension of the programme. An admirable commitment has been shown to ensuring education ministry ownership, providing strong technical support to data/statistics units, and seeking opportunities for collaboration with other donor partners. The DMS programme in all countries observed was careful to build on precedent and lessons learned. This is a real strength that has almost certainly led to greater buy-in from government and from other donor partners from the beginning.
10. The DMS team understood from the outset the importance of strengthening EMIS programmes and ensuring the viability and reliability of the data sources from which the profile cards are developed. A commitment to statistical rigor has emerged, that goes well beyond the narrower limits of the DMS program, and that should continue to be a hallmark of the programme going forward.
11. While there is the potential for community mobilization to act as a lever on education sector governance, as is implicit in the theory of change, there is little reason to believe that this will happen in a context where there is low accountability within the education system or within broader government structures. Simple access to information appears rather to place pressure on communities and families to increase their financial support for schools, rather than enabling them to obtain additional financing. Similarly, community mobilization on its own does not appear to have moved schools toward more transparent management. Much more attention is needed to underlying political structures that create little incentive for managers to be held accountable by communities. More work is also needed as a complement to DMS efforts in order to develop commitments from planners to use the DMS process as a guide to resource allocation. This is an area where the Type 1 countries could usefully draw lessons from the Type 2 countries.
12. The timeframe required to produce national education statistics upon which DMS tools are based is critical for DMS to have an impact on education system governance and management, beyond existing practices. Initiatives to shorten it, such as the digital collection of data, should be given careful context-sensitive consideration when providing technical assistance for the improvement of EMIS systems.

Implementation

13. DMS is now ripe to evolve from its current nature as a 'data' programme with a centralized focus, to focus on those results to be achieved at the local level, and paying greater attention to the equally important aspects of training and communication. To achieve this, a lesson learned is that the composition of the core DMS teams on both ends of the equation (UNICEF and ministries) should be broader in nature, including communications and teacher training as well as statistical expertise, among others (of the countries visited, Madagascar is an exception to some extent).
14. The social accountability aspects of DMS will require greater support during the implementation process. So far, access to better information has not automatically given communities a greater voice in terms of decision-making. Their ability to get the attention of

decision-makers within the system appears limited, and there is almost no opportunity at present for them to exchange information directly with their peers in other communities. Any future iterations of the DMS programme should pay more attention to both the upward flow of communications within school systems, and the horizontal flow of communication across communities, in an effort to build accountability. This is essentially a political, rather than a technical issue, whereby far greater attention to how data is used at the school and community levels is required in order to put 'must speak' on an equal footing with 'data'.

15. Implementation tie-in with school improvement programmes or other forms of school-level funding appears to be an area worthy of greater support in the future. Where such programmes exist, motivation to use the profile cards for diagnosis and decision-making is clear, and the potential for a transformative impact on community involvement, learning outcomes and school leadership appears to be much greater. The experience in Madagascar shows the potential value of linking the programme to mechanisms such as annual work plans through which personnel and institutions at all levels of the school system are obliged to pay greater attention to learning outcomes. Such mechanisms can also support the decentralization of decision-making through community participation.
16. UNICEF's institutional support to the ongoing implementation of DMS appears to be a long-term commitment, which is important. Equally so, will be the training of UNICEF country staff to play a stronger role. The strong, almost personalized engagement of the UNICEF HQ team may well have been critical for the start-up phase. A systemic approach will facilitate further expansion and the number of countries that can be covered, the depth of engagement, and the ability to adapt quickly to country-specific circumstances.
17. Sequencing matters. The baseline analyses that were done in DMS countries before the beginning of implementation did not necessarily translate into a sufficient understanding of both the type and quality of educational statistics available, institutional arrangements and bottlenecks, and management capacity at all levels (enabling conditions).
18. Countries should be encouraged to establish priorities and implement DMS on the basis of these priorities. An example of prioritizing would be the timing of the introduction of secondary school profile cards as noted above. Type 2 countries that initially used the DMS process for central-level planning purposes have an opportunity to consider the potential expansion of the programme now that initial priorities have been addressed.

Knowledge Sharing

19. It might greatly benefit DMS participating countries to provide them with further direct opportunities to exchange over their respective experiences, with the programme, its tools, their implementation, but also data collection, use and transparency in a broader sense. Such exchanges, if their content and outcomes were appropriately recorded and disseminated, would further benefit future DMS countries. A facilitated virtual platform, exchange visits, regional workshops and publications in international education journals are a couple of options. A more ambitious endeavor could involve the write-up of a DMS implementation guide based on the experiences of the five countries covered by this evaluation. This should be done in a way that builds on implementation lessons learned

across the countries, while acknowledging the importance of ensuring that DMS remains flexible and context-based. An implementation guide would also provide an opportunity to enhance the global dissemination of knowledge, which is one of the original objectives of the programme.

20. There appears to be a high degree of complementarity between the different DMS tools developed in each country, which in conjunction would enhance data transparency, to improve learning quality and equity. So for instance the equity index developed in Nepal would be a useful measure in other countries of the impact profile cards are achieving through improved governance and accountability, at the central and decentralized levels. The hardship index developed in the Philippines would be a useful addition to profile cards, in particular where they are used by local education authorities for decisions about resource allocations.
21. In each of the current DMS countries, there is a potential wealth of data developed through the DMS programme that could be used to underpin research on a range of educational concerns, including the use of indicators for decision-making at the various levels of education systems. Such analyses or research efforts could strengthen the overall evidence basis for decision-making and be a significant step toward fulfilling the knowledge-sharing objective of the DMS programme.
22. The EMIS-based research undertaken on the impact of community mobilization on schooling and learning could potentially lead to recommendations on the improvement of the data collected on how communities participate in school management, and its incorporation into existing data collection exercises.
23. A further area that calls for greater research is the measurement of pupil performance, particularly in ways that provide a real perspective of progress over time. This is a fundamental aspect of the DMS theory of change, and crucial for the improvement and ultimately effective instrumentalization of school profile cards, so that they can constitute a sound basis for the elaboration of school projects. Brainstorming in this area should extend to the secondary cycle, for which the production of profile cards is of interest, and already underway in Togo.
24. Beyond its contributions to global knowledge-sharing, DMS also stands to benefit from the contributions of others. In Madagascar, for instance, JICA's innovations in pupil competency tests and community member training for school project elaboration merit consideration, as alternative approaches to improve profile card relevance and community mobilization.

Annexes

Annex 1: Overview of Findings According to the DAC Evaluation Criteria

	Relevance	Effectiveness	Efficiency	Impact	Sustainability
Global	High. In all countries, DMS activities, technical support and tools developed reflect national demand. Alignment with UNICEF strategic plan goals 2 “every child learns” and 5 “every child has an equitable chance in life.”	DMS is highly integrated with MEN planning departments. Quality and coverage of EMIS has improved. In Type 1 countries, efforts are underway to link EMIS and exam data.	Very reasonable. Implementation has relied almost exclusively on existing human resources at UNICEF HQ, country office and MEN levels.	Early days. Greater credibility given to EMIS data, that can hence better inform the basis of donor programmes in particular.	Printing and distribution of profile cards is costly and logistically difficult, but is streamlined within existing processes. Continued UNICEF and donor support will be needed for user training at the local level.
Zambia	High. National development plan and implementation framework aim for improved school management capacities and data quality for central-level fact-based decision-making.	Good. Profile cards have been distributed nationwide twice. But training has only been dispensed in one province.	No cost data.	Limited, pending nationwide user training in profile cards.	Effective use of existing school census processes for profile card dissemination, capacities effectively built for central ministry leadership.
Togo	Good. Community mobilization is enshrined in two ESPs, co management committees are institutionalized, and school projects instrumentalized to improve education. Activities are yet limited however.	Limited. All profile cards are produced, but few are distributed. They are not much used, due to poor training and the preference for other tools at the inspectorate level.	Low. Due to very limited effectiveness or impact rather than high costs.	Not so far, but great potential, if SPCs linked to school improvement projects and funding incentives.	Institutional anchoring is weak and tends to isolate DMS, due to administrative ministry issues.
Madagascar	High. Policy focus on grassroots management of schools, data feedback, diagnosis-based annual action plans for schools, ZAP, CISCO and DREN. History of school profile cards.	High. Profile cards are produced and available in all schools and ZAPs. They are used as diagnosis tools, for school project prioritization in the former, and to target support efforts in the latter.	Good use of existing channels for training and profile card distribution.	SPCs are used as a diagnosis to inform PEC school project priorities. ZAP cards are used as management tools to prioritize school support efforts.	High. Government role is one of effective leadership. Complementary to results-based management in education. But: significant reliance on donor funding.

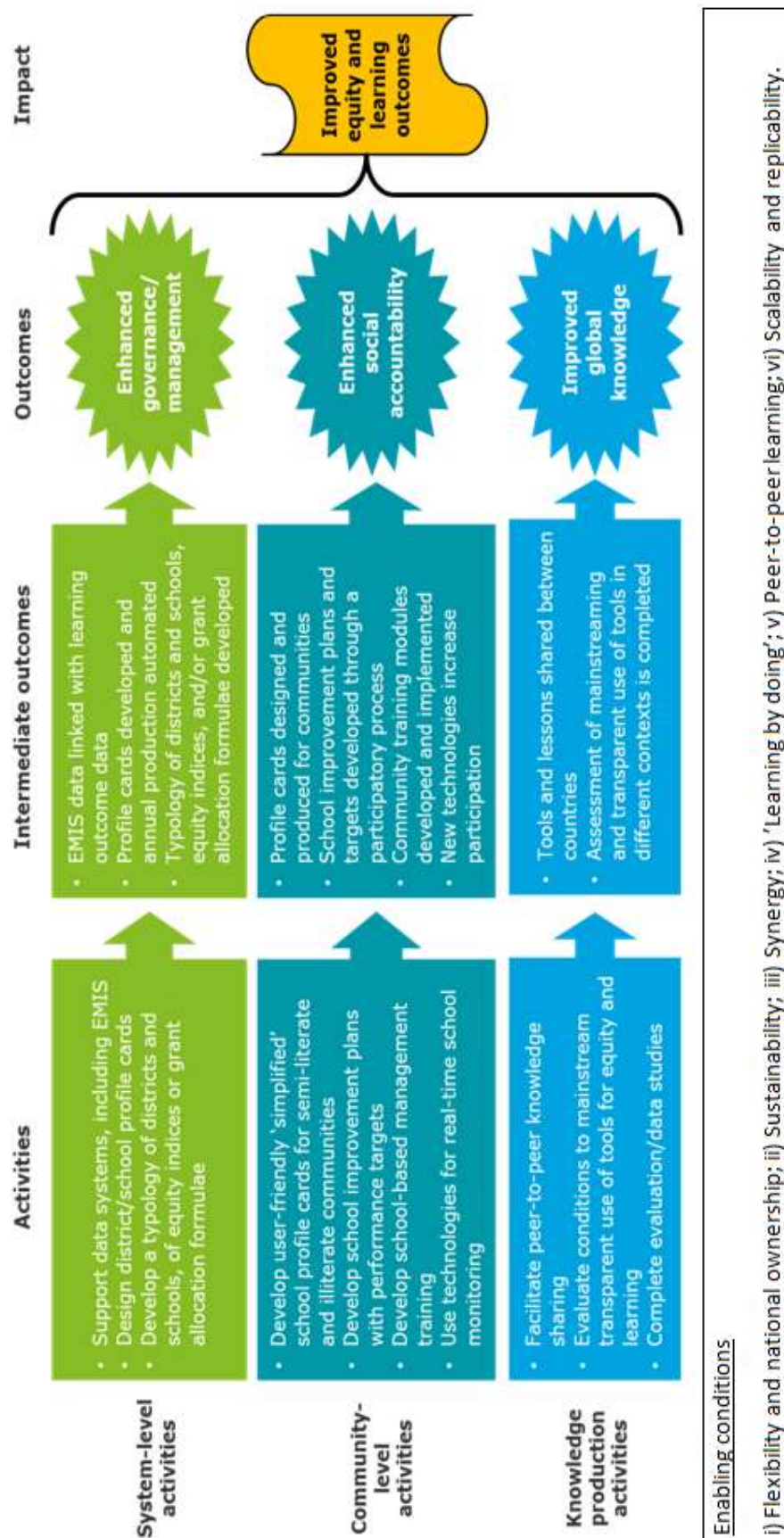
	Relevance	Effectiveness	Efficiency	Impact	Sustainability
Nepal	Good. Equity index aligned with government equity strategy at the district level.	Good. Index used to identify lowest performing districts, but not yet for resource allocation.	N/A	Raised the profile of equity-based planning	Positive political engagement. Issue with institutional protectionism.
Philippines	Good. Special hardship index building on and improving an existing practice, the special hardship allowance.	Index integrated into teacher compensation and transfer policies; should determine teacher hardship allowance in 2020	N/A	Not so far.	Difficult government buy-in, limited technical capacity to assume leadership, little donor coordination.

Annex 2: Overview of Core Evaluation Question Findings

	Q1. Increased availability of information about education services	Q2. Improved education system governance and management	Q3. Enhanced social accountability and community voice	Q4. Greater global knowledge about using data to improve quality and learning	Q5. Consistency with theory of change enabling conditions
Type 1 Countries	DMS has helped improve data quality and availability. Much better visibility of local education system performance at the central level, but limited at the province and district levels. Efforts underway to link exam data with EMIS, and for digital EMIS data collection.	Recognized potential for improved fact-based policy making thanks to improved EMIS data. DMS has generated greater awareness of disparities, and greater attention is now paid to learning outcomes.	SPCs have improved community awareness of school priorities, needs, and low learning. Some cases of them being used for shared decision-making, albeit rare. No evidence as yet of leveraging information for accountability for results, or equitable resourcing.	DMS knowledge-sharing strategy designed in 2016, to consolidate information on the programme and its potential impacts. - Communications include a DMS web-page, illustrations, factsheets. - Knowledge-sharing includes a joint conference for participating countries, webinars, the upload of DMS tools to UNICEF and IPE websites.	Strong national ownership. Clear efforts to build on or connect to existing education sector processes and practices, as well as community-level committees. Transfer to independent national leadership now quite feasible, if not already effective. Good value for money.
Zambia	Yes. Profile cards produced for all levels of primary management, distributed nationwide twice. Training piloted in just one district however.	SPCs help define needs for school improvement plans, and DEB cards to target support to weaker schools. Directorates of planning and teacher management are not much involved.	Training in SPCs has not yet gone to scale. In the district where it has been dispensed, efforts were made by one community to leverage more resources, to no avail.	- Research activities include an evaluation of community-friendly SPCs in Zambia, a multi-country analysis of the impact of community mobilization on education indicators based on EMIS data. Development partners' ongoing exchanges about DMS are an unforeseen contribution.	Logical continuity from earlier STEP UP and Read to Succeed school projects. Yet to reach full-scale implementation.
Togo	Yes. Profile cards produced for all cycles for 2014/15 onwards, available at central level. But delays in their distribution, and limited user training at the school level.	Limited. Primary and secondary inspections use their own spot-surveys, as EMIS-based DMS tools are extemporary if available. Several programmes use DMS profile card data to determine where to focus their support.	Limited. Ineffective training at school and community level. Little understanding of SPC, and community-friendly versions under review.		Poor. Continuity from earlier AGEPA project. Although duplication with existing structures has been avoided, there is some with spot-surveys performed with inspections. Nationwide scaling up and momentum in SPC distribution are elusive.


	Q1. Increased availability of information about education services	Q2. Improved education system governance and management	Q3. Enhanced social accountability and community voice	Q4. Greater global knowledge about using data to improve quality and learning	Q5. Consistency with theory of change enabling conditions
Madagascar	Yes. SPCs displayed in all schools. ZAP cards provide upstream and downstream visibility. Training has been rolled-out nationwide, but understanding issues remain at the school level.	Yes. SPCs used as diagnostic tool for school improvement plans, and ZAP cards used for school monitoring, and pedagogical support and resource allocation prioritization. They complement a results-based/action-plan institutional culture well.	Timid. FEFFIs have historically been involved in school management, and continue to focus their resource contributions. Community cards still to be finalized. In limited cases, SPCs used in school committee assemblies.	(Continued) There are however limited opportunities or platforms for participating countries to exchange about their practices and tools. While DMS has raised awareness about equity and quality in planning and policy circles in beneficiary countries, the SPCs in particular fall short of establishing a convincing link between learning determinants and outcomes that could be harnessed to improve quality, and would then certainly merit them being qualified as best practices.	Regular. Continuity with earlier AGEMAD and CPRS programmes, high national ownership, synergy with local education management practices, implementation is at scale, diverse partnership with DPs for implementation.
Type 2 Countries	DMS has helped provide greater access to EMIS data. The indexes offer better visibility of school and district-level system equity to central planners.	The indexes contribute to planning and policy, reinforcing equity in education by compensating for systemic disadvantages.	Not applicable, as DMS focused on strengthening central-level ministry decision making.		DMS offered a clear and highly targeted response to unmet local needs. Transfer to national leadership has been fluid, with full ownership.
Nepal	Equity index provides central visibility of district-level performance. Web-based EMIS portal enables schools to view their SPC in real time (90% compliance).	Equity index used to determine budget allocations to 10 lowest performing districts to date.	No community component.		Quick initial framing of the index, and flexible adaptation to new federal decentralized structure.
Philippines	Yes, as the HI provides a more transparent appraisal of teaching post attractiveness, that can be construed as a school-level equity indicator.	Hardship index integrated into updated teacher compensation and transfer policies, and set to determine special allowance as of next budget.	No community component, but teachers involved in participatory process for hardship index design.		Swift incorporation of the hardship index into national policy.

Annex 3: DMS Theory of Change




Annex 4: Sample Country Profile cards

Zambia. School Profile Card (2 sides, A4)



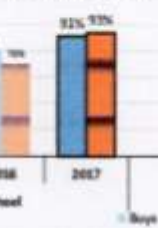
REPUBLIC OF ZAMBIA
MINISTRY OF GENERAL EDUCATION
2017 School Profile



Name of school	TULUBANTU COMMUNITY	EMIS number	30094
Province	CENTRAL	District	CHIROMBO
Location	Rural Area	Phone Number	0979643441
Address	BOX 33116, LUSAKA	Distance to DEBS	136 km
Name of Head Teacher	SKUNIBALI VINDA	Planning agency	Community

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

Results for exam center #07086 (TULUBANTU COMMUNITY)




Congratulations! Exam results have improved from 2016 and from 2015.

Congratulations! There is little difference between the results of girls and boys.

Congratulations! Your school's results are significantly above the district average.

Learning outcomes: Grade 7 results by division



ENGLISH: 47% of boys and 43% of girls achieved Division 1 and 0% of boys and 2% of girls failed.

MATHEMATICS: 77% of boys and 80% of girls achieved Division 1 and 2% of boys and 2% of girls failed.

ZAMBIAN LANGUAGES: 34% of boys and 29% of girls achieved Division 1 and 2% of boys and 2% of girls failed.

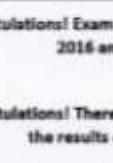
SCIENCE: 11% of boys and 20% of girls achieved Division 1 and 15% of boys and 15% of girls failed.

SOS: 30% of boys and 24% of girls achieved Division 1 and 0% of boys and 2% of girls failed.


Enrolment

	Pre school	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Total (2017)	2016
Enrolment	0	31	46	34	50	65	76	64	402	387
Boys	0	17	18	18	30	39	50	30	185	180
Girls	0	15	28	16	20	26	26	34	217	207
Readmitted after pregnancy									8	

Age of Grade 1 entrants



Preschool Experience of Grade 1 entrants



Vulnerable Children

	Boys	Girls
Orphans	81	81
	(%) 44%	(%) 37%
Non-Zambian children	0	0
	(%) 0%	(%) 0%
Refugee children	0	0
	(%) 0%	(%) 0%
Children with Special Education Needs	1	1
	(%) 0%	(%) 0%

26% of new entrants were 7 years old, 23% were 8 years old, 0% were older than 8.

No children had preschool experience before entering Grade 1.

Orphans are the largest group of vulnerable children and represent 44% of all boys and 37% of girls (81% of all pupils).

	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Total (2017)	Last year (2016)	District
Percentage of Repeaters	0%	2%	2%	2%	0%	0%	2%	2%	4%	4%
Number of Drop Outs reported	0	2	2	3	2	3	4	17	-	-
Promotion Rate	-	98%	98%	98%	100%	100%	98%	98%	96%	96%
Boys	-	98%	98%	98%	100%	100%	98%	98%	96%	96%
Girls	-	98%	98%	98%	100%	100%	98%	98%	96%	96%

Promotion rate greater than 95% indicates that there were no pupils who repeated for grade (under a child, staying in school after dropping out).

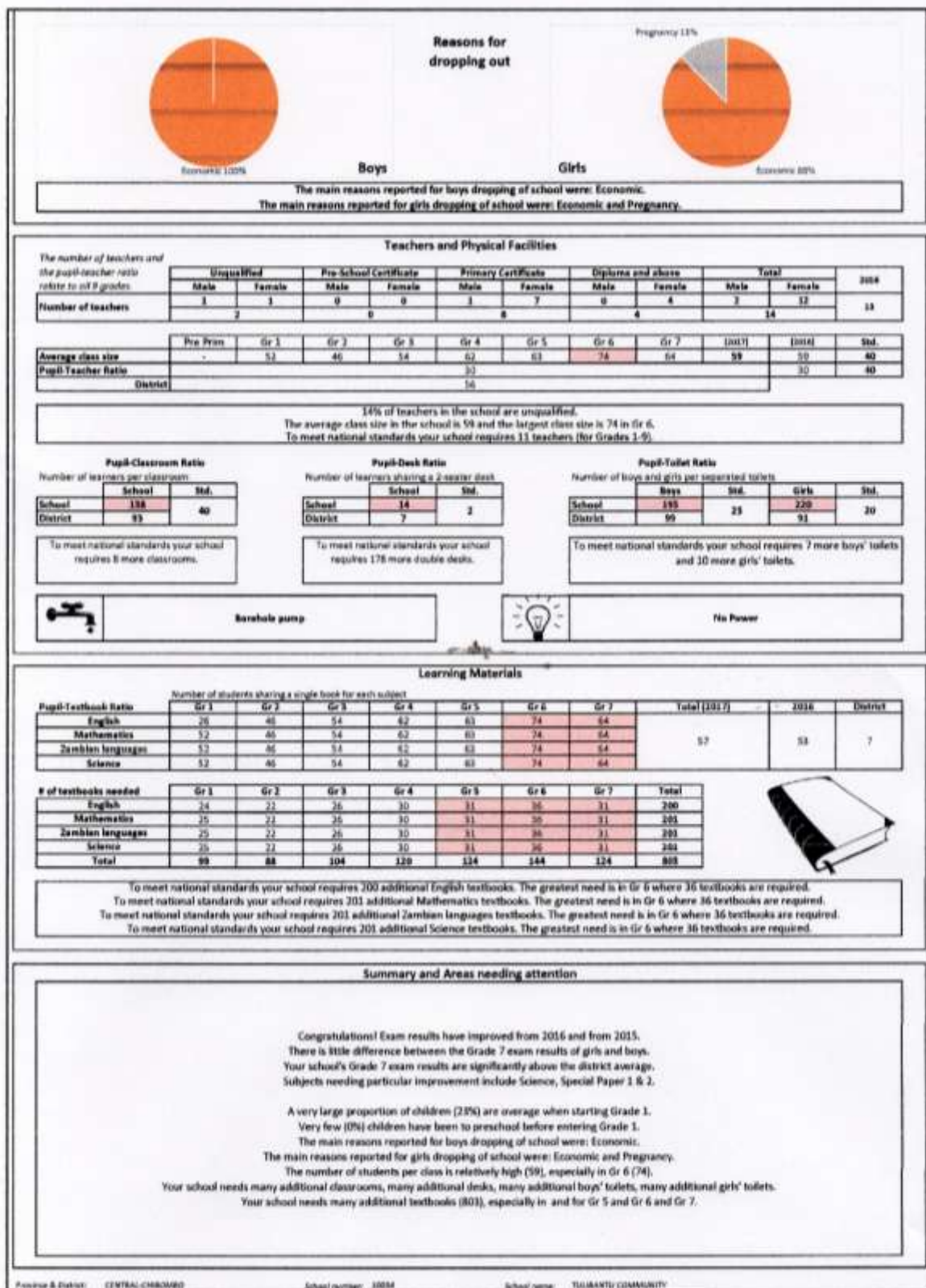
Grade 1 has the highest percentage of repeaters (2%).

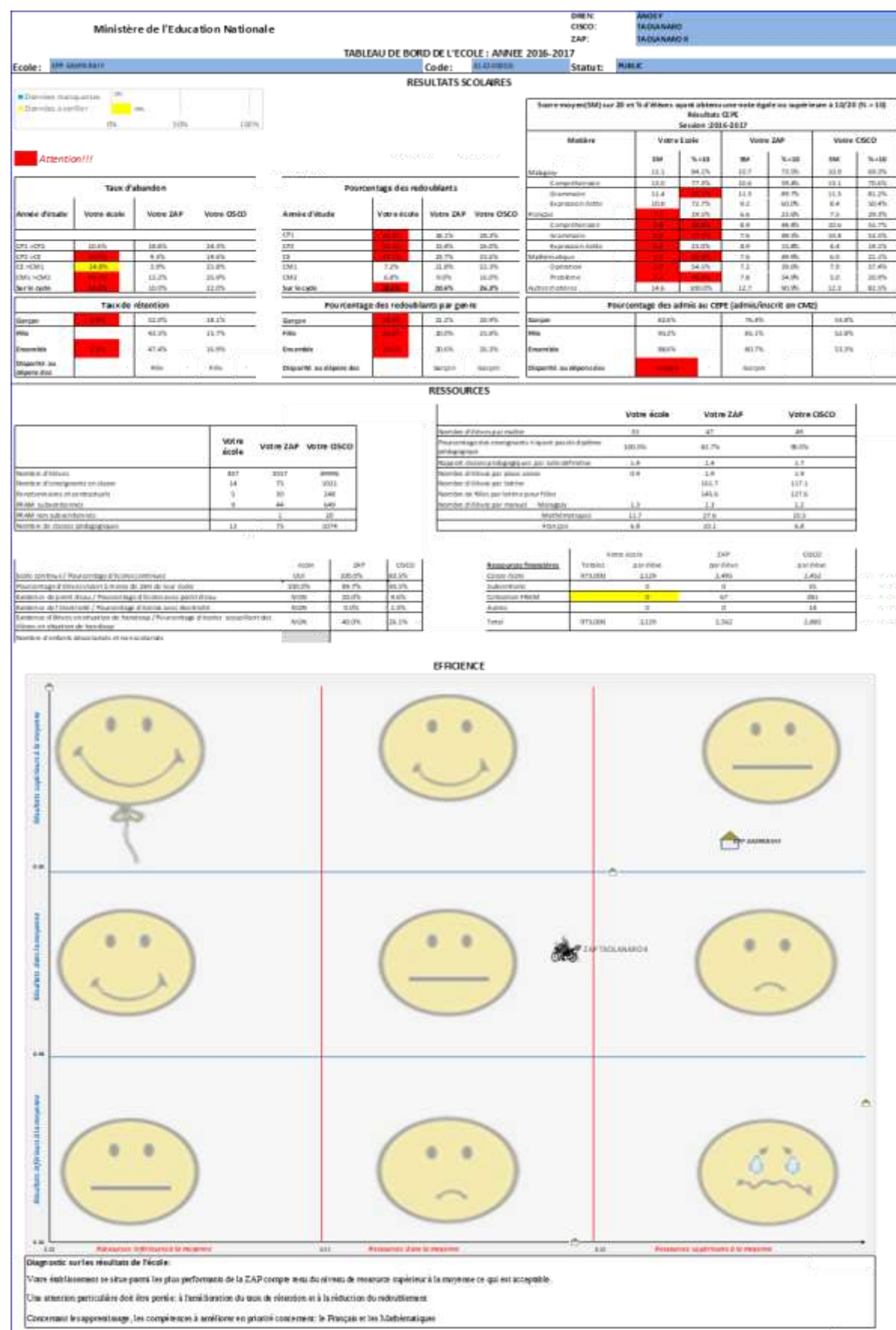
Grade 6 has the highest number of reported dropouts (4).

The lowest promotion rate is between Grade 5 and Grade 6 (98%).

The lowest promotion rate for boys is between Grade 1 and Grade 2 (98%).

The lowest promotion rate for girls is between Grade 1 and Grade 2 (98%).






Togo. School Profile Card (1 side, A4)

Ministère des Enseignements Primaire, Secondaire et de la Formation Professionnelle

Secrétariat Général

Direction de la Planification de l'Éducation et de l'Évaluation



DRE: KARA

Inspection: ASSOLI

Ecole: EPP KAWA / 50101P029P

Statut: Public

Directeur: TCHALARI KASSIM

FICHE ECOLE Année scolaire: 2017-2018

Listes des données à vérifier: La qualité des données ci-dessous devrait être vérifiée:

1. Données générales

Canton DAKO(DAOUDE) Localité KAWA-ABONANDA

2. Contexte de l'école

Zone	Rural	Electricité	Non	Latrines	Oui	Point d'eau	Non
Cantine	Non	Terrain de sport	Oui	Nb salles occupées	9	Cours jumeles	Oui
COGEP	Oui	Nb réunions COGEP	0	Accès toute l'année	Non		

3. Effectifs d'élèves et résultats au CEPD

Niveau	2017-2018			
	Sections	Inscrits	% filles	%redoublants
CP1	1	12	50,0	0,0
CP2	1	18	33,3	0,0
CE1	1	5	60,0	0,0
CE2	1	12	50,0	0,0
CM1	1	8	62,5	0,0
CM2	1	6	16,7	0,0
Total	6	61	44,3	0,0
2016-2017	6	63	46,0	11,1

Résultats CEPD 2017

	Moyenne des Notes	% élèves avec une note >= 10
Français	5,6	0%
Maths	8,3	20%
Leçons	10,0	40%
Total	8,0	20%
2016	-	-

NA= Non applicable

4. Moyens

Enseignants tenant classe

	Homme	Femme	Total
Fonctionnaires	2	0	2
Total (hors EV et ens Privé)	2	0	2
Besoin en ens.* (hors EV et ens Privé)			1
Volontaires	1	0	1
Ens. Privé	NA	NA	NA

Dotation en manuels scolaires

Niveau	Manuels de lecture		Manuels de calcul		Ratio manuel/élève	
	Existant	Besoin	Existant	Besoin	Lecture	Calcul
CP1	42	0	34	0	1,0	1,0
CP2	34	0	33	0	1,0	1,0
CE1	37	0	20	0	1,0	1,0
CE2	48	0	26	0	1,0	1,0
CM1	21	0	16	0	1,0	1,0
CM2	2	4	12	0	0,3	1,0
Total	184	4	141	0	0,93	1,00

Rapport élèves/maitre (hors EV) = 31

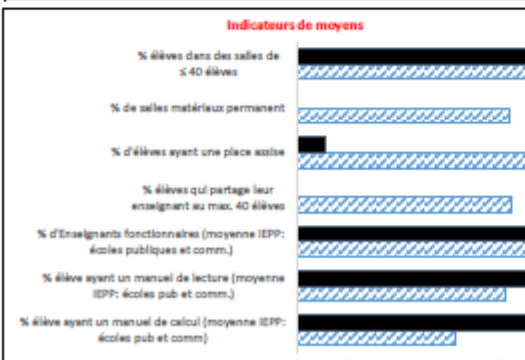
NA= Non applicable

*calculé par rapport à la norme de 40 élèves par enseignant

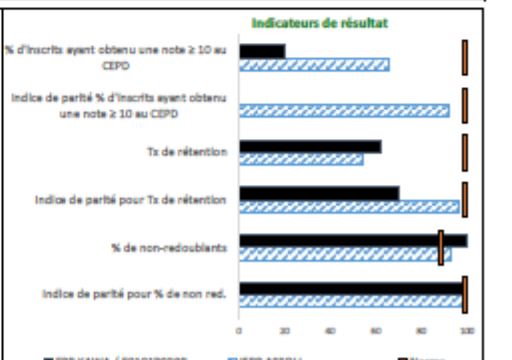
Moyens Financiers FCFA	2016-2017	Déclaratif Ecole
Dotation budgétaire Etat	76 000	
Subvention PTF	0	
Cotisation des parents	0	
ONG et autres	0	
Total	76 000	

5. Comparaison des résultats et des moyens de l'école à ceux de l'IEPP, de la DRE et du Pays


Indicateurs de moyens




Indicateurs de résultat




Indice global de résultat



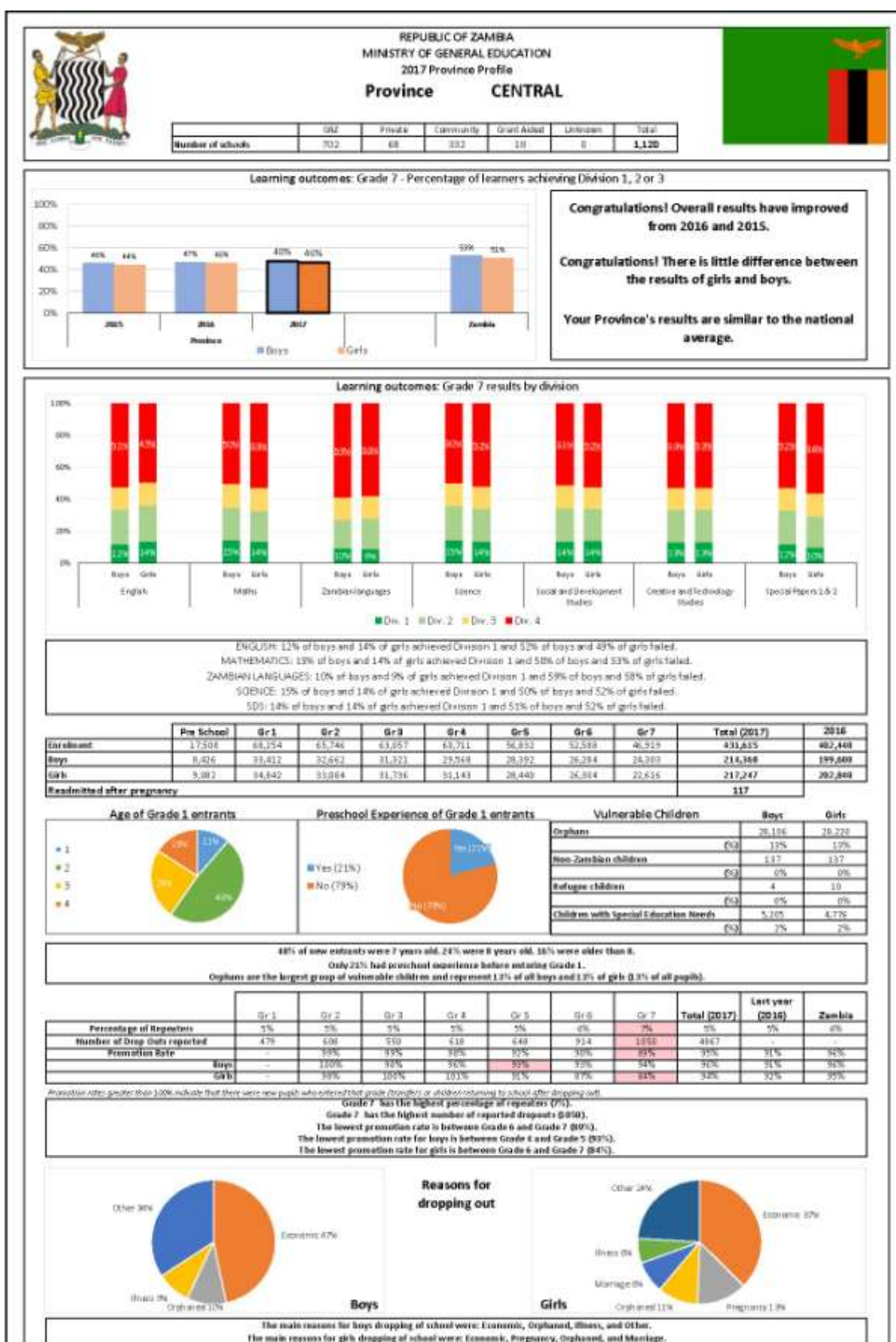
Indice global de contexte, moyens



Indice global d'efficacité = Indice global de résultat / indice global de contexte, moyens



Zambia Provincial Profile Card (2 sides, A4)



These totals (and the PTR) include all transactions with our business clients. Table 1.1.1.

Headcounts (and the PIR) include all teachers in schools teaching Grade 1 to 8	Unqualified		Pre-Province Certificate		Primary Certificate		Diploma and above		Total		2015
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
	451	278	98	274	1,645	2,273	2,298	2,111	4,484	4,916	
Number of teachers	729		372		3,918		4,691		5,420		9,391

	Prq Frim	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Total primary (2015)	last year (2014)	%
Average class size	31	46	44	40	44	43	42	39	44	43	43
Pupil Teacher Ratio (PTR)					50					47	48
Zambia					47						

8% of teachers in the Province are unqualified.
The average class size in the Province is 44 and the largest class size is 48 in Gr 2.
To meet national standards your Province needs 3771 teachers.

Pupil:Classroom Ratio Number of learners per classroom		
	Province	Std.
Province	85	80
Standard	72	


To meet national standards your firm requires 6.17% return on investment.

Pupil Desk Ratio		
Number of learners sharing a 2-seater desk		
	Produce	Std.
Produce	6	2
Transfer	0	

To meet national standards your Provis
 requires 154.35 hours of education

	Population and Toilet Ratio			
	Number of boys and girls per repaired toilet			
	Boys	Std.	Girls	Std.
Province	81	25	73	28
Samuelia	67		68	

To meet national standards your Province requires 6,499 more boys' toilets and 6,499 more girls' toilets.

	Fixed Value	Variable	Value (percentage)	Value (percentage)	Value
	10%	67%	11%	20%	2%

	Main Power Grid	Source other	Solar	Standalone fuel cell power	No Power
	23%	2%	8%	0%	69%

Learning Materials

Number of students using a single book for each subject								Learning Resources		
Pupil Textbook Ratio	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Total (2017)	2016	Zambia
English	13	9	8	8	5	5	6			
Mathematics	8	6	8	5	3	5	3			
Zambian languages	2	2	3	7	5	6	10			
Science	4	7	11	8	4	6	11			

# of textbooks needed	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Total
English	27,889	11,291	25,240	15,943	10,394	15,616	35,969	122,958
Mathematics	12,570	20,881	25,768	16,494	9,784	15,514	36,500	117,958
Zambian languages	0	0	11,955	21,591	16,838	18,185	39,956	87,783
Science	15,540	23,460	20,524	22,881	13,661	17,767	35,181	138,115
Total	55,999	55,732	85,824	82,928	50,175	66,892	161,626	467,256

To meet national standards your Province requires 122,854 additional English textbooks. The greatest need is in Gr 1 where 27,083 textbooks are required.

Best and worst performing districts on Grade 7 examination

and their resource indicators

	0%	10%	20%	30%	40%	50%	60%	70%	80%	90%	100%	Pupil:Teacher ratio	Pupil:Textbook Ratio	Average Class Size
ENGLISH												32	8	80
SCIENCE												58	26	43
MATHEMATICS												85	34	40
CHINESE												24	11	45
SEVENTH												71	0	90
English Average												50	5	48
ENGLISH												57	7	40
SCIENCE												67	5	30
MATHEMATICS												65	7	45
CHINESE												66	11	44
CHINESE												57	7	40

Priority districts listed in order of most pressing needs (in terms of ratios)

Teachers	Textbooks	Classrooms	Toilets	Desks
MURHWA	NGANYE	NGANYE	NGANYE	CHEROMBO
CHITAMBO	MURHWA	MURHWA	CHEROMBO	KATSI KATSI
ISANGU	CHEROMBO	KATSI KATSI	KATSI KATSI	NGANYE
TECHITZI	CHEROMBO	ISANGU	ISANGU	CHEROMBO
KATSI KATSI	NGANYE	CHEROMBO	MURHWA	TECHITZI
CHEROMBO	CHITAMBO	TECHITZI	NGANYE	ISANGU
TECHITZI	KATSI KATSI	CHITAMBO	CHITAMBO	MURHWA
NGANYE	MURHWA	KATSI	TECHITZI	CHITAMBO
CHITAMBO	ISANGU	CHEROMBO	MURHWA	MURHWA
MURHWA	ISANGU	MURHWA	ISANGU	ISANGU

Teachers in bold have more needs than the average for the province.


Details in bold have more recall than the average for the sentence.

List of priority districts needing most support, by subject

[illegible]

[illegible]

Togo. Primary Inspection Profile Card (3 sides, A4)

Ministère des Enseignements Primaire, Secondaire et de la Formation Professionnelle Secrétariat Général Direction de la Planification de l'Éducation et de l'Enseignement				DRE IEPP Nombre total d'écoles Effectif élèves : Salles de cours occupées	CENTRALE BLITTA_EST Primaire: 108 Préscolaire: 51 Primaire: 16,639 Préscolaire: 2,098 Primaire: 832 Préscolaire: 61																																																												
TABLEAU DE BORD DE L'IEPP - Année scolaire: 2017-2018																																																																	
1. Données générales																																																																	
1.1 Statut des établissements																																																																	
Primaire (Nombre d'établissements) Publics: 32 Communautaires: 1 Laïcs: 15 Confessionnels: 8			Préscolaire (Nombre d'établissements) Publics: 21 Communautaires: 15 Laïcs: 8 Confessionnels: 8																																																														
1.2 Localisation des établissements																																																																	
Primaire (Pourcentage) En zone urbaine: 10% Trjs accessible: 82%			Préscolaire (Pourcentage) En zone urbaine: 14% Trjs accessible: 88%																																																														
1.3 Hygiène, assainissement et électricité																																																																	
Primaire (Pourcentage ayant) Point d'eau: 88% Latrines forc: 72% Electr: 8%			Préscolaire (Pourcentage) Point d'eau: 88% Latrines forc: 8% Electr: 8%																																																														
1.4 Autres éléments de contexte																																																																	
Primaire (Pourcentage avec) CODEPIAPE: 83% Terrain de sport: 73% Cours jumelés: 40%			Préscolaire (Pourcentage avec) CODEPIAPE: 39% Espace de jeux: 4% Jeux de cour: ND																																																														
2. Effectifs d'élèves et résultats au CEPD																																																																	
<table border="1"> <thead> <tr> <th colspan="6">Primaire</th> </tr> <tr> <th>Niveau</th> <th>Section</th> <th>Inscrits</th> <th>% public</th> <th>% fille</th> <th>% redoub.</th> </tr> </thead> <tbody> <tr><td>CP1</td><td>109</td><td>3,187</td><td>87%</td><td>48%</td><td>0%</td></tr> <tr><td>CP2</td><td>109</td><td>2,745</td><td>88%</td><td>51%</td><td>11%</td></tr> <tr><td>CE1</td><td>107</td><td>2,615</td><td>86%</td><td>50%</td><td>0%</td></tr> <tr><td>CE2</td><td>107</td><td>2,618</td><td>87%</td><td>49%</td><td>13%</td></tr> <tr><td>CM1</td><td>104</td><td>2,678</td><td>86%</td><td>48%</td><td>0%</td></tr> <tr><td>CM2</td><td>106</td><td>2,796</td><td>89%</td><td>50%</td><td>28%</td></tr> <tr><td>Total</td><td>642</td><td>16,639</td><td>87%</td><td>49%</td><td>9%</td></tr> <tr><td>An passé</td><td>632</td><td>16,666</td><td>88%</td><td>49%</td><td>9%</td></tr> </tbody> </table>						Primaire						Niveau	Section	Inscrits	% public	% fille	% redoub.	CP1	109	3,187	87%	48%	0%	CP2	109	2,745	88%	51%	11%	CE1	107	2,615	86%	50%	0%	CE2	107	2,618	87%	49%	13%	CM1	104	2,678	86%	48%	0%	CM2	106	2,796	89%	50%	28%	Total	642	16,639	87%	49%	9%	An passé	632	16,666	88%	49%	9%
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Total	3	0	3																																																														

2.1 Manuels et matériels didactiques

[illegible]

Niveau	Primaire: Manuels scolaires					
	Manuels de lecture		Manuels de calcul		Ratio manuel/élève	
	Existant	Besoin	Existant	Besoin	Lecture	Calcul
CP1	1,874	903	397	2,380	0.6	0.1
CP2	1,049	554	720	1,683	0.7	0.3
CE1	1,783	485	1,659	589	0.7	0.6
CE2	1,679	597	1,442	834	0.5	0.6
CM1	1,455	841	1,358	938	0.5	0.5
CM2	952	1,525	109	2,378	0.3	0.0
Total	9,502	4,885	5,685	8,802	0.6	0.3

2.4 Dotations et dépenses

Dotations par source de financement

Précolaire						Primaire				
Source	Etat	PTF	Parents/ Comm.	ONG et autres	Total	Etat	PTF	Parents/ Comm.	ONG et autres	Total
Montant	1 390 000	0	0	0	1 390 000	9 600 000	0	0	0	9 600 000

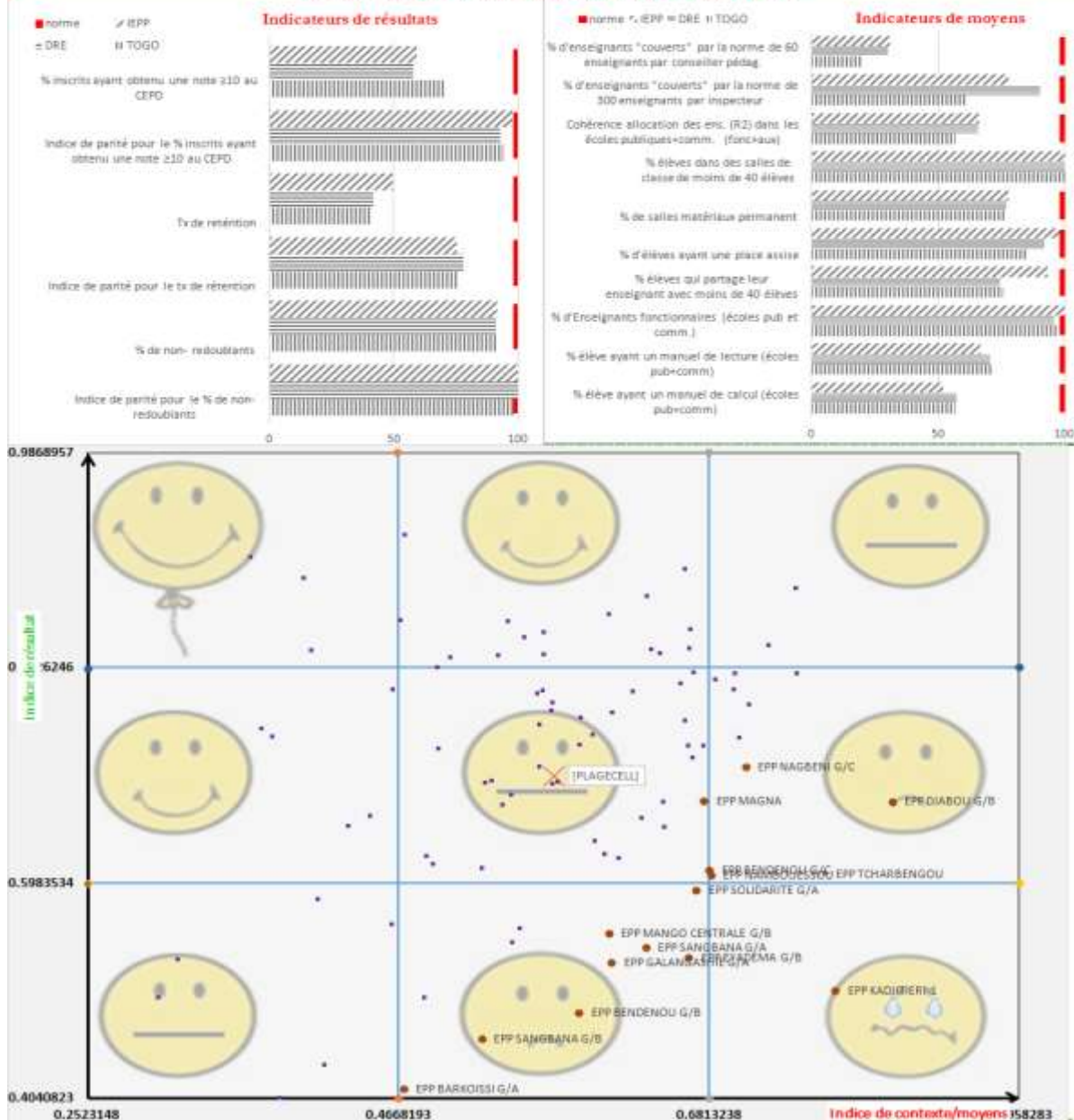
Dépenses par poste budgétaire

Précolaire								
Poste	Salaires enseig.	Matéria didactiques	Construc. Bancs	Mobiliers	Appu centines	Sal. Non enseig.	Autres	Total
Montant	1.643.500	485.800	523.800	182.500	0	1.643.500	808.380	5.267.480

Dépenses par poste budgétaire

Primaire								
Poste	Salaires ensei.	Matériels didactiques/Mat.	Construc. Rénov.	Mobiliers	Appu. contin.	Sal. Non ensei.	Autres	Total
Montant	6 547 100	4 886 950	367 000	1 300 065	-	409 000	2 905 685	16 690 800

4. Comparaisons de la situation de l'inspection à celles de la DRE et du Pays



Liste des quinze écoles les "moins efficaces"

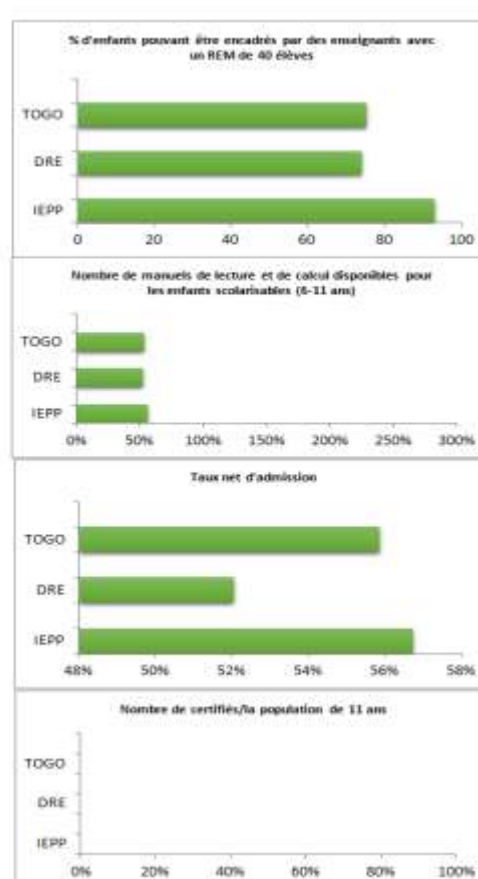
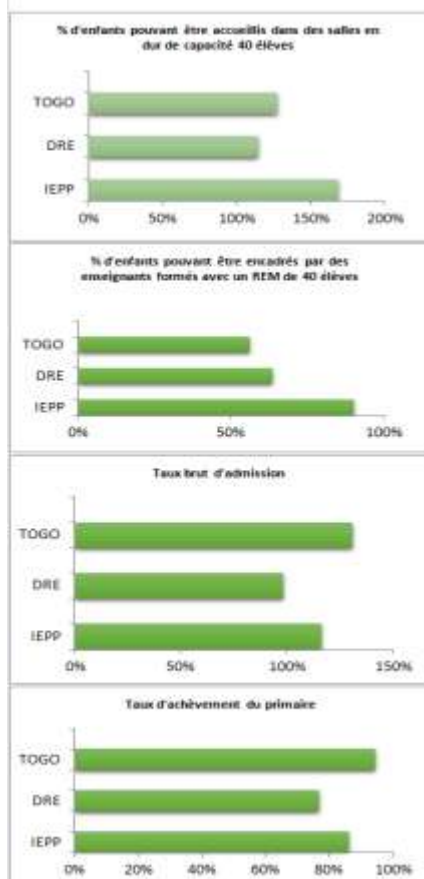
code	Nom	Indic. de résultats le plus faible	valeur
1 40508P073P	EPP TALKATE COPE	Tx de rétention	20%
2 40508P084P	EPP WARAGNI G/A	Tx de rétention	11%
3 40508P024P	EPP BLITTA CENTRALE G/A	Tx de réussite au CEPD	34%
4 40508P065P	EPP TOULEWAYI	Indice de parité de réussite au CEPD	0%
5 40508P023P	EPP BLITTA CENTRALE G/B	Tx de rétention	43%
6 40508P031P	EPP DIGUINA	Indice de parité de rétention	0%
7 40508P066P	EPP YALOUNBE LOSSO	Tx de rétention	22%
8 40508P005P	EPP AGBANDAO	Indice de parité de réussite au CEPD	0%
9 40508P070P	EPP SAMOURE KONDJI	Indice de parité de réussite au CEPD	0%
10 40508P087P	EPP WARAGNI SOLIDARITE	Indice de parité de rétention	11%
11 40508P106C	EPI FRANCO ARABE	Tx de rétention	27%
12 40508P102C	EPC TONDJA	Indice de parité de rétention	29%
13 40508P080P	EPP TOULE	Tx de réussite au CEPD	23%
14 40508P014P	EPP ASSOUMA KODJI G/C	Tx de rétention	26%
15 40508P052P	EPP MATEKO	Indice de parité de rétention	33%

Liste des 5 écoles les "plus efficaces"

1 40508P107L	EPL BERNARD DADIE
2 40508P057P	EPP DJIBITA
3 40508P104C	EPC YALOUNBE
4 40508P103C	EPC WARAGNI
5 40508P082P	EPP TOULE MONO

ANALYSE DES GOULOTS D'ETRENGLEMENT DANS L'IEPP

Indicateur	IEPP	DRE	TOGO	Les goulots	Ref
Nombre de salles dur pour 40 enfants scolarisables	168%	114%	127%		
Nombre de manuels de lecture et de calcul pour un enfant	56%	53%	53%		
Nombre d'enseignants pour 40 enfants scolarisables	101%	71%	82%		
Nombre d'enseignants formés pour 40 enfants scolarisables	90%	63%	56%		
% d'enfants scolarisables vivant à moins de 30 mn. d'une école primaire	81%	81%	80%		
Taux brut d'admission au CP1	116%	96%	131%		
Taux net d'admission au CP1	57%	52%	56%	GOULOT	Togo
% de redoublants	9%	9%	8%		
Taux d'achèvement	86%	77%	94%		
% de certifiés/pop 11 ans	0%	0%	0%		
% de filles certifiées/filles de 11 ans	0%	0%	0%		
% de garçons certifiés/garçons de 11 ans	0%	0%	0%		



Annex 5: DMS Phase II Programme Results Framework

ACTIVITIES	INTERMEDIATE OUTCOMES	INDICATORS & TARGETS	OUTCOMES	IMPACT
Support to data systems, including linkages between learning outcome data and EMIS data.	EMIS data are linked to / harmonized with learning outcome data (i.e. they use the same ID coding for schools and can be used concurrently for analysis or reflection in profile cards). <u>Target audience</u> : countries' EMIS, Planning and examinations units.	Number of countries in which EMIS and learning outcome data are linked/harmonized. 2014 (before phase I): 0 2016 baseline: 2 2018 milestone: 4 2020 target: 6	Enhanced governance/management	Improved equity and learning outcomes
Design/automated production of district/school profile cards.	District/school profile cards developed through the program are available and their annual production is automated. <u>Target audience</u> : countries' EMIS and Planning units, province and district staff, head-teachers.	Number of countries with district/school profile cards developed through the program and fully automated. 2014 (before phase I): 0 2016 baseline: 2 2018 milestone: 4 2020 target: 6		
Development of a typology of districts and schools, of equity indices or equity-based district/school grant allocation formulae.	Typology of districts and schools or equity indices or equity-based school grant allocation formulae developed. <u>Target audience</u> : countries' EMIS and Planning units, province and district staff; development partners (e.g. GPE, World Bank, etc.) contributing to and/or using the tools developed through the program.	Number of countries having developed a typology of districts/schools and/or indices to identify targeted support: 2014 (before phase I): 0 2016 baseline: 1 2018 milestone: 3 2020 target: 5 Number of countries having developed/revised district/school grant allocation formula with an equity perspective: 2014 (before phase I): 1 2016 baseline: 2 2018 milestone: 3 2020 target: 4		
Development of 'simplified' school profile cards accessible to semi-literate/illiterate communities.	Simplified school profile cards for communities designed and produced. <u>Target audience</u> : school management committees, parents, teacher associations, village committees.	Number of countries where simplified school profile cards for communities have been designed and produced. 2014 (before phase I): 0 2016 baseline: 2 2018 milestone: 4 2020 target: 5	Enhanced social accountability	

ACTIVITIES	INTERMEDIATE OUTCOMES	INDICATORS & TARGETS	OUTCOMES	IMPACT
Development of school improvement plans with performance targets	School improvement plans with performance targets developed. <u>Target audience:</u> school management committees, parents, teacher associations, village committees.	Number of countries where target communities have developed school improvement plans with performance targets using simplified school profiles. 2014 (before phase I): 0 2016 baseline: 1 2018 milestone: 2 2020 target: 4	Enhanced social accountability	Improved equity and learning outcomes
Development of school-based management training modules.	School based management training modules for communities developed and implemented. <u>Target audience:</u> school management committees, parents, school staff.	Number of countries where training modules in school based management have been developed/implemented. 2014 (before phase I): 0 2016 baseline: 1 2018 milestone: 3 2020 target: 4		
Use of new technologies for participative real time monitoring at school level.	New technologies are used to increase community participation and improve service quality. <u>Target audience:</u> school communities, school, quality assurance agencies and district staff/inspectorates.	Number of countries where new technologies are used to increase community participation/improve service quality. 2014 (before phase I): 0 2016 baseline: 2 2018 milestone: 3 2020 target: 4		
Peer-to-peer exchange and sharing of experience.	Tools and lessons learned shared between participating countries and beyond. <u>Target audience:</u> national governments, UNICEF and development partner's education staff, academia.	Knowledge repository with tools and lessons learned from the program in place. 2014 (before phase I): no 2016 baseline: no 2018 milestone: yes 2020 target: yes	Improved global knowledge	
Evaluation of the level and conditions of mainstreaming and transparent use of tools for equity and learning.	Assessment of mainstreaming and transparent use of tools in different country contexts undertaken. <u>Target audience:</u> national governments, UNICEF and development partner's education staff, academia.	Report on the key drivers of success for mainstreaming the effective use of tools in different contexts prepared 2014 (before phase I): 0 2016 baseline: 0 2017 milestone: Yes 2020 target: Yes (update of the 2017 report)		
Impact evaluations / data studies	Evaluations and studies undertaken on the impact of community participation and the use of tools on attendance and learning outcomes. <u>Target audience:</u> national governments, UNICEF and development partner's education staff, academia.	Number of evaluations/studies undertaken 2014 (before phase I): 0 2016 baseline: 0 2018 milestone: 1 2020 target: 3		

Annex 6: DMS Formative Evaluation Terms of Reference

unite for
children



TERMS OF REFERENCE (TORs)

OVERVIEW

TITLE	Data Must Speak formative evaluation (Two consultants)
LOCATION OF ASSIGNMENT	Remote-based
LANGUAGE(S) REQUIRED	English, French
TRAVEL	The consultancy will involve approximately 4 missions to the initiative's targeted countries and to UNICEF HQ.
DURATION OF CONTRACT	80 working days. Start Date: 15 March 2018, End Date: 1 March 2019
ANNUAL WORK PLAN REFERENCE	Output 5: Systems Strengthening, innovation and RBM. Activity 5.1: Education Sector Analysis, planning and use of data

BACKGROUND & RATIONALE

Through the “*promise renewed*” commitment, and as part of efforts to strengthen organizational capacity to support quality education for all children, UNICEF has re-emphasized its focus on equity which is at the core of the 2018-2021 Strategic Plan. Guided by the Convention on the Rights of the Child, the Millennium Declaration and Education for All (EFA), UNICEF works to ensure the right of all children to education. One of the key outputs under Goal Area 2 “Every child learns” in the 2018-2021 Strategic Plan is “Countries have strengthened their education systems for gender-equitable learning outcomes, including early learning” within which community participation in education is one of the five dimensions of an effective education system for learning outcomes.

In order to support progress towards this output and the related output of the 2014-2017 Strategic Plan, UNICEF-Education successfully submitted a proposal to the Global Partnership for Education/Global and Regional Activities (GPE/GRA) fund (in order to support 5 countries). The initiative “Data Must Speak” (DMS), started in 2014 with two pilot countries, Madagascar and Togo, and expanded to Nepal, Zambia and Peru in 2015, and the Philippines in 2016. The initiative supports the setting up of data feedback tools (such as district/school profile cards) for increasing accountability (in particular for pro-equity allocation of resources), community participation and improving school performance (learning outcomes, equity and drop-out rates’ reduction). In March 2016 \$750,000 in funding from the Hewlett Foundation was secured for Phase II of the initiative. Extending DMS into a second phase provided an opportunity to continue supporting countries while generating knowledge on community participation in education, and to evaluate the tools designed during Phase I and the impact of community participation and use of data on school resources and performance. In October 2017, a further \$250,000 was secured to carry out a formative evaluation of DMS to identify the critical drivers behind any results achieved and point the way forward for DMS Phase III expansion to more countries, in response to increased demand from countries.

The DMS initiative is also embedded in UNICEF’s results based management (RBM) approach. As such, it is important that the knowledge generated through the DMS initiative is used to strengthen RBM in UNICEF education and enhance the monitoring of results for children with a focus on greater social accountability.

PURPOSE

The two consultants will serve as the evaluation leads for the formative evaluation of the DMS initiative. DMS’s formative evaluation will: (1) determine how DMS has been implemented and operated; and the degree to which this corresponds with the planned design of Phases I and II, (2) determine the degree to which it has achieved its stated objectives (including an analysis of changes in data coverage and quality of national EMIS), (3) identify the critical drivers behind any results achieved and the critical challenges that limited results, (4) explore the validity of the assumptions underpinning the DMS Theory of Change, and (5) make recommendations for a possible Phase III and its modality of implementation in response to increased demand from countries. The DMS evaluation questions will address the operational side of the initiative’s implementation, i.e. the activities and the immediate outputs and will contribute to addressing two of the

TERMS OF REFERENCE (TORs)

main research questions of Phase II: (1) what led to success and which context-specific obstacles were faced in terms of sustaining and mainstreaming within regular government operations and (2) what conditions were necessary to ensure the relevance of support provided at different levels (including school/community level).

The two consultants are expected to produce (1) an evaluation inception report; (2) a desk review of documents and tools produced as part of DMS implementation; (3) a final formative evaluation report exploring sustainability and scalability of DMS which incorporates: (i) the findings of the desk review; (ii) the findings from the country visits including stakeholder interviews; and (iii) the findings of quantitative analysis of the changes in data coverage and quality of national EMIS in DMS countries; and (4) a final evaluation report.

The consultancy will involve travel to NYHQ and to a sample of the initiative's targeted countries (4 missions is the estimated number).

EXPECTED RESULTS: (MEASURABLE RESULTS)

The following results are expected by the end of the consultancy:

- DMS evaluation inception report produced
- Desk review of DMS documents and tools produced
- Country visits undertaken and key stakeholders interviewed
- Formative evaluation report exploring sustainability and scalability of DMS produced

DUTY STATION

Location of assignment: Remote-based, with several missions to NYHQ and DMS initiative countries

TIMEFRAME

Start date: 15 March 2018, End Date: 1 March 2019

DELIVERABLES	DURATION (ESTIMATED # OF DAYS)	DEADLINE
Evaluation inception report	15	1/05/2018
Desk review of documents and tools produced as part of DMS implementation	15	1/09/2018
Draft evaluation report, incorporating country visit findings	40	31/12/2018
Final evaluation report	10	1/03/2019
TOTAL	80	

KEY COMPETENCES, TECHNICAL BACKGROUND, AND EXPERIENCE REQUIRED DEADLINE

- An advanced university degree in education, economics, psychology, sociology or other social science field is required
- At least 12 years of relevant work experience in programme planning, management, and/or research in education at the international level,
- Strong knowledge and experience of evaluation of education programmes
- Knowledge and experience of national Education Management Information Systems
- Excellent communication, presentation and drafting skills in English and in French
- Experience working in/with UNICEF is an asset
- Excellent organizational skills and ability to prioritize and manage multiple tasks

UNICEF is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.

Annex 7: DMS Stakeholders Interviewed

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Madagascar

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Hantatrina Taztafririvo	Officer, Directorate of Basic Education	
Vololona Rameliadisoa	Officer, Directorate of Basic Education	
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Joseph Porakalahy	Head of Secondary Education Service, DREN Atsinanana	
Sylvestre Ranaivo	Head, CISCO Brickaville, DREN Atsinanana	
Guy Iarison	Head, ZAP Toamasina I and CISCO Tamatave, DREN Atsinanana	
Bodo Mercia Vonintsoa	Head, ZAP Ampasimbe Onibe, CISCO Toamasina II	
Razafindraholy Solohariniaina	Head, ZAP Foulpointe, CISCO Toamasina II	
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Name	Position / Organization	Contact information
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School-Level Stakeholders		
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M. Donin	Headmaster, EPP Hotsika, ZAP Ampasimbe Onibe	
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(Name unknown)	President of Foulpointe village	
Jean Francisco Raharison	Headmaster, EPP Foulpointe, ZAP Foulpointe	
(Name unknown)	President of the FEFFI, EPP Foulpointe, ZAP Foulpointe	
(Name unknown)	Community member, President of the General Assembly, EPP Foulpointe, ZAP Foulpointe	
(Names unknown)	Teachers, EPP Foulpointe, ZAP Foulpointe	
(Names unknown)	Parents (Mothers), EPP Foulpointe, ZAP Foulpointe	
Andriamasinasona Ranaifomalala	Headmaster, EPP Nanisana, ZAP ...	
Saholy Raharisoa	Headmaster, EPP Andranonomby, ZAP Ambohimalaza Miray	
(Name unknown)	President of the General Assembly, EPP Andranonomby, ZAP Ambohimalaza Miray	
(Names unknown)	Teachers, EPP Andranonomby, ZAP Ambohimalaza Miray	
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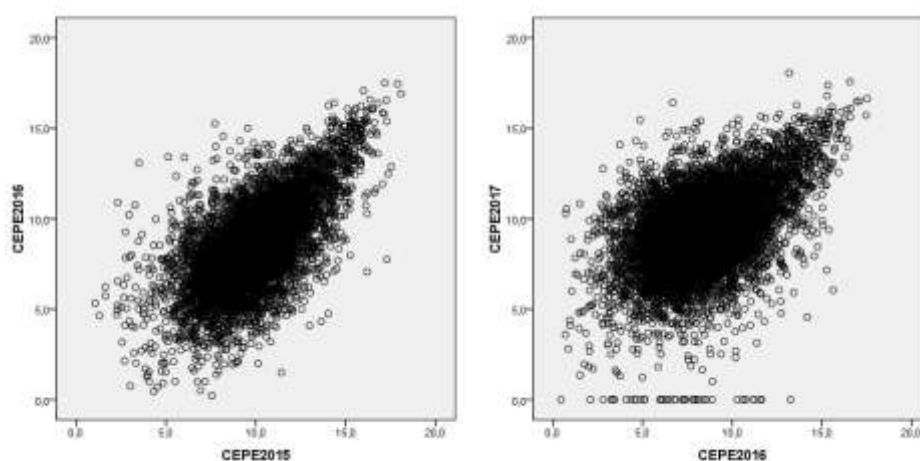
Annex 8: Statistical Tests on School Profile Card Data

Analysis of Madagascar CEPE Data Stability

The evaluation team ran analyses with MEN statisticians on school-level data between 2015 and 2017. On the basis of available data, the analysis covered the average CEPE pass mark by school, for approximately 6,500 schools between 2015 and 2016, and 10,000 between 2016 and 2017.

The results indicate correlation levels of 0.51 for 2015-2016 and 0.28 for 2016-2017. As the following graphs indicate, a school's average CEPE score does not appear to be structural, being prone to year-on-year change with a relatively important level of randomness.

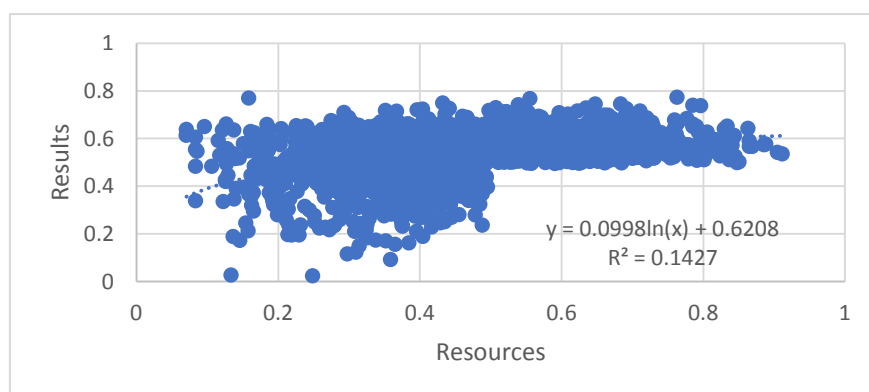
Average CEPE Score, by School, over Two Consecutive Years, Madagascar
2015-2016 **2016-2017**



Analysis of the Correlation between Togo Resource and Result Indexes

Data obtained for the 1,650 public primary schools that receive PERI subsidies was used to determine the statistical correlation between the resource and results indexes used in the school profile cards. The relationship is weak, with an R^2 value of 0.14, suggesting that there is a high degree of randomness in the efficiency measure used to determine which schools should benefit from the programme.

Relation between the Resource Index and the Result Index, Togo

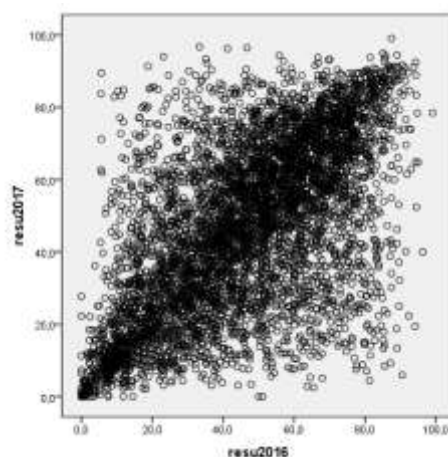


Analysis of Zambia Grade 7 Exam Data Stability

Data on the 5,600 examination center public primary schools in Zambia was used to test the year-on-year stability of school-level examination results, using the percentage of pupils having achieved a Division IV or above, over 2016-2017.

The correlation coefficient is 0.6, indicating that the relationship between 2016 and 2017 results is random for 36 percent of exam centers.

Grade 7 Examination 'Pass Rate' by Exam Center, 2016 and 2017, Zambia



Annex 9: References

General

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