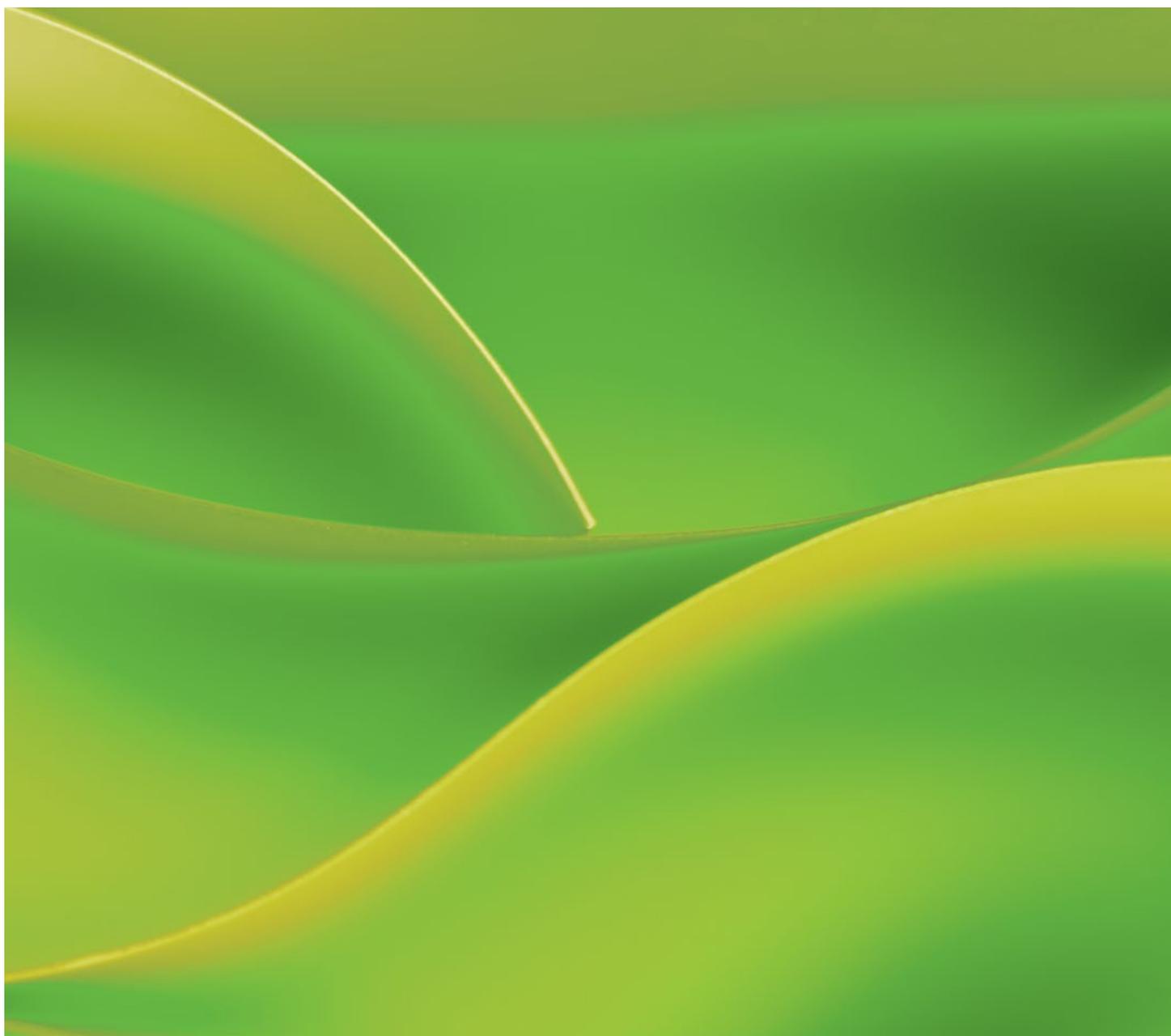




# EVALUATION

Inclusive Education in Finland's  
Development Cooperation in 2004-2013



Evaluation on Finland's Development Policy and Cooperation

**2015/5c**



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# EVALUATION

## INCLUSIVE EDUCATION IN FINLAND'S DEVELOPMENT COOPERATION IN 2004–2013

### Case study

### Final Evaluation of EIBAMAZ Programme

Vanessa Castro

Desirée Pallais

Development Portfolio Management Group

**2015/5c**

The Ministry for Foreign Affairs of Finland commissioned this evaluation by the Development Portfolio Management Group at the University of Southern California.

This report is the product of the authors, and responsibility for the accuracy of the data included in this report rests with the authors. The findings, interpretations, and conclusions presented in this report do not necessarily reflect the views of the Ministry for Foreign Affairs of Finland.

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This report can be downloaded through the home page of the Ministry for Foreign Affairs  
<http://formin.finland.fi/developmentpolicy/evaluations>

Contact: EVA-11@formin.fi

ISBN 978-952-281-426-5 (pdf)

ISSN 2342-8341

Cover design and layout: Innocorp Oy/Milla Toro

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# CONTENTS

<b>ACRONYMS AND ABBREVIATIONS</b> .....	<b>VII</b>
<b>TIIVISTELMÄ</b> .....	<b>1</b>
<b>REFERAT</b> .....	<b>2</b>
<b>ABSTRACT</b> .....	<b>3</b>
<b>YHTEENVETO</b> .....	<b>4</b>
<b>SAMMANFATTNING</b> .....	<b>8</b>
<b>SUMMARY</b> .....	<b>12</b>
<b>KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS</b> .....	<b>16</b>
<b>1 INTRODUCTION</b> .....	<b>18</b>
<b>2 APPROACH, METHODOLOGY AND LIMITATIONS</b> .....	<b>20</b>
<b>2.1 General Methodology</b> .....	<b>20</b>
2.1.1 Desk Study Notes.....	20
2.1.2 Field Research.....	21
<b>2.2 Methodology for Fieldwork</b> .....	<b>21</b>
2.2.1 Data Collection Procedures and Quality Control Techniques .....	23
<b>2.3 Limitations</b> .....	<b>24</b>
<b>3 CONTEXT ANALYSIS</b> .....	<b>25</b>
<b>3.1 The legal, political and institutional framework</b> .....	<b>27</b>
<b>3.2 Challenges faced by bilingual education</b> .....	<b>28</b>
<b>3.3 EIBAMAZ project design and implementation</b> .....	<b>28</b>
<b>4 DOCUMENT REVIEW</b> .....	<b>30</b>
<b>4.1 Preliminary Findings before the Fieldwork</b> .....	<b>30</b>
4.1.1 Amazonian view of education and the contribution of the research.....	31
4.1.2 EIBAMAZ materials for teacher training.....	32
<b>5 FINDINGS FROM THE FIELDWORK</b> .....	<b>34</b>
<b>5.1 The contribution of the research component</b> .....	<b>34</b>
<b>5.2 The contribution of activities aimed at strengthening children’s right to a good education</b> .....	<b>36</b>
5.2.1 Children with disabilities.....	36
5.2.2 Training .....	37
5.2.3 Classroom-level communication patterns .....	38

5.2.4 Student Learning Outcomes .....	40
5.2.5 Enrollment patterns.....	42
5.2.6 Production and availability of teaching and learning materials.....	43
5.2.7 Gender Equity.....	43
5.2.8 EIBAMAZ Impact and Sustainability .....	44
<b>6 CONCLUSIONS.....</b>	<b>48</b>
<b>7 RECOMMENDATIONS.....</b>	<b>51</b>
<b>REFERENCES.....</b>	<b>53</b>
<b>THE CASE STUDY EVALUATION TEAM.....</b>	<b>56</b>
<b>ANNEX 1: TERMS OF REFERENCE.....</b>	<b>57</b>
<b>ANNEX 2: PEOPLE INTERVIEWED .....</b>	<b>68</b>
<b>ANNEX 3: DOCUMENTS CONSULTED.....</b>	<b>72</b>
<b>ANNEX 4: BASIC INTERVIEW OUTLINE .....</b>	<b>76</b>
<b>ANNEX 5: QUESTIONNAIRE .....</b>	<b>79</b>
<b>ANNEX 6: SURVEY RESULTS DATA FROM PERU, BOLIVIA, AND ECUADOR.....</b>	<b>81</b>
<b>ANNEX 7: STALLINGS OBSERVATION INSTRUMENT ADAPTED/ GUÍA OBSERVACIÓN DOCENTE .....</b>	<b>84</b>
<b>ANNEX 8: INTERVIEW GUIDE FOR SCHOOLS DIRECTORS.....</b>	<b>89</b>
<b>ANNEX 9: BRIEF SUMMARY OF PREVIOUS EVALUATION RESULTS.....</b>	<b>90</b>
<b>ANNEX 10: ACKNOWLEDGEMENTS .....</b>	<b>92</b>
<b>FIGURES</b>	
<b>Figure 1. Amazonian territories served by EIBAMAZ.....</b>	<b>26</b>
<b>Figure 2. EIBAMAZ Organizational Structure .....</b>	<b>27</b>
<b>Figure 3. Stallings Observation Data Summary .....</b>	<b>38</b>
<b>Figure 4. Education cycles by ethnicity in Ecuador .....</b>	<b>41</b>
<b>Figure 5. Growth in Comprehension Scores for Shipibo and Ashaninka Groups.....</b>	<b>42</b>
<b>TABLES</b>	
<b>Table 1. Number and Type of Information Sources Used for Fieldwork.....</b>	<b>23</b>

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# ACRONYMS AND ABBREVIATIONS

CECIB	Consejos Educativos Comunitarios Intercultural Bilingüe
CEPOS	Consejos Educativos de los Pueblos Originarios
CILA	Centro de Investigación de Lingüística Aplicada
CIPTA	Consejo Indígena del Pueblo Takana
DINEIB	Dirección Nacional de Educación Intercultural Bilingüe
DPMG	Development Portfolio Management Group
DREU	Dirección Regional de Educación Ucayali
EIBAMAZ	Proyecto de Educación Inter Cultural Bilingüe para la Amazonía
EIFC	Educación Infantil Familiar y Comunitaria (Family and Community Education for Infants)
GTZ	German Agency for Technical Cooperation
HRBA	Human Rights-Based Approach
IBE	Intercultural and Bilingual Education
IDB	Inter-American Development Bank
IE	Inclusive Education
ILC	Institutos de Lengua y Cultura (Language and Culture Institutes)
ISPPBY	Instituto Superior Pedagógico Público Bilingüe de Yarinacocha
LLECE	Latin American Laboratory for Assessment of the Quality of Education
MFA	Ministry for Foreign Affairs (Finland)
MOE	Ministry of Education (acronym used for the three countries in South America)
MTR	Mid-Term Review
NGO	Non-Governmental Organization
OPIM	Organización de Pueblos Indígenas Mosestén
OREALC	Regional Bureau of Education for Latin America and the Caribbean
PEIB	Programa de Educación Intercultural Bilingüe para Tierras Bajas
PROEIB ANDES	Programa Educación Intercultural Bilingüe para los países Andinos
SERCE	Segundo Estudio Regional Comparativo y Explicativo (Second Regional Comparative Study)

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SPIM	Sociedad de Pueblos Indígenas Movimas
TERCE	Tercer Estudio Regional Comparativo y Explicativo (Third Regional Comparative Study)
UGEL	Unidad de Gestión Educativa Local
UNESCO	United Nations Educational Scientific and Cultural Organization
UNIA	Universidad Nacional Intercultural de la Amazonía
UNICEF	United Nations International Children's Fund

# TIIVISTELMÄ

Tämän arvioinnin toteuttajana toimi Development Portfolio Management Group of the University of Southern California. Tämä asiakirja kuvaa loppuarvioinnin tuloksia kaksikielisestä, kulttuurienvälisestä *Proyecto de Educación Inter Cultural Bilingüe para la Amazonía* (EIBAMAZ) -opetushankkeesta, joka kehitettiin Boliviassa, Ecuadorissa ja Perussa, ja toteutettiin vuosina 2004-2012 Suomen tuella. Arvioinnin tarkoituksena on ohjata suunnittelua ja päätöksentekoa Suomen ulkoasiainministeriössä ja auttaa ministeriötä parantamaan ihmisoikeusperustaisen lähestymistavan soveltamista kehitysyhteistyössään. Noin viikon kestäneitä kenttäkäyntejä kussakin maassa edelsi laaja asiakirjojen tarkastelu. Kenttämatkoilla tiimi teki syvä- ja ryhmähaastatteluja, tarkkailua luokkahuoneissa sekä keräsi kyselyaineiston hyödynsaajien käsityksistä. Arvioinnissa havaittiin hankkeen merkittävä myönteinen vaikutus opetusmateriaalien kehittämiseen, tietoisuuteen ja tutkimukseen kussakin maassa, mutta luokkahuonetasolla vaikutus jäi vähäiseksi suhteessa osallistumiseen tai oppimiseen. Lisäksi poliittinen tuki heikentyi yhdessä osallistujamaassa. Arvioinnissa todettiin, että hankkeen suunnittelun vuoksi huomattavat vaikutukset luokkahuonetasolla olivat epätodennäköisiä alusta lähtien. Arviointi tarjoaa useita suosituksia EIBAMAZ:in saavutuksien perusteella siitä, kuinka nämä maat voisivat varmistaa alkuperäiskansojen lapsille hyvät oppimismahdollisuudet, mukaan lukien selkeät tavoitteet sukupuolten välisen tasa-arvon ja laadun varmistamiseksi, potentiaalisten resurssikeskuksina toimivien koulujen tunnistamiseksi sekä alkuperäiskansojen kulttuurienvälisen ja kaksikielisen opetuksen tukiryhmien ydinjoukon luomiseksi. Arvioinnissa kiitettiin sitä, miten hankkeessa järjestelmällisesti otettiin hyödynsaajayhteisöt mukaan suunnitteluun ja toteutukseen.

*Avainsanat: arviointi, koulutus, alkuperäiskansat, Bolivia, Ecuador, Peru, EIBAMAZ, kulttuurienvälinen ja kaksikielinen opetus, kaksikielisyys, ihmisoikeudet*

# REFERAT

Denna studie, baserad på dokumentation, genomfördes av Development Portfolio Management Group vid University of Southern California. Detta dokument beskriver resultaten av den slutliga utvärderingen av *Proyecto de Educación Inter Cultural Bilingüe para la Amazonia* (EIBAMAZ), ett tvåspråkigt interkulturellt utbildningsprojekt som utvecklats i Bolivia, Ecuador och Peru som genomfördes under 2004-2012 med Finlands stöd. Utvärderingen är avsedd att styra planering och beslutsfattande i det finska utrikesministeriet och hjälpa ministeriet att förbättra tillämpningen av de mänskliga rättighetsbaserade strategierna i sitt utvecklingssamarbete. En omfattande dokumentgranskning föregås fältbesök på cirka en vecka i varje land. Teamet har genomfört djupintervjuer och fokusgrupper, observerat klassrum och genomfört en undersökning av mottagarländernas uppfattningar. Utvärderingen visade en betydande positiv effekt av programmet för materialutveckling, medvetenhet och forskning i varje land, men mindre effekt på klassrumsnivå i form av förbättrad delaktighet eller lärande och försämrat politiskt stöd i ett av länderna. Kommissionen drog slutsatsen att projektutformningen gjorde signifikant påverkan på klassrumsnivå redan från början. Utvärderingen ger en rad rekommendationer för hur man kan bygga vidare på resultaten av EIBAMAZ för att dessa länder ska kunna säkerställa systematisk tillgång till goda utbildningsmöjligheter för inhemska barn, inklusive tydliga mål för könsneutralitet och kvalitet, identifiering av skolor som har potential att fungera som resurscenter, och skapandet av en kärntrupp av ett inhemskt interkulturellt och tvåspråkigt undervisningssupportteam. Det berömde programmet för systematiskt införande av förmånssamhällen i utformning och genomförande.

*Nyckelord: utvärdering, utbildning, inhemsk, Bolivia, Ecuador, Peru, EIBAMAZ, interkulturell och tvåspråkig utbildning, tvåspråkiga, mänskliga rättigheter*

# ABSTRACT

This evaluation was conducted by the Development Portfolio Management Group of the University of Southern California. This document describes the results of the final evaluation of *Proyecto de Educación Inter Cultural Bilingüe para la Amazonía* (EIBAMAZ), a bilingual intercultural education project developed in Bolivia, Ecuador, and Peru implemented during 2004-2012 with Finnish support. The evaluation is intended to guide planning and decision making in the Finnish Ministry for Foreign Affairs and to help the Ministry enhance the application of Human Rights-Based Approaches in its development cooperation. An extensive document review preceded field visits of approximately one week in each country. The team conducted in-depth interviews and focus groups, observed classrooms and carried out a survey of beneficiary perceptions. The evaluation found a significant positive impact of the program on materials development, awareness and research in each country, but little classroom-level impact in terms of improved participation or learning, and deteriorating political support in one of the countries. It concluded that project design made significant classroom-level impact unlikely from the beginning. The evaluation provides a number of recommendations for building on the achievements of EIBAMAZ in order for these countries to ensure systematic access to good learning opportunities for indigenous children, including clear targets for gender equity and quality, identification of schools with the potential to serve as resource centers, and the creation of a cadre of indigenous intercultural and bilingual education support teams. It commended the program for systematic inclusion of beneficiary communities in design and implementation.

*Keywords: evaluation, education, indigenous, Bolivia, Ecuador, Peru, EIBAMAZ, Intercultural and bilingual education, bilingual, human rights*

# YHTEENVETO

Tämä asiakirja kuvaa loppuarvioinnin tuloksia kulttuurienvälisestä, kaksikielisestä *Proyecto de Educación Inter Cultural Bilingüe para la Amazonía* (EIBAMAZ) -opetushankkeesta, joka kehitettiin Boliviassa, Ecuadorissa ja Perussa ja toteutettiin vuosina 2004-2012 Suomen tuella. Arviointi on toteutettu osana laajempaa arviota Suomen inklusiivisen opetuksen kehitysyhteistyöstä vuosina 2004-2013. Muut tapaustutkimukset tehtiin Etiopiassa ja Kosovossa. EIBAMAZ pyrki takaamaan Amazonin maiden lasten ja nuorten oikeudet parempaan koulutukseen tehostamalla kansallisia ja alueellisia valmiuksia monikulttuuriseen ja kaksikieliseen opetukseen. Hanke muodostui kolmesta toteutetusta pääkomponentista: kaksikielisen ja monikulttuurisen opetuksen tutkimus, materiaalien kehittäminen monikulttuuriselle ja kaksikieliselle opetukselle sekä opettajien koulutuksen. EIBAMAZ -hanke työskenteli sellaisten vähemmistö alkuperäiskansaryhmien keskuudessa, jotka asuvat kaikkein syrjäisimmillä ja köyhimmillä alueilla ja jotka ovat historiallisesti kärsineet merkittävästä sosiaalisesta ja koulutukseen liittyvästä syrjäytymisestä. Boliviassa nämä ryhmät olivat Moseeténit, Tsimanet, Takanat, Movimat ja Cavineñot. Ecuadorissa kohdeyhteisöitä olivat A'I Kofánit, Secoyat, Sionat, Huaoranit/Waoranit, Sáparat, Achuarit, Shuarit, ja Kichwa Amazoniat. Perussa painopiste oli lähinnä Shipibojen, Ashaninkajojen ja Yinen ryhmässä.

## Tutkimusasetelma

Ulkoasiainministeriön kriteerit toimivat arviointi- ja tutkimuskysymysten kehityksen ohjenuorina ja niitä muokattiin kentällä. Tiimi käytti monimene- telmäistä suunnitelmaa, jossa laadulliset ja määrälliset menetelmät yhdistettiin tietojen saamiseksi. Development Portfolio Management Groupin tutkijoiden kenttäkäynnit kestivät noin viikon kussakin maassa ja alueelliset tietojenkeruut kestivät kaksi viikkoa kussakin maassa. Alustavia loppupalavereja pidettiin alkuhavaintojen jakamiseksi ja/tai palautteen saamiseksi paikallisilta hankejohtajilta.

Laadullinen osuus aloitettiin ennen kenttäkäyntejä käymällä läpi Yhdistyneiden kansakuntien lastenavun rahaston (UNICEF), ulkoasiainministeriön sekä Helsingin yliopiston asiakirjoja, kansallisia lakeja ja määräyksiä, virallisia raportteja ja riippumattomia tutkimuksia monikulttuuriseen ja kaksikieliseen opetukseen liittyen. Lisäksi tiimi kävi ennen matkaa läpi opetussuunnitelma- materiaaleja ja julkaisuja sisältävät 159 tiedostoa, jotka olivat osa UNICEF:in Ecuadorin toimiston säilyttämää EIBAMAZ-hankkeen yhdistämävaiheen sähköistä tietokantaa. Päästyään paikan päälle, tiimi suoritti syvä- ja ryhmähaastatteluita, joihin osallistui yhteensä 120 henkilöä.

Tutkimuksen määrällisessä osuudessa tiimi laati kyselyn, jonka tarkoituksena oli tunnistaa edunsaajien käsityksiä EIBAMAZ-hankkeen tuloksista. Lisäksi tiimi muokkasi havaintoprotokollan ja käytti sitä kahdessakymmenessä luokahuoneessa, tavoitteenaan tunnistaa opettajien ja oppilaiden kielellisiä

ja kulttuurillisia käyttäytymismalleja kaksikielisissä luokissa. Laadullisia ja määrällisiä tietoja kerättiin, järjestettiin ja sisällytettiin raporttiin.

Arvioinnin tulokset viittaavat tärkeisiin toimintamalleihin, mutta niitä on tulokittava varoen. Kouluotoksen rajallisuuden johdosta tarkempia tutkimuksia tarvitaan ennen kuin voidaan vahvistaa, että päätelmät soveltuvat kaikkien hankkeessa palveltujen alkuperäiskansojen kohdalla.

### **Tärkeimmät havainnot**

- EIBAMAZ-hankkeen tutkimus- ja aineisto-osat edistivät ennennäkemättömässä määrin alkuperäiskansoihin kuuluvien henkilöiden osallistumista tutkijoina ja loivat uusia mahdollisuuksia jatkaa Amazonin ihmisten oikeuksien puolustamista osana opetuksen kehittämistä.
- Koulutuspyrkimykset eivät olleet riittäviä takaamaan EIBAMAZ-hankkeella luodun uuden opetusmateriaalin tehokasta hyödyntämistä. Vaikka pientä parannusta oli havaittavissa oppimistuloksissa kahdessa alkuperäiskansaryhmässä Perussa ja maltillista kasvua tyttöjen kouluun kirjautumisessa kahdessa yhteisössä Boliviassa, hankkeen työpajat eivät johtaneet johdonmukaiseen muutokseen opettajien käyttäytymismalleissa, joilla olisi ennustettavaa potentiaalia vaikuttaa oppilaiden oppimistuloksiin tai sukupuolten välisen tasa-arvon edistymiseen.
- Koululuokkien viestintämalleissa tapahtui muutos ja alkuperäiskielten käyttö lisääntyi. Opetusmateriaalit olivat saatavilla oletettua paremmin, mutta usein niitä ei käytetty huonon hallinnon, välinpitämättömyyden tai hallituksen päätösten vuoksi.
- Kaikissa kolmessa maassa tutkimuksen merkitys oli kohdeyhteisöjään laajempi ja se levittyi joko alueellisiin tai kansallisiin johtoryhmiin, jotka määrittelevät Amazonin vähemmistöyhteisöjen kieli- ja kulttuuripolitiikan.
- EIBAMAZ-hankkeen kestävyys on vaikuttanut kaikissa kolmessa maassa muuttuva poliittinen ilmapiiri. Ecuadorissa hallituksen vahva alkutuki on väistynyt ja nykyisissä olosuhteissa toiminnot ovat satunnaisia ja uhattuna. Perussa EIBAMAZ-hankkeella oli aluksi vähän virallista tukea, mutta siitä on nyt tullut valtion tukema aloite. Boliviassa hanke on nauttinut johdonmukaisesta poliittisesta tuesta.

### **Johtopäätökset ja opitut asiat**

1. Ihmisoikeusperustaista lähestymistapaa käytettiin johdonmukaisesti ja EIBAMAZ-hanke loi uudistuneen identiteetin, itsetunnon ja monikulttuurisuuden tunteen Amazonin yhteisöihin. Mekanismeja, joiden avulla vaikutus saavutettiin, ei ole kuitenkaan pystytty täysin ymmärtämään tai määrittelemään.
2. Hankkeen tulospäätökset eivät huomioineet monikulttuurisen ja kaksikielisen opetuksen toteuttamiseen liittyviä lukemattomia esteitä ja selkeä polku alkuvaiheessa määriteltyjen kunnianhimoisten tavoitteiden saavuttamiseksi puuttui. Hankkeen avulla oli epärealistista odottaa merkittäviä muutoksia opettajien käyttäytymisessä tai merkittäviä parannuksia oppimistuloksissa luokkatasolla.

**Koululuokkien viestintämalleissa tapahtui muutos ja alkuperäiskielten käyttö lisääntyi.**

**EIBAMAZ-hanke loi uudistuneen identiteetin, itsetunnon ja monikulttuurisuuden tunteen Amazonin yhteisöihin.**

**Epärealistista odottaa merkittäviä muutoksia opettajien käyttäytymisessä tai merkittäviä parannuksia oppimistuloksissa luokkatasolla.**

3. EIBAMAZ ei ole pystynyt luomaan vahvoja teknisiä valmiuksia oppilaitoksiin, jotka hallinnoivat kulttuurienvälistä ja kaksikielistä koulutusta Amazonin yhteisöissä. Myös kehitettyjä materiaaleja on käytetty odotettua vähemmän koululuokissa.
4. Poliittisella kestävyydellä oli hyvä perusta Boliviassa, mutta se osoittautui hauraaksi Ecuadorissa. Tekninen kestävyys on kasvamassa Perussa. Sosiokulttuurinen kestävyys on vankka kaikissa kolmessa maassa.

### **Suosituks**

EIBAMAZ-hankkeen huomattavat saavutukset tarjoavat vankan perustan, jonka avulla voidaan varmistaa alkuperäiskansojen lasten järjestelmällinen pääsy laadukkaaseen opetuksen piiriin. Olisi erityisesti pyrittävä järjestämään teknistä tukea ja koulutusta, joka rakentuu EIBAMAZ-hankkeen saavutusten varaan. Tämä pitäisi tehdä järjestelmällisesti ja hankkeen kohteena olevien alueiden paikallisten asiantuntijoiden avustuksella.

### **Erityisiä suosituksia:**

Ulkoasiainministeriölle:

1. EIBAMAZ-hankkeen suunnitteluvaiheen selkeiden onnistumisien pohjalta ulkoasiainministeriön tulisi järjestelmällisesti ottaa hyödynsaajayhteisöt mukaan suunnitteluun ja toteuttamiseen. Tämä voidaan saavuttaa käyttämällä hankkeen mallinnustekniikoita tunnistamaan kaikki tarvearvioinnin ja projektin tavoitteiden saavuttamisen välillä olevat vaiheet. On myös valvottava johdonmukaisesti, mitä vaikutuksia hankkeella on suunniteltuihin hyödynsaajiin.
2. Hankkeissa tulisi olla toiminnalliset määritelmät keskeisille käsitteille, kuten esim. sukupuolten välinen tasa-arvo ja koulutuksen laatu sekä näille määritelmille selkeät tavoitteet.
3. Uusilta hankkeilta tulee edellyttää, että ne kartoittavat ne tärkeät resurssit ja materiaalit, joita aiemmissa hankkeissa on tuotettu, sekä määrittelevät miten nämä materiaalit ja resurssit sisällytetään hankkeisiin tai miten niitä käytetään, mukaan lukien mahdolliset koulutusohjelmat materiaalien käyttöön. Esimerkiksi mahdollisen EIBAMAZ-jatkohankkeen tulisi sisältää koulukohtainen inventaario EIBAMAZ-hankkeessa kehitetystä laajasta aineistosta ja selittää miten niitä tullaan hyödyntämään, mikäli EIBAMAZ-koulut toimisivat ns. resurssikeskuksina.
4. Jotta pitkänaikavälin kestävyyttä voidaan parantaa alueellisella ja paikallisella tasolla, tulisi selvittää EIBAMAZ-hankkeen tuntevat alkuperäiskansojen tekniset tukihenkilöt, joille voidaan antaa syventävää monikulttuurisuuteen ja kaksikielisyyteen liittyvää koulutusta, jossa painotetaan erityisesti jo tuettujen opetusmateriaalien tehokasta käyttöä. Olisi erittäin tärkeää muodostaa pieniä ja hajautettuja tukihenkilötiimejä, jotka työskentelisivät läheisesti hankkeen kohteiksi valittujen koulujen kanssa.
5. Ihmisoikeusperustaista lähestymistapaa toteuttavissa uusissa hankkeissa tulisi kiinnittää enemmän huomiota poliittisen tuen tarpeelle.

Ulkoasiainministeriön tulisi ennakoivasti seurata muutoksia poliittisessa tilanteessa, joka saattaa vaarantaa hankkeen kestävyden, ja kehittää protokolla diplomaattisen tuen tarjoamiseksi kyseisissä olosuhteissa.

**Ulkoasiainministeriön kumppanuusmaille:**

1. Selvittää osallistuvalla tarvearvioinnilla teknisen tukihenkilöstön ja opettajien yksityiskohtaiset koulutustarpeet alueellisissa ja paikallisissa kohteissa.
2. Muodostaa kattava seurantajärjestelmä, joka sisältää yksityiskohtaiset tavoitteet jokaista hankkeen prioriteettia varten.
3. Suunnitella mekanismit opettajien jatkuvaan tukemiseen kaikissa valituissa kouluissa, jotta erityisesti opetusmateriaalien pedagoginen käyttö paranisi. Tämä voisi sisältää myös olemassa olevien opettajien tukiverkostojen vahvistamista maaseudulla (kuten UGEL-yksiköt ja Asistentes de soporte pedagógico intercultural, ASPIS, Perussa).
4. Harkita kansallisella tasolla tiimin muodostamista, jonka jäsenet seuraisivat läheisesti hankkeiden tavoitteita ja päämääriä. Tiimi voisi koostua henkilöistä, jotka jo entuudestaan työskentelevät opettajiksi opiskelevien parissa (kuten opettajakoulutuslaitoksessa), muutamasta hallituksen kaksikielisen alueen jäsenestä ja alkuperäiskansojen järjestöjen johtajista, jotka voisivat toimia neuvoo-antavassa roolissa.

# SAMMANFATTNING

Detta dokument beskriver resultaten av den slutliga utvärderingen av *Proyecto de Educación Inter Cultural Bilingüe para la Amazonia* (EIBAMAZ), ett interkulturellt och tvåspråkigt undervisningsprojekt som utvecklats i Bolivia, Ecuador, Peru och genomfördes under 2004-2012 med Finlands stöd. EIBAMAZ syftade till att garantera rättigheterna för Amazonas barn och ungdomar i dessa länder till en bättre utbildning, genom att öka den nationella och regionala kapaciteten för interkulturell och tvåspråkig undervisning. Projektet genomförde tre huvudkomponenter: tvåspråkig interkulturell utbildningsforskning, materialutveckling för interkulturell och tvåspråkig undervisning samt lärarutbildning. EIBAMAZ arbetade med ett mindre antal ursprungsbefolkningar, i de mest avlägsna och fattiga områdena och som rent historiskt har lidit betydande social och pedagogisk exkludering. I Bolivia, var dessa grupper Mosestén, Tsimane, Takana, Movima och Cavineño. I Ecuador, var målsamhällen A'I Kofán, Secoya, Siona, Huaorani/Waorani, Sapara, Achuar, Jívaro och Kichwa Amazonas. Fokus i Peru var främst på Shipibo-, Ashaninka- och Yine-grupperna.

## Studiedesign

Utrikesdepartementets kriterier styrde utvecklingen av utvärdering och forskningsfrågor, som anpassades i fält. Teamet använde en multi-metodkonstruktion, som kombinerar kvalitativa och kvantitativa instrument för att samla in datan. Development Portfolio Management-koncernens forskares studiebesök varade ungefär en vecka i varje land, men datainsamlingsinsatser i området pågick under två veckor per land. Preliminära utresemöten genomfördes för att dela de första resultaten och / eller få feedback från lokala projektledare.

Den kvalitativa komponenten började före studiebesök, med granskning av handlingar från FN:s internationella barnfond (Unicef), utrikesdepartementet, Helsingfors universitet, nationella lagar och förordningar, utredningar och oberoende undersökningar om interkulturell och tvåspråkig undervisning. Dessutom, innan resan, undersökte teamet över 159 filer som består av publikationer och undervisningsmaterial, som var en del av en elektronisk databas som förvaras av UNICEF kontor i Ecuador under konsolideringsfasen av EIBAMAZ. Väl i fält, genomförde laget djupintervjuer och fokusgrupper med totalt 120 personer.

För den kvantitativa komponenten av studien, skapade laget en enkät för att identifiera mottagarnas uppfattning om bidrag av EIBAMAZ. Dessutom anpassade teamet ett observationsprotokoll och använde det i tjugo klassrum, med målet att identifiera språkliga och kulturella beteendemönster hos lärare och elever i tvåspråkiga klassrum. Kvalitativ och kvantitativ data samlades in, systematiseras och införlivas i rapporten.

Resultatet av denna utvärdering pekar på viktiga mönster, de bör dock tolkas med försiktighet. På grund av begränsningar i våra skolprover, behövs nog-

grannare studier för att bekräfta tillämpligheten av de slutsatser för de inhemska grupperna som betjänas av projektet.

### De viktigaste resultaten

- Forsknings- och materialkomponenterna i EIBAMAZ har främjat en aldrig tidigare skådad nivå av deltagande ursprungsbefolkningar som forskare; och skapat nya möjligheter att fortsätta förespråka rätten till Amazonas människor som en del av utbildningens förbättringarna.
- Utbildningsinsatserna var inte tillräckliga för att garantera effektivt utnyttjande av de nya materialen skapade med EIBAMAZ. Även om vi identifierade små förbättringar inom två inhemska grupper i Peru, och en måttlig ökning i inskrivningen av flickor inom två kommuner i Bolivia, omvandlades inte projektverkstäderna till konsekventa lärarbeteenden med prediktivt potential att inverka på studerandes inläring eller jämställdhet mellan könen.
- Det har skett en förändring i klassrummens kommunikationsmönster, med ökad användning av inhemska spark. Det finns mycket mer tillgänglighet av material, men materialen används ofta inte, på grund av missledning, försummelse eller regeringsbeslut.
- I samtliga tre länder överskreds forskningen i de samhällen där det framkom, och nådde antingen regionala eller nationella ledarskapsgrupper som definierar språk och kulturpolitiken med marginaliserade befolkningsgrupper i Amazonas.
- Det förändrande politiska klimatet i de tre länderna kommer att ha inverkan på hållbarheten i EIBAMAZ. I Ecuador gavs ett starkt inledande stöd av regeringen men fick sedan ge vika för ett sammanhang där insatserna nu blivit isolerade och satta i riskzonen. I Peru började EIBAMAZ med ett mindre statsstöd, men har sedan blivit ett statsstött initiativ. Bolivia har dragit nytta av generellt konsistent politiskt stöd.

### Slutsatser och lärdomar

1. En människorättsbaserad strategi infördes konsekvent, och EIBAMAZ skapade en förnyad känsla av identitet, självkänsla och interkulturalitet i Amazonas samhällen. Hursomhelst, har inte de mekanismer genom vilka denna inverkan fungerar, blivit fullt förstådda eller kvantifierade.
2. Projektindikatorer redogjorde inte för de otaliga hindren inom interkulturell och tvåspråkig inlärningsimplementering, och det fanns ingen tydlig kartläggning för vägarna som behövde uppnås för att genomföra de ambitiösa målen upprättade i början av projektet; det var orealistiskt för projektet att förvänta sig en väsentlig förändring i lärarnas beteende, eller en betydande förbättring i inläringen i klassrummet.
3. EIBAMAZ kunde inte utveckla tillräckligt stark teknisk kapacitet inom utbildningsinstitutioner i Amazonas samhällen, och de utvecklade materialen är underutnyttjade i klassrummen.
4. Politisk hållbarhet hade en bra grund i Bolivia men visade sig vara skör i Ecuador. Teknisk hållbarhet är en växande kraft i Peru; den sociokulturella hållbarheten är stark i alla tre länder.

**Det har skett en förändring i klassrummens kommunikationsmönster, med ökad användning av inhemska spark.**

**EIBAMAZ skapade en förnyad känsla av identitet, självkänsla och interkulturalitet i Amazonas samhällen.**

**Det var orealistiskt för projektet att förvänta sig en väsentlig förändring i lärarnas beteende, eller en betydande förbättring i inläringen i klassrummet.**

## Rekommendationer

De betydande resultaten av EIBAMAZ ger en stark basis där man kan bygga upp för att säkerställa en systematisk tillgång till bra utbildningsmöjligheter för inhemska barn. Det bör finnas en särskild insats för att organisera teknisk support och utbildning som bygger på EIBAMAZ. Detta bör ske systematiskt och med deltagande av lokala experter i de regioner som omfattas av projektet.

### Särskilda rekommendationer:

För utrikesministeriet:

1. Med de klara framgångarna från EIBAMAZ designfas bör MFA systematiskt inkludera mottagarsamhällen i utformning och genomförande, med hjälp av programmodelleringsmetoder för att identifiera alla steg mellan behovsbedömning och uppnående av projektmålen, tillsammans med mer konsekvent övervakning av påverkan på de avsedda mottagarna.
2. Projekten bör erbjuda operativa definitioner för nyckeltermerna som jämställdhet mellan könen och utbildningens kvalitet, och lägga upp specifika mål som kopplas till dessa definitioner.
3. Nya projekt bör åläggas att identifiera relevanta resurser och material från tidigare projekt och förklara hur de kommer att införlivas eller användas, inbegripet eventuella utbildningsprogram för användningen av sådant material. Till exempel bör en uppföljning till EIBAMAZ inkludera en skolspecifik förteckning över det omfattande materialet som utvecklats under EIBAMAZ och förklara hur de ska användas, med möjligheten att EIBAMAZ:s skolor fungerar som resurscenter.
4. Med syftet att förbättra den långsiktiga hållbarheten på regional och lokal nivå, bör inhemska tekniska stödpersoner som redan är bekanta med EIBAMAZ identifieras och få avancerad utbildning på IBE, som särskilt inriktar sig på en effektiv användning av materialerna. Det skulle vara viktigt att då arbeta med små och decentraliserade grupper av stödpersoner som arbetar mycket nära de skolor som valts ut för ingripande.
5. Vid genomförandet av alla nya initiativ som omfattar människorättsbaserade tillvägagångssätt, bör behovet av politiskt stöd ges mycket mer uppmärksamhet. MFA bör vara mer proaktiva i övervakningen av den politiska utvecklingen som kan äventyra hållbarheten, och bör utveckla protokoll för att ge diplomatiskt stöd under sådana omständigheter.

För utrikesdepartementets partnerländer:

1. Genomförande av en deltagande behovsbedömning för att identifiera de särskilda utbildningsbehoven för den tekniska stödpersonalen och lärarna inom regional och lokala lägen.
2. Upprätta en solid övervakningsplan med ett specifikt mål för varje programprioritet.
3. Utforma mekanismer för pågående stöd för alla lärare i de valda skolorna, för att specifikt förbättra de pedagogiska aspekterna för användningen av de utvecklade materialerna. Detta kan även innehålla stärkande

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av befintliga landsbygdsnätverk som redan stöder dem, som UGEL:s och Asistentes de soporte pedagógico intercultural (ASPIS) i Peru.

4. Tänk på bildandet av ett team på den nationella nivån, vars medlemmar skulle erbjuda noggrann uppföljning till projektmålen. Gruppen skulle bestå av personal som redan jobbar med för-tjänstlärare (som en lärarutbildningsinstitution), några medlemmar från tvåspråkiga områden inom regeringen, och ledare inom ursprungsorganisationer, den senare i en rådgivande position.

# SUMMARY

This document describes the results of the final evaluation of *Proyecto de Educación Inter Cultural Bilingüe para la Amazonía* (EIBAMAZ), an intercultural and bilingual education project developed in Bolivia, Ecuador, and Peru and implemented during 2004-2012 with Finnish support. It is one of three case studies undertaken in the context of a broader evaluation of inclusive education in Finland's development cooperation from 2004-2013. The other cases studies were carried out in Kosovo and Ethiopia. EIBAMAZ aimed to guarantee the rights of Amazonian children and youth in those countries to a better education, by enhancing national and regional capacities on intercultural and bilingual education. The project implemented three main components: bilingual intercultural education research, material development on intercultural and bilingual education, and teacher training. EIBAMAZ worked with the less numerous indigenous groups, who live in the most remote and poorest areas, and who have historically suffered significant social and educational exclusion. In Bolivia, these groups were the Mositén, Tsimane, Takana, Movima and Cavineño. In Ecuador, target communities were the A'I Kofán, Secoya, Siona, Huaorani/Waorani, Sápara, Achuar, Shuar, and Kichwa Amazonía. The focus in Peru was mainly on the Shipibo, Ashaninka, and Yine groups.

## Study Design

The Ministry for Foreign Affairs' criteria guided the development of evaluation and research questions, which were adapted in the field. The team used a multi-method design, combining qualitative and quantitative instruments to obtain the data. The Development Portfolio Management Group's researchers' field visits lasted approximately one week in each country, but the data collection effort in the field was two weeks per country. Preliminary exit meetings were conducted to share initial findings, and/or get feedback from local project leaders.

The qualitative component started prior to the field visits, with the review of documents from United Nations International Children's Fund (UNICEF), Ministry for Foreign Affairs, and the University of Helsinki, national laws and regulations, official reports, and independent studies on intercultural and bilingual education. Additionally, before travelling, the team reviewed 159 files consisting of publications and curricular materials that were part of an electronic database housed by the UNICEF office in Ecuador during the consolidation phase of EIBAMAZ. Once in the field, the team conducted in-depth interviews and focus groups with a total of 120 people.

For the quantitative component of the study, the team created a survey to identify beneficiaries' perception of the contribution of EIBAMAZ. Additionally, the team adapted an observation protocol and used it in twenty classrooms, with the goal of identifying language and cultural behavior patterns of teachers and students in bilingual classrooms. Qualitative and quantitative data was collected, systematized and incorporated into the report.

The results of this evaluation point to important patterns, but they should be interpreted with caution. Due to limitations in our school samples, more rigorous studies would be needed to confirm the applicability of the conclusions to all the indigenous groups served by the project.

### **Main Findings**

- The research and material components of EIBAMAZ promoted an unprecedented level of participation of indigenous people as researchers; and created new avenues to continue advocating for the rights of Amazonian people as part of educational improvements.
- Training efforts were not sufficient to guarantee effective utilization of the new materials created with EIBAMAZ. Although we identified small learning improvements in two indigenous groups in Peru, and a moderate increase in the enrollment of girls in two communities in Bolivia, project workshops did not translate into consistent teacher behaviors with predictive potential to impact student learning or gender equity.
- There is a change in classroom communication patterns, with increased use of indigenous languages. There is far greater availability of materials, but the materials are often not used, because of mismanagement, neglect or government decision.
- In all three countries, the research transcended the communities where it emerged, and made its way to either regional or national leadership groups who are defining language and cultural policy with marginalized communities in the Amazon.
- The changing political climate in the three countries is having an impact on the sustainability of EIBAMAZ. In Ecuador, strong initial support of the government has given way to a context where efforts are now isolated and at risk. In Peru, EIBAMAZ began with little official support, but has become a state-supported initiative. Bolivia has benefited from generally consistent political support.

### **Conclusions and Lessons Learned**

1. A Human Rights-Based Approach was consistently applied, and EIBAMAZ created a renewed sense of identity, self-esteem, and interculturality in Amazonian communities. However, the mechanisms through which this impact is working have not been fully understood or quantified.
2. Project indicators did not account for the myriad obstacles facing intercultural and bilingual education implementation, and there was no clear map for the pathways that were needed to accomplish the ambitious goals established at the beginning of the project; it was unrealistic for the project to expect a significant change in teachers' behaviors, or a substantial improvement in learning in the classroom.
3. EIBAMAZ was not able to develop strong technical capacity in education institutions that manage intercultural and bilingual education in the Amazonian communities, and materials developed are under-utilized in the classroom.

**There is a change in classroom communication patterns, with increased use of indigenous languages.**

**EIBAMAZ created a renewed sense of identity, self-esteem, and interculturality in Amazonian communities.**

**It was unrealistic for the project to expect a significant change in teachers' behaviors, or a substantial improvement in learning in the classroom.**

4. Political sustainability had a good foundation in Bolivia but it proved to be fragile in Ecuador. Technical sustainability is a growing force in Peru; sociocultural sustainability is strong in all three countries.

### **Recommendations**

The considerable achievements of the EIBAMAZ provide a solid basis on which to build to ensure systematic access to good learning opportunities for indigenous children. There should be a particular effort to organize technical support and training activities to build on EIBAMAZ achievements. This should be done systematically and with the participation of local experts in the regions targeted by the project.

### **Specific recommendations:**

For the Ministry for Foreign Affairs:

1. Drawing on the clear successes of the EIBAMAZ design phase, MFA should systematically include beneficiary communities in design and implementation, using program modeling techniques to identify all of the steps between the needs assessment and achievement of the project goals, along with more consistent monitoring of impact on intended beneficiaries.
2. Projects should provide operational definitions for key terms such as gender equity and educational quality, and set specific targets linked to these definitions.
3. New projects should be required to identify relevant resources and materials from previous projects and explain how they will be incorporated or used, including potential training programs for use of such materials. For instance, any follow-up to EIBAMAZ should include a school-specific inventory of the extensive materials developed under EIBAMAZ and explain how they will be used, with the possibility that EIBAMAZ schools serve as resource centers.
4. In order to enhance long-term sustainability at regional and local levels, indigenous technical support personnel who are already familiar with EIBAMAZ should be identified, and receive advanced training on IBE, specifically targeting the effective use of materials. It would be vital to work with small and decentralized teams of support personnel who work very close to the schools selected for the intervention.
5. In implementing any new initiative involving human rights-based approaches, the need for political support should be given far more attention. MFA should be more proactive in monitoring political developments that may jeopardize sustainability, and should develop protocols for providing diplomatic support under such circumstances.

For the Ministry for Foreign Affairs' Partner Countries:

1. Conduct a participatory needs-assessment to identify the specific training needs of technical support personnel and teachers in regional and local sites.

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2. Establish a sound monitoring plan with a specific target for each program priority.
  3. Design mechanisms for on-going support for all teachers in the schools selected, in order to specifically enhance the pedagogical aspects of the use of materials developed. This might also involve strengthening existing rural networks that already support them, like the UGELs and the Asistentes de soporte pedagógico intercultural (ASPIS) in Peru.
  4. Consider the formation of a team at the national level, whose members would give close follow-up to the project targets and goals. The team would be comprised of personnel who already work with pre-service teachers (like a teacher training institution), a few members from bilingual areas in the government, and leaders of indigenous organizations, the latter in an advisory capacity.

# KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
<b>Extent to which Human Rights-Based Approach (HRBA) has been consistently applied</b>		
The research and material components of EIBAMAZ promoted an unprecedented level of participation of indigenous people as researchers; and created new avenues to advocate for the rights of Amazonian people as part of educational improvements.	A Human Rights-Based Approach was consistently applied, and EIBAMAZ created a renewed sense of identity, self-esteem, and interculturality in Amazonian communities. However, the mechanisms through which this impact is working have not been fully understood or quantified.	1. Drawing on the clear successes of the EIBAMAZ design phase, MFA should systematically include beneficiary communities in design and implementation, using program modeling techniques to identify all of the steps between the needs assessment and achievement of the project goals, along with more consistent monitoring of impact on intended beneficiaries. (MFA)
<b>Increased participation in basic education and learning</b>		
Training efforts were not sufficient to guarantee effective utilization of the new materials created with EIBAMAZ. Although we identified small learning improvements in two indigenous groups in Peru, and a moderate increase in the enrollment of girls in two communities in Bolivia, project workshops did not translate into consistent teacher behaviors with predictive potential to impact student learning or gender equity.	Project indicators did not account for the myriad obstacles facing intercultural and bilingual education implementation, and there was no clear map for the pathways that were needed to accomplish the ambitious goals established at the beginning of the project; it was unrealistic for the project to expect a significant change in teachers' behaviors, or a substantial improvement in learning in the classroom.	2. Projects should provide operational definitions for key terms such as gender equity and educational quality, and set specific targets linked to these definitions. (MFA)
<b>Impact on policy, practice and outcomes</b>		
There is a change in classroom communication patterns, with increased use of indigenous languages. There is far greater availability of materials, but the materials are often not used, because of mismanagement, neglect or government decision.	EIBAMAZ was not able to develop strong technical capacity in education institutions that manage intercultural and bilingual education in the Amazonian communities, and materials developed are underutilized in the classroom.	3. New projects should be required to identify relevant resources and materials from previous projects and explain how they will be incorporated or used, including potential training programs for use of such materials. For instance, any follow-up to EIBAMAZ should include a school-specific inventory of the extensive materials developed under EIBAMAZ and explain how they will be used, with the possibility that EIBAMAZ schools serve as resource centers. (MFA, MOE)

Findings	Conclusions	Recommendations
<b>Sustainability</b>		
<p>In all three countries, the research transcended the communities where it emerged, and made its way to either regional or national leadership groups who are defining language and cultural policy with marginalized communities in the Amazon.</p> <p>The changing political climate in the three countries is having an impact on the sustainability of EIBAMAZ. In Ecuador, strong initial support of the government has given way to a context where efforts are now isolated and at risk. In Peru, EIBAMAZ began with little official support, but has become a state-supported initiative. Bolivia has benefited from generally consistent political support.</p>	<p>Political sustainability had a good foundation in Bolivia but it proved to be fragile in Ecuador. Technical sustainability is a growing force in Peru; sociocultural sustainability is strong in all three countries.</p>	<p>4. In order to enhance long-term sustainability at regional and local levels, indigenous technical support personnel who are already familiar with EIBAMAZ should be identified, and receive advanced training on IBE, specifically targeting the effective use of materials. It would be vital to work with small and decentralized teams of support personnel who work very close to the schools selected for the intervention. (MFA, MOE)</p> <p>5. In implementing any new initiative involving human rights-based approaches, the need for political support should be given far more attention. MFA should be more proactive in monitoring political developments that may jeopardize sustainability, and should develop protocols for providing diplomatic support under such circumstances. (MFA)</p>

**EIBAMAZ focused on inclusion of indigenous groups living in the Amazonian Region of Peru, Bolivia and Ecuador.**

# 1 INTRODUCTION

The evaluation of Finland's development cooperation in support of inclusive education (IE) in the Amazon Region is one of three case studies undertaken in the context of a broader evaluation of inclusive education in Finland's development cooperation from 2004-2013. The other cases studies were carried out in Kosovo and in Ethiopia. The objectives of the overall evaluation were to: (i) assess the strengths and weaknesses in the realization of Human Rights-Based Approaches (HRBA) in Finland's development cooperation by assessing its application in Finland's development cooperation in inclusive education and in cooperation with disability focus, (ii) to assess inclusive education in Finland's development cooperation and provide a comprehensive overall view on the achievements, strengths and weaknesses, and (iii) to assess the achievements, strengths and weaknesses of the cooperation with a disability approach and to provide disability mainstreaming successes and failures.

The Intercultural Bilingual Education Project for the Amazon (EIBAMAZ) was implemented before HRBA was included in Finland's development policy program. EIBAMAZ did not work with a disability approach, but focused on inclusion of indigenous groups living in the Amazonian Region of Peru, Bolivia and Ecuador. EIBAMAZ established eight objectives most of them broad and ambitious (Llorente & Sacona, 2013). Annex 9 provides a summary of mid-term and final evaluation results.

The EIBAMAZ objectives constitute a commitment to promote the following: Millennium Development Goals regarding inclusion, teaching and learning in indigenous communities, teacher training and effective use of teaching methods and Intercultural and bilingual education (IBE) materials, awareness of IBE in participant countries, the participation of Amazonian indigenous communities and organizations in project activities, regional academic collaboration, and the valuing of indigenous language and cultures by society. To tackle these goals, EIBAMAZ worked on applied research, teacher training, and materials production.

The EIBAMAZ project was focused on the implementation of three components: (i) initial and continuing teacher education, (ii) applied research on IBE and (iii) production of intercultural educational materials in local languages (Informe Final, JP Bustamante UNICEF 2013).

The impact evaluation of EIBAMAZ implemented in Bolivia, Ecuador, and Peru, began with the review of a large number of documents in November 2014, and ended in April with field visits to all three countries and the production of the evaluation report. Before travelling, the Development Portfolio Management Group (DPMG) team reviewed 159 files consisting of publications and curricular materials that were part of an electronic database housed by the United Nations International Children's Fund (UNICEF) office in Ecuador during the consolidation phase of EIBAMAZ. Once in the field, the team conducted in-depth interviews and focus groups with a total of 120 people.

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The qualitative component started prior to the field visits, with the review of documents from UNICEF, the Finnish Ministry for Foreign Affairs (MFA), and the University of Helsinki, national laws and regulations, official reports, and independent studies on intercultural and bilingual education (IBE).

This report describes the methodological aspects of the assessment in Chapter two; the legal, political, and socio-economic context, in Chapter Three; a document review in Chapter Four; and findings, conclusions, and recommendations, in Chapters Five, Six, and Seven, respectively.

## 2 APPROACH, METHODOLOGY AND LIMITATIONS

### 2.1 General Methodology

The present case study addresses five of the six core evaluation questions derived from the overall evaluation objectives. The core evaluation questions are also informed by the Theory of Change devised by the research team. The questions were designed to gather information on program outputs (changes to legislation and rules, teacher training programs, pedagogical materials produced, etc.) and contextual variables (such as funding by local governments). The resulting core evaluation questions include:

1. To what extent has a Human Rights-Based Approach (HRBA) been applied in Finland's development cooperation in support of inclusive education?
2. How successful has Finland's development cooperation been in promoting the rights of people with disabilities and in mainstreaming a disability focus?
3. How successful have Finland-supported interventions in inclusive education been in promoting increased participation in basic education and improved learning gains, particularly among females, disabled persons, indigenous/ linguistic minorities, and other marginalized groups?
4. What has been the effect of Finnish-supported interventions on inclusive education policy, practice and outcomes?
5. How sustainable have Finnish-supported inclusive education programs been?
6. How effective have different mixes of MFA development cooperation modalities - bilateral and multilateral aid, support through Non-Governmental Organizations (NGOs) and/or the private sector - been in promoting inclusive education outcomes and outputs and the mainstreaming of programs in support for those with disabilities?

The present case study did not address Question 6, as EIBAMAZ was a bilateral aid program only. Question 6 is addressed, however, in the other case studies and the Synthesis Report for the overall evaluation. The case studies draw upon three information sources to address these questions: desk studies, a document review, and field research.

#### 2.1.1 Desk Study Notes

In preparation for the case studies, the research team wrote four desk studies. The first outlined definitions of "inclusive education" and scoped Finland's MFA development support to inclusive education around the world. The sec-

ond reviewed Finnish development cooperation to enhance the rights and equal opportunities for participation of people with disabilities. The third considered the extent to which a Human Rights-Based Approach has been applied to Finland's development cooperation in support of inclusive education, while the fourth considered the extent to which Finland's cooperation in inclusive education is relevant to the development objectives of partner countries. These desk studies, together with information from interviews with MFA staff by research team member Robert Prouty, informed the case studies.

### **2.1.2 Field Research**

In their field research, the case study teams first sought to identify what policy interventions were planned and implemented regarding Inclusive Education (IE) in each country from 2004-2013, and what budgets were spent on these programs, by MFA, local governments, and other actors. Next, the teams used their document reviews, and interviews with and documents from respondents, to seek to establish pre-program baseline measures of key indicators. These included: data on rules, regulations, and legislation relating to IE; completion, and achievement rates for students and for sub-groups of students with disabilities, students from minority linguistic or ethnic groups, girls, and students from rural and poor districts or families; and data on enrolment and completion in teacher training programs.

Interviewees included MFA and embassy personnel, Ministry of Education personnel, school administrators, teachers, parents, students, NGO staff, civil society groups, and personnel at teacher training programs. The case studies also included school site visits and classroom observations. The schools visited included both urban and rural schools, and the respondents interviewed included both individuals who had received program assistance and individuals who had not.

Comparisons of pre-program baselines and post-program outcomes provide one source of information on whether the programs had the desired effects. In addition, the case studies use process tracing to assess whether the outcomes are attributable to the program inputs through the mechanisms hypothesized in the theory of change. Interviews with teachers and classroom observations, for example, provided information on whether teachers were aware of and using pedagogical materials and training related to IE. The case study teams also sought information on unintended consequences, both positive and negative, attributable to policy interventions.

## **2.2 Methodology for Fieldwork**

The literature review was conducted prior to the field visits. It included MFA documents on development, on cross-cutting themes, and on the Human Rights Approach; an electronic database of publications and materials produced by EIBAMAZ was submitted to the consultants by the office of UNICEF in Ecuador. These included a total of 159 documents (84 from Bolivia, 43 from Ecuador, and 32 from Peru), which consisted of publications on the three EIBAMAZ components, as well as curricular materials; regional documents, previous consultant reports on material production, material development, and teacher

training; EIBAMAZ evaluation reports; and several documents produced by the University of Helsinki. Additionally, we analyzed national laws and regulations, independent studies and official reports on IBE for Bolivia, Ecuador, and Peru. Before our fieldwork, we conducted five preliminary interviews with MFA officials and ex coordinators or ex EIBAMAZ/UNICEF officers.

Once in the field, the two consultants obtained and reviewed additional information, interviewed key informants, and administered an opinion survey. The team's effort was directed at collecting data on the impact of EIBAMAZ on educational policy, indigenous participation, and whenever possible, on learning progress. Evaluation questions were adapted to the Andean context according to the profile of each interviewee. In each of the three countries, the team visited at least one university, one teacher-training institution, and from four to nine classrooms. Additionally, the team collected information on project implementation successes and challenges. For the latter part of the study, fieldwork was key. Visits by the DPMG team researchers lasted an average of seven days per country but the data collection efforts lasted approximately two weeks per country. Four local consultants were hired to continue the field data collection by visiting schools. In the field, the combination of qualitative and quantitative methodologies allowed us to get a more holistic view.

Several instruments were used for field data collection: an open-ended interview guide, adjusted for each situation and each type of interviewee; a survey questionnaire; and a classroom observation instrument derived from the *Stallings Observation Instrument*. We also prepared data gathering instruments for the collection of local statistics in districts and schools.

We interviewed a total of 120 people including in-depth interviews with 27 people in Ecuador, 34 in Bolivia, and 20 in Peru (see Annex 1). Two focus groups were organized in Bolivia, one in Rurrenabaque with 15 indigenous leaders and education officials, and the other in La Paz with a group of seven Mosen leaders; in Peru, there were three focus groups with a total of 15 participants, all technical assistants in Ucayali. The first meeting gathered regional government officials, while the second and third brought together the "Unidad de Gestión Educativa Local" (UGEL) personnel serving EIBAMAZ schools in the provinces of Pucallpa and in Atalaya.

A Likert-scale questionnaire was developed in order to identify beneficiaries' perception of the contribution of EIBAMAZ towards the elimination of inequities, project sustainability, and the effectiveness of the research, material development, and training components. It consisted of 25 items emanating from the document review (see Annex 2). Participants were asked to give their opinion as to whether EIBAMAZ made no contribution, a small contribution, or a significant contribution. This survey was applied to 46 persons anonymously; the responses were an important complement to the interviews.

Using our adapted version of the *Stallings Observation Instrument*, we gathered data on teacher and student behaviors during periods of 45 minutes in a total of twenty classrooms. We recorded information on dimensions relevant to EIBAMAZ, prioritizing the use of indigenous language, and teachers' use of local cultures as part of curriculum implementation. The classrooms were selected from schools that had benefited from EIBAMAZ, and had received

materials and training from the project. Seven classrooms were observed in Ecuador, nine in Bolivia, and four in Peru. In Ecuador, four schools were visited. One school was located in Bomboiza Morona Santiago, and the multigrade classroom observed combined 1st to 3rd grade; three schools were visited in Pastaza (one in Shell, another in Arajuno, and the third in Puyo). Two preschool classrooms were observed, one first grade, a second grade, one third grade and one fifth grade. Of the nine classrooms observed in Bolivia, five were in the provinces of Ballivian, four were in the department of Beni, and four were in the province of Abel Iturralde, in the department of La Paz. In Peru, three Shipibo schools were visited near Pucallpa, and two multigrade classrooms, a second grade classroom and a third grade classroom.

The four local consultants were trained by the DPMG team in the use of the *Stallings Observation Instrument*, and provided with digital recorders and/or chronometers.

Preliminary exit meetings were conducted in two of the countries in order to share initial findings, and/or get feedback from local project leaders.

Table 1 shows the sample that was used. The number of participants in each stratum was selected in collaboration with UNICEF, indigenous leaders, and other stakeholders based on their ability to provide useful and valid information, their availability, as well as logistical viability.

**Table 1.** Number and Type of Information Sources Used for Fieldwork

	School teachers/directors/parents	Indigenous leaders	Researchers/trainers and Ex EIBAMAZ coordinators	UNICEF/IDB	Central Gov.	Local education officials	Classroom observations	MFA
Peru	8	1	6	2	3	15	4	
Bolivia	15	22	6	4	2	7	9	
Ecuador	7	2	6	3	3	6	7	
Regional				2				5
<b>Total</b>	<b>30</b>	<b>25</b>	<b>18</b>	<b>11</b>	<b>8</b>	<b>28</b>	<b>20</b>	<b>5</b>

## 2.2.1 Data Collection Procedures and Quality Control Techniques

The data-analytic procedures for this evaluation combined quantitative and qualitative analysis. Numerical responses in both the survey and the observation instrument were processed quantitatively using SPSS and Excel. Responses to the interviews were processed via qualitative techniques. For the latter, comments were organized into similar categories, involving collaborative discussions between the two main evaluators and the in-country consultants whenever possible. Next, patterns and recurring themes were identified. Finally, the emerging results were analyzed, summarized and reported.

This evaluation used the following quality control techniques to improve the validity of the evaluation data at all stages:

- Peer-review sessions were held with the international team at all stages, and locally with project leaders and field consultants whenever possible. This effort helped the survey, observation and interview topics cover all important evaluation issues.
- Field procedures regarding the survey and the observation instrument were standardized as much as possible, in order to minimize sources of variation and protect the consistency of the responses.

- Triangulation was applied whenever possible, in order to improve the validity of the data used with key evaluation questions and themes.
- We designed opportunities to obtain feedback, interpret and validate findings as much as possible, using the expertise of local stakeholders.

## 2.3 Limitations

The choice of multi-method techniques contributed to obtain robust data. On the other hand, limitations in time, geographical access, as well as logistical obstacles, prevented the team from visiting a fully representative sample of schools that were impacted by EIBAMAZ. The sample for the observations, in particular, was very small in relation to the number of schools present in the areas served by the project. This limitation needs to be taken into account when interpreting the results. In addition, student-level data for Ecuador and Bolivia was not available.

We were not able to visit schools for all indigenous groups served by EIBAMAZ. It is possible that the classroom challenges identified in bilingual schools that were visited underestimate the severity of the problems in more remote communities that have received less international collaboration, as well as diminished support from national governments.

The results point to important aspects related to the impacts of EIBAMAZ, but they should be interpreted with caution. More rigorous evaluation studies would be needed in order to verify the incipient patterns emerging from the data.

## 3 CONTEXT ANALYSIS

In this section, we share basic data on the indigenous groups and the communities served by EIBAMAZ in the Andean region, and discuss the main aspects of the political and educational context in each of the three countries when EIBAMAZ implementation began.

EIBAMAZ targeted marginalized indigenous groups in Ecuador, Peru, and Bolivia. The proportion of these groups in each country is very different. In Ecuador, with a population of 15.74 million persons (World Bank, 2013) the indigenous people are a minority. According to 2014 data from Index Mundi, they represent 7 percent of the population in that country, although some experts state that people from indigenous origins represent a third of the population in this country, and that their number is underestimated because the census bases its classification on a single question of self-identity. By contrast, in Bolivia, with more than 10 million inhabitants (Index Mundi, 2011), indigenous people represent more than 50 percent of the total population (Ibid). The same source calculates Peru's population by 2014 to be around 30.15 million people. According to Index Mundi, (2011) approximately 45 percent of Peruvians are indigenous. In the three countries, EIBAMAZ targeted the less numerous and more remote of the indigenous groups. These groups are usually categorized as "other" in national census data, to distinguish them from the more predominant Quechua/Kichwas and Aymaras. In Ecuador, languages other than Quechua/Kichwa are spoken by less than 0.7 percent of the population, in Bolivia, by about 2 percent, and in Peru, by less than 1 percent.

EIBAMAZ also worked in the most remote geographical areas in the Amazonian region (see Figure 1). In Ecuador, the project worked in Sucumbíos, Napo, Orellana, Pastaza, Morona Santiago, Azuay, and Zamora Chinchipe. The indigenous groups served were: A'í Kofán, Secoya, Siona, Huoarani/Waorani, Sápara, Achuar, Shiwiar, Shuar, and Kichwa Amazonía (note that the map for Ecuador in Figure 1 includes the Andoas and the province of Pichincha but that indigenous group and Pichincha were not included in EIBAMAZ). Five groups were targeted in Bolivia: Mosestén, Tsimane, Takana, Movima and Cavineño, in several provinces of the departments of Beni and La Paz. In Peru, the focus was the Shipibo, Ashaninka, and Yine groups in the region of Ucayali.

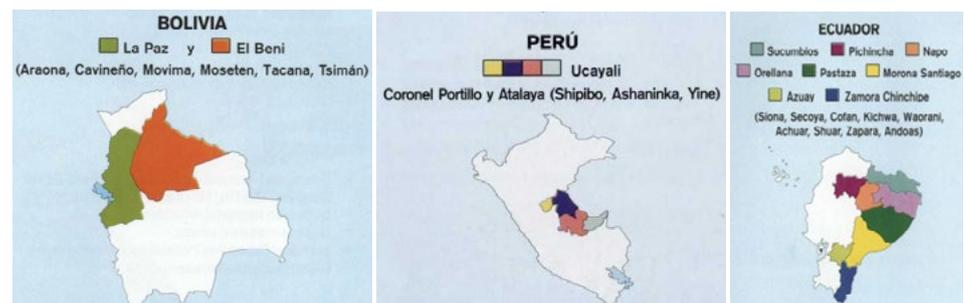
These groups are in rural areas characterized by extreme poverty. In Ecuador, the national poverty level in 2014 was estimated at 24.5 percent, while it was considered to be 49.7 percent in the rural areas. In Bolivia, 70.8 percent of the population had insufficient housing and electricity—two poverty indicators established by the government. In Beni, where EIBAMAZ had an important focus, 85 percent of the population lives in poverty (INE, 2014). Similarly, according to official documents, the percentage of the Ucayali population living in poverty was 61.4, while it was 52.2 at the national level.

**Percentages of indigenous students reaching acceptable levels in reading comprehension have been below 6 percent in the last years.**

In general there has been substantial improvement in educational access in the last decades in Latin America. However, progress has been much slower in rural areas (United Nations, 2011). Results from the Third Regional Evaluation (TERCE) conducted by the Latin-American Laboratory for the Assessment of the Quality of Education (LLECE), the Regional Bureau of Education for Latin America and the Caribbean (OREALC) and the United Nations International Organization for Education, Science and Culture (UNESCO) in 15 Latin American countries in 2013-, show improvements for third graders and sixth graders in reading and mathematics in Ecuador and Peru (Bilagher M., 2014). Bolivia did not participate in TERCE. Despite important progress, Ecuadorian children are still under the Latin American mean for reading abilities in 3<sup>rd</sup> grade and 6<sup>th</sup> grade but above the average in mathematics for 3<sup>rd</sup> and 6<sup>th</sup> grade. In Peru, third and sixth graders scored more than 10 points above the mean in both academic subjects. However, the rural communities served by EIBAMAZ are among those that are the most excluded from the educational system (UNICEF/Finland, 2012). Bolivia has an average of 18 percent of its children out of school (UNESCO 2013). A 2008 census conducted in Peru states that only 38 percent of Peruvian students who speak an indigenous language were enrolled in a primary school (UNICEF/ INEI, 2010).

In addition, there has been no progress in learning quality for most indigenous groups recently, judging by the available data in Peru. Amazonian communities in this country are performing at very low levels on standardized tests. Percentages of students reaching acceptable levels in reading comprehension have been below 6 percent in the last years. There is no data available for Bolivia and Ecuador, where they did not have quantitative student evaluations or disaggregated data by ethnic groups as in Peru at the time of the field visits.

**Figure 1. Amazonian territories served by EIBAMAZ**

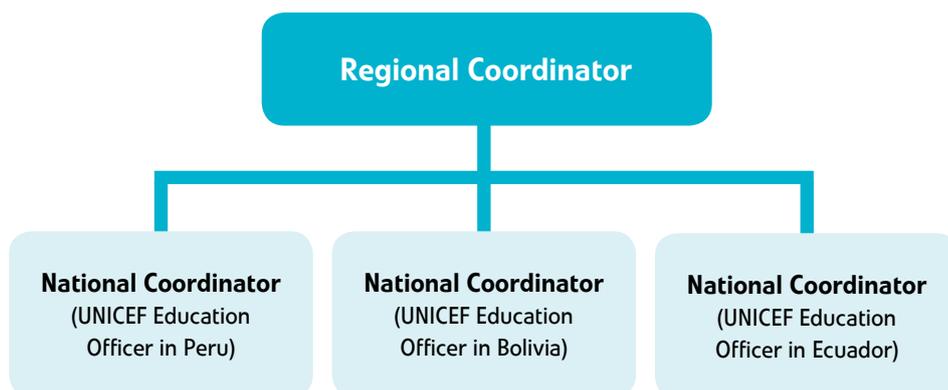


Source: UNICEF

EIBAMAZ was implemented by UNICEF at both the regional and national level through an agreement with MFA (see Figure 2). The regional coordination was located in Quito Ecuador, and depended logistically and politically on UNICEF. EIBAMAZ managers in each country were education officers of UNICEF. As Juan de Dios Simon Soto, the first regional coordinator of EIBAMAZ stated, “EIBAMAZ is not independent or autonomous from UNICEF, therefore, all actions planned are subject to the programmatic, technical and political decisions of their authorities.” EIBAMAZ had “National Units” in each country in charge of specific territories where the project was implemented and a “Supervisory Board” (Soto 2007). This Supervisory Board was regional and received

technical assistance from the University of Helsinki provided by Mr. Juan Carlos Llorente through a consultancy contract between the MFA and the University of Helsinki. According to one of the final reports (UNICEF 2013), MFA and the University of Helsinki from 2006 until December 2009 participated in decision-making meetings, academic events and political exchanges organized by the Regional Executive Coordination of EIBAMAZ (ibid p. 27).

**Figure 2.** EIBAMAZ Organizational Structure



### 3.1 The legal, political and institutional framework

Since the 1990's, the three countries have enjoyed overall legislation that is favorable towards implementing IBE. However, the favorable legal framework did not always ensure a smooth path for the initiatives started by EIBAMAZ.

In Ecuador, when EIBAMAZ initiated support to the indigenous groups from the Amazonian region, one community in that region, Pastaza, had already worked on a curriculum for their schools. Additionally, the department of intercultural studies/ Dirección Nacional de Educación Intercultural Bilingüe (DINEIB) had been created in 1988, and in 2002 it began to work as an autonomous unit within the Ministry of Education, in close relation to the indigenous organization, Confederación de Nacionalidades Indígenas del Ecuador. The DINEIB dedicated specialists to the different nationalities. Additionally, since 2000, indigenous organizations had participated in helping to define education policy related to IBE in this country, and signed different agreements with international organizations to finance their IBE efforts.

At the onset of EIBAMAZ, the situation in Bolivia, though favorable to IBE, was not as advanced as that in Ecuador. Linguistic and cultural policies did not have strong and explicit guidelines in this country (López, 1999). Yet, the project started at the same time as the coming to power of President Evo Morales, himself a member of an indigenous group, and IBE was an important priority for the new government. EIBAMAZ emerged in Bolivia as an extension of a previous program in the Andean region *Tantanakuy*. The Tantanakuy project (Ekros 2010) counted with strong international support, and with the participation of indigenous community leaders. On the other hand, in Peru, legislation was formally favorable to IBE, but there was very little government support, and insuf-

ficient guidelines on educational policies related to IBE. When a new president came to power in 2006, the work of bilingual intercultural specialists in the Ministry of Education was considered marginal to the educational system. At that time, IBE proposals were developed mainly by NGOs, with the support of a few indigenous organizations.

### 3.2 Challenges faced by bilingual education

In general, in the three countries, data has been unavailable or inconsistent regarding the identification of schools as IBE (Defensoría del Pueblo, 2011), the number of indigenous children who need bilingual education, and the number of teachers that are needed to serve these students. One consequence has been that teachers tend to be assigned in some areas that do not match their linguistic background, and there are common complaints of Spanish-speaking teachers working in areas with children who do not speak or understand Spanish. Especially in Ecuador and Bolivia, few native speakers of the original groups supported by EIBAMAZ are high school graduates. In Peru, 44 percent of teachers do not speak the language of the children in their classrooms (Burga, 2014). Among the fluent speakers of indigenous languages, low educational background hampers the effective selection of teachers to support Amazonian children.

In addition, bilingual teachers have historically faced many challenges to implement IBE. The majority of them are not well prepared to teach indigenous languages, or Spanish as a second language, and do not master pedagogical techniques to help their children in the classroom. Most of these teachers work under contracts, and get little support from local education authorities. Very few schools teach in the mother tongue, and many bilingual students are evaluated in Spanish. These two situations, considered unacceptable by the proponents of IBE, were part of the reality of the three countries at the onset of EIBAMAZ.

### 3.3 EIBAMAZ project design and implementation

The focus of EIBAMAZ was to develop institutional capacity to support linguistic-ethnic groups, and the project prioritized the selection of whole districts, or even wide geographical areas, as beneficiaries, rather than the classroom. In Ecuador, EIBAMAZ worked in “all the Amazonian region.” In Bolivia, two areas were chosen: educational districts in the province of La Paz, and six of the 19 municipalities in the Beni area: Reyes, Exaltación, Rurrenabaque, San Borja, Santa Ana de Yacuma, and Riberalta. In Peru the work of EIBAMAZ was more narrowly focused, on two provinces in the region of Ucayali: Coronel Portillo and Yarinacocha. In spite of the institutional focus of EIBAMAZ in Peru, reportedly specific teachers and schools were beneficiaries of the project. Cuglievan, G. & Alalususua, S. (2014) indicate that in seven years (2007-2014) EIBAMAZ served 141 schools, 287 teachers, 7,654 indigenous children in Ucayali.

EIBAMAZ faced challenges with several aspects of project implementation. In Ecuador, EIBAMAZ began in 2004; in Bolivia and in Peru, project components were delayed at the initial stages due to legal and political problems, and activi-

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ties started in 2006 and in 2007 respectively (Valdivia, 2010). Second, between the first and second phase, there was a leadership vacuum in EIBAMAZ, until procedures were in place for choosing the new regional coordinator. Third, the second phase also began with delays. A mission report stated that the consolidation phase (the final phase of EIBAMAZ) started under the shadow of a series of problems at the regional headquarters of EIBAMAZ in UNICEF/ Ecuador. The latter included internal disagreements and disorganization, and interruption of the flow of funds for the execution of the project (Kullberg G, and Llorente J.C., 2010).

The EIBAMAZ implementation budget was € 4.62 million for the first phase, and € 2.2 million for the second phase (UNICEF 2013). According to the final report for the consolidation phase, the funds received during the period June 2005 to December 2009, were efficiently used with an execution rate of 99.69 percent (ibid p. 28).

## 4 DOCUMENT REVIEW

This section describes the methods and results of the document review. The DPMG team conducted two types of document review. First, as part of *a general review*, we consulted reports from UNICEF, MFA, and the University of Helsinki, nine documents on the general context of IBE and education in the Andean region, and a total of twenty other studies from the three countries. For most of this material, a table was created with the title, annotations were made, and relevant questions or issues were identified.

Additionally, we systematically reviewed 234 files consisting of publications, and curricular materials that were part of an electronic database housed by the UNICEF office in Ecuador during the consolidation phase of EIBAMAZ (according to its final report from 2013, EIBAMAZ produced 276 publications in 17 indigenous languages but the office in Ecuador may not have had all publications in an electronic format). For this more *specific review*, we obtained preliminary information on the approach and the relative priorities given to the three project components: research, material development and training. We identified basic characteristics of the EIBAMAZ files (length, approach, relationship to EIBAMAZ components), the degree of presence of the three project components (research, material development and training), the extent to which the different indigenous groups were benefited, and any differences between the three countries in these three dimensions. A table was created, with a row for categories to classify the documents, and columns for each of the three countries. Quantitative and qualitative information was annotated. Emerging themes from the previous reports and studies were then linked to the issues identified from the EIBAMAZ files. The information from the general and the specific document review was useful in identifying preliminary tendencies, and pointing at additional questions that needed to be asked as part of the field research.

### 4.1 Preliminary Findings before the Fieldwork

Technical reports indicate that for all three countries, the research component of EIBAMAZ produced important new knowledge that made a substantial contribution to recovering, protecting, and promoting original Amazonian cultures. Second, it is clear from the general and the specific document reviews that in all three countries, the research was used to create curricular and classroom materials. Third, the specific review of EIBAMAZ files suggested that the research and material development components were given more priority by EIBAMAZ than training materials for teachers. Training materials specifically designed for in-service teachers were only found in the Ecuador folder. Fourth, there were abundant curriculum materials produced, particularly in Bolivia and Ecuador. Fifth, according to the specific document review, all three countries produced many classroom texts, but the files reviewed suggest that Bolivia and Peru produced more. Last, we found a few differences in the indig-

**The research component of EIBAMAZ produced important new knowledge that made a substantial contribution to recovering, protecting, and promoting original Amazonian cultures.**

**The research and material development components were given more priority by EIBAMAZ than training materials for teachers.**

enous groups that benefited from the program, both with curriculum and classroom materials. In Bolivia, considering type, number and length of files, all five groups (Tsimane', Tsimane'-Mosetén, Pílon Lajas, Takana and Movima) were supported with approximately the same priority. In Peru, there was more material produced for the Shipibo group, particularly in the area of early literacy. The Kakataibo, a fourth indigenous group, was added to the project in the last stages of the implementation, but no publications or materials serving this group were found through the specific review conducted by the DPMG team. In Ecuador, there were slightly more curriculum materials produced by the Kichwa, Shuar, Waorani and Achuar than by the Kofán, Siona, and Secoya.

#### **4.1.1 Amazonian view of education and the contribution of the research**

The investigative effort led by the universities of San Marcos in Lima, San Simón in Bolivia, and Cuenca, in Ecuador, was solid and innovative. Thirty-six studies were produced on IBE and in the Amazonian region (UNICEF, 2013). It was innovative because it involved indigenous individuals on a par with academic experts. The concrete results of such efforts were theoretical writings on IBE (Ecuador) and documents on the indigenous world-view or “cosmovisión” and “tables of knowledge” (Bolivia and Peru), based on an Amazonian view of the world. The latter is very different from the one predominating in post-modern Western society: “the cognitive development of children is related to the concrete problems that their singular society has to resolve, and depends on the ecosystem where they live (UNICEF/Ministry of Education of Bolivia, 2010). Another aspect of indigenous cosmovisión that was systematized in the three countries is the notion of an animated universe, where “every material or physical entity has a spiritual counterpart” (Ministerio de Educación de Bolivia/UNICEF (2010).

Bolivian, Ecuadorian and Peruvian researchers conducted extensive ethnographic research on the Tsimane' and the Tsimane'-Mosetén communities in Bolivia, the Shuar group, and on the Shipibo, Ashaninka and Yine groups served by EIBAMAZ in Peru. The final books and articles produced - ranging from 20 to 430 pages - are a reference of the systematization of Amazonian cultures attained by EIBAMAZ.

The Amazonian approach to educational quality prioritized the alignment of content and methodologies in education with indigenous ways of learning and cultural practices. For example, the research conclusions stressed that in these communities, children learn mainly via oral exchanges with adults and by observing and practicing in a variety of natural settings. Another strong conclusion of the research pointed to the need to produce educational materials in indigenous languages that would also revitalize their culture. It was considered that previous efforts producing materials in native languages did not promote the original cultures in these communities because the priority then was evangelization.

The socio-linguistic and cultural “base line” of the research conducted in Bolivia (Ministerio de Educación de Bolivia/UNICEF (2010) generated important data on specific educational concerns as well. For example, it revealed that in

**In the Amazonian communities children learn mainly via oral exchanges with adults and by observing and practicing in a variety of natural settings.**

**Need to produce educational materials in indigenous languages that would also revitalize their culture.**

**In the community curricula, learning content was organized according to the seasons, and based on agricultural, hunting, fishing, and fruit collection practices, as well as other variables of the different ecosystems.**

**Classroom materials and textbooks reflect an indigenous logic.**

Bolivia, the use of Spanish predominates in the classroom, except for the Tsimane' and the Tsimane'-Mositén groups. The vast amount of information collected via the new type of research was used to develop abundant curricula and classroom materials.

Bolivia and Ecuador stand out in terms of the number and variety of curricular materials produced. Ecuador (Yáñez F., 2009a) produced many curricular units for the Achuar, Kichwa, Sapara, Secoya, Shiwiar, and Shuar groups. Bolivia created *community curricula* for the Tsimane', Tsimane-Moseten and Takana groups. In these curricula, learning content was organized according to the seasons, and based on agricultural, hunting, fishing, and fruit collection practices, as well as other variables of the different ecosystems. In Ecuador, we found the MOSEIB "Model for IBE in the Amazonian region" that was validated and published with EIBAMAZ funds; this model changed the traditional grade organization for learning units and quantitative evaluation procedures - based on test results - for qualitative methods of evaluation based on student dominion of the standards established for each learning unit (EIBAMAZ/UNICEF/Ecuador, Unidades de Aprendizaje, 2007). In Peru, we found two curricular designs for IEB.

Classroom materials and textbooks reflect an indigenous logic, and the use of learning environments, as proposed by the research on the different Amazonian communities. For example, an instructional guide developed for the Tsimane' community invites children to write descriptive texts on the activities conducted by parents and older siblings in the *chacos*, which are places where Amazonian people work doing agricultural activities; they are considered spaces of sharing and family interactions that involve children. In Bolivia, there were 28 methodological guides (22 for Science and six for Language Arts) on how to approach agriculture, fishing, crafts, and indigenous medicine. Similar topics are present in 25 Science and two Language Arts textbooks produced for the Tsimane', the Takanas, the Tsimane'-Mositén from Pilon Lajas, the Mositén, and the Movima groups. There were also five storybook texts, two writing games, two alphabet texts, and five informational texts. Similarly, Ecuadorean researchers produced alphabets, games, mathematics materials and studies on mathematic learning (Yáñez A. F., 2009b) dictionaries, and learning guides. As mentioned before, thirteen texts for higher education were produced with the support of EIBAMAZ. Peru files included five pedagogical videos in Spanish, a dictionary in Yine, early literacy material in Shipibo and Yine, and 13 storybooks in Shipibo.

#### **4.1.2 EIBAMAZ materials for teacher training**

One final project report of the first phase of EIBAMAZ (Soto, 2010) mentions that EIBAMAZ contributed to the training of 6,000 Amazonian teachers in the three countries, and of 1,560 non-Amazonian Bolivian teachers who received IBE. This report concluded that at the end of the project, "teachers were prepared to implement interculturality in the classroom, and that "they were trained and accredited for the practice of IBE." Another report (UNICEF, 2013), written after the consolidation phase - which did not include Peru - asserts that 1593 teachers participated in training activities.

Considering the large number of training beneficiaries, and the reported outcomes as described above, we expected to find specific evidence of training

activities as part of the 234 electronic files provided by the UNICEF office in Ecuador. However, we found little trace of specific activities designed for workshop participants in the 87 documents from Bolivia, 32 from Peru, and 115 from Ecuador.

Within the electronic files managed by the UNICEF office in Ecuador for EIBAMAZ, and shared with the consultants for this evaluation, we found a vast collection of research and classroom materials. However, only Ecuador had a folder titled “Teacher training.” The folder contained guides that were designed to support pre-service and in-service teacher training and to “promote the participation of knowledgeable elders” during the learning. The topics were: productive technologies, anthropology, human rights, research, language, logics and ethics, crafts design, and agriculture, fishing, livestock production in the Amazon, and psychosocial themes. We did not find any additional, more specific evidence of training activities, such as Power Point documents, workshop design files or even agendas that could have been part of in-service teacher training.

Given the research results and previous data, it could have been expected that teacher training would have received higher priority in EIBAMAZ, at least during the final stages. For example, in Bolivia, researchers had found that the majority of teachers in indigenous communities did not have education degrees and are itinerant, and that children remain in multigrade schools for an average of 2.34 years. In Peru, several studies (Trapnell, 2009; PREAL/ GRADE, 2010) had indicated that there was insufficient specialized training in IBE and in-service preparation for bilingual teachers. In 2009 Quintero (2009) reported that there was insufficient data to evaluate the impact of training in the classroom. That same year, Manuel Valdivia, an IBE expert who participated as a consultant for EIBAMAZ evaluating the material component, asserted that there was “a general consensus on the scarcity of pedagogical methodologies, scarcity of guidelines to teach in the mother tongue, and on how to support students learning Spanish as a second language.”

We hypothesized that several factors could have accounted for what appeared to be a lower priority given to the training component, based on the document review conducted before the field studies. First, the participation of indigenous people as researchers, since this was innovative and involved a new type of collaboration between universities and indigenous communities; second, a research effort that involved the recovery of indigenous linguistic and cultural knowledge, that was at the risk of extinction, may have required a lot of planning time and resources; third, working in remote and abandoned communities probably implied many logistical constraints. We considered that consequently, it may not have been possible to appropriately attend to the training component as it was originally conceived by the project in its design phase. In the light of the above, at the end of our document review, it seemed plausible that EIBAMAZ’s contribution came from “outside the school,” or that its approach to inclusion was more social and cultural, rather than educational, or specifically pedagogical (see Llorente and Sacona, 2013, for a more detailed discussion of this topic). The fieldwork would provide additional evidence to corroborate or refute these initial impressions.

## 5 FINDINGS FROM THE FIELDWORK

This section reviews the main findings in response to the core evaluation questions noted in Section 2.1 earlier. The relevant questions are identified in each section. Given that EIBAMAZ was a bilateral aid program, there were no findings linked to Research Question 6: “How effective have different mixes of MFA development cooperation modalities - bilateral and multilateral aid, support through NGOs and/or the private sector - been in promoting inclusive education outcomes and outputs and the mainstreaming of programs in support for those with disabilities?” This question will be addressed in the broader synthesis report to which the current report contributes.

Given that EIBAMAZ included a research component as well as activities aimed at improving children’s ability to claim their right to a good education, this section looks first at findings linked to the research component, and then at findings related to the broader program. Findings are further subdivided by country where appropriate. Annex 9 provides a summary of previous evaluations during the period of EIBAMAZ implementation.

### 5.1 The contribution of the research component

One of the most important findings of the fieldwork was the strong consensus on the positive social impact of the research, and of the material components of EIBAMAZ. Evidence from the survey, and individual and group interviews indicate that the research process and its products – the language and cultural materials created by the project – contributed to a new sense of pride and self-esteem for some Amazonian groups; it made the rights of Amazonian communities visible to the rest of society; it promoted an unprecedented level of participation of indigenous people as researchers; and it created new avenues to continue advocating for the rights of Amazonian people as part of educational improvements.

The first evaluation question asks “To what extent has a Human Rights-Based Approach (HRBA) been applied in Finland’s development cooperation in support of inclusive education?”

The first piece of evidence comes from survey respondents. All 18 respondents in Peru, 10 out of the 16 respondents in Bolivia, and 13 out of the 15 respondents in Ecuador considered that EIBAMAZ made an important contribution to increasing the investigation of languages and cultures of Amazonian cultures. Despite EIBAMAZ begun before the HRBA was adopted by the Finnish government there was more agreement on the contribution of EIBAMAZ on this item than on the other 24 items of the survey. As part of open-ended interviews and

focus groups, participants discussed specific areas of impact of the research component (Annex 6 data from questionnaires consolidated and by country).

Throughout the interviews the research component contribution was a recurring theme. According to the interviewees' responses, this component brought out the rights of the Amazonian communities to their view of society, empowering them by legitimizing their ancestral knowledge, culture and language. It also validated their right to value their ancestral knowledge and their worldview ("cosmovisión").

In Bolivia, the majority of interviewees pointed out that the component that worked the best during EIBAMAZ was the one executed by San Simon University in Cochabamba. They were in charge of promoting research, and partially assumed the responsibility of the production of intercultural educational materials and teacher training.

One of our interviewees from the University of San Simon affirmed:

*"This program had great importance for the indigenous groups and also for us because it allowed us to develop original research methodologies, most of them tailor made to fit the demands of studying indigenous groups' cultural beliefs and practices. Also the program contributed to the production and publication of important pieces of research for IBE and the Amazonian groups involved."*

The same person believed that EIBAMAZ contributed through this program:

*"...to change the rules of anthropological research, legitimize indigenous wisdom and transform the previous indigenous people who used to work as foreign researchers' translators and help providers, into well-trained and able researchers... Action research – the chosen methodological tool – also fed the design of school curriculums for the majority of the indigenous groups benefited by EIBAMAZ. And the methodology chosen by San Simon has irradiated to other Latin American countries' Universities in Mexico, Paraguay, Peru, Chile and Guatemala."*

Two Tsimane' leaders in the Bolivia focus group stated:

*"We Tsimanes have had a language and a culture, but it was with EIBAMAZ that we began to value our cosmovisión as indigenous people. Before, we spoke and wrote our language, but we did not value our knowledge. With EIBAMAZ we have learned to value our cosmovisión and our cultural identity...EIBAMAZ was the first organized effort to visit our communities and to verify what knowledge we the Tsimane have."*

The research done by EIBAMAZ became the source of books published on the knowledge systems of the Takana, Mosestén, Tsimane' and Tsimane-Mosestén.

In Ecuador, this component helped to validate earlier research and second, it applied an innovative training methodology, which combined theory and practice. Therefore, through the program the 29 students from all the Ecuadorian indigenous groups who graduated from Cuenca, conducted fieldwork in their communities on various themes: natural medicine, parenting practices, gastronomy, sexual practices, etc.

One interviewee, a Kichwa who is the current president of the Amazonian Indigenous Nationalities Parliament, gave great importance to this component, stating that it had contributed to enhance:

**The research component brought out the rights of the Amazonian communities to their view of society, empowering them by legitimizing their ancestral knowledge, culture and language.**

**"With EIBAMAZ we have learned to value our cosmovisión and our cultural identity."**

**“EIBAMAZ contributed to teach the indigenous groups’ world-view to the MOE’s authorities.”**

**Mainstreaming disabilities was not a focus for EIBAMAZ.**

*“...the harmonious coexistence between nature and human beings; validate and value their ancient wisdom; and had provided them with very helpful educational materials.”* He specifically mentioned, *“the enormous value of a study on indigenous ways of learning mathematics which was very important for them.”*

The aspect of the findings related to the sense of pride and self-esteem of the communities should be seen as a significant contribution of EIBAMAZ to the human rights field. According to one MFA interviewee, the HRBA was not yet officially enforced when EIBAMAZ was designed.

Responses from the interviews to our question on *“To what extent has a Human Rights-Based Approach (HRBA) been applied in Finland’s development cooperation in support of inclusive education (policy and practice),”* also inform this aspect of the finding:

*“When EIBAMAZ was being designed, I was consulted ...and I told them that we needed cooperation focused in strengthening our identity, language and culture. A great achievement for us is that EIBAMAZ did so. It strengthened our culture and identity and made it possible for us to switch from an oral culture to a written one.”* (i.e., EIBAMAZ’s official, indigenous leader and education system current official in Puyo).

An important official from MOE Bolivia confirmed this contribution from EIBAMAZ in the HR field:

*“EIBAMAZ claimed the right of these people to have a relevant education. Thanks partly to EIBAMAZ, Bolivia overcame human rights failures of first and second generations, and strengthened the third and fourth generation rights: to have its own identity, live in a healthy environment, and educate yourself in your own culture... Previous educational reforms only established that the environment was a cross cutting theme, which meant that the environment was in everything and in nothing... But, EIBAMAZ contributed to teach the indigenous groups’ world-view to the MOE’s authorities and their cosmovisión; it is currently feeding Bolivian educational reform, and our present discourse on preserving our country’s environment...”*

## **5.2 The contribution of activities aimed at strengthening children’s right to a good education**

### **5.2.1 Children with disabilities**

The second evaluation question asked: “How successful has Finland’s development cooperation been in promoting the rights of people with disabilities and in mainstreaming a disability focus?”

This issue, as important as it has been for Finland’s cooperation from the HRBA, was not tackled in the Andean Region. Mainstreaming disabilities was not a focus for EIBAMAZ nor was it a concern of the original project. According to interviewees - all of them mestizos - indigenous groups see *“children with disability as a burden”*. But, in one of the schools tended by EIBAMAZ, which was visited in Puyo, Ecuador by the DPMG researcher, two children with disabilities in the preschool class were included in all the activities where other children were participating. However, during the class observed, that meant going to

the school patio and walking in an irregular terrain. Also, a mother interviewed said that she had her youngest son “*whose brain was only functioning partially according to a medical diagnostic*” in this school, because they were kind to him and included him in all the class activities that he was able to cope with.

## 5.2.2 Training

- A relatively weak training component resulted in the underutilization of materials.
- Peru was the only country to consolidate a cadre of technical assistants with basic knowledge of IBE strategies in Ucayali.
- The information collected from a broad range of interviews, with technical personnel of EIBAMAZ, with practicing teachers, and from classroom observations, points to a scarcity of training activities in the three countries that were not able to tackle the challenges faced by IBE in the classrooms. Evidence for this finding was already suggested by the document review conducted before the fieldwork.

**A relatively weak training component resulted in the underutilization of materials.**

The third evaluation question asks: “How successful have Finland-supported interventions in inclusive education been in promoting increased participation in basic education and improved learning gains, particularly among females, disabled persons, indigenous/ linguistic minorities, and other marginalized groups?”

Training as a component of research and material development played an important role in all countries. The Mid-Term Review (Abram, M., Aikman, S. and Särkijärvi-Martínez, 2009) reports that: “EIBAMAZ has resulted in education policy instruments for teacher training, applied research, and the production of Amazonian EIB-EIIP materials that have been validated and systematized in Bolivia, Peru and Ecuador.” It has benefited 41,804 children, trained 3,137 teachers and researchers.

In Bolivia, interviewees at all levels noted that training included the organization of community workshops to support the research component. In these workshops, experts from each indigenous group shared ancestral knowledge and, with the help of teachers and other researchers, produced innovative content and materials for the classroom. The new knowledge was used to develop curricula that had an impact on educational policy. Additionally, workshops were organized to help teachers plan weekly lessons that used the newly systematized ancestral knowledge. This started in Bolivia in 2008. During these more classroom-oriented workshops, trainers shared classroom plans with teachers, and modified such plans based on local needs. San Simon University implemented nine training workshops, each lasting four days. Eighty-nine people attended the workshops according to data collected in San Simón by our local consultant, but more than half of the trainees were from ethnic groups that did not belong to the communities targeted by EIBAMAZ.

Interview data, consistent with the results from the mid-term evaluation and Kullberg and Llorente (2010), show deficiencies in the implementation of

EIBAMAZ training programs in classrooms served by the project. First, there were insufficient training opportunities to cover the needs. A second concern is that the training programs, at least in Bolivia, were not sufficiently targeted to Amazonian groups. Third, once in the classrooms, IBE teachers experienced high mobility, since “it is part of government policy not to oblige them to stay in one place.” Finally, the project design did not prioritize the classroom. Although the final UNICEF report states that more than 3000 teachers were trained (UNICEF 2013), the document review suggests that the training with EIBAMAZ was insufficient to help teachers understand how to use the new materials in the classroom. In addition, as mentioned in the context section, IBE teachers don’t have enough strategies on how to teach using the native language, and on how to teach Spanish as a second language.

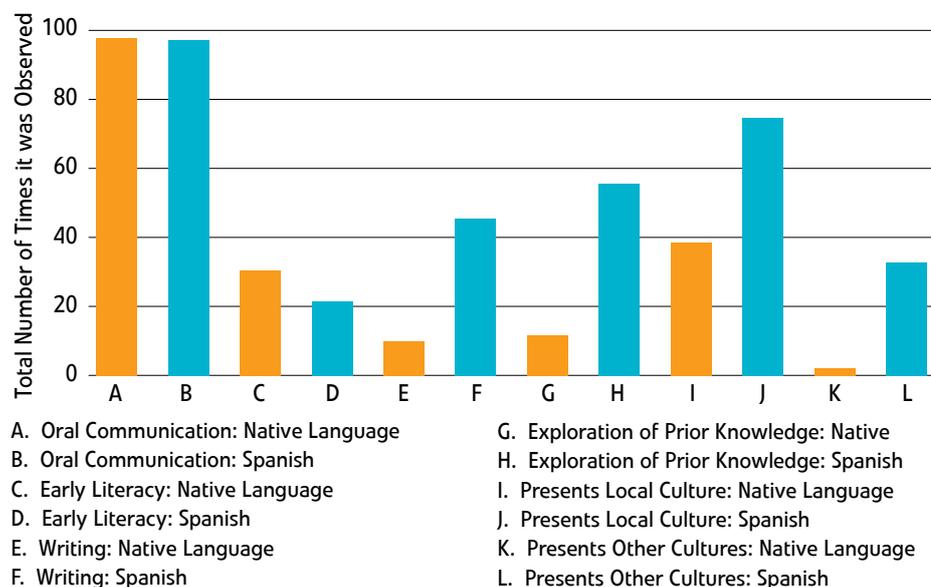
In Ecuador, EIBAMAZ training efforts focused on supporting three Teacher Training Institutes in the Amazonía. These institutes, with EIBAMAZ support, designed and implemented the teacher training program for Family and Community Education for Infants/ Educación Infantil Familiar y Comunitaria (EIFC) program. At the end of the project 144 teachers had been trained. Most of them are working in the educational system or with the Ministry for Social Inclusion.

In Peru, we interviewed several educators who were teachers during the time of EIBAMAZ. These educators participated in project training that was focused on implementing IBE. These individuals identified specific pedagogical contributions from the trainings of EIBAMAZ. “The value-added of EIBAMAZ is the approach to communication (Language Arts), how literacy should be taught, the teaching of problem resolution in math, curriculum, strategies, and how to support teachers.”

### 5.2.3 Classroom-level communication patterns

A further element observed in response to the third research question was the pattern of classroom communications, shown in Figure 3 with results of classroom observations in the three countries.

**Figure 3.** Stallings Observation Data Summary



A consistent pattern of native language use for oral communication was found, as well as for early literacy activities in the three countries. Either Shipibo, in Peru, Kichwa or Shuar in Ecuador or Tsimane', in Bolivia, was used exclusively during oral communication in the schools visited. It is important to point out that in Bolivia, we visited Tsimane' communities that have kept their original language alive for a long time, and also Takana communities, whose language is on the verge of extinction. This is a good explanation for why on average, in Bolivia, native language appears less predominant than Spanish as part of oral communication in the classroom. In Ecuador, the indigenous groups are making an effort to revive indigenous languages among children; several classes observed aimed to teach Shuar or Kichwa as L1 to the students.

Interviews with parents confirmed the permanent use of native languages in some Amazonian communities. Pride in the use of native language has been an important impact of EIBAMAZ; it may account for a stronger presence of these languages in some Amazonian classrooms. At the same time, the commitment of Peruvian teachers to use their native Shipibo language in the classroom may be the result of other initiatives in the region, and cannot necessarily be attributed to EIBAMAZ. Due to insufficient training, one problem detected in Peru is that some teachers think that using the native language is a major part of being IBE teachers. As Figure 3 shows, Spanish still predominates in most other classroom activities that do not involve early literacy, like writing texts, and exploring prior knowledge. In fact, the combination of Spanish and native languages in the classroom is bringing new challenges for the learning of children, judging from classroom visits in Peru. *"Teachers worked orally in Shipibo but used a text that was in Spanish. The teacher played the role of translator. Students were expected to read the Spanish text and answer questions in Shipibo. Children had challenges answering questions."*

The same practice of native language use during oral communication, but with a Spanish text, was observed in other classrooms in Peru. The teacher translated, and students' main activity was copying. In Ecuador, classes observed had no texts at all and were using notebooks and the white board for studying native languages in three of the classes visited. Since the school visited was served by EIBAMAZ, these situations suggest one of the following problems: 1) insufficient materials for all teachers in the school; 2) a problem with distributing materials in native language for some schools; 3) insufficient, or ineffective training. In Ecuador, the absence of materials was due to government guidance not to use what was produced by EIBAMAZ. However, even for classrooms where problems #1 and #2 are resolved, several interviewees in Peru who were technical assistants opined that many educators don't know how to use the EIBAMAZ materials. This may also be true in Ecuador and Bolivia, but the absence of materials is the biggest concern.

Another important aspect of IBE methodologies is the incorporation of local cultures as part of learning. Based on classroom observations, this aspect was present in all three countries, and strongest in Bolivia. The validation and incorporation of local cultures as part of pedagogical practices is very specific to EIBAMAZ. It may account for a few isolated cases of effective implementation in the classroom, as witnessed throughout our fieldwork in Peru and Ecuador. In one classroom observed in Peru, *"there was a walk around the community*

**A consistent pattern of native language use for oral communication was found, as well as for early literacy activities in the three countries.**

**Pride in the use of native language has been an important impact of EIBAMAZ.**

**Spanish still predominates in most other classroom activities that do not involve early literacy, like writing texts, and exploring prior knowledge.**

**The incorporation of local cultures as part of learning was present in all three countries.**

**Teachers lack the knowledge to implement the IBE curriculum, but also the pedagogical basis of IBE.**

**Children do not adequately read either in their native language or in Spanish, and they are not able to write basic texts either.**

where children were asked to identify its characteristics. The topic was territory and identity. As they walked, students were talking and taking notes based on what they observed. The teacher had a very dynamic class, with constant interactions with students, who were very interested and motivated.” In Ecuador, a preschool teacher who had graduated as a teacher in Educación Infantil Familiar y Comunitaria (EIFC) from Canelo Institute taught the idea of colors by “walking children in the school patio, using plants, stones, and animals as example of different colors present in nature.” These examples illustrate the potential of EIBAMAZ to impact the classrooms, but may not be representative of the situation in most bilingual schools in the Amazonian region.

Interviews and classroom visits confirmed the difficulties that teachers in the Amazon region face in the classroom. Teachers lack the knowledge to implement the IBE curriculum, but also the pedagogical basis of IBE. Consequently, children do not adequately read either in their native language or in Spanish, and they are not able to write basic texts either. The training component was unable to tackle these challenges in such a relatively short time.

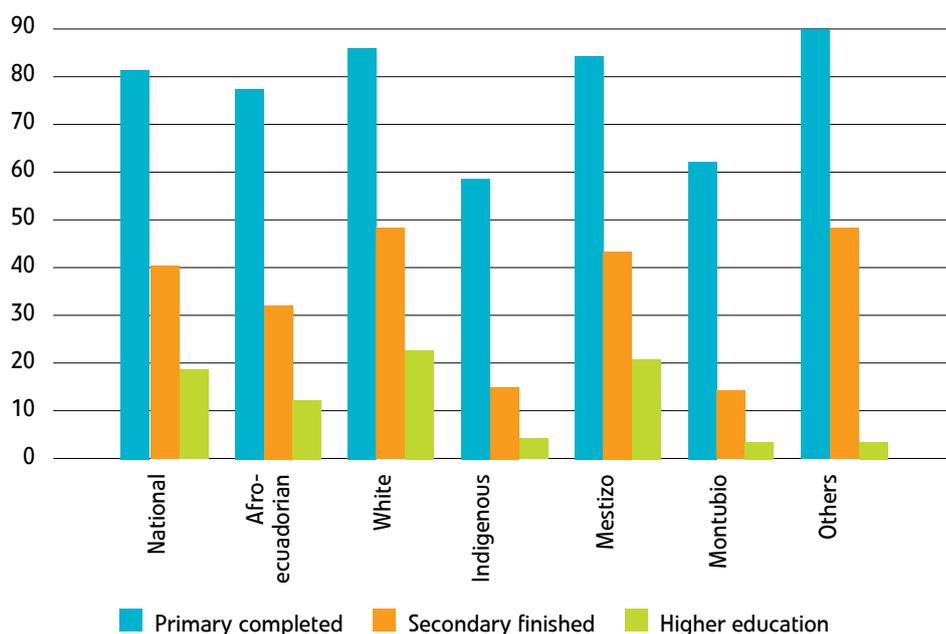
#### **5.2.4 Student Learning Outcomes**

Another finding was the identification of very small but significant learning improvements for two indigenous groups in the region of Ucayali, Peru, immediately after the end of EIBAMAZ. Additionally, in two schools served by EIBAMAZ in Bolivia, we found a moderate increase in the enrolment of girls. We could not rule out counterfactual explanations in both cases, and additional research would be needed to confirm these findings.

A further set of findings regarding Question 3 comes from looking directly at learning outcomes. In Ecuador and Bolivia there is no centralized information on the enrollment and learning achievement of children from various ethnic groups. Statistics are available only in the municipalities or *parroquias* where children live. However, the available statistics confirmed the enormous disadvantage faced by indigenous groups as a whole.

Figure 4 provides information on primary, high school and university completion levels in Sucumbíos, Ecuador. The data shown by Figure 4 highlights the gap between indigenous peoples and other groups. Whites, Mestizos, Montubios and Afro-Ecuadorians have much better completion results than indigenous groups, who have lower rates of primary, secondary school and university graduation than the rest of the groups.

**Figure 4. Education cycles by ethnicity in Ecuador**



Source: Bustamante, 2013.

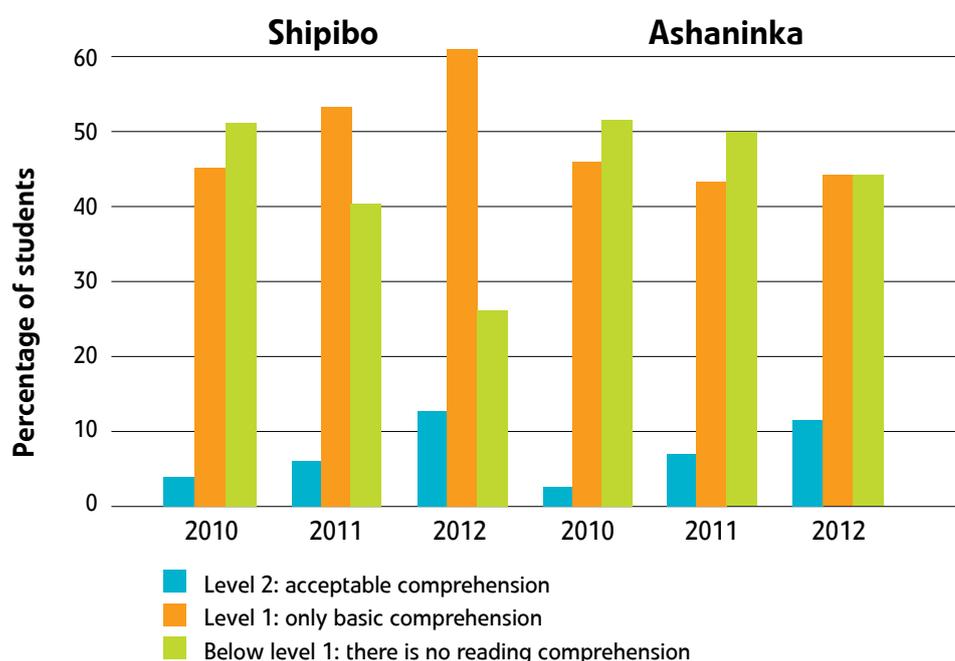
In Peru, Javier Luque, a senior education specialist from Inter-American Development Bank (IDB), in a blog named *New Surprise Peru* (blogs.iadb 2015) states that the Human Development Index (HDI) (an indicator of socioeconomic status) has lower predictive value for learning than might have otherwise been expected. Analyzing the national test results between 2013 and 2014, Luque reports that, *“there are important differences between the results of student learning reported by the provinces with similar HDI. Thus, the probability of Sánchez Cerro students to obtain a satisfactory level in the national test is four times higher than students from Coronel Portillo, although both provinces registered a similar level of HDI.”* This finding hints at the importance of ethnicity – cultural identity and language – in learning results. Mostly Shipibo/Conibo ethnic groups inhabit Coronel Portillo in Ucayali; they will need additional support in order to address long-standing patterns of marginalization and disadvantage.

In 2010, UNICEF provided support to design and apply reading comprehension tests for students in fourth grade in the region of Ucayali (see figure 5). A total of 229 Shipibo students, 4 Ashaninka, and 4 Yine were evaluated. The conclusions of the regional office of education in Ucayali was that bilingual students showed a significant improvement, especially for the last year, 2012. Given that for many years, the majority of students in Ucayali, including bilingual students, have performed at very low levels, the analysis unsurprisingly reports that the improvement is very small in comparison to the existing needs.

In this context, the relatively small learning improvements identified in this region should be seen as a very positive result.

**The relatively small learning improvements identified in this region should be seen as a very positive result.**

**Figure 5. Growth in Comprehension Scores for Shipibo and Ashaninka Groups**



**Learning progress in Shipibo and Ashaninka fourth grade students, Ucayali, Perú**

Source: UNICEF

**5.2.5 Enrollment patterns**

While we were not able to obtain any information on learning progress for indigenous groups served by EIBAMAZ in Bolivia or Ecuador, an investigation in two Tsimane communities in Bolivia supported by the project point to some improvement in enrollment patterns. In San Antonio de Maniqui, in the department of Beni, between 2005 and 2009, there was a noticeable increase in the enrollment of both boys and girls. Girls’ enrollment continued to show modest improvement between 2010 and 2014. According to local interviews, the enrollment pattern may have benefited from several workshops conducted in three schools in that community: *Los Manguitos*, *Puerto Méndez*, and *San Antonio*. Additionally, people in this community live very close to the Beni Biological Preserve Station, and benefit from stable access to hunting, fishing, and wild fruit gathering practices. These practices received validation as a result of EIBAMAZ.

In another school, Tacuaral del Mato, also in lowland Bolivia, between 2009 and 2012, we obtained data that showed a stable enrollment for girls, while there was a slight decrease in the enrollment for boys. Again, according to local informants, EIBAMAZ worked in this community, conducting workshops with parents on the importance of the education of girls, as well as on other IBE topics. Additional research would be needed to investigate the contributing role of these two factors in this community.

In Ecuador, although we were not able to find statistics on girls' enrollment and test results, several interviewees stated that during and after EIBAMAZ implementation, the curricular changes produced a decrease in rates of repetition and dropout in primary school.

### 5.2.6 Production and availability of teaching and learning materials

The fourth evaluation question asks: "What has been the effect of Finnish-supported interventions on inclusive education policy, practice and outcomes?"

Some elements of this question find their response in the discussion of classroom-level impacts already discussed above. This question produces a mixed response when it comes to the major program activity of materials production. The Mid-Term Review noted that EIBAMAZ produced "276 publications in 17 indigenous languages [that] are being used by teachers, leaders, women, children and public functionaries. Approximately 200,000 copies have been printed and used. 36 studies of Amazonian EIB-EIIP systematize knowledge of the cultures, world-view, languages and education practices of 17 Amazonian indigenous peoples and nationalities, including the systematization of the EIBAMAZ experience. 65 percent of the editorial production belongs to classroom educative materials for pupils' use, whereas 35 percent remains as educational materials for teacher use in training."

The DPMG team was not able to corroborate the results on the use of the publications, as we did not visit a fully representative sample of schools. However, the majority of the interviewees from Ecuador and Bolivia agreed that there was a scarcity of materials for classroom use. In Bolivia, the focus group participants stated that the materials had deteriorated because of floods and use. In Ecuador, the materials produced by EIBAMAZ were not being used because of a governmental decision, despite the fact that in the final phase EIBAMAZ was able to overcome the challenge of distributing the material produced, by air, water and roads throughout 32 educational centers – part of an in-service training network – in the Amazonian region. On the other hand, in Peru, school visits in educational centers served by EIBAMAZ confirmed the presence of classroom materials, but there was little evidence of their use in the classrooms observed.

### 5.2.7 Gender Equity

A further area in which Question 4 produced a mixed response is that of gender equity. Gender equity was an important cross-cutting theme for Finland's cooperation, and in the design of the EIBAMAZ project, a transversal objective. However, for this cross cutting theme there were no specific targets to reach. A further issue was that gender equity according to most interviewees did not sufficiently reflect indigenous concepts that highlight complementarity over equity. Several mestizos interviewees said the indigenous societies are mostly matriarchal, and because of this cultural issue:

*"Industrial societies' feminism has no place, for indigenous groups what should prevail is complementarity. Around the campfire, -- where women govern -- they plan their fishing and hunting."* (Bolivia)

**The curricular changes produced a decrease in rates of repetition and dropout in primary school.**

**Gender equity according to most interviewees did not sufficiently reflect indigenous concepts that highlight complementarity over equity.**

**After EIBAMAZ there are more women integrated, and more girls going to school.**

*Indigenous leaders consult with their wives and mothers on every important decision they make, but they like to do these consultations without witnesses, because they have learned from the mestizos that they should not look weak or be guided by women. Well, they have learned to pretend to be “machistas.”* (Ecuador)

Despite these opinions from two intellectual sources closely linked to EIBAMAZ, in Bolivia and Ecuador several local leaders and educational officials interviewed expressed that after EIBAMAZ there are more women integrated, and more girls going to school.

There were almost no women teachers among the Tsimane’ indigenous group before EIBAMAZ implementation, because it was considered culturally inappropriate. However, now:

*“There are more Tsimane’ women that have become teachers; currently there are more women in the educational system as teachers and even as principals.” In Santa Ana, there are also Movimas women teaching.”* (Focus Group Rurrenabaque)

*Before, EIBAMAZ, girls married at 11 or 12, now there are fewer early pregnancies and the number of girls dropping out of school has decreased.”* (Focus Group Rurrenabaque).

In Ecuador, enrollment data from Pastaza had no statistics by gender. Therefore it has been impossible to find out if there has been progress for girls. But in Bolivia the data collected shows some differences among some indigenous group. This theme is analyzed in another section of this report.

## **5.2.8 EIBAMAZ Impact and Sustainability**

The fifth evaluation question asked: “How sustainable have Finnish-supported inclusive education programs been?”

Information on sustainability was obtained from official documents submitted in the field, and from in-depth interviews and focus groups at the national, regional, and local levels.

### **Box 1. EIBAMAZ results as inputs for the design of educational policies and laws**

- In all three countries, the research transcended the communities where it emerged, and made its way to either regional or national leadership groups who are defining language and cultural policy with marginalized communities in the Amazon.
- At the regional level EIBAMAZ promoted the exchange between Universities and other academic institutions from Bolivia, Peru, and Ecuador, and promoted the creation of networks between researchers, students and indigenous organizations.
- Several alphabets were standardized in each country, which is a very important contribution for IBE. In Ecuador all nine indigenous groups tended by EIBAMAZ benefited from this effort; in Bolivia five out of six. In Peru, the Shipibo-Konibo alphabet was standardized in 2007, while for Yine and Ashaninka, the process ended in 2008.
- In all the three countries EIBAMAZ work and experience strengthened indigenous organizations and indigenous leadership in the social and educational field.
- In each country the legacy of EIBAMAZ for giving continuity to some of its results varies, however, despite the different political circumstances and context some of EIBAMAZ contributions endure.

### 5.2.8.1 Bolivia

The project achievements were important inputs for designing the educational law known as “Avelino Siñani y Elizardo Pérez” that was finally approved in 2010. According to our interviewees, this law endorses a new orientation of education towards productive and cultural practices that respect the environment. EIBAMAZ aspired in its consolidation or final phase to: *“articulate Finnish cooperation and to contribute to territorial development programs and environment preservation”* (UNICEF 2013 p. 70), an aim that was fulfilled through the Avelino Siñani.

EIBAMAZ promoted social participation of indigenous communities in education. The Avelino Law made this approach an important part of the legal framework governing education in the country. It also legitimized the existence of the educational councils known as Consejos Educativos de los Pueblos Originarios (CEPOS). The CEPOS are consulting bodies and organs of community participation in education. Moreover, as an important official of MOE said: *“parents’ participation in schools and what their kids learn and their education is now a legal right.”*

EIBAMAZ also promoted the design and validation of indigenous educational curricula. These curricula are expected to be approved soon. According to several interviewees from UNICEF and MOE, they are meant to respect the different cultures existing in Bolivia (interviews by DPMG researcher, Feb 25th).

Another important educational decision related to EIBAMAZ work was the creation of the “Institutos de Lengua y Cultura” for each indigenous nation. There are sixteen (Página Siete Feb, 2015) Culture and Language Institutes (ILC) currently working to rescue the knowledge and culture of the indigenous groups. Many indigenous researchers trained by EIBAMAZ at the Universidad de San Simón, Cochabamba, are now part of the Institutes of Language and Culture that work on promoting IBE.

Also, the methodological experience of EIBAMAZ, of involving indigenous peoples from Amazonian communities as researchers, validated on a par with university researchers, has spread throughout Latin America. PROEIB Andes academic programs have students from several Latin American countries, including Mexico, Chile, Peru, and others (PROEIB Andes, the program based in San Simón University in Cochabamba, was in charge of implementing the EIBAMAZ research component).

However, several interviewees questioned MOE’s capacity for fully implementing aspects of educational reform and the Avelino Siñani Law that favors IBE. MOE has only two officials in charge of IBE at the national level; training teachers from groups as Tacana, Mosevenes, Cavineños, and other Amazonian nationalities is hampered by a shortage of candidates, due to low primary graduation rates among them, and rigidity of norms for accepting new students at the Institutes for In-service Teacher Training. Existing norms rule out candidates who are not high school graduates which blocks the entry of many persons who are fluent in their indigenous language and have full mastery of their culture. Unless resolved, this will create challenges to sustainability, and will hamper the emergence of strong indigenous organizations necessary to create the enabling conditions for success.

**In Bolivia EIBAMAZ promoted social participation of indigenous communities in education.**

**“Parents’ participation in schools and what their kids learn and their education is now a legal right.”**

**The methodological experience of EIBAMAZ, of involving indigenous peoples from Amazonian communities as researchers, validated on a par with university researchers, has spread throughout Latin America.**

**In Ecuador some of the gains of the last twenty years may be at risk on political grounds.**

**The current government in Ecuador is working on building cultural homogeneity.**

### **5.2.8.2 Ecuador**

The current constitution of Ecuador strongly supports IBE. Moreover, in December 2013 the Minister of Education published a legal agreement (0440), which recognized the MOSEIB that was created legally in 1993, and EIFC the training program for teachers' candidates on Children, Family and Community Education. Therefore, the legal framework is a plus for sustainability in that country. However, some of the gains of the last twenty years may be at risk on political grounds. The indigenous organizations, critical to ensure the necessary enabling conditions for sustainability, will need to find a way to claim their rights without jeopardizing their leaders' safety or their own long-term viability.

Research in Ecuador allowed us to detect important contributions from EIBAMAZ that persist. The material produced by EIBAMAZ to systematize indigenous knowledge is currently in the hands of the principals and/or libraries of thirty-two educational centers. Among them, three are teacher-training institutes; twelve are Centros Educativos Comunitarios Interculturales Bilingües de la Amazonía/Community Educational Centers for IBE, seven are Centers for Curricula Development/Centros para el Desarrollo Curricular and six more are municipal offices or centers which are still implementing the MOSEIB curricula serving specific indigenous groups. Among the thirty-two centers which received EIBAMAZ materials, twenty-eight are part of a network in charge of in-service teacher training (Utitiáj S., 2012).

According to several interviewees indigenous groups still face many challenges before they will be able to take full advantage of EIBAMAZ legacies. One of them is that the current government wants to enhance the sense of belonging to Ecuador as a nation and is working on building cultural homogeneity. Therefore, for several years, IBE has been placed on hold while a national curriculum is designed and MOSEIB (the indigenous curricula used during EIBAMAZ implementation) is revised. The new IBE curricula should have been ready months ago; we were informed it would be ready by September this year. In addition, the government is promoting organizational changes in the educational system that may create barriers for indigenous children. A process to create large schools called "Escuelas Milenio" has already begun. These schools must have at least 500 pupils, with classrooms with no less than 30 students per teacher. Cost effectiveness issues might support this decision, but according to a majority of interviewees, the Milenio schools jeopardize the indigenous children's rights to educational access. Merging into a large school a group of small multigrade centers near children's homes might deprive them of the right to receive education in their mother tongue. Small multigrade schools tend to be in charge of one or two teachers who belong to the community and use the children's language. As an example, most schools in the rural areas of Pastaza teach Zápara or Kichwa children, and in Morona Santiago, Ashuar and/or Shuar children. Even though the Milenio schools are already offering transportation, several interviewees were concerned with the fact that the shuttle service was offered exclusively at two or three points which forced many children to walk long distances, which can present an insurmountable obstacle during the rainy season.

### 5.2.8.3 Peru

In Peru, before EIBAMAZ, the Ministry of Education had no clear policy on who should receive IBE. The Ministry now has identified the needs of IBE teachers and is working on addressing existing gaps. Additionally, there is awareness of the specific needs of Amazonian communities, separate from Andean communities. This is a clear value-added of EIBAMAZ. In the 90's, there were 10 people working on IBE in the Ministry with a budget of approximately 1 million dollars; now the budget is 20 million dollars and 100 professionals working on IBE (interviewees acknowledge that not all is a result of EIBAMAZ, but consider that there was impact.) There is now an institutionalized policy on IBE in the country, which was not present before EIBAMAZ.

At the regional level, IBE is a high-priority policy in the region. Before, EIBAMAZ, technical support targeted non-bilingual schools in the region. Additionally, UNICEF/EIBAMAZ influenced the Ucayali government to start an investment project with its own funds, to benefit bilingual teachers in the region. This project focused on developing a cadre of technical assistants to support teachers who serve bilingual schools in the whole region.

In terms of sustainability, there are rural networks supporting Shipibo and Ashaninka teachers, something that didn't exist before EIBAMAZ. In this system, bilingual teachers get support from specialized personnel on IBE. Additionally, as a result of the work of EIBAMAZ, there are Shipibo, Ashaninka, and Yine centers tasked with the commitment to produce materials on a regular basis. Third sources of potential sustainability are the materials distributed by the regional office of education to schools. Our visits to Peruvian schools indicate that some schools are equipped with materials, even if teachers need more support on how to use them.

In terms of the sustainability of EIBAMAZ in higher education, our visit to the Instituto Bilingue de Yarinacocha confirmed that in-service students benefit from courses that get the support from the research products of EIBAMAZ. Additionally, Centro de Investigación de Lingüística Aplicada (CILA) is planning to install a new Intercultural University based on the EIBAMAZ experience. The plan is to install a state university where indigenous experts will participate with their knowledge, as they did with EIBAMAZ.

Last, according to our interviews, there are many new educators formed with EIBAMAZ who are strong advocates of their culture. These individuals are now called on regularly by the Ministry of Education and by other projects to provide their expertise on IBE. This is an important development consistent with the Theory of Change developed by DPMG for the Inception Report of this evaluation: the strength of indigenous organizations is an enabling condition that will be a long-term determinant of sustainability.

**The clear value-added of EIBAMAZ in Peru is awareness in the Ministry of Education of the special needs of Amazonian communities, separate from Andean communities.**

**There is now an institutionalized policy on IBE in Peru, which was not present before EIBAMAZ.**

## 6 CONCLUSIONS

### Research Question 1: A Human Rights-Based Approach

1. EIBAMAZ activities can be directly linked to a renewed identity, self-esteem, and interculturality in Amazonian communities as reported by the beneficiaries themselves. The latter is now part of the political and social fabric in Bolivia, Ecuador and Peru. However, the mechanisms through which this impact has been achieved, and the relative value of various EIBAMAZ activities in achieving this result, are unclear. Insufficient quantitative outcome data is available to determine statistical trends. A more profound investigation into the sociocultural dimensions of EIBAMAZ would better reveal the dimensions of what appear to have been powerful and multifaceted consequences of the project in the region.
2. The evaluation findings further identify very concrete evidence of the impact of EIBAMAZ on the education system: several new books have been produced on the cosmovisión and cultural practices of the Amazon people in each country, and these are closely linked to abundant curricular and classroom materials. These are solid indicators of a systematization that has implications for more relevant ways of teaching and learning for these communities. While our data suggests that these materials are not being utilized in optimal ways, they nevertheless show that Amazonian groups have a strong disposition to use these materials in order to promote their way of thinking and transform the education system.
3. The bottom to top scheme for project design marked an important methodological pathway for external cooperation, and was highly praised by most of our interviewees who expressed appreciation to Finland and the MFA for the respect they showed for the interests of indigenous groups and for their human rights.
4. EIBAMAZ has made clear contributions to the attainment of human rights: its long term aim: *"contribute to an active indigenous civil society which can manage its resources, is capable of negotiating sustainable methods of extraction"* (Mid-Term Review (MTR) 2009) was achieved.

### Research Question 2: Promoting the rights of people with disabilities

Mainstreaming disabilities was not tackled in the Andean Region because it was not a focus for the original EIBAMAZ project.

### Research Questions 3 and 4: Increased participation, impact on policy, practice, outcomes

5. The evaluation identified important obstacles to implementation of IBE with the new approaches created by EIBAMAZ. The obstacles derive from the historical exclusion of the Amazonian people, problems specific to

bilingual intercultural education in each country, and a political situation that is not always predictable, or a guarantee of support for education initiatives with these groups. Further, the project design gave insufficient attention to classroom-level issues, a problem that was exacerbated by weaknesses in implementation of the training programs. Considering these challenges and uncertainties, it was unrealistic for the project to expect a significant change in teachers' behaviors within the timeframe of the project, or a more substantial improvement in learning in the classroom. This meant that many project indicators were not achieved and may have led to an undervaluing of the project's impact.

### Research Question 5: Sustainability

6. An important lesson for envisioning and planning funding initiatives with a promise of sustainability can be obtained from the examples of Ecuador and Peru, whose paths went in opposite directions. EIBAMAZ started in Ecuador with the strong support of the government, but its achievements are now isolated, fragmented, and at risk. In Peru on the contrary, EIBAMAZ began with little official support, but has become a multidimensional effort that is likely to be sustained as a state-supported initiative. The lesson is to consider the different types of sustainability involved in a project that targets the rights of neglected social groups. Political sustainability had a good foundation in Bolivia, but it proved to be fragile in Ecuador. Technical sustainability is a growing force in Peru. Sociocultural sustainability was important for all three countries. More careful identification of these three types of sustainability might have helped to establish more realistic goals for the project during its design phase.

### Other

1. Despite some small problems due to MFA and UNICEF not sharing the same set of rules for selection and replacement of EIBAMAZ officials, the collaboration with UNICEF worked quite well technically, and this organization was able to bring important educational expertise to EIBAMAZ. Both institutions made important efforts to implement EIBAMAZ, including creation of a "Supervisory Board or Consejo de Supervision". This shows an open-mindedness from both organizations, as this supervisory board was a new concept for UNICEF, and was meant to work as a mechanism of accountability for the MFA. "With UNICEF involvement, they had a broader impact and radius of activities than it would otherwise have done. EIBAMAZ has generated a wide range of activities, and engaged with both teaching and education reform, despite a relatively small budget" (Mckeown J., 2013).
2. The regional design presented organizational challenges for EIBAMAZ, given the demanding and very different realities represented by the three countries as discussed before.
3. Theory of Change. From the theory of change perspective, both document analysis and fieldwork show that the long-term sustainability of changes promoted by EIBAMAZ will depend on the strength of indigenous organizations. From that perspective, each country has very dif-

ferent enabling conditions. In Bolivia, the majority of the population is of indigenous origin, and there are strong indigenous organizations and a government that is supportive of indigenous rights. Here the main challenges are technical, and the greatest need is for the indigenous groups to work on the design of a strategy for solving the lack of teachers who speak Amazonian languages, and to advocate for more technical support and allocation of government resources for IBE. In Ecuador, the enabling conditions are weaker. The constitution protects IBE but gains of the last twenty years are currently at risk on political grounds, and the indigenous organizations will need to find a way to claim their rights without jeopardizing their leaders' safety or their own long-term viability. In Peru, enabling conditions, specifically practical support and investment in IBE from the part of the government were not optimal during EIBAMAZ. However, at the present moment, organizational conditions may actually be better than in the other two countries. First, the needs of IBE teachers have been identified by the Ministry and there is ongoing work to address the remaining gaps in teacher recruitment. Second, there is awareness of the specific needs of Amazonian communities, separate from Andean communities. Third, the government is investing human and material resources in IBE. In the 90's, there was a budget of approximately 1 million dollars and ten people working on IBE in the Ministry; now the budget is 20 million dollars with one hundred professionals working in this area.

# 7 RECOMMENDATIONS

## Recommendations for MFA

1. Drawing on the clear successes of the EIBAMAZ design phase, MFA should systematically include beneficiary communities in design and implementation, using program modeling techniques to identify all of the steps between the needs assessment and achievement of the project goals, along with more consistent monitoring of impact on intended beneficiaries.
2. Projects should provide operational definitions for key terms such as gender equity and educational quality, and set specific targets linked to these definitions.
3. New projects should be required to identify relevant resources and materials from previous projects and explain how they will be incorporated or used, including potential training programs for use of such materials. For instance, any follow-up to EIBAMAZ should include a school-specific inventory of the extensive materials developed under EIBAMAZ and explain how they will be used, with the possibility that EIBAMAZ schools serve as resource centers.
4. In order to enhance long-term sustainability at regional and local levels, indigenous technical support personnel who are already familiar with EIBAMAZ should be identified, and receive advanced training on IBE, specifically targeting the effective use of materials. It would be vital to work with small and decentralized teams of support personnel who work very close to the schools selected for the intervention.
5. In implementing any new initiative involving human rights-based approaches, the need for political support should be given far more attention. MFA should be more proactive in monitoring political developments that may jeopardize sustainability, and should develop protocols for providing diplomatic support under such circumstances.

## MFA Partner Countries

1. Conduct a participatory needs-assessment to identify the specific training needs of technical support personnel and teachers in regional and local sites.
2. Establish a sound monitoring plan with a specific target for each program priority.
3. Design mechanisms for on-going support for all teachers in the schools selected, in order to specifically enhance the pedagogical aspects of the use of materials developed. This might also involve strengthening existing rural networks that already support them, like the UGELs and the Asistentes de soporte pedagógico intercultural (ASPIS) in Peru.

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4. Consider the formation of a team at the national level, whose members would give close follow-up to the project targets and goals. The team would be comprised of personnel who already work with pre-service teachers (like a teacher training institution), a few members from bilingual areas in the government, and leaders of indigenous organizations, the latter in an advisory capacity.

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# THE CASE STUDY EVALUATION TEAM

*Vanessa Castro* (Ed.D., Harvard University, Administration and Planning of Social Policies) is an independent consultant who has worked as a senior adviser for several agencies and organizations including the World Bank, the Inter-American Development Bank, DANIDA, IIEP UNESCO, the Research Triangle Institute (RTI), DEVTECH and Mathematics. She has more than 30 years of experience designing and implementing bilingual education programs in a number of central and South American countries. Ms. Castro has also coordinated a reading campaigns for first graders in her country for more than six years. She has prepared a number of program evaluation and impact evaluation reports, and has conducted training in research and evaluation methodologies. In recent years, she has worked increasingly on evaluation of student learning outcomes in the early grades in Central and South America, particularly in reading, working often in a bilingual or multicultural context, and has developed oral evaluation instruments to assess students' reading abilities in the Miskitu, Creole, Panamahka and Ulwa languages.

*Desirée Pallais* (M.A., University of Texas, Program Evaluation, and MA in Educational Technology from the University of Salamanca) has twenty-five years of experience in education reform efforts targeting underserved populations from Latin America. She has expertise training education leaders and teachers who serve minority students on key literacy components, evidence based instruction, and data-based practices. Her skills include developing and adapting evidence based instructional materials for at-risk populations, second-language learners and multilingual communities. She authored a chapter on how to teach English Language Learners (ELLs), as part of a textbook that prepares in-service teachers in US colleges. She has designed multiple evaluation tools, and conducted summative and formative evaluations in Spanish-speaking and multilingual communities. As a recent NGO leader, she is actively involved in promoting intercultural approaches, dialogue, and collaboration, as part of quality-reform efforts focused on improving classroom instruction in Latin America. In Peru and Nicaragua, she has worked as a curriculum, evaluation, training, and literacy consultant, supporting large-scale curricular reform, imparting trainings, leading discussion groups, writing policy briefs and training guides, and developing instructional materials. In the US, she has presented at national and international conferences on cross-linguistic approaches to improve understanding of struggling students, especially those coming from Spanish-speaking populations.

Vanessa Castro was the team leader and work was divided among the team members as follows: Vanessa Castro covered Ecuador, and Desiree Pallais, Peru. Both team members worked on Bolivia. The design of the team's work and field work organization was coordinated by Robert Prouty who also assisted the team in report preparation. Methodological inputs were provided by Andrew Bennett and H. Dean Nielsen.

Linda Morra Imas provided an independent peer review of the draft document. Her review was complemented by quality assurance reviews by the DPMG Director, Xavier Legrain.

# ANNEX 1: TERMS OF REFERENCE

UHA2014-009617, 89892405

## Evaluation of Inclusive Education in Finland's Development Cooperation in 2004-2013

### 1 BACKGROUND TO THE EVALUATION

The promotion of human rights and the strengthening of rights and participation of the most vulnerable people (e.g. people with disabilities) have been integral parts of Finland's development policy and cooperation since the mid 1990's. Finland pursues a human rights-based approach (HRBA) to development. Education is one very important human right and has been a priority in the Finnish development policy and cooperation. Finland pursues an inclusive approach to education and has thus a reputation of being a supporter of inclusive education.

This evaluation will assess inclusiveness and especially inclusiveness in education in the Finnish development cooperation through country and regional case studies. Furthermore, it will also assess the Finnish development cooperation from the disability perspective through a desk study. These two assessments will contribute to the overall assessment on the application of the HRBA in the Finnish development cooperation.

The evaluation will include five components. The first component contains a desk study on the Finnish development cooperation to enhance the rights and equal opportunities of participation of people with disabilities and will provide overall context for the inclusiveness in the Finnish development cooperation. The second component consists of the final evaluation of Finnish cooperation in education sector in Kosovo with focus on inclusive education. The third component is the final evaluation of Finnish cooperation in education sector in the Andean region with emphasis on bilingual education. The fourth component consists of case study on Finnish development cooperation in inclusive education in Ethiopia. The fifth component merges the findings of the other components and consists of a synthesis report. All components are closely interlinked and the evaluation is organized in such a way that cross-fertilization between the different components can take place. This will guide the organization of the evaluation process and the work of the evaluation team.

### 2 CONTEXT

#### 2.1 Global context

Development agencies and organisations have different definitions and degree of emphasis on their HRBA and use different principles as the basis for their work. The United Nations Development Group's (UNDG) Common Understanding on Human Rights-based Approaches to Development Cooperation and Programming (2003) rests on the principles of universality and inalienability; indivisibility; inter-dependence and inter-relatedness; non-discrimination and equality; participation and inclusion; accountability and rule of law.

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Education has been formally recognized as a human right since the adoption of the Universal Declaration of Human Rights in 1948 and right to education has been affirmed in numerous human rights treaties. These treaties establish an entitlement to free, compulsory primary education for all children; an obligation to develop secondary education, supported by measures to render it accessible to all children, as well as equitable access to higher education; and a responsibility to provide basic education for individuals who have not completed primary education.

The goal of a human rights-based approach to education is simple: to assure every child a quality education that respects and promotes her or his right to dignity and optimum development. Two of the eight Millennium Development Goals (MDGs) are directly related to education, namely Number 2 (Achieve universal primary education) and Number 3 (Promote gender equality and empower women) which includes gender equality in education. The inclusive education has been recognized as a key strategy to provide good-quality education for all (Salamanca Statement and Framework for Action, 1994, and Dakar Framework for Action, 2000).

Unesco defines inclusive education as “a process of addressing and responding to the diversity of needs of all children, youth and adults through increasing participation in learning, cultures and communities, and reducing and eliminating exclusion within and from education” (UNESCO 2003 *Overcoming Exclusion through Inclusive Approaches in Education. A challenge and a vision.*).

The Salamanca conference concluded that special needs education - an issue of equal concern to countries of the North and of the South - cannot advance in isolation. It has to form part of an overall educational strategy. The conference called the international community to endorse the approach of inclusive education recognising the necessity and urgency of providing education for all children, young people and adults within the regular education system. The conference proclaimed that children with special educational needs must have access to regular schools in their communities.

During the last decade the international development regarding the rights of persons with disabilities has undergone substantial changes. The UN Convention on the Rights of Persons with Disabilities was adopted in 2006 and entered into force in 2008. The presentation of the Convention on the UN web site states that: “The Convention follows decades of work by the United Nations to change attitudes and approaches to persons with disabilities. It takes to a new height the movement from viewing persons with disabilities as “objects” of charity, medical treatment and social protection towards viewing persons with disabilities as “subjects” with rights, who are capable of claiming those rights and making decisions for their lives based on their free and informed consent as well as being active members of society. The Convention is intended as a human rights instrument with an explicit, social development dimension. It adopts a broad categorization of persons with disabilities and reaffirms that all persons with all types of disabilities must enjoy all human rights and fundamental freedoms.”

## **2.2 Human rights-based approach (HRBA) in Finland’s development policy**

The human rights-based approach to development has been guided by Governments’ reports on Finland’s human rights policy (2004 and 2009), development policy programmes (2004, 2007 and 2012), guidelines for implementing the human-rights based approach in Finland’s development policy (2013) and most recently human rights strategy and action plan of the foreign service of Finland (June 2013).

A human rights-based approach to development means that human rights, as defined in international treaties, apply to everyone, including the people who are the poorest and most discriminated against. All human beings are born free and equal in dignity and in rights. The human rights-based approach to development includes civil and political rights and freedoms as well as economic, social and cultural rights. One very important right is the right to education.

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Finland emphasises the rights of women, children, ethnic, linguistic and religious minorities and indigenous peoples, the rights of persons with disabilities, people living with HIV and AIDS, and the rights of sexual and gender minorities. Finland puts emphasis on rights-holders and duty-bearers and their capacity-building and aims to ensure that even the poorest people know their rights and are able to act for them. Inclusion of human rights-based approach in all activities is one of the most important measures. Value-based development policy promotes the core human rights principles such as universality, self-determination, non-discrimination and equality.

The Ministry for Foreign Affairs of Finland (MFA) commissioned recently a study to assess how the HRBA is applied and how it can further be applied in Finnish development cooperation. The study *“Reducing inequalities: Finnish development cooperation in Ethiopia and Kenya with special focus on gender and disability”* was done by Institute for Human Rights of Åbo Akademi University. The special focus of the study was on women’s rights and rights of persons with disabilities. The study concluded that the HRBA has not been largely operationalized in the practice of the MFA although pertinent efforts have been observed especially at the policy level. The main problems are the shortage of expertise, absence of binding and systematic mechanisms and undue emphases on results-oriented approach.

### **2.3 Inclusive education in Finland’s development policy**

Education has been a priority in Finland’s development policy and cooperation and it is seen as a key to sustainable development and as a means toward promoting equality, democracy and human rights. Although education has been a priority, its share has decreased from over 10 % in the beginning of 2000 to only 5 % in 2013.

Finland has been committed to the EFA process in various ways and has supported the EFA principles through multilateral, bilateral and regional cooperation. Finland has emphasized the right to education and learning in all three development policy programmes covered in this evaluation (2004, 2007 and 2012). At first the focus was mainly on ensuring basic education for all (including the promotion of inclusive education) but later the vocational and higher education have been highlighted, too.

MFA’s Education Strategy for Development Cooperation was approved in 2006. The goals and principles set in the strategy are still up-to-date. Finland promotes an inclusive approach to education although the strategy does not clearly spell out what is meant with inclusive education but seems to define the beneficiaries of inclusive education as those children that need special support. The strategy puts special emphasis on the importance of educating girls and underlines the need to undertake special measures to develop the education of children and young persons with disabilities and the educational conditions of indigenous people.

The evaluation of education sector development cooperation (2004) pointed out that in financial terms Finland is not a major partner but in substantive terms there are well-targeted accomplishments, unexploited potential and continuously improved delivery practices. Finland can and should play a more active role in the concert for education development cooperation. Finland has had comparative advantage in inclusive/special education. Finland has thus supported some successful pilots in inclusive education. The inclusive education was found successful also in the evaluation on Finland’s cooperation from disability perspective (2003).

### **2.4. Disability aspects in Finland’s development policy and cooperation**

Finland has emphasized the promotion of rights and equal opportunities of participation of people with disabilities since the mid 1990’s. This has been a cross-cutting theme/objective in the latest three development policy programmes. In addition, in 2003 the plan of action was approved to enhance the inclusion of disability approach in bilateral and multilateral development cooperation. Furthermore, in October 2012 the Minister for International Development approved the guidelines to enhance the devel-

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opment cooperation to promote the rights of persons with disabilities. The aim is to increase funding for the cooperation to promote the rights of persons with disabilities, mainstream disability approach in all development cooperation, enhance policy dialogue, continue supporting disability diplomacy, enhance human resources and make a thematic evaluation on the promotion of rights of persons with disabilities.

In recent years the funding for disability focused cooperation has been c. 7 million Euros (i.e. less than 1 % of total development cooperation) and the most cooperation has gone via Finnish non- governmental organisations (NGOs). Bilaterally and multilaterally the development cooperation has been rather small supporting e.g. inclusive education and the UN Partnership on the Rights of Persons with Disabilities (UNPRPD).

The evaluation on Finland's cooperation from disability perspective in 2003 revealed that the use of different aid instruments is not in balance because most of the cooperation in disability issues has gone via Finnish NGOs and the bilateral and multilateral support has been limited and somewhat sporadic. However, the support to inclusive education has been successful. The evaluation recommended for example to integrate disability aspect as a cross-cutting theme in all development cooperation, use different types of aid instruments and utilize the policy advocacy as part of multilateral cooperation

### **3 PURPOSE AND OBJECTIVE OF THE EVALUATION**

**The purpose** of the evaluation is to serve planning and decision making needs in the MFA. The evaluation is expected to bring forward issues and lessons learned and make innovative but practical and concrete recommendations which will help the MFA to develop further the development cooperation in inclusive education and to enhance the cooperation with disability approach. Moreover, the recommendations will help the MFA to enhance the application of HRBA in development cooperation.

Evaluation itself is also a major tool for accountability. Thus, the evaluation will inform the general public, parliamentarians, academia, and development professionals outside the immediate sphere of the decision-makers in development policy of what has been achieved by the use of public funds.

**The objectives** of the evaluation are:

- To assess the strengths and weaknesses in the realization of HRBA in Finland's development cooperation by assessing the application of HRBA in Finland's development cooperation in inclusive education and in cooperation with disability focus.
- To assess inclusive education in Finland's development cooperation and provide a comprehensive overall view on the achievements, strengths and weaknesses.
- To assess the achievements, strengths and weaknesses of the cooperation with disability approach and to provide disability mainstreaming successes and failures.

Furthermore, the objective of components 2 and 3 is to provide an assessment on the overall results and lessons learned of the Finnish development interventions in the Andean region and Kosovo.

### **4 SCOPE OF THE EVALUATION**

The evaluation covers bilateral and regional instruments, bilateral and regional contributions through multilateral channels (so-called multi-bi cooperation), multilateral and NGO cooperation as well as policy dialogue in selected countries and regions where possible.

The temporal scope of the evaluation is 2004-2013 covering the three Development Policy Programmes of 2004, 2007 and 2012. As an exception, the final evaluations of the development cooperation in inclusive education in Kosovo and the Andean region (Components 2 and 3) cover the entire time frame of Finland's development cooperation in those countries/regions (please see below).

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The evaluation consists of five components. It is organized in such a way that the four components can learn from each other. While their findings are presented in separate reports, they are also merged into a synthesis report which forms the component 5.

**Component 1** includes a desk study on the Finnish development cooperation to enhance the rights and equal opportunities of participation of people with disabilities. The desk study will provide overall context for the inclusiveness in the Finnish development cooperation. It will mainly be limited to document study and interviews at the Ministry and other relevant stakeholders in Helsinki, e.g. PLAN, Save the Children, Finnish Disabled People's International Development Association (FIDIDA) and Abilis Foundation, with possible questionnaires to the embassies of Finland and possible other stakeholders. When analyzing the disability specific development cooperation, the evaluation is not intended to examine each individual intervention meticulously but rather focus on how the entire cooperation portfolio and the related policy dialogue have supported the promotion of rights and possibilities of persons with disabilities.

**Component 2** includes the final evaluation of Finland's development cooperation in education sector in Kosovo in 2000–2013. Inclusive education has been one of the main sectors of development cooperation of Finland in the Western Balkans. In Kosovo the support to education sector started in the year 2000 with the support to the Faculty of Education of Pristina University and the introduction of the modern thinking of special needs education. During the second phase of the project the concept of inclusivity was introduced. Finland has supported development of pre-service and in-service teacher education, resource centers, strategy development, and organised training of education professionals at the central and local level. The Evaluation of Peace and Development in Finland's Development Cooperation (not yet finalized) recommends to carry out a full evaluation of Finnish support to inclusive and special needs education in Kosovo in order to capture the lessons learned from Finland's intervention for over 13 years and to identify the further institutional needs in Kosovo for effective decentralisation in education.

**Component 3** includes the final evaluation of the regional programme *Intercultural Bilingual Education for the Amazon Region (EIBAMAZ)* which was supported in 2004–2012. The programme was implemented by UNICEF and covered Bolivia, Ecuador and Peru. The aim of the programme was to guarantee the rights of Amazonian children and youth to have good quality education in their mother tongue. The University of Helsinki provided technical assistance to the implementation. The programme had three components: 1) teacher training in bilingual and intercultural education, 2) applied educational research on bilingual and intercultural education and 3) production of pedagogical materials.

**Component 4** consists of case study on Finnish development cooperation in inclusive education in Ethiopia. In Ethiopia there has been a shift from special needs towards aiming to a more inclusive approach in education. Finland has promoted inclusive education bilaterally, in policy dialogue as well as through NGOs and Disabled People's Organizations (DPOs).

**Component 5** consists of the synthesis report. The synthesis evaluation document will bring together the major traits of the different components of this entire evaluation.

A systematic analysis of the main policy documents and previous relevant evaluations and reviews (see the tentative list in Annex 1) on the focus areas should form the baseline for the assessment.

## 5 ISSUES BY EVALUATION CRITERIA

The following issues by evaluation criteria will guide the evaluation. Priority issues for each criterion are indicated below. It is the evaluation team is expected to develop a limited number of more detailed evaluation questions based on the priorities set below and expand the set of questions where it deems this necessary. The evaluation questions will be based on the OECD/DAC and EU criteria where applica-

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ble and will be prepared as part of the inception report. The evaluation is also expected to apply a theory of change approach in order to contextualize the evaluation questions to fit in the assessment.

### **Effectiveness**

- Considers how the HRBA has been applied in Finland's development cooperation and identifies main lessons to enhance the application of HRBA.
- Assesses the choice and mix of development cooperation modalities to enhance inclusive education.
- Considers the extent to which the promotion of rights of people with disabilities has been mainstreamed in Finland's development cooperation how it can be strengthened.
- Analyses the extent to which the cross-cutting objectives have been incorporated into the cooperation and how this has affected the results and the inclusiveness of the cooperation.

### **Sustainability**

- Assessment focuses on if leadership, ownership and capacity have been supported to strengthen sustainability of development cooperation in the partner countries. Analysis also considers how participation of men and women as well as different beneficiary groups has been organized.
- Analyses the extent to which the Finnish cooperation in inclusive education is integrated in the partner countries overall policy/strategy and programmes.

### **Impact**

- Assesses to the extent possible the wider achievements of the Finnish cooperation in strengthening inclusiveness and especially inclusiveness in education as well as the reduction of poverty and inequalities.
- For Components 2 and 3 only: Assesses to the extent possible the impact of Finnish development cooperation in Kosovo and Andean region.

### **Relevance**

- Considers what is understood by inclusive education in Finland's development policy and cooperation and how the thinking of inclusive education and inclusive development has evolved. The analyses also consider if the thinking is aligned with international understanding of inclusive development and education.
- Analyses the extent to which Finland's cooperation is in line with contemporary best practices and international understanding on inclusive development and inclusive education.
- Analyses the extent to which Finland's cooperation in inclusive education is relevant to the development objectives of the partner countries/regions and the extent to which Finland's cooperation is coordinated with other development partners and partner countries' programmes.
- Analyses the extent of which Finland's cooperation to promote rights and possibilities of persons with disabilities is relevant to the objectives of partner countries/regions.

For the final evaluations of the development cooperation in inclusive education in Kosovo and the Andean region (components 2 and 3) the priority issues for each criterion are indicated below. As above, it is expected that the evaluation team will develop a limited number of more detailed evaluation questions based based on the OECD/DAC and EU criteria and based on the priorities set below and expand the set of questions where it deems this necessary. The evaluation is also expected to apply a theory of change approach in order to contextualize the evaluation questions to fit in the assessment.

## **Effectiveness**

- Focuses on the achievement of project's immediate objectives.
- Assesses to what extent the achievements of the projects/programmes have supported human rights and cross-cutting objectives of gender equality, reduction of inequalities and promotion of climate sustainability.

## **Sustainability**

- Assesses if the benefits produced by the projects/programmes will be maintained, including the achievements in human rights, gender equality, reduction of inequalities and promotion of climate sustainability. Assesses if the project/programme exit has supported the sustainability of the benefits produced.

## **Impact**

- Assesses the progress towards achieving the overall objectives of the projects/programmes taking also into account the aspects of strengthening regional integration.
- Analyses the overall impact of the projects/programmes, intended and unintended, positive and negative.
- Focuses on how the impact is perceived by the different beneficiary groups with the particular focus on the final users and groups.

## **Relevance**

- Focuses on the objectives and achievements of the cooperation and their consistency with the policies of the partner countries and with the needs and priorities of the different stakeholders, including all final beneficiaries.

## **Efficiency**

- Focuses on the projects'/programmes' working modalities. The assessment considers particularly if the chosen working modalities and the size of the project have supported efficient aid delivery and reaching of the intended beneficiaries.

## **6 GENERAL APPROACH AND METHODOLOGY**

The approach of the evaluation seeks to combine the need to obtain a general overview of the initiatives undertaken and to research in more depth, looking more closely at separate projects and programmes in selected countries/regions.

The approach and working modality will be participatory. During the field work particular attention will be paid to ensure that women, vulnerable and marginalized groups are included. In order to enhance the participatory approach of the evaluation and the participation of rights-holders in the evaluation the evaluation team will utilize the expertise of a representative organization of the rights-holders in one of the case studies (components 2, 3 or 4). The representative organization could be for example some local NGO/network. The organization should be indicated in the technical proposal.

Mixed methods will be used (both qualitative and quantitative) to enable triangulation in the drawing of results. The evaluation covers both targeted and mainstreaming approaches, and the methodology should be elaborated accordingly to assess the value of each of the approaches. The evaluation team is expected to reconstruct the theory of change and propose a detailed methodology in an evaluation matrix which will be presented in the inception report.

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Validation of results must be done through multiple sources. Particular attention is paid to the adequate length of the field visits to enable sufficient collection of information also from sources outside of the institutional stakeholders (e.g. statistics and comparison material). Adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland. Interview groups are to be identified by the evaluation team in advance.

The main sources of information include the development strategies of the case study governments, Finland's Development Policy Programmes, thematic and geographic guidance documents, previously conducted country programme, thematic and project/programme evaluations, country analyses, country-specific development cooperation plans, programme and project documents and reports and similar documents. The evaluation team is also encouraged to use statistics and different local sources of information to the extent possible.

If sampling of documents is used, sampling principles and its effect to reliability and validity of the evaluation must be elaborated separately.

During the process particular attention is paid to a strong inter-team coordination and information sharing within the team. The evaluation team is expected to show sensitivity to diverse communication needs, gender roles, ethnicity, beliefs, manners and customs of all stakeholders. The evaluators will respect the rights and desire of the interviewees and stakeholders to provide information in confidence. Direct quotes from interviewees and stakeholders may be used in the reports, if deemed necessary, but only anonymously.

The evaluation team is encouraged to raise issues that it deems important to the evaluation but that are not mentioned in these terms of reference. Similarly, the team is encouraged to take up issues included in the terms of reference which it does not deem feasible.

## **7 EVALUATION PROCESS, TIMELINES AND DELIVERABLES**

The evaluation will tentatively start in September 2014 and end in March 2015. The evaluation consists of the following phases and will produce the respective deliverables. The process will move forward according to the phases described below. It is highlighted that a new phase is initiated only when all the deliverables of the previous phase have been approved by the Development Evaluation Unit (EVA-11). The reports will be delivered in Word-format (Microsoft Word 2010) with all the tables and pictures also separately in their original formats. All reports will be written in English. The consultant is responsible for the editing and quality control of language. The reports will be published in IATI standards and EVA-11 will provide more detailed writing instructions.

### **I. Start-up meeting**

The purpose of the start-up meeting is to discuss the entire evaluation process including the content of the evaluation, practical issues related to the field visits, reporting and administrative matters. Start-up meeting can also be organized as a video conference. The start-up meeting will be organized by EVA-11 after the signing of the contract.

### **II. Inception**

**Deliverables:** Inception report and inception meeting (incl. minutes of the meeting)

This phase includes a plan for data collection and preliminary data analysis as well as the preparation of an inception report and organization of an inception meeting in Helsinki or as a video conference.

Specifying the approach and methodology and the preparation of main evaluation questions and sub-questions, the evaluation matrix and the work plan constitute the inception report. The main evaluation

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questions will be opened into specific research questions and respective indicators. The methodology and sources of verification will be explained in detail, including the methods and tools of analyses, scoring or rating systems and alike.

The division of tasks between the team members will be finalized in the inception report. In addition, a list of stakeholder groups to be interviewed will be included in the inception report. The inception report will also suggest an outline of the final reports. The structure of the report will follow the established overall structure of the evaluation reports of the Ministry. Inception report should be kept concise and should not exceed 25 pages, annexes excluded.

The consultant will organize the inception meeting in Helsinki. The meeting can also be organized as a video conference.

### **III. Desk study**

**Deliverable:** Desk study report

Desk study phase consists of an analysis of the written material and revised plan for the interview phase. Desk study report will provide a concise analysis of the previous evaluations, policy documents, guidelines, thematic/regional programming, context analysis and other relevant documents related to the evaluation subject. It will also present a plan for the interviews and field visits including the identification of local informants (government authorities, academia, research groups/institutes, civil society representatives, other donors etc.) and other sources of information (studies, publications, statistical data etc.) as well as an outline of the interview questions.

Desk study report will be submitted to EVA-11 and is subject to the approval of EVA-11 prior to the interviews in Finland and field visits to case study countries/regions. The report should be kept concise and clear.

### **IV. Field visits to Kosovo (component 2), the Andean region (component 3) and Ethiopia (component 4)**

**Deliverable:** Presentations supported by power point on the preliminary results, presentations at the embassies, stakeholder workshops

The purpose of the field visits is to reflect and validate the results and assessments of the desk study phase. The field visit(s) may possibly be a joint mission with MFA participation. The evaluation team is expected to propose the suitable timing of the visits of components 2, 3 and 4. Please note that it is advisable to carry out the field visit to the Andean region in November 2014 due to the holiday season in December-January.

The preliminary results of the visits will be presented and discussed in the embassies of Finland in the case study countries. The relevant persons from the Ministry (e.g. EVA-11 and regional and development policy department) will participate in the presentations through a video conference.

After the field visits, further interviews and document study in Finland may still be needed to complement the information collected during the desk study phase and the field visits.

### **V. Final reporting**

**Deliverable:** Final reports (including final draft reports and final reports) and public presentation supported by a power point presentation.

The final reporting contains the following deliverables:

- Desk study report on Finland's cooperation to enhance rights and participation of people with disabilities

- Report of the final evaluation of Finland's support to education sector in Kosovo
- Report of the final evaluation of EIBAMAZ programme
- Evaluation report of the Finnish development cooperation in Ethiopia to support inclusive education
- Synthesis report on inclusive education and application of HRBA in development cooperation in inclusive education and in disability specific cooperation

The final reports should be kept clear, concise and consistent. The reports should contain inter alia the evaluation findings, conclusions and recommendations and the logic on those should be clear and based on evidence.

A public presentation in Helsinki will be organized when the final draft reports are ready. The final draft reports will be subjected to a round of comments by the parties concerned. It should be noted that the comments are meant only to correct any misunderstandings or factual mistakes instead of rewriting the reports.

The reports will be finalized based on the comments received and will be ready by 31 March 2015. The final reports must include abstract and summary (including the table on main findings, conclusions and recommendations) in Finnish, Swedish and English. The reports will be of high and publishable quality and the translations will match with the original English version.

In addition to the presentations in Helsinki, a presentation of the findings of the evaluation may also be organized through a webinar or video conference.

The MFA also requires access to the evaluation team's interim evidence documents, e.g. completed matrices, although it is not expected that these should be of publishable quality. We are also aware that they may include confidential information. All confidential information will be handled properly.

The Consultant will submit a methodological note explaining how the quality control was addressed during the evaluation and how the capitalization of lessons learned has also been addressed.

It should be noted that the final draft report and final reports may be subjected to an external peer review of internationally recognized experts. The views of the peer reviewers will anonymously be made available to the Consultant contracted to perform this evaluation.

## **8 EXPERTISE REQUIRED**

In overall, successful conduct of the evaluation requires a deep understanding and expertise of overall state of the art international development policy and cooperation issues including programming and aid management, development cooperation modalities and players in the global scene. It also requires expertise in education and preferably in inclusive education. Experience and knowledge of disability approach in development cooperation, HRBA and cross-cutting objectives are also needed. Solid experience in large sectoral/thematic/policy evaluations or large evaluations containing several countries preferably in education and/or inclusive education is required. In addition, hands-on long-term experience at the field level is needed.

All team members shall have fluency in English; one senior team member shall be fluent in Finnish and one in Spanish. Knowledge of local administrative languages of the case study countries among the experts will be an asset.

The competencies of the team members will be complementary.

The evaluation team will include a mix of male and female experts. The team will also include experts from both developed and developing countries.

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One of the senior experts of the team will be identified as the Team Leader. The Team Leader will lead the work and will be ultimately responsible for the deliverables. The evaluation team will work under the leadership of the Team Leader who carries the final responsibility of completing the evaluation.

Detailed team requirements are included in the Instructions to the Tenderers (ITT).

## **9 BUDGET AND PAYMENT MODALITIES**

The evaluation will not cost more than € 340 000 (VAT excluded).

## **10 MANAGEMENT OF THE EVALUATION**

The Development Evaluation Unit (EVA-11) will be responsible for the management of the evaluation. The EVA-11 will work closely with other units/departments of the Ministry and other stakeholders in Finland and abroad.

## **11 MANDATE**

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on behalf of the Government of Finland. The evaluation team does not represent the Ministry for Foreign Affairs of Finland in any capacity.

The evaluation team has no immaterial rights to any of the material collected in the course of the evaluation or to any draft or final reports produced as a result of this assignment.

## **12 AUTHORISATION**

Helsinki, 24.6.2014

Sanna Pulkkinen

Director (a.i.)

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

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# ANNEX 2: PEOPLE INTERVIEWED

## BEFORE THE FIELD WORK

**Unai Sacona**, UNICEF officer in BrazilAmazonía, Ex regional coordinator of EIBAMAZ

**Juan C. Llorente**, University of Helsinki professor in Argentina

**Outi Myatt-Hirvonen**, Lima, Counsellor for Development Cooperation, Embassy of Finland, Peru

**Katariina Hautamäki-Huuki**, Desk Officer, Andean regional cooperation, Ministry for Foreign Affairs, Finland

**Anna Volohnen**, Consultant, UNICEF

## BOLIVIA

**Marcoluigi Corsi**, UNICEF Representative

**Katarina Johansson**, UNICEF Deputy Representative

**Anjoli Sanabria**, UNICEF Chief Education Officer

**Adán Pari**, UNICEF Education Officer

**Walter Gutierréz**, Ministry of Education Officer, Director EIB

**Ana Callimpi**, IBE officer at the Ministry of Education

### Seven Mosestén Leaders

**Pedro Plaza**, Linguist at the University of San Simón, Cochabamba

**Fernando Prada**, PROEIB coordinator at the University of San Simón, Cochabamba

**Amilcar Zambrana**, Professor

**Vicente Limachi**, Director Postgraduate Studies

**Ida Rosa Garcia Cayo**, PROEIB EIBAMAZ Trainer

**Rosa Maria Zapata Martinez**, PROEIB EIBAMAZ Trainer

**Clemente Caimani**, Regional Tsimane' Council

**Germán Nate**, Regional Tsimane' Council

**Cándido Nery**, President of the Great Tsimane Council

**Asensio Lero**, Executive Director of the Tsimane Indigenous Council

**Maria Zapata**, from the San Borja district

**Eladio Chao**, Consejo Indígena del Pueblo Takana (CIPTA)

**Angel Cartagena**, CIPTA

**Neydy Cartagena**, CIPTA

**Nicolás Cartagena**, CIPTA

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**Teodoro Copa**, from the San Buenaventura district  
**Juan Huasna**, Organización de Pueblos Indígenas Mositén OPIM  
**Elvis Sumi**, OPIM  
**Melanio Sucubono**, Sociedad de Pueblos Indígenas Movimas SPIM  
**Juan Hualima**, from SPIM  
**Melvin Rosel**, Secretary of Organization of the Movima People  
**Virginia Gualico**, teacher at Mositén community, Asunción del Quiquibey,  
**Casimiro Choque Fernández**, Education Officer, District of Rurrenabaque  
**Wilfredo Valdéz**, teacher at Tumupasa school, Takana community in La Paz  
**Aurelio Yanota**, teacher at San Pedro school, Takana community in La Paz  
**Santiago Loaysa**, S. Macagua Educational Unit, Takana community in La Paz  
**Santiago Laruta**, Educational Director at Tsimane' school in San Borja  
**Melvi Mayer**, teacher at Tsimane' school in San Borja, Beni  
**Jesús Fernández**, Educational Director at Tsimane' school in San Borja  
**Gloria Choquehuanca**, teacher at Tsimane' school in San Borja, Beni  
**Jorge Ramírez Rivero**, teacher at Tsimane' school in San Borja, Beni  
**Sr. Pablo Canchi**, parent at Tsimane' school in San Borja, Beni

## ECUADOR

**Grant Lealty**, UNICEF Representative  
**Jorge Valle**, UNICEF Deputy Representative  
**Santiago Utitaj**, Shuar leader; ex DINEIB director and ex EIBAMAZ coordinator  
**Leonor Aguilar**, Director of the Department of Intercultural Studies in the University of Cuenca  
**Jaime Gayas**, Kichwa leader and ex coordinator of EIBAMAZ in Pastaza  
**Nelson Calapucho**, Kichwa leader and President of the Amazonian Nationalities Parliament  
**Manuel Machinkiash**, education official and graduated from Cuenca University  
**Mariela Ximena Mashinkiash**, graduated from Cuenca University,  
**Teresa Guarderas**, Shuar Director of Bomboiza's Teacher Training Institute in Morona Santiago  
**Piedad Vargas Cedeño**, Director of Canelo's Teacher Training Institute in Pastaza.  
**Juan Pablo Bustamante**, Secretario de Educación, Recreación y Deporte Municipio Quito,  
Ex-UNICEF Chief Education Officer  
**Javier Cordoba**, ex UNICEF Education Officer  
**Fernando Yanes**, Director zona 2 (Orellana y Napo 8 distritos), ex EIBAMAZ coordinator  
**Norma Tiwiram**, graduated from EIFC Bomboiza  
**Rosa Cecilia Baltazar**, Director, EIB MOE

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**Blanca Lia Pesantes**, Subsecretaria, EIB, MOE

**Robin Cunduri**, EIB Official, MOE

**Zulay Shiguango**, preschool teacher in a Kichwa school in Puyo Pastaza, ex student of EIFC in Canelo's Institute

**Emma Beatriz Pirucha H**, mother of three students at the same school in Puyo, Pastaza and member of a parent's committee: Guayusa Upina

**Santiago Mendua**, fourth grade teacher in Puyo, Pastaza

**Martha Andy**, second grade teacher in a school in Arajuno, Pastaza

**Rosa López**, third grade teacher in Arajuno, Pastaza

**Christian Aragón ex student of Canelo**, preschool teacher at Shell Pastaza,

**Olimpia Jimpikit**, teacher first grade, school at Shell, Pastaza

**Carlos Mayak**, school director, Shell, Pastaza

**Guillermina Sharup**, school director, Puyo, Pastaza

**Maritza Tapuy**, mother of four students, Shell, Pastaza.

## PERU

**Gisele Cuglievan**, Education Officer, UNICEF/Peru, and representative for UCAYALI

**Nora Delgado**, education consultant, UNICEF/Peru

**Alejandro Smith**, Yine expert, researcher and trainer

**Karina Sullón**, education specialist from the Ministry of Education, CILA linguist and researcher

**Lucy Trapnell**, IBE expert and advisor to the Ministry of Education

**Gustavo Solis**, Ex Director of CILA

**Maria Morales**, Pedagogical director of the UGEL at Coronel Portillo

**María Teresa Chávez Revilla**, Pedagogical consultant and ex-coordinator of facilitators in Ucayali

**Juliana Ayala Amaringo**, education specialist from Regional Education office in Ucayali

**Angela Bardales Garcia**, Ex coordinator of the regional education project in Ucayali

**Richard Soria Gonzales**, ex-trainer with EIBAMAZ

**Manuel Cuenta Robles**, university professor and member of the regional government in Ucayali

**Gamaniel Romaina Monteluisa**, education specialist, Regional Education Office in Ucayali

**Ibeth Sánchez Rojas**, Shipibo researcher in Ucayali

**Nestor Paiva**, Shipibo researcher in Ucayali

**Juana Zumaeta López**, Ashaninka expert for EIBAMAZ

**Eduardo León Zamora**, IBE expert, researcher and EIBAMAZ trainer.

**Fernando García**, IBE specialist from the Ministry of Education in Lima

**José Díaz Paredes**, Ucayali regional director of education

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**Lupe Navarro**, Education specialist from the regional education office in Ucayali

**Floricia Castellano Campos**, IBE trainer in UGEL Atalaya

**Diana Mori Pascual**, IBE specialist in UGEL Atalaya

**Da Torres Zumaeta**, Yine researcher and material development expert in Atalaya

**Filiberto Córdoba Pariona**, teacher at the Pedagogical Institute of Yarinacocha

**William Ruiz Lealate**, ex-classroom teacher during EIBAMAZ and current chief Shipibo network facilitator

**Mery Fasabi**, ex-classroom teacher during EIBAMAZ and current chief Shipibo network facilitator

**Samuel Davila Urquilla**, material development expert during EIBAMAZ

**Dante Alex Sanchez Martinez**, IBE teacher trained at the Yarinacocha Institute

**Abel Escobar**, director and teacher at Nuevo Egipto School

**Ines Ochabano Laulate**, mother from Santa Martha community

**Berta Luz Davila Arevalo**, mother from Santa Martha community

**Teresa Regio Sanchez**, mother from the Nuevo Egipto community

**Iris Valdez Picota**, mother from the Nuevo Egipto community

**Regildo Ramirez Mora**, in the Nuevo Egipto community

**Manuel Cuenta**, Education Officer from the regional government of Ucayali

Atalaya education specialist (name not available)

Technical specialist from the Regional Education Office in Ucayali (name not available)

**Eli Sánchez Rodríguez**, education specialist in Ucayali during EIBAMAZ

# ANNEX 3: DOCUMENTS CONSULTED

## A. Bolivia

### A.1 EIBAMAZ curriculum and classroom materials<sup>1</sup>

- Saberes y aprendizajes del pueblo Tsimane\*
- Saberes y aprendizajes entre los tsimane'-mosetenes de Pilón Lajas\*
- Cartillas, guías docentes y textos escolares del pueblo Movima \*
- Cartillas, guías docentes y textos escolares del pueblo mosetén\*
- Guías docentes y textos escolares del pueblo de Pilón-Lajas (Tsimane-Mosetén)\*
- Guías docentes y textos escolares del pueblo Tacana\*
- Guías docentes y textos escolares del pueblo Tsimane\*
- Textos sobre frutas y animales del pueblo mojeño\*<sup>2</sup>
- Alfabetos, cartillas, tarjetas léxicas, y guías para el uso de material didáctico de los pueblos Asháninca, Shipibo y Yine\*

### A.2 Other documents

Gobierno de Bolivia (2012). Informe del gobierno del estado plurinacional de Bolivia sobre los derechos de los pueblos indígenas. Informe de Buenas Prácticas del Gobierno del Estado Plurinacional de Bolivia Sobre los Avances en la Aplicación de los Objetivos del Segundo Decenio de los Pueblos Indígenas y los Objetivos de Desarrollo del Milenio

Ministerio de Educación de Bolivia (2004) La Educación En Bolivia Indicadores, Cifras y Resultados

Ministerio de Educación/UNICEF (2010). Diagnóstico sociocultural, sociolingüístico y socioeducativo de los pueblos cavineño, tsimane', mosetén, movima y takana. Primera edición: 2010. Proyecto EIBAMAZ

Programa de formación en Educación Intercultural Bilingüe-PROEIB Andes  
<http://programa.proeibandes.org/contacto.php>

UNICEF (2008). Promoviendo y protegiendo los derechos de los niños, niñas, y adolescentes bolivianos. Informe.

UNICEF (2008). Por los niños, niñas, y adolescentes de Bolivia.

UNICEF (2011). Guía de Orientación Didáctica. La Medicina en la T.C.O. Movima

## B. Ecuador

### B.1 EIBAMAZ curriculum and classroom materials

Three books on IBE titled “Educaional Innovations”, “Curricular Instruments”, and “Learning Units”

11 teacher-training guides of the series “Horizontes Pedagógicos”

74 curricular units of the Secoya people

Learning units for A'I

Learning units for Achuar

Learning units for Kichwa

Learning units for Sapara

Learning units for Shiwiar

Learning units for Shuar

Six folders with curricular guides in indigenous languages

## **B.2 Other documents**

Mashinkias Chinkias J.M. (2015) Etnoeducación Shuar Y Aplicación del modelo de Educación Intercultural Bilingüe en La Nacionalidad Shuar

Sabiduría de la Cultura Shuar de la Amazonía Ecuatoriana Tomos 1 y 2 Serie Sabiduría Amazónica

Cawetipe Yeti Caiga, Daniel Quimontari Tocari Ahua: Sabiduría de la Cultura Waodani, 3, Serie Sabiduría Amazónica

Andrango J, DINEIB, Vohlonen, A, UNICEF, (2010), Capacitación y formación para docentes en servicio y seguimiento en el aula en el Sistema de Educación Intercultural Bilingüe del Ecuador 2001-2010

Direcciones provinciales de Educación Intercultural Bilingüe y de nacionalidades de la Amazonía, (2007) Unidades de Aprendizaje, Serie Sabiduría Amazónica

UNICEF (2009) Interculturalidad Reflexiones desde la Práctica, Lengua, Cultura y Educación 1

Alvarez C., (2007) Estado de las lenguas en las Nacionalidades de la Amazonía Ecuatoriana, Serie Sabiduría Amazónica EIBAMAZ, DINEIB, UNICEF, Universidad de Cuenca.

UNICEF, EIBAMAZ, DINEIB, Cuenca, (2009) Enfoque pedagógico del aula unidocente en las nacionalidades amazónicas del Ecuador

Ministerio de Educación Acuerdo 0440

Yáñez F., (2009) Informe Bibliográfico 2005-2009 Materiales para la Educación básica, la formación docente y la investigación aplicada a la educación intercultural Bilingüe de la Amazonía Ecuatoriana

## **C. Peru**

### **C.1 EIBAMAZ curriculum and classroom materials**

Guides and early literacy material for the Ashaninka people

Guides and early literacy material for the Shibipo people

Guides and early literacy material for the Yine people

A pedagogical guide and a pedagogical pre-design document

Two pedagogical videos

One songbook

## C.2 Other documents

Burga Cabrera, Elena, (2014). Docentes interculturales y bilingües: el principal desafío. Consultado de: <http://www.digeibir.gob.pe/articulos/docentes-interculturales-y-bilingües-el-principal-desaf%C3%ADo>

Cuglievan, G. & Alaluusa, S. (2014). Aprendiendo con el enfoque intercultural bilingüe en la Amazonía. Embajada de Finlandia en Perú

Inclusión de la niñez indígena en Perú. Retrieved from: [http://www.up.edu.pe/ciup/SiteAssets/cap%202\\_4\\_sanborn.pdf](http://www.up.edu.pe/ciup/SiteAssets/cap%202_4_sanborn.pdf)

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# ANNEX 4: BASIC INTERVIEW OUTLINE

## GUIDING QUESTIONS

### Overview

1. What is your opinion on Finland's education development policy as it pertains to the Andean countries ?
2. On the issue of inclusion and human rights, do you believe that the EIBAMAZ program has made a difference?
3. If so, what key contributions do you believe the program has made?

### Impact of EIBAMAZ

4. Where do you believe that these contributions have been the most significant?  
In the geographic regions where the beneficiary indigenous groups live?  
In the country as a whole and/or in the region?
  - a. Have there been changes resulting from these contributions as regards the experiences of girls?
  - b. Have there been changes in the experience of indigenous groups?
5. Have you noticed changes in the educational system that could be attributed to EIBAMAZ?
6. Which changes? Can you give us examples in terms of gender equality, as an example?
7. In which thematic areas? In the curriculum, in management, in learning outcomes in student repetition?
8. At what grade level do you think these contributions have been the most important?
9. If there were no significant contributions, to what would you attribute this? or What major problems were encountered in the course of EIBAMAZ implementation that limited its contributions?
  - a. in project design
  - b. at the political level
  - c. at the organizational level
  - d. in terms of management
  - e. any other issues
10. Are there groups that should have been benefited from EIBAMAZ but did not? Why?
11. Are there local circumstances that led to more successful implementation of EIBAMAZ in some places as compared to others? Less successful?

- 
12. Considering the main components of the project, which component seems to you to have achieved the greatest impact? Why? And the least impact? And the least impact?
  13. How do you judge the teacher training programs that were established for the benefit of indigenous groups?
  14. What is your opinion of the teacher training institutions that work with EIB and support teachers from indigenous Amazonian groups?
  15. How do you rate the materials produced? What was the impact of materials designed and produced within the education system with support from EIBAMAZ?
  16. What about the research component and research training?
  17. Did EIBAMAZ work with child with special needs?
  18. Do you know of the implementation of specific policies regarding this issue?
  19. Now that EIBAMAZ has closed, what do you think were the strengths and weaknesses of the various program components?

### **Sustainability**

20. Have any of the programs supported by EIBAMAZ been discontinued? Why?
21. What programs supported by EIBAMAZ have continued? Was there a change in the source of financing? What mix of financing sources are you aware of?
22. What role did EIBAMAZ play in the development of policies to promote and enhance sustainable development?
23. Have you noticed any changes in how indigenous groups support the education of their child, grandchild, or other family members?
24. With regards to sustainability, to what extent has there been an effort to institutionalize change in each country?
25. What variables or factors linked to local context help explain differences in the impact of EIBAMAZ at the regional or national level?

### **Evaluating Finnish Development Cooperation**

26. What value-added do you think Finnish development cooperation has brought to the issue of inclusion?
27. If you compare Finnish development cooperation with that of other donors in the area of inclusion, do you see any particular strengths or weaknesses of the Finnish approach?
28. How you believe Finnish cooperation policies were understood by the Ministries of Education of the three countries that benefited from EIBAMAZ?
29. In terms of interpreting and taking on the priorities of the Ministry of Education, what is your view of the role played by officials of the Embassy of Finland and Finnish development cooperation?
30. Do you see differences among the priorities of the Ministries of Education of the Andean countries, and those of Finnish development cooperation? If so, how were these handled?
31. In the area of inclusion, what value-added has Finnish development cooperation brought that other donors have not?

- 
32. What challenges were there in the work funded by Finland as compared to that funded by other donors?
  33. In general what lessons do you think are the most important for Finland in order to strengthen its cooperation programs in the area of inclusion?

**Conclusion**

34. Are there important questions that we did not ask that should be addressed in this evaluation?
35. Can you recommend anyone else we should interview regarding these issues?

# ANNEX 5: QUESTIONNAIRE

## The impact of EIBAMAZ in Bolivia, Ecuador and Peru

### Stakeholders' opinion survey

#### Instructions

The purpose of this survey is to obtain information on the contribution of EIBAMAZ. Please read each of the following statements and respond by deciding among four options, according to: "I don't know" = 0; "No contribution" = 1; "Small contribution" = 2; "Significant contribution" = 3. All information will remain confidential, and your answers will be anonymous. Thank you for your cooperation.

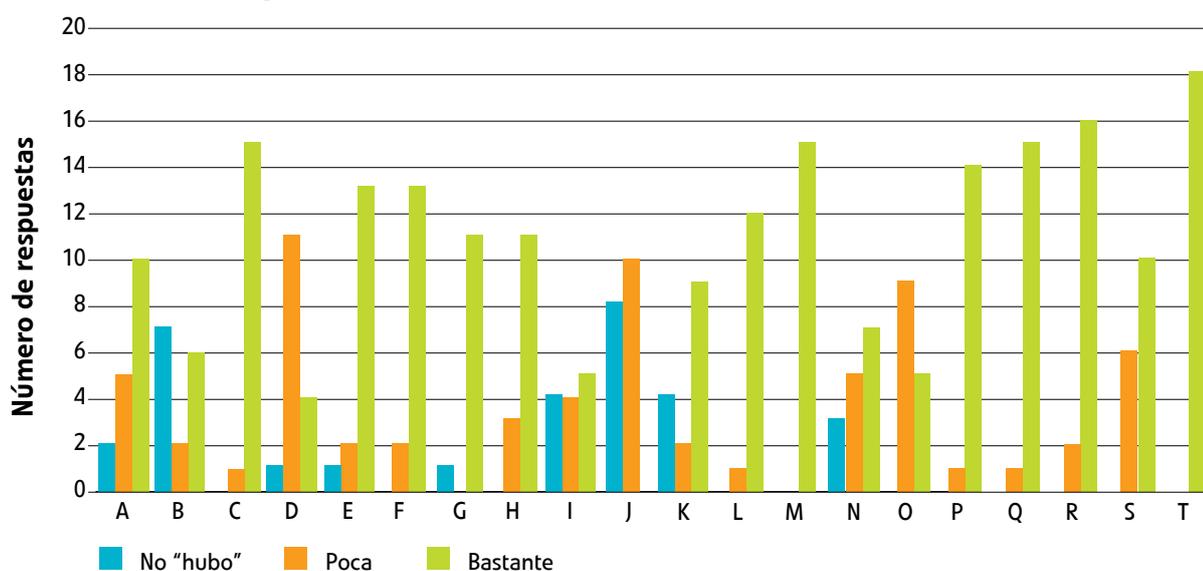
No.	Survey items	0	1	2	3	Comments
		Don't know	None	Small	Significant	
<b>Long-term impacts: decreased disadvantages for Amazonian groups</b>						
1	The social validation of languages and cultures in the Amazon improved with EIBAMAZ					
2	EIBAMAZ attained an increase in the participation of indigenous organizations in the effort to improve education					
3	There was an improvement in the educational service provided to indigenous people in the Amazon with EIBAMAZ					
4	EIBAMAZ contributed to reduce educational disadvantages for indigenous people					
5	The project contributed to strengthen the identity of indigenous children					
<b>Sustainability: institutional and community supports</b>						
6	National/regional institutions are now able to continue the work of EIBAMAZ					
7	EIBAMAZ built capacities in local institutions to develop curricula in support of Amazonian communities					
8	EIBAMAZ increased the participation of indigenous people who serve Amazonian communities					
9	EIBAMAZ developed new capacities in Amazonian communities to produce materials periodically based on their needs					
10	Elementary schools now have more disposition to implement IBE in the classrooms					

No.	Survey items	0	1	2	3	Comments
		Don't know	None	Small	Significant	
<b>The contribution of research, curriculum, and materials</b>						
11	EIBAMAZ resulted in more research on Amazonian languages and cultures					
12	EIBAMAZ research left important resources for the learning of Amazonian children					
13	The project created sufficient materials to support classroom learning in Amazonian communities					
14	EIBAMAZ augmented the participation of indigenous people in research, curriculum development, and materials production					
15	EIBAMAZ produced sufficient educational materials to benefit all Amazonian languages					
<b>Effectiveness of teacher trainings</b>						
16	With EIBAMAZ, technical support personnel improved their pedagogical strategies to support reading and writing in native languages					
17	EIBAMAZ promoted an improvement in the quality of teacher participation in rural learning networks					
18	EIBAMAZ training improved classroom educational practices					
19	Teachers increased native language use in the classroom as a result of EIBAMAZ					
20	Teachers learned new techniques to work with diversity in the classroom as a result of EIBAMAZ					

# ANNEX 6: SURVEY RESULTS DATA FROM PERU, BOLIVIA, AND ECUADOR

## Survey results data from Peru

### Opiniones sobre la Contribución de EIBAMAZ'

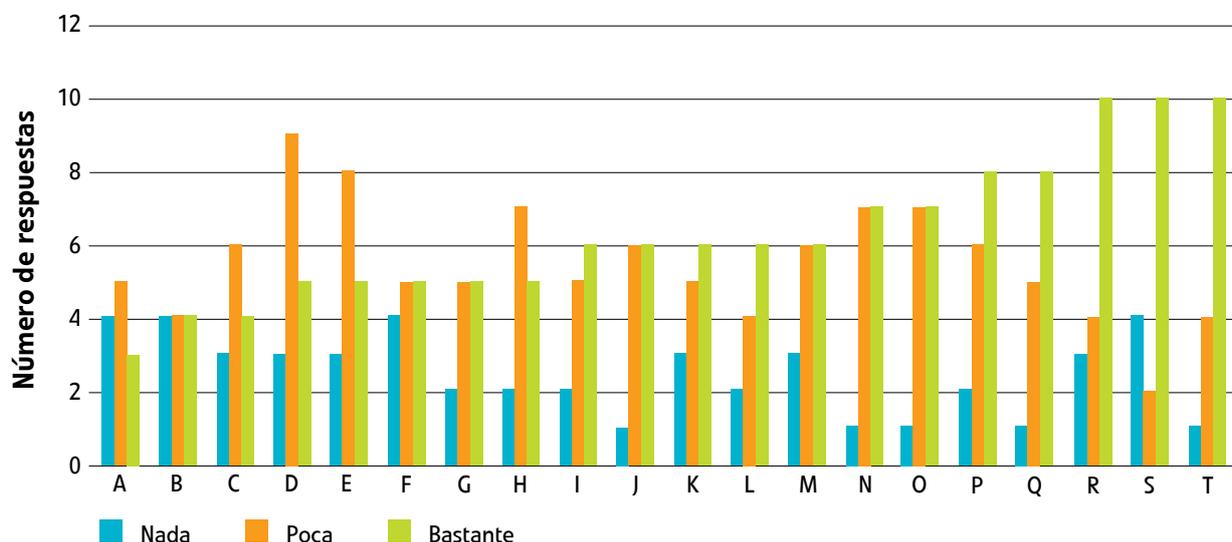


### Resultados e impactos

- A. Capacidad en el gobierno para continuar esfuerzo
- B. Capacidades en las instituciones locales para desarrollar currículos
- C. Incremento en participación de profesionales indígenas en comunidades
- D. Reducción de desventajas educativas para pueblos indígenas
- E. Especialistas técnicas mejoraron estrategias pedagógicas para el aula
- F. Mejoría en la calidad de participación de los docentes en grupos de inter-aprendizaje
- G. Aumento de personal indígena en investigación, elaboración de currículos y materiales
- H. Mayor disposición en personal docente para implementar educación bilingüe
- I. Se creó suficientes currículos, unidades de aprendizaje para apoyar el trabajo en el aula
- J. Se produjo suficiente material educativo para beneficiar a todas las lenguas Amazónicas
- K. Nuevas capacidades en comunidades amazónicas para producir materiales
- L. Capacitaciones docentes mejoraron las prácticas educativas en el aula
- M. Docentes aumentaron el uso de la lengua originaria con sus estudiantes
- N. Aumento en participación de organizaciones indígenas en mejoras educativas
- O. Docentes aprendieron nuevas técnicas para enfrentar la diversidad en el aula
- P. Fortalecimiento de identidad de niños y niñas
- Q. Investigaciones dejaron insumos importantes para los aprendizajes
- R. Valoración social de lenguas y culturas
- S. Mejoría en el servicio educativo para comunidades indígenas
- T. Aumento de investigaciones sobre lengua y cultura en pueblos Amazónicas

Survey results data from Bolivia

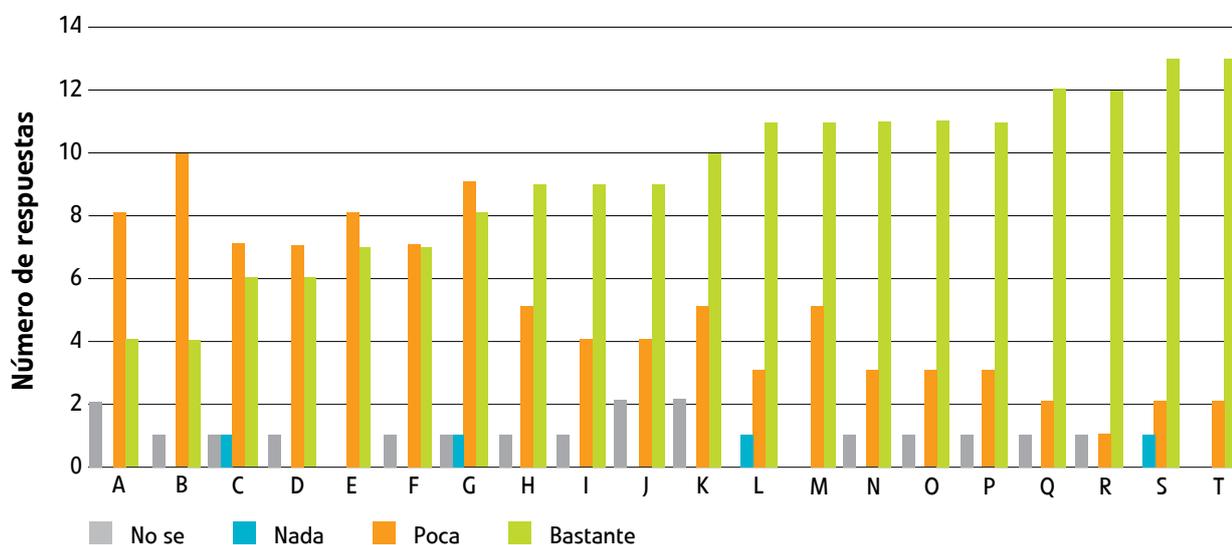
### Opinión sobre la contribución de EIBAMAZ en Bolivia



**Resultados e impactos**

- A. Capacidad en el gobierno para continuar esfuerzo
- B. Capacidades en las instituciones locales para desarrollar currículos
- C. Incremento en participación de profesionales indígenas en comunidades
- D. Reducción de desventajas educativas para pueblos indígenas
- E. Especialistas técnicas mejoraron estrategias pedagógicas para el aula
- F. Mejoría en la calidad de participación de los docentes en grupos de inter-aprendizaje
- G. Aumento de personal indígena en investigación, elaboración de currículos y materiales
- H. Mayor disposición en personal docente para implementar educación bilingüe
- I. Se creó suficientes currículos, unidades de aprendizaje para apoyar el trabajo en el aula
- J. Se produjo suficiente material educativo para beneficiar a todas las lenguas Amazónicas
- K. Nuevas capacidades en comunidades amazónicas para producir materiales
- L. Capacitaciones docentes mejoraron las prácticas educativas en el aula
- M. Docentes aumentaron el uso de la lengua originaria con sus estudiantes
- N. Aumento en participación de organizaciones indígenas en mejoras educativas
- O. Docentes aprendieron nuevas técnicas para enfrentar la diversidad en el aula
- P. Fortalecimiento de identidad de niños y niñas
- Q. Investigaciones dejaron insumos importantes para los aprendizajes
- R. Valoración social de lenguas y culturas
- S. Mejoría en el servicio educativo para comunidades indígenas
- T. Aumento de investigaciones sobre lengua y cultura en pueblos Amazónicas

## Cuestionario sobre la contribución de EIBAMAZ: Ecuador



### Resultados e impactos

- A. Capacidad en el gobierno para continuar esfuerzo
- B. Capacidades en las instituciones locales para desarrollar curriculos
- C. Se produjo suficiente material educativo para las lenguas Amazónicas
- D. Mejoría de participación docente en inter-aprendizaje
- E. Capacitaciones docentes mejoraron prácticas educativas
- F. Se creó suficientes curriculos y unidades de aprendizaje para el aula
- G. Mas participación de profesionales indígenas en comunidades
- H. Reduccion de desventajas educativas para pueblos indígenas
- I. Especialistas tecnicos mejoraron estrategias pedagógicas de aula
- J. Capacidades en comunidades amazónicas para producir materiales
- K. Mayor disposición en docentes para implementar education bilingue
- L. Investigaciones dejaron inzumos importantes para los aprendizajes
- M. Docentes aprendieron nuevas técnicas para enfrentar la diversidad
- N. Mas indigenas investigando y elaborando curriculos y materiales
- O. Mejoria en la valoracion social de lenguas y culturas
- P. Mas participacion de organizaciones indigenas en mejoras educativas
- Q. Fortalecimiento de identidad de niños y niñas
- R. Mejoria en el servicio educativo para comunidades indigenas
- S. Aumento de investigaciones sobre lengua y cultura amazónicas
- T. Docentes aumentaron el uso de la lengua originaria

# ANNEX 7: STALLINGS OBSERVATION INSTRUMENT ADAPTED/ GUÍA OBSERVACIÓN DOCENTE

1. Date: \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_  
                  day                  month                  year

2. Grade/s: \_\_\_\_\_

3. Hour the class started: \_\_\_\_\_

4. Time the class ended: \_\_\_\_\_

5. Section of the class if there were several sections:

Multigrade \_\_\_\_\_ Regular \_\_\_\_\_

6. Name of person conducting the observation: \_\_\_\_\_

7. School Name: \_\_\_\_\_

8. Department or Province: \_\_\_\_\_

9. Municipality or Parrish: \_\_\_\_\_

Begin to annotate in the next page

CLASSROOM OBSERVATION		3	6	9	12	15	18	21	24	27	30	33	36	39	42	45
Content being taught (more than one option can be marked in a three minute period)																
1. Oral communication	1.1 Using graphic material															
	1.2 Without graphic material															
	1.3 In indigenous language															
	1.4 Using Spanish															
2.0 Early reading	2.1 Letters, syllables, or words in indigenous language															
	2.2 Letters, syllables, or words in Spanish															
	2.3 Sentences or paragraphs in indigenous language															
	2.4 Sentences or paragraphs in Spanish															
3.0 Writing	3.1 Syllables or words in indigenous language															
	3.2 Syllables or words in Spanish															
	3.3 Sentences or paragraphs in indigenous language															
	3.4 Sentences or paragraphs in Spanish															
4.0 Reading Comprehension	4.1 Literal (before and after reading)															
	4.2 Inferential (global ideas, messages, application, or summary)															
5.0 Vocabulario	5.1 In indigenous language															
	5.2 In Spanish															
6.0 Other																
Acción del Docente																
7.0 Explores students' prior knowledge	7.1 In indigenous language															
	7.2 In Spanish															
8.0 Present some aspect of the local culture	8.1 In indigenous language															
	8.2 In Spanish															
9.0 Presents other cultural topics (not from the community)	9.1 In indigenous language															
	9.2 In Spanish															

CLASSROOM OBSERVATION		3	6	9	12	15	18	21	24	27	30	33	36	39	42	45
<b>Acción del Docente</b>																
10.0 Reads aloud	10.1 In indigenous language															
	10.2 In Spanish															
11.0 Writes	11.1 In indigenous language															
	11.2 In Spanish															
12.0 Explains or asks questions	12.1 In indigenous language															
	12.2 In Spanish															
13.0 Discusses non-academic themes	13.1 In indigenous language															
	13.2 In Spanish															
14.0 Listens to students presenting in front of the class																
15.0 Moves around monitoring students																
16.0 Other																
<b>Students' actions receiving attention from the teacher</b>																
17.0 Singing aloud with the whole class	17.1 In indigenous language															
	17.2 In Spanish															
18.0 Reading aloud together	18.1 In indigenous language															
	18.2 In Spanish															
19.0 One student reads aloud	19.1 In indigenous language															
	19.2 In Spanish															
20.0 Each student reads silently	20.1 Text in indigenous language															
	20.2 Text in Spanish															
21.0 Writing in homework notebook, in workbook or on the blackboard (or whiteboard)																
22.0 Writing on the blackboard (or white board)																
23.0 Talking with other students about an activity																
24.0 Responding to questions																
25.0 Listening/watching the teacher																
26.0 Repeating/reciting																
27.0 Not paying attention (talking, sleeping, playing)																
28.0 Copying																
29.0 Other																

Answer these questions after the class ended

No.	Question	Yes ___ No ___	1__0__
30	Did the teacher call a student that did not participate during the class at least once?	Yes___No___	1__0__
31	Did the teacher use class guides or one of the IBE units developed by EIBAMAZ?	Yes___No___	1__0__
32	Did the students use didactic materials in indigenous languages for reading and writing?	Yes___No___	1__0__
33	Did the students use supplementary materials drawn from the local culture?	Yes___No___	1__0__
34	Did the teacher review the work of students at the end of the class?	Yes___No___	1__0__
35	Did the teacher call the majority of students in the classroom, or just the ones sitting on the first or second rows?	Yes___No___	1__0__
36	If the class was ethnically heterogenous, did the teacher pay more attention to a specific group?	Yes___No___	1__0__
37	In general, did the teacher call both girls and boys in an equitable fashion?	Yes___No___	1__0__
38	Were the students involved in activities requested by the teacher?	Yes___No___	1__0__
39	During the classroom period, did more than half of students raise their hands voluntarily, or indicated that they wanted to answer questions?	Yes___No___	1__0__
40	If the students were reading, was the majority of them with their eyes focused on the text?	Yes___NO___ They don't read___	1__0__88__
41	During the class, did the teacher instruct the students to work in small groups that had different learning levels?	Yes___No___	1__0__
42	During the class, did the teacher instruct the students to do individual work taking into account their different learning abilities?	Yes___No___	1__0__
43	During the class, did the students work in small groups or pairs?	Yes___No___	1__0__
44	If a student did not answer correctly, what did the teacher do?	___ Provide the student with the correct answer ___ rebuke or punish the student ___ asked another student ___ asked the student to try again ---- gave a clue to the student or helped him/her in another way	1__ 2__ 3__ 4__ 88__
45	At the end of the class, were the students evaluated by quantitative methods (points, scores) or qualitatively?	Yes___No___	1__0__
46	The class organization was: Rows:___ large groups___(class divided by half or thirds), small groups___pairs_____		1__ 1__ 1__ 1__

No.	Question	Yes__ No__	1_0_
47	After evaluating the content, did the teacher give students homework?	Yes__ No__	1__0__
48	What EIBAMAZ materials were in use during the lesson?		
49	Where there different learning scenarios during the class?		
50	Did a member of the community participate during the lesson?		

---

# ANNEX 8: INTERVIEW GUIDE FOR SCHOOLS DIRECTORS

1. Have there been policy changes from 2004 to date regarding the following matters?
  - inclusion students of minority indigenous groups
  - in curriculum and teaching materials
  - in the training of teachers
  - in school infrastructure
2. Are there specific initiatives or funds assignments that can be related to these changes?
3. Have these initiatives influenced changes in teaching methodologies and in the classroom?
4. Are there changes in how to address environment care?
5. Were there changes emerged between 2004 and 2012 changes that are no longer in force? What type of changes? Why they are not already in place?
6. What do you believe is the most important need for school -related inter bilingual, multicultural education that has not been satisfied?
7. What kind of cooperation or assistance would you need in the center to fulfill that priority need?
8. Which agency is in charge of hiring the teacher -as they teach in school?
9. Is it difficult to find teachers prepared to teach students of minority indigenous groups?
10. If your answer is positive. What are you doing to address this problem?
11. Is there parents' participation in their children's education? Could you describe the type of participation?
12. Is there is community involvement in schoolwork?
13. How does the community get involved; what are their main contributions?
14. Is there a local organization that provides support?
15. If you answer yes, what effect does this support have for school work?
16. What other aspect of your job regarding EIBAMAZ and Intercultural Bilingual Education would you like to discuss with me?
17. Can you tell me if there is a teacher here who was in some training programs offered by EIBAMAZ whom I could interview?
18. Could you suggest another teacher who has not had this opportunity, please?

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## ANNEX 9: BRIEF SUMMARY OF PREVIOUS EVALUATION RESULTS

In April 2008, the government of Finland commissioned a mid-term evaluation to provide an external, independent, and objective view and assessment of its support to IBE in Peru, Ecuador, and Bolivia, in order to contribute for the planning of the remaining period of the project, and for a possible second phase.

The most important findings from this MTR (Abram, M., Aikman, S. and Särkijärvi-Martínez, 2009) are the following:

In **Peru**, Initial Training for teachers in IBE was delayed due to external factors. Training institutions in the Ucayali Region (ISPPBY and UNIA) were unable to recruit the year of the evaluation. The initial training curriculum proposed by the ISPPBY had not yet been approved in 2008.

The University of San Marcos and its Centre for Applied Linguistics (CILA) were then initiating the implementation of a participatory, process-oriented research plan. Researching and applying indigenous learning and child development, and focusing teaching on local territory, history and culture, was creating a sense of pride and ownership among indigenous communities. The delays, however, meant that the research component by 2008 was not directly contributing to teaching and learning materials at the school level. Material production had been progressing at different rhythms, and by that date it was concentrated on developing complementary texts: alphabets and teaching and learning materials in the three indigenous languages.

In **Bolivia**, by 2008 the ‘Avelino Siñani’ Law was paralyzed, and this paralysis delayed the government’s education reform. Due to this legal situation, the MOE was not able to prioritize its activities in the Amazon region, and was by that date only beginning to re-configure its IBE programme (PEIB Tierras Bajas). EIBAMAZ plans for initial teacher training were also delayed. Preparation for in-service training was concentrated on large-scale training sessions in IBE and multigrade techniques. The University of San Simon, working closely with indigenous researchers, produced three curriculum proposals, based on the recovery of oral literature and ancestral knowledge of the Tsimané, Tacana, and Mosestén populations. Simultaneously, EIBAMAZ reprinted materials from the Tantanakuy project and implemented workshops with the Tacana and Tsimané to revise and produce new materials. When the evaluation was conducted, the materials were held at MOE in La Paz.

In **Ecuador**, EIBAMAZ was working by 2008 with three teacher-training institutions in the Amazon (Limoncocha, Bomboiza, and Canelos) to develop a new category of educator dedicated to Family and Community Education for Infants (EIFC).

The research component focused on training 33 indigenous researchers, who at the time of this evaluation, were in their second year of study at the University of Cuenca. The students were producing draft texts from field-based research in their communities. *“DINEIB had produced an impressive range of high quality materials and set up a workshop for materials layout and design in Puyo. Disseminating the materials is a current challenge in terms of logistics and finance.”*

According to the final report (UNICEF 2013): “The EIBAMAZ Programme developed a working proposal that integrates indigenous organizations, ministries of education, universities, and other academic institutions to implement three components:

- 
1. Initial and continuing teacher education.
  2. Applied research on Intercultural Bilingual Education (Spanish acronym EIB) in Peru and Ecuador, and Intracultural, Intercultural and Plurilingual (Spanish acronym EIIP) education in Bolivia.
  3. Production of intercultural educational materials in native languages.”

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## ANNEX 10: ACKNOWLEDGEMENTS

We would like to extend our sincere thanks to many IBE experts, Amazonian researchers, indigenous leaders and educators, university professors and trainers, consultants, teachers and technical staff.

In Bolivia, Adan Pari, from UNICEF; Clemente Caimani y Germán Nate, of the Regional Tsimane' Council; Cándido Nery, President of the Great Great Tsimane Council Tsimane; Asensio Lero, executive director of; Maria Rosa Zapata from the San Borja district, Eladio Chao, Angel Cartagena, Neydy Cartagena y Nicolás Cartagena, from CIPTA; Teodoro Copa, from the San Buenaventura district; Juan Huasna and Elvis Sumi from OPIM; y Melanio Sucubono and Juan Hualima from SPIM; Melvin Rosel, secretary of organization of the Movima people.

In Ecuador, Santiago Utitiaj, Shuar leader; ex DINEIB director and ex EIBAMAZ coordinator, Leonor Aguilar Director of the department of intercultural studies in the University of Cuenca, Jaime Gayas, Kichwa leader and ex coordinator of EIBAMAZ in Pastaza, Nelson Calapucho Kichwa and President of the Amazonian Nationalities Parliament, Manuel Machinkias education official and graduated from Cuenca University, Mariela Ximena Mashinkias graduated from Cuenca University, Teresa Guarderas Shuar and Director of Bomboiza's Teacher Training Institute in Morona Santiago, Piedad Vargas Cedeno, Director of Canelo's Teacher Training Institute in Pastaza.

In Peru: Gisele Cuglievan, and Nora Delgado, from the Lima office of UNICEF, Alejandro Smith, researcher and trainer on the material development component; Karina Sullón, education specialist from the MINEDU, linguist and researcher from CILA; Lucy Trapnell, advisor to the DIGEIBIR and IBE expert; Gustavo Solis Ex Director of CILA, who directed the research component with EIBAMAZ; Maria Morales. Pedagogical director of the local management unit at Coronel Portillo; María Teresa Chávez Revilla, Pedagogical consultant and ex-coordinator of technical support personnel for the regional investment project in Ucayali; Juliana Ayala Amaringo from DREU; Angela Bardales Garcia, Ex coordinator of the regional education project in Ucayali; Richard and Soria Gonzales, ex-trainers with EIBAMAZ; Manuel Cuenta Robles, university professor and member of the regional government in Ucayali; Gamaniel Romaina Monteluisa technical support staff from DREU; Ibeth Sánchez Rojas and Nestor Paiva, Shipibo researchers; Juana Zumaeta López, who developed materials for the Ashaninka community. There are many others who gave us their valuable time to reflect on EIBAMAZ.

A special thanks to four IBE experts in the three countries, who visited schools and provided valuable information on implementation practices and other data. In Bolivia: Julio Bruno Pinto, technical advisor of the Tsimane' people and ex-researcher from the University of San Simon; Jazmin Daza, ex-researcher from the University of San Simon. In Ecuador, Gemma Rosas, Ex co-coordinadora Programa de Fortalecimiento de la Educación Intercultural Bilingüe Proyecto Sasiku of Agencia Catalana de Cooperación al Desarrollo (ACCD) en Pastaza; in Peru: Eduardo León Zamora, consultant for UNICEF who contributed with curricular proposals and supported the training component of EIBAMAZ.



# EVALUATION

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