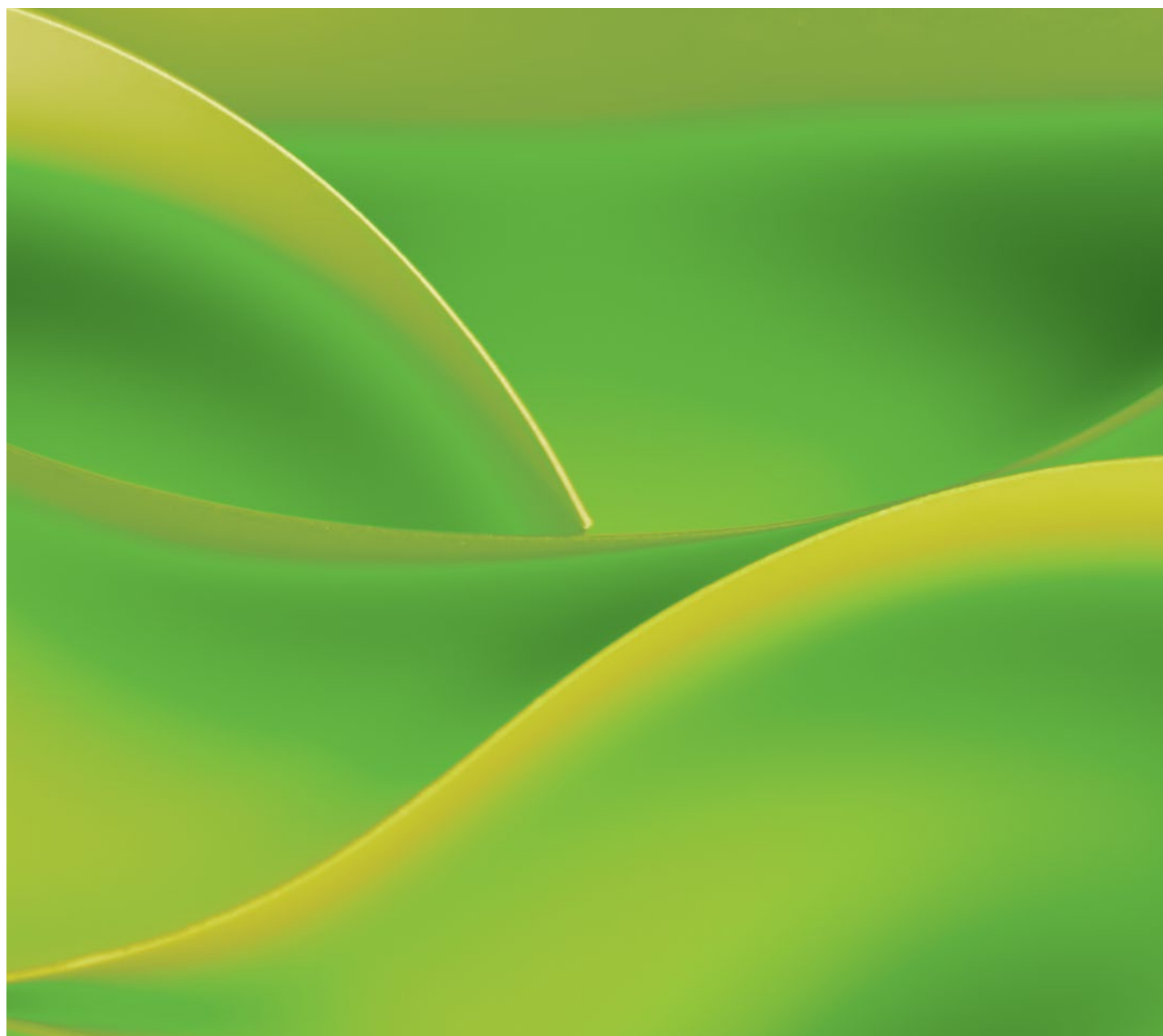




EVALUATION

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



Evaluation on Finland's Development Policy and Cooperation

2015/5b

EVALUATION

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

Case study

Final evaluation of Finland's support to the education sector in Kosovo

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Development Portfolio Management Group

2015/5b

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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ACRONYMS AND ABBREVIATIONS

CRPD	Convention on the Rights of Persons with Disabilities
DES	Department of Education and Science (UNMIK)
DPMG	Development Portfolio Management Group
EMIS	Education Management Information System
ETF	European Training Foundation
FAD	Finnish Association of the Deaf
FSDEK	Finnish Support to the Development of the Education Sector in Kosovo
FSIESK	Finnish Support to the Inclusive Education System in Kosovo
GDP	Gross Domestic Product
HCG	Helsinki Consulting Group Ltd.
HRBA	Human Rights-Based Approach
IEP	Individual Education Plan
KAD	Kosovo Association of the Deaf
KCF	Kosovar Curriculum Framework
KEC	Kosovo Education Center
KEDP	Kosovo Educator Development Project
KESP	Kosovo Education Strategic Plan 2011 -2016 (KESP)
KFOR	Kosovo Force
LCF	Local Cooperation Fund
MED	Municipal Education Officers
MEST	Ministry of Education, Science, and Technology (Kosovo)
MFA	Ministry for Foreign Affairs (Finland)
NATO	North Atlantic Treaty Organization
NESSE	Network of Experts in Social Sciences of Education and Training
NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
PD	Professional Development

RAE	Roma, Ashkali and Egyptian
SMIA	System of Education Data Management
TESFA	Towards Effective School for All
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNMIK	United Nations Interim Administration Mission in Kosovo
USAID	United States Agency for International Development
WHO	World Health Organization

TIIVISTELMÄ

Tämän arvioinnin toteuttajana toimi Development Portfolio Management Group (DPMG) of University of Southern California. Arvioinnin tavoitteena oli tarjota palautetta ulkoasiainministeriölle siitä, kuinka ministeriö voi sisällyttää ihmisoikeusperustaisen lähestymistavan kehitysyhteistyöhönsä Kosovossa vuosina 2000-2013 saatujen opetussektorin tukemiseen liittyvien kokemusten perusteella. Arviointi Suomen kehitysyhteistyötuesta inklusiiviselle koulutukselle Kosovossa on yksi kolmesta tapaustutkimuksesta, jotka on toteutettu osana laajempaa arviota Suomen inklusiivisen opetuksen kehitysyhteistyöstä vuosina 2004-2013. Muut tapaustutkimukset tehtiin Etiopiassa ja kolmessa Etelä-Amerikan maassa (Bolivia, Ecuador ja Peru). Arvioinnissa käytettiin useita menetelmiä, kuten asiakirjojen tarkastelua, haastatteluita, kyselyjä, luokkaopetuksen tarkkailua, lukemisen arviointeja ja keskusteluita kohderyhmän kanssa. Kosovossa järjestettiin validointityöpaja, jossa keskusteltiin havainnoista ja alustavista suosituksista.

Arvioinnissa todettiin, että ihmisoikeusperustaista lähestymistapaa sovellettiin ja että tuki tehosti oikeuksien haltijoiden, vastuunkantajien ja muiden vastaavien toimijoiden valmiuksia. Työssä sovellettiin inklusiivisia, osallistuvia ja syrjimättömiä kehitysprosesseja, mutta niitä olisi parannettava edelleen ottamalla oikeuksien haltijat mukaan seurantaan ja päätöksentekoon. Suomen tuki on vaikuttanut politiikkaan, muotoillut lainsäädäntöä, kehittänyt valmiuksia ja pannut alulle tavallisten koulujen tukijärjestelmän. Kouluihin on kirjautunut enemmän lapsia, joilla on erityistarpeita, tosin edelleen näiden lasten määrä on vähäinen. Useimmat lapset, joilla on erityistarpeita, opiskelevat edelleenkin erityisopetusympäristöissä, vaikkakin muutamia oppilaita on siirtynyt tavallisiin luokkiin. Vaikka hankkeet saavuttivatkin välittömät tavoitteensa, inklusiivisuustavoite eli erityistarpeita omaavien lasten opettaminen tavallisissa kouluissa, ei ole tyydyttävästi täyttynyt, koska kunnilla ja kouluilla ei ole valmiuksia tai resursseja toteuttaa näitä toimintaperiaatteita.

Mikäli tukea jatketaan tulevaisuudessa, on suositeltavaa, että kiinnitetään enemmän huomiota kunta- ja koulutasolle, riittävään valtionrahoitukseen ja asianmukaisiin vastuumekanismeihin oppimiseen keskittymisen lisäksi. Kaiken kaikkiaan on suositeltavaa, että kiinnitetään enemmän huomiota siihen, kuinka ihmisoikeusperustaisen lähestymistavan periaatteita voidaan soveltaa hankkeen kaikissa vaiheissa.

Avainsanat: Kosovo, arviointi, Suomi, inklusiivinen opetus, vammaisuus, ihmisoikeudet

REFERAT

Utvärderingen genomfördes av Development Portfolio Management Group vid University of Southern California. Utvärderingen syftar till att ge ett bidrag till UD om hur man införliva en människorättsbaserad strategi för utvecklings-samarbetet på grundval av de lärdomar som dragits i stöd till utbildningssektorn i Kosovo 2000-2013. I utvärderingen används flera metoder, bland annat dokumentrecensioner, intervjuer, enkäter, klassrumsobservationer, läsning av bedömningar och fokusgruppsdiskussioner. Ett valideringsseminarium hölls i Kosovo för att diskutera resultaten och inledande rekommendationer.

Utvärderingen visade att en människorättsbaserad strategi tillämpades och stödet ökad kapaciteten för rättighetsinnehavare, pliktbarare och andra ansvariga aktörer. Inkluderande, delaktighet och icke-diskriminerande utvecklingsprocesser tillämpades, men bör förbättras ytterligare genom att engagera rättighetshavare i övervakning och beslutsfattande. Finlands stöd har påverkat politiken, format lagstiftning, utvecklat kapacitet och inlett stödsystem till vanliga skolor. Fler barn med särskilda behov är inskrivna i skolan, men i blygsamt antal. Inskrivning i vanliga klasser har inträffat, men de flesta barn med särskilda behov studerar fortfarande i specialutbildningsmiljö. Även om projekten uppnått sina omedelbara mål, har målet av delaktighet dvs. för att utbilda barn med särskilda behov i vanliga skolor inte på ett tillfredsställande sätt uppfyllts, eftersom kommunerna och skolorna inte har kapacitet och resurser för att genomföra policyerna.

I händelse av framtida stöd, är det rekommenderat att större uppmärksamhet ägnas åt kommun- och skolnivå, tillsammans med tillräcklig statlig finansiering och lämpliga mekanismer för ansvarsutkrävande, med fokus på lärande. Sammantaget rekommenderas att mer uppmärksamhet ägnas åt hur principerna för en människorättsbaserad strategi kan tillämpas på alla projektfaser.

Nyckelord: Kosovo, utvärdering, Finland, inkluderande utbildning, funktionshinder, mänskliga rättigheter

ABSTRACT

This evaluation was carried out by the Development Portfolio Management Group (DPMG) of the University of Southern California. The evaluation aims to provide an input to the Ministry for Foreign Affairs on how to incorporate a Human Rights-Based Approach to development cooperation efforts based on the lessons learned in Support to Education Sector in Kosovo 2000-2013. The evaluation of Finland's development cooperation in support of inclusive education in Kosovo 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 Ethiopia, and in three countries of South America (Bolivia, Ecuador, and Peru). The evaluation used multiple methods, including document reviews, interviews, surveys, classroom observations, reading assessments, and focus group discussions. A validation workshop was held in Kosovo to discuss the findings and initial recommendations.

The evaluation found that a Human Rights-Based Approach was applied and the support enhanced capacities of rights holders, duty bearers and other responsible actors. Inclusive, participatory and non-discriminatory development processes were applied, but should be further enhanced by engaging rights holders in monitoring and decision-making. Finnish support has influenced policy, shaped legislation, developed capacities and initiated the support system to regular schools. More children with special needs are enrolled in school, though in modest numbers. Enrolment in regular classes has occurred, but most children with special needs still study in special education settings. Thus, even though the projects achieved their immediate objectives, the goal of inclusiveness, i.e. educating children with special needs in regular schools has not been satisfactorily met because the municipalities and schools do not have capacities and resources to implement the policies.

In the event of future support, it is recommended that greater attention be given to the municipal and school level, along with adequate government funding and appropriate accountability mechanisms, with a focus on learning. Overall, it is recommended that more attention be given to how the principles of a Human Rights-Based Approach can be applied at all project phases.

Keywords: Kosovo, evaluation, Finland, inclusive education, disability, human rights

YHTEENVETO

Suomi tuki Kosovon opetussektoria vuosina 2000-2013. Tuen tarkoituksena oli edistää sellaisen inklusiivisen opetusjärjestelmän perustamista, joka pystyisi vastaamaan monenlaisiin erityisopetustarpeisiin. Tuki suunnattiin koulutukseen liittyvien toimintatapojen kehittämiseen, koulutuksellisten valmiuksien parantamiseen ja tukijärjestelmän kehittämiseen erityisopetusta tarvitseville oppilaille, jotka ovat kirjoilla tavallisissa kouluissa. Tuen kokonaismäärä eli 9,2 miljoonaa euroa annettiin neljälle itsenäiselle mutta toisiinsa liittyville projekteille, joiden toteuttajina oli konsulttiyrityksiä ja suomalaisia korkeakouluja.

Arvioinnin teki kahden asiantuntijan tiimi vuonna 2015 tammi- ja toukokuun välisellä ajanjaksolla. Aineistoa kerättiin asiakirjoja läpikäymällä, haastatteluilla, luokkaopetusta tarkkailemalla ja keskustelemalla kohderyhmän kanssa. Lisäksi järjestettiin myös lukutaidon arviointi. Lopuksi Kosovossa järjestettiin validointityöpaja, jossa keskusteltiin arvioinnin havainnoista ja alustavista suosituksista.

Suomen tuki on erittäin merkityksellistä. Sillä on pyritty toteuttamaan vammaisten henkilöiden oikeutta oppimiseen. Työssä sovellettiin ihmisoikeusperustaista lähestymistapaa. Suomen tuella kehitettiin oikeuksien haltijoiden, vastuunkantajien ja muiden toimijoiden valmiuksia. Työssä sovellettiin inklusiivisia, osallistuvia ja syrjimättömiä kehitysprosesseja, mutta niitä olisi parannettava edelleen ottamalla oikeuksien haltijat mukaan seurantaan ja päätöksentekoon.

Hankkeiden avulla on saavutettu välittömät tavoitteet: inklusiivinen ajattelutapa on integroitu opettajakoulutukseen, inklusiivisen opetuksen valmiudet Kosovossa ovat lisääntyneet ja inklusiivisen oppimisen toimintaperiaatteita ja strategioita on kehitetty. Kouluihin on kirjautunut enemmän lapsia, joilla on erityistarpeita, tosin heidän määränsä on vielä vaatimatonta. Useimmat erityistarpeiset lapset opiskelevat edelleenkin erityisopetusympäristöissä, vaikkakin joitakin on siirrynyt tavallisiin luokkiin. Näistä merkittävistä ponnisteluista ja saavutuksista huolimatta inklusiivisuuden tavoite ei ole toteutunut tyydyttävästi, sillä kunnilla ja kouluilla ei ole vielä tarvittavia valmiuksia tai resursseja toteuttaa näitä toimintaperiaatteita. On edelleen paljon erityistarpeisia lapsia, jotka eivät ole kouluissa ja joiden oikeus opetukseen ei ole toteutunut.

Ulkopuolista tukea tarvitaan edelleen, jotta saavutuksien kestävyys ja vaikutukset lopullisten hyödynsaajaryhmien elämässä voidaan taata. Kunnat, koulut ja muut toimijat tarvitsevat tukea inklusiivisten toimintatapojen toteuttamiseksi ja tukipalveluiden kehittämiseksi. On tärkeää myös kartoittaa kaikki erityistarpeiset lapset ja varmistaa laadukkaiden palveluiden tarjoaminen kaikille heille.

Mikäli tukea jatketaan tulevaisuudessa, on suositeltavaa, että kiinnitetään enemmän huomiota kunta- ja koulutasolle. Lisäksi huomiota pitää kiinnittää

Tuella kehitettiin oikeuksien haltijoiden, vastuunkantajien ja muiden toimijoiden valmiuksia.

Oikeuksien haltijat mukaan seurantaan ja päätöksentekoon.

Kouluihin on kirjautunut enemmän lapsia, joilla on erityistarpeita.

sopivien vastuumeکانismien kehittämiseen ja suunnitteluun, joka mahdollistavat toiminnan laajentamisen. Näin voidaan varmistaa hallituksen rahoituksen riittävyys ja se, että kaikki toimet edistävät osallisuutta. Yleisesti ottaen on suositeltavaa, että vastuunkantajat kiinnittävät enemmän huomiota siihen, miten ihmisoikeusperustaisen lähestymistavan periaatteita voidaan soveltaa hankkeen kaikissa vaiheissa. Lisäksi oikeuksien haltijoiden suositellaan kiinnittävän enemmän huomiota lasten oikeuteen saada hyvää opetusta sekä osallistuvan enemmän hankkeiden suunnitteluun ja seurantaan.

Seuraavat ovat yleisiä suosituksia:

1. Ulkoasiainministeriön (UM) ja opetuksen, tieteen ja teknologian ministeriön (MEST) olisi varmistettava, että ihmisoikeusperustaista lähestymistapaa sovelletaan kaikissa koulutussektorin hankkeissa (esim. ihmisoikeudet kehityksen tuloksena, syrjimättömien ja osallistavien prosessien käyttö kaikissa hankesyklin vaiheissa sekä oikeuksien haltijoiden ja vastuunkantajien valmiuksien vahvistaminen). Tätä varten tarvitaan riittävät resurssit.
2. Inklusiivisen opetuksen hankesuunnittelussa pitää varmistaa, että hanke keskittyy sekä kouluun kirjautumiseen että laatuun liittyviin asioihin. Lisäksi käytössä on oltava seurantajärjestelmät, joissa on asianmukaiset mittarit sekä hyödyntää tuloksiin perustuvaa lähestymistapaa.
3. Hankkeissa pitäisi kohdistaa enemmän huomiota toimintamallien täytäntöönpanoon paikallisella tasolla sekä kouluun ilmoittautumiseen ja oppimiseen tavallisissa luokissa. MESTin olisi perustettava tarvittavat järjestelmät toimintatapojen täytäntöönpanon seuraamista varten.
4. MESTin, kunnan opetusviranomaisten (MEDS) ja koulujen tulisi kehittää kustannuksiltaan edullisia strategioita kuntatasolla toteuttamista varten. MESTin ja muiden toimijoiden tulisi edelleen jatkaa inklusiivisen opetuksen puolesta puhumista sekä kartoittaa erityistukea tarvitsevat lapset ja linkittää palvelujen tarjoaminen kartoituksen tuloksiin. Jotta ulkoasiainministeriö voisi taata mahdollisimman hyvät vaikutukset ja tulosten kestävyden, sen tulisi selvittää, tarvitaanko tukea esimerkiksi opettajien ammatillisen kehittämisen ohjelman päivittämiseksi yliopistolla sekä etsiä mahdollisuuksia vaihtoehtoisille rahoitusmuodoille, kuten esim. tekniselle tuelle, ystävyyskuntahankkeille.
5. Ulkoasiainministeriön, edustustojen, kansalaisjärjestöjen ja muiden hankkeen toteuttajien tulisi pyrkiä synergiaan eri modaliteettien välillä strategisella, tuloshakuisella tavalla.


Suosituksia opetuksen, tieteen ja teknologian ministeriölle (MEST):

1. MESTin on varmistettava kunnille ja kouluille enemmän valtionrahoitusta, joka sisältää asianmukaiset vastuumeکانismit. Huomio on kiinnitettävä tavallisiin kouluihin, joihin voidaan muodostaa koulupohjaisia tukijärjestelmiä.

Ihmisoikeusperustaisen lähestymistavan periaatteita voidaan soveltaa hankkeen kaikissa vaiheissa.

Kunnat, koulut ja muut toimijat tarvitsevat tukea inklusiivisten toimintatapojen toteuttamiseksi ja tukipalveluiden kehittämiseksi.

Vaikka kouluihin on kirjautunut enemmän lapsia, joilla on erityistarpeita, useimmat opiskelevat edelleenkin erityisopetusympäristöissä.

-
- 
2. MESTin on kehitettävä vastuullisuuden varmistava valvonta- ja arviointijärjestelmä, johon kuuluu erityisopetuksen ja inklusiivisen opetuksen laadun seurantajärjestelmä.
 3. MESTin on yhdessä kumppaniensa kanssa edistettävä inklusiivisen opetuksen ja erityisopetusta tarvitsevien lasten tarkan määrän kartoitusta.
 4. MESTin tulisi arvioida henkilökohtaisia opetussuunnitelmia ja resurssikeskusten palvelujen käyttöä voidakseen tehdä tarvittavat parannukset.

SAMMANFATTNING

Finland stödde utbildningssektorn i Kosovo under perioden 2000-2013. Stödet syftar till att bidra till upprättandet av ett integrerat utbildningssystem som skulle kunna svara på en mångfald av särskilda utbildningsbehov. Stödet riktas till utvecklingen av utbildningspolitiken, uppbyggnadskapaciteter och utveckling av ett stödsystem för inskrivning av elever med särskilda utbildningsbehov i vanliga skolor. Det totala stödet var 9.2 miljoner euros som lämnades till fyra individuella, sammanlänkade projekt som genomfördes av konsultföretag och finländska högskolor.

Utvärderingen genomfördes under perioden januari 2015 - maj 2015 av ett team bestående av två experter. Data samlades in genom dokumentgranskningar, intervjuer, klassrumsobservationer och fokusgruppsdiskussioner. En läsningsbedömning utfördes dessutom. Ett valideringsseminarium hölls i Kosovo för att diskutera resultaten och inledande rekommendationer.

Finlands stöd är i högsta grad relevant. Det syftar till att förverkliga rätten till utbildning för personer med funktionsnedsättning. En människorättsbaserad strategi tillämpades och stödutökade kapaciteter för rättighetsinnehavare, pliktbara och andra ansvariga aktörer. Inkluderande, delaktighet och icke-diskriminerande utvecklingsprocesser tillämpades, men bör förbättras ytterligare genom att engagera rättighetshavare i övervakning och beslutsfattande.

Projekten har uppnått sina omedelbara mål: en integration filosofi är integrerad i förebyggande lärarutbildning, det finns en ökad kapacitet i inkluderande undervisning i Kosovo och inkluderande utbildningspolicys och strategier finns. Fler barn med särskilda behov är inskrivna i skolan, men i blygsamt antal. Inskrivning i vanliga klasser har inträffat, men de flesta barn med särskilda behov studerar fortfarande i specialutbildningsmiljö. Trots dessa framsteg och insatser, är syftet med delaktighet inte på ett tillfredsställande sätt uppfyllt, eftersom kommunerna och skolorna fortfarande saknar kapacitet och resurser. Det finns fortfarande barn utanför skolan vars rätt till utbildning har inte uppfyllts.

Det krävs fortsatt externt stöd för att garantera hållbarhet och att göra en inverkan på livet för de slutliga stödmottagarna. Stöd behövs för kommuner och skolor för att kunna genomföra inkluderande policys och för resurscenter för att kunna vidareutveckla sina stödtjänster. Slutligen bör noggrann kartläggning av förekomsten av barn med särskilda utbildningsbehov säkerställas, med tillhandahållande av god kvalitet på tjänsterna för alla barn.

I händelse av framtida stöd, är det rekommenderat att större uppmärksamhet ägnas åt kommun- och skolnivå, med lämpliga mekanismer för ansvarsutkrävande och en design som främjar uppskalning, för att säkerställa att alla åtgärder främjar integration och för att säkerställa tillräcklig statlig finansiering. Sammantaget rekommenderas att mer uppmärksamhet ägnas pliktbara om

Stödutökade kapaciteter för rättighetsinnehavare, pliktbara och andra ansvariga aktörer.

Engagera rättighetshavare i övervakning och beslutsfattande.

Fler barn med särskilda behov är inskrivna i skolan.

Stöd behövs för kommuner och skolor för att kunna genomföra inkluderande policys och för resurscenter för att kunna vidareutveckla sina stödtjänster.

**Människorätts-
baserad strategi
kan tillämpas i
alla projektfaser.**

**Inskrivning i vanliga
klasser har inträffat,
men de flesta barn
med särskilda behov
studerar fortfarande
i specialutbildnings-
miljö.**

hur principerna för en människorättsbaserad strategi kan tillämpas i alla projektfaser, rättighetsinnehavare till barns rättigheter för en bra utbildning och mer meningsfullt deltagande i projektering och övervakning.

Övergripande rekommendationer är följande:

1. MFA och Utbildningsministeriet, Vetenskapen och Teknologin (MEST) bör försäkra att en människorättsbaserad strategi tillämpas i alla utbildningssektors insatser (t.ex. människorätten som ett utvecklingsresultat, användning av icke-diskriminerande och deltagande processer vid alla faser inom projektcykeln; och byggande av kapaciteten för rättighetsinnehavare och skyldighetsbärande). Detta skulle kräva lämpliga resurser.
2. Inkluderande utformning av Utbildningsprojekt bör det försäkras att projektens fokus är både på inskrivning och kvalitet och att monitoreringssystem med lämpliga indikatorer är på sin plats. En resultatbaserad strategi bör tillämpas.
3. Projekten bör mer uppmärksamma policy-implementering vid den lokala nivån och inskrivningar och inläring på vanliga lektioner. MEST bör upprätta lämpliga monitoreringssystem för att spåra implementeringen av policyn.
4. MEST, Kommunala Utbildningstjänstemän (MED) och skolor, bör utveckla strategier med låga kostnader för den kommunala nivåns implementering. MEST och andra aktörer bör fortsätta förespråka för inkluderande utbildning och kartläggning av allmän förekomst av barn med särskilda utbildningsbehov, med sådan kartläggning länkad till erbjudande av tjänster. För att försäkra maximal inverkan och hållbarhet för prestationerna, bör MFA undersöka om stöd behövs t.ex. i samband med PD-programmets översyn vid universitetet för alternative finansieringsmodaliteter, t.ex. Teknisk assistans, kommunal partnerskap.
5. MFA, Ambassaderna, icke-statliga organisationer och andra projektimplementerare bör söka samverkan genom modaliteterna på ett strategiskt, resultatorienterat sätt.

Rekommendationer För Utbildnings- och Sportministeriet (MEST):

1. MEST bör försäkra mer regeringsfinansiering, med lämpliga tillitsmekanismer, på kommunernas och skolornas nivå. Uppmärksamhet bör ägnas åt vanliga skolor för att upprätta skolbaserade stödsystem.
2. MEST bör utveckla ett Monitorerings- och Utvärderingssystem för att säkerställa tillit, inkluderande ett system för att spåra kvaliteten på särskild utbildning och inkluderande utbildning.
3. MEST tillsammans med dess partners bör förespråka för inkluderande utbildning och korrekt kartläggning av allmän förekomst av barn med särskilda utbildningsbehov.
4. MEST bör utvärdera användningen av IEP och tjänster från resurscentrumen för att göra nödvändiga förbättringar.

SUMMARY

Finland supported the education sector in Kosovo during the period 2000-2013. The support aimed to contribute to the establishment of an inclusive education system which would be able to respond to a diversity of special educational needs. Support was directed to development of education policies, building capacities and to development of a support system for students with special education needs enrolled in regular schools. The total amount of support was 9.2 million euros which was provided to four interlinked projects implemented by consultancy companies and Finnish Higher Education Institutions.

The evaluation was carried out during the period January 2015 - May 2015 by a team of two experts. Data was collected through document reviews, interviews, classroom observations and focus group discussions. A reading assessment was also carried out. A validation workshop was held in Kosovo to discuss the findings and initial recommendations.

The Finnish support is highly relevant. It aimed at the realization of the right to education for persons with disabilities. A Human Rights-Based Approach was applied and the support enhanced capacities of rights holders, duty bearers and other responsible actors. Inclusive, participatory and non-discriminatory development processes were applied, but should be further enhanced by engaging rights holders in monitoring and decision-making.

The projects have achieved their immediate objectives: an inclusion philosophy is integrated in pre-service teacher training; there is increased capacity for inclusive education in Kosovo; and inclusive education policies and strategies exist. More children with special needs are enrolled in school, though in modest numbers. Enrolment of children with special needs in regular classes has occurred, but most still study in special education settings. Despite significant achievements and efforts, the aim of inclusiveness is not satisfactorily met because the municipalities and schools still lack capacities and resources. There are still children out of school whose right to education has not been fulfilled.

Continued external support is needed to ensure sustainability and to make an impact on the lives of final beneficiaries. Support is needed for the municipalities and schools to implement the inclusive policies and for resource centers to further develop their support services. Finally, accurate mapping of the prevalence of children with special educational needs should be ensured, with provision of good quality services to all children.

In the event of future support, it is recommended that greater attention be given to the municipal and school level, with appropriate accountability mechanisms and a design that promotes scaling up, to ensure that all interventions promote inclusion, and to ensure sufficient government financing. Overall, it is recommended that more attention be given by duty bearers to how the principles of a Human Rights-Based Approach can be applied at all project phases,

The support enhanced capacities of rights holders, duty bearers and other responsible actors.

Engaging rights holders in monitoring and decision-making.

More children with special needs are enrolled in school.

Enrolment of children with special needs in regular classes has occurred, but most still study in special education settings.

Human Rights-Based Approach can be applied at all project phases.

Support is needed for the municipalities and schools to implement the inclusive policies and for resource centers to further develop their support services.

and by rights holders to children's rights for a good education, and to more meaningful participation in project design and monitoring.

Overall recommendations are as follows:

1. The MFA and Ministry of Education, Science, and Technology (MEST) should ensure that a Human Rights-Based Approach is applied in all education sector interventions (e.g. Human Rights as a development result, employing non-discriminatory and participatory processes at all phases of the project cycle; and building capacities of rights holders and duty bearers). This would require adequate resourcing.
2. Inclusive Education project design should ensure that the project focuses on both enrollment and quality and that monitoring systems with appropriate indicators are in place. A results-based approach should be applied.
3. The projects should give greater attention to policy implementation at the local level and to enrollment and learning in regular classes. The MEST should establish appropriate monitoring systems to track the implementation of policies.
4. The MEST, Municipal Education Officers (MEDs) and schools, should develop low-cost strategies for municipal level implementation. The MEST and other actors should continue advocating for inclusive education and mapping of prevalence of children with special education needs, with such mapping to be linked to provision of services. To ensure maximum impact and sustainability of achievements, the MFA should explore whether support is needed e.g., in the revision of the PD Programme at the University and for alternative funding modalities, e.g. Technical Assistance, municipal twinning.
5. The MFA, Embassies, NGOs and other project implementers should seek synergy across modalities in a strategic, results-oriented manner.

Recommendations to the Ministry of Education and Sports (MEST):

1. The MEST should ensure more government financing, with appropriate accountability mechanisms, at the level of municipalities and schools. Attention should be given to mainstream schools to establish school-based support systems.
2. MEST should develop a Monitoring and Evaluation system to ensure accountability, including a system to track quality of special education and inclusive education.
3. The MEST together with its partners should advocate for inclusive education and accurate mapping of prevalence of children with special education needs.
4. The MEST should evaluate the use of IEPs and services of the resource centers to make necessary improvements.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Application of Human Rights-Based Approach (HRBA) in support of inclusive policy and practice		
Inclusive, non-discriminatory processes were applied, but rights holders were not sufficiently engaged in all phases of the Project Cycle.	HRBA has been applied. Participation of rights holders should be enhanced by engaging them in monitoring and decision making.	1. The Ministry for Foreign Affairs of Finland (MFA) and Ministry of Education, Science, and Technology (MEST) of Kosovo should ensure that a Human Rights-Based Approach is applied in all education sector interventions (e.g. Human Rights as a development result, employing non-discriminatory and participatory processes at all phases of the project cycle; and building capacities of rights holders and duty bearers). This would require adequate resourcing. (MFA, MEST)
Right to Participation and Learning Gains		
Enrollment of children with special educational needs has increased in modest numbers. Most children with special education needs still study in special education settings. In the regular classes, children with special education needs are not actively engaged in learning activities.	The projects have supported the right to education but the goal of educating children with special needs in regular schools has not been satisfactorily met. Insufficient focus has been put on learning gains.	2. The project design should ensure that the project focuses on both enrollment and quality and that monitoring systems with appropriate indicators are in place. A results-based approach should be applied. (MFA, MEST)
Effect of Finnish-supported interventions		
The education policies have been developed with a reference to international norms and inclusive education principles. Implementation of these policies remains a challenge due to limited resources and capacities at local levels. The mainstreaming of children into regular schools was addressed only during the last phase.	The concept of inclusive education has not yet been translated into pedagogical practices and learning outcomes in regular classrooms.	3. The projects should give greater attention to policy implementation at the local level and to enrollment and learning in regular classes. The MEST should establish appropriate monitoring systems to track the implementation of policies. (MFA, MEST)

Findings	Conclusions	Recommendations
Sustainability		
<p>IE is well rooted in the policies of the MEST but not fully incorporated into sector action plans. Financial sustainability is a great concern. MFA supports two Non-Governmental Organization (NGO) projects via NGO funds and Local Cooperation Fund (LCF). There is a plan to continue with the teacher Professional Development (PD) Programme initiated by Finnish support by University of Pristina.</p>	<p>The implementation of policies should be followed up by the Embassy and the NGOs. Low-cost support services are needed. Mapping of prevalence of children with special needs should be done in each municipality. Technical Assistance to the University of Pristina would be needed to support the revision of the PD Programme.</p>	<p>4. The MEST, Municipal Education Officers (MEDs) and schools, should develop low-cost strategies for municipal level implementation. The MEST and other actors should continue advocating for inclusive education and mapping of prevalence of children with special education needs. The MFA should explore whether support is needed e.g., in the revision of the PD Programme at the University and for alternative funding modalities, e.g. Technical Assistance, municipal twinning. (MFA, MEST)</p>
Effectiveness of the mix of development cooperation modalities		
<p>Finland has financed bilateral and NGO projects and used the Local Cooperation Fund to promote social inclusion of persons with disabilities.</p>	<p>The mix of support modalities has contributed to the achievement of the objectives.</p>	<p>5. The MFA, Embassies, NGOs and other project implementers should seek synergy across modalities in a strategic, results-oriented manner. (MFA)</p>

1 INTRODUCTION

This evaluation is one of the three case studies of a broader evaluation *Inclusive Education in Finland's Development Cooperation in 2004–2013* commissioned by the Ministry for Foreign Affairs of Finland (MFA), which is intended to assist the MFA to enhance the application of Human Rights-Based Approaches (HRBA) in development cooperation. This case study is the final evaluation of Finland's development cooperation in the education sector in Kosovo in 2000–2013.

Education has been one of the main sectors of development cooperation of Finland in Kosovo. Support was delivered through four interlinked projects during 2000–2013 implemented by a Finnish consultancy company or university together with the Department of Education of the United Nations Interim Administration (UNMIK) and since 2008 with the Ministry of Education, Science and Technology (MEST) of Kosovo. The project budgets varied from 0.5–3.7 million euros.

The purpose of this Kosovo case study is two-fold. In accordance with the Terms of Reference, the case study aims to contribute to the overall goals of the evaluation of Inclusive Education in Finland's Development Cooperation 2004–2013 and to respond to specific evaluation questions. The Evaluation of Inclusive Education in Finland's Development Cooperation aims to:

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

The specific issues to be addressed in the Kosovo case study are:

- The achievement of the projects' immediate objectives and the extent to which the achievements of the projects/programs have supported human rights and cross-cutting objectives.
- Sustainability of the benefits produced by the projects/programs, including the achievements in human rights, gender equality, reduction of inequalities and promotion of climate sustainability.
- Progress towards achieving the overall objectives of the projects/programs taking into account the aspects of strengthening regional integration.

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- Relevance of the objectives and achievements of the cooperation and their consistency with the needs and priorities of the different stakeholders, including all final beneficiaries.
 - Efficiency of chosen working modalities and the size of the project in efficient aid delivery and reaching of the intended beneficiaries.

Two consultants carried out the evaluation during the period January 2015-May 2015. They performed a document review to form an overall understanding of the concept and context of the projects, and then interviewed stakeholders and beneficiaries in Finland and Kosovo. A validation workshop with the key stakeholders in Kosovo discussed the findings and potential recommendations.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Inclusive Education

The foundation for inclusive education is set in the Salamanca Statement (1994) which states that “regular schools with inclusive orientation are the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving education for all.” However, while education in the mainstream school is adopted as a norm for inclusive education, and the United Nations Convention on the Rights of Persons with Disabilities CRPD (2006) also points out that all disabled children must be able to “access an inclusive, quality, free primary and secondary education on an equal basis with others in the communities in which they live,” the Salamanca Statement and later the World Report on Disability by the World Health Organization (WHO) (2011) recognize that there are “learners with multiple disabilities and more severe disabilities who continue to be educated in special schools or in special units/classrooms within mainstream settings”.

The understanding of inclusive education in international development has evolved since the time of the Salamanca Statement. The Council of the European Union (2009) stresses the importance of ensuring that learners with disabilities not only participate fully in the learning process in mainstream settings, but that they are able to achieve. The European Agency for Special Needs and Inclusive Education (2013) further points out that inclusion is not only about placement of a child (either in a special education setting or regular classrooms), but is about learning and social inclusion. This implies that schools need to be capacitated to respond to the individual differences and that necessary adaptations (in curriculum contents, objectives, assessments) be in place to enable learning.

Although learners may be educated in mainstream classrooms, research indicates that they are not always exposed to curriculum related learning activities (see e.g. Network of Experts in Social Sciences of Education and Training (NESSE), 2012). The reasons for this are many and complex, but include teachers’ attitudes, values and competence and also the views of parents. Parents may remain in favor of special schools, seeing them as better specialized to meet their children’s needs. Although such perceptions are understandable, they represent a major challenge for the further development of inclusive education and the learner’s potential. Furthermore, inclusive education is about school reform, which benefits all learners. However, without effective support and services, even the most innovative forms of inclusive education, curriculum and instruction will fail.

Regular schools with inclusive orientation are the most effective means of combating discriminatory attitudes.

Inclusion is not only about placement of a child (either in a special education setting or regular classrooms), but is about learning and social inclusion.

Inclusive education is about school reform, which benefits all learners.

In this overall evaluation of the “Inclusive Education in Finland’s Development Cooperation 2004–2013”, a synthesis of elements from Booth and Ainscow’s Index for Inclusion (Booth et al. 2014) is used as a definition: “Inclusive education values all students and staff equally. It seeks to reduce barriers to learning for particular students in ways that benefit all students. It restructures schools to respond to diversity, and acknowledges the right of all students to an education in their own locality.” The European Council finances a joint program “Regional Support for Inclusive Education” in South East Europe in which Kosovo also participates. This project defines an inclusive school as follows (<http://pjp-eu.coe.int/en/web/inclusive-education/home>):

*“An inclusive school is a school,
where every child is welcome,
every parent is involved,
and every teacher is valued. ”*

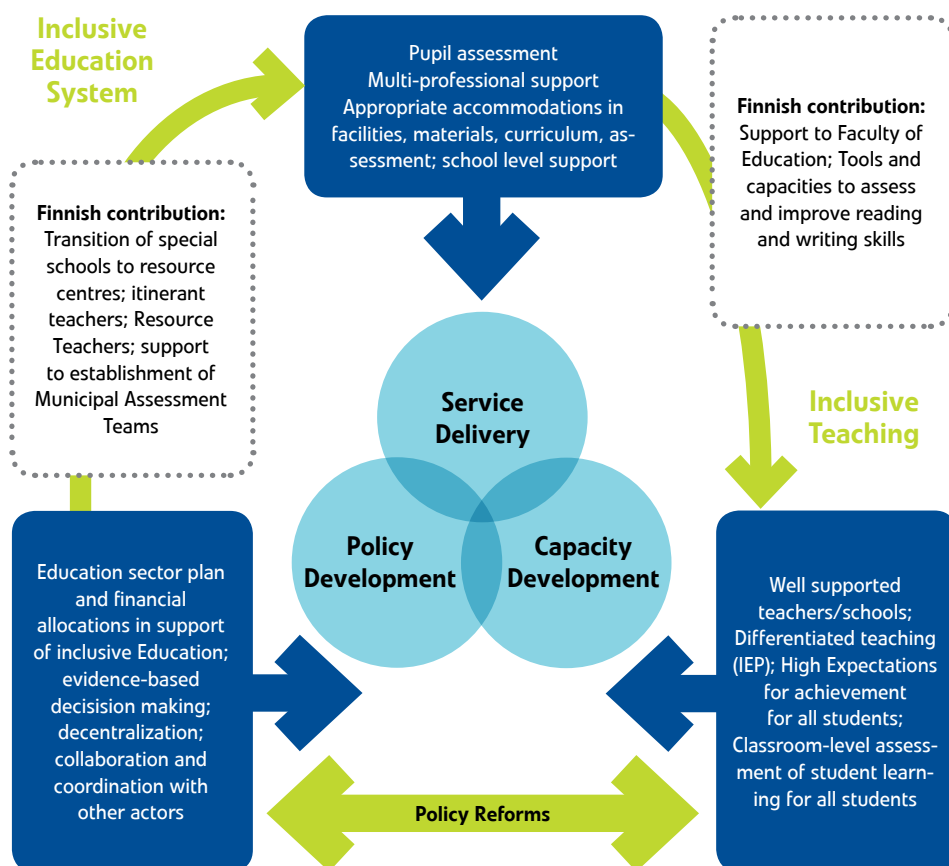
2.2 Approach of this Evaluation

The Convention on the Rights of Persons with Disabilities (2009) forms the overall framework for the evaluation. It reaffirms that people with disabilities should be able to enjoy their rights on an equal basis with non-disabled people. The Convention is summarized in “easy to read language” in Annex 5. (“Easy to read” language was developed to support people with reading and learning difficulties to better understand written information). The principles of the MFA’s “Human Rights-Based Approach in Finland’s Development Cooperation” (2015) are applied in this evaluation to assess:

- a) how the projects have addressed and achieved the realization of human rights as a development result;
- b) to what extent inclusive, participatory and non-discriminatory development processes have been applied during the intervention cycle;
- c) to what extent the projects have succeeded in enhancing the capacities of rights holders, duty bearers and other responsible actors.

The approach of this evaluation is illustrated in Figure 1. The illustration links the project result areas and intervention strategies with the Theory of Change, which was developed by the Development Portfolio Management Group (DPMG) for the overall evaluation of Finnish Support to Inclusive Education in Finland’s development cooperation 2004–2013 (the Theory of Change is available as Annex 6). The Finnish support aimed at three result areas of supporting development of inclusive policies, capacity development, and creating a foundation for individualized service delivery. The Finnish contribution was targeted to transform special schools into resource centers for regular schools, and to introduce inclusive education in teacher training, which in turn fed back information to policy development. The figure also illustrates that there are areas such as curriculum and related adaptations in learning outcome assessment methodologies, as well as strategies at the school level, which still need to be developed.

Figure 1. Evaluation Approach



The Finnish contribution was targeted to transform special schools into resource centers for regular schools, and to introduce inclusive education in teacher training, which in turn fed back information to policy development.

The Finnish support aimed at improving education service delivery and increasing the participation of children with disabilities, also recognizing that there are other vulnerable groups such as Roma, Ashkali and Egyptian (RAE) minorities in Kosovo. Their needs, however, differ significantly from the needs of the target group of the Finnish intervention. For instance, unlike some other countries in the region (e.g. Bulgaria,), Kosovo does not have the tradition of enrolling Roma children in special schools, and therefore many of the interventions of the Finnish projects do not influence them, apart from the RAE children with disabilities. However, it is acknowledged that comprehensive strategies should be developed and synergies sought at all levels to benefit all students in need of additional educational support.

2.3 Methodology

The evaluation was carried out by a team of two experts, one international and one local, supported by two enumerators, who were engaged during the field visits in data collection, classroom observations and conducting a reading test. Data was collected through desk research, interviews, tracer studies, site visits, classroom observations and focus group discussions. The Evaluation team visited six attached classes and observed 12 classes in model schools where there were students with special needs. A reading assessment test was implemented for the

second grade students in model schools. A validation workshop was held in Kosovo with the stakeholders to discuss the findings and recommendations. The data collected through the methods described above was analyzed in the framework of the evaluation questions. The methodology is described in Annex 8.

2.4 Limitations

Measuring inclusive education is challenging. First of all, the prevalence of children with disabilities and special education needs in Kosovo is not known. This is partly because appropriate identification and assessment systems are not in place and also because student data is collected using unclear disability- or diagnosis-based definitions. Lack of clear definitions led for instance to overstatement of children with special educational needs in 2013/2014, when 2,467 children with vision impairment were reported in the Education Management Information System (EMIS), including children wearing glasses. Furthermore, data on students with Individual Education Plans (IEP) and students with disabilities studying in regular schools is not systematically collected by MEST. Due to data limitations, analysis of quality aspects is not possible.

There were some limitations in data collection. The evaluation team met only with parents who had been identified by the principal or teachers or parents who are active in NGO work. It is evident that these parents represent the group who are at least to some extent positive towards inclusion. The evaluation team made a decision to observe classes in model schools, which have benefitted from the Finnish support during the last phase. In those schools, all classes where there were students with special educational needs present were observed. The Attached Classes were located in municipalities which were visited. Due to the limited time and broad scope of the evaluation, the evaluation team did not have an opportunity to interview children who were not enrolled in school and their parents.

3 KOSOVO BACKGROUND

Kosovo is the youngest and at the same time, poorest country in Europe. It declared its independence in February 2008, after ten years of Serbian rule from 1990-99, followed by a war. It is a Lower Middle Income Country, with a gross domestic product (DDP) of 7,072 US\$ (2013). Although the poverty rate in Kosovo fell from 36 percent in 2002 to 29.7 percent in 2011, it remains high. Kosovo has the weakest employment track record in Europe, with a 45 percent unemployment rate. There is a strong correlation between extreme poverty and people who are disabled and ethnic groups such as RAE.

The population of Kosovo is estimated at 1.8 million. Ethnic Albanians constitute 92 percent of the population, whereas 5 percent of the population are ethnic Serbs, and 1.1 percent belong to Roma. Other ethnic groups (Bosniak, Ashkali, Egyptians and Turks) constitute 1.9 percent of the population. The country has the youngest population in the region, with an estimated 40 percent under the age of 18 (720 000 persons). This estimate and the WHO estimate that 10-15 percent of any population has a disability, would translate to roughly 70,000 to 110,000 young persons with disabilities in Kosovo.

The history of Kosovo's education system is unusual. After the Second World War, Kosovo gained the status of an autonomous province in Serbia, one of Yugoslavia's constituent republics. The autonomy was abolished in 1990 and after the breakup of Yugoslavia in the early 1990s a series of measures against Kosovo's Albanian population took place, including a ban on teaching in the Albanian language.

The Albanian population established an unofficial education system, known as the "*parallel system*" and education of the Albanian population was delivered at private homes by Albanian teachers. During this period, four special schools and four attached classes were in operation with enrolment of approximately 400 students. Very few teachers in Kosovo benefitted from any professional skills upgrading. The education system was also affected by the war in 1999, during which a majority of the population was displaced.

In 1999, Kosovo was established as a United Nations (UN) protectorate assisted by a 50,000-member peace keeping force (KFOR) to promote the establishment of substantial autonomy and self-government in Kosovo in the absence of a final status settlement. UNMIK also became the official signatory counterpart to Finnish development cooperation projects. UNMIK made attempts to organize sector-based donor coordination, and launched the idea of lead donors. For example, Finland was assigned as the lead donor in special education. However, this coordination gradually stopped in 2004 and 2005 when many donors withdrew from Kosovo. In March 2000, UNMIK Department of Education and Science (DES) was set up to lead the rebuilding of the education system, with a staff composed of local and international educationalists.

Kosovo declared independence in February 2008. The Ministry of Education, Science and Technology (MEST) was established to take the responsibility for education reform and policy. The municipalities became units of local self-government, and have the full authority for the delivery of education services for all students, including students with disabilities.

Compulsory education in Kosovo is divided between five years of primary education and four years of lower secondary education. The enrolment rate in primary education is almost universal, but universal compulsory education is not achieved, as education of all categories of social groups and those with special needs still needs to be addressed. Student drop-out in Primary and Lower Secondary Education is 0.5 percent (of which 52% male and 48% female), but increases at Upper Secondary Education with significant gender differences. In 2011/12, the drop-out rate was 2.5 percent, of which 71 percent was male and 29 percent was female. Roma, Ashkali and Egyptian (RAE) children enter school later than their peers (net intake rate in primary is 68.1%). In these communities, the primary school net attendance ratio is 85.3 percent, decreasing significantly in lower secondary (65% school net attendance rate) and upper secondary (30.3%). RAE girls drop out more than boys with only 27 percent of them attending upper secondary against 34 percent for boys. The key indicators, baselines and end of project values (2013) are presented in Annex 10.

3.1 Legal Framework

Law on Primary and Secondary Education (Law No. 2002/2; 2002)

The Law on Primary and Secondary Education establishes the right of all children at the primary and secondary levels to free education and defines the meaning of the catchment area; it prohibits discrimination in the education system. It defines the role of MEST in planning and coordination of the education system, establishing the curriculum, regulation and supervision, funding, developing policies and protocols of special needs education, and the obligations of the municipalities for instance in undertaking special needs assessment. It also establishes the definition of special needs and the right of children with special needs to special methods, and the right of the pupil to learn in sign language and Braille.

Law on Education in the Municipalities in the Republic of Kosovo (no. 03/I-068)

The Law on Education in the Municipalities in the Republic of Kosovo, which was approved in 2008, divides the responsibilities between the national government and the municipalities. The national government decides the policy and the municipal government carries it out. According to this law, education service delivery for students with special educational needs is the responsibility of the municipality.

Law on Pre-University Education (2011)

The Law on Pre-University Education (2011) specifies the main actions of the municipalities, including the obligation to establish Municipal Assessment

Teams which, in accordance with the *principles of inclusive education* and taking into account the wishes and opinions of the parents, shall assess the abilities, interests and needs of the child; give recommendations on teaching methods, and other accommodations necessary for the child's learning and wellbeing; and give recommendations on the placement of the pupil. The municipalities are also responsible for providing support to learners with special educational needs. However, the mode of support is not specified (apart from transport). Municipalities shall also transform the attached classes into resource rooms in those schools where they exist. The Law regulates the dual functions of special schools, firstly, as an institution providing education for children with severe or multiple disabilities or learning difficulties, and secondly, as a resource center assisting educational and/or training institutions educating pupils with learning difficulties.

Special education is meant for children who have significant difficulties in learning or a child who has a disability which prevents him or her from attending education in regular schools for children of the same age (Article 39). According to the Law, separate educational settings or special schools are justified only where after expert assessment it is considered impractical to enroll a child in a regular municipal school or training institution. "Municipalities shall support the *inclusion of children in municipal schools*, with measures such as resource rooms and adapted classes for pupils with disabilities."

Pre-school Education Law (2006, 2011)

"Pre-school education is the right for all children including those with special needs. In accordance with this Law, children with special needs include children with mental impairment, blind, visual impairment, children with motor impairment, and emotional and behavior difficulties, children with combined impairments, and other children at risk or in need of extra professional assistance, or special programs."

In 2013, the share of education in the national budget was 3.8 percent. Since 2000 (also under UNMIK), there has been a separate budget for special education which has remained at the level of 1.3 million euro, which is 1-1.2 percent of the total education budget. This budget covers the expenses of the Special schools/ Resource centers (including teacher salaries). Currently, none of the municipalities has a budget for special needs education or inclusive education, though in accordance with the decentralization process, it is their obligation to provide such services. In 2008 the education budget was 47.7 percent of the total municipal budget, and 83 percent of this education budget is used for salaries, almost all of them teachers' salaries.

4 FINNISH SUPPORT TO THE EDUCATION SECTOR IN KOSOVO

Finnish support to the education sector in Kosovo began in 2000, just after the end of the war. Its primary goal was to support development of an inclusive education system for the benefit of children who faced particular barriers to learning and indeed, to schooling in general. Funding from the MFA in the ensuing years was project-based, with each project having its own objectives linked to this broader goal.

The development of an inclusive education system faced a number of challenges. The Kosovar Albanian population had been excluded from education sector developments for a decade. Children with disabilities had almost no access to regular schooling and limited access to special segregated schools that were disability-specific (for children who were deaf, intellectually impaired, or blind). Kosovo had inherited the legacy of *defectology*, an outdated medical approach to assessment, categorization and intervention.

In 2000, education for children with special education needs was delivered either in *special schools* or *attached classes*, which are special education classes located in regular schools (also called integrated classes). The special schools were disability-specific but the attached classes contained a diversity of children: children with different special needs and different impairments and of different ages. There were 503 pupils in Kosovo attending special education (special schools, attached classes), with 84 percent of them in special schools. There were 75 teachers in special education with an average pupil/teacher ratio of 7:1 as compared to 20:1 in mainstream classrooms.

4.1 Project Objectives

Finnish support over the period covered by the evaluation took the form of four separate projects. The projects ranged from three to five years in length. The first two projects worked primarily with special schools, aiming to help them move toward more inclusive approaches. The last two projects were geared toward mainstream schools.

Finnish Support to the Education Sector in Kosovo (FSDEK) 2000–2003 was implemented by the Helsinki Consulting Group (HCG Ltd.) in collaboration with the University of Joensuu, the University of Jyväskylä, and Helsinki Diaconess Institute. The overall objective of this project was “to increase the quality of special needs education in Kosovo by professionalizing teacher in-service training”. The project’s purpose was “fostering inclusive education in the framework of the mainstream education system”. In accordance with UNMIK’s “lead agency” strategy,

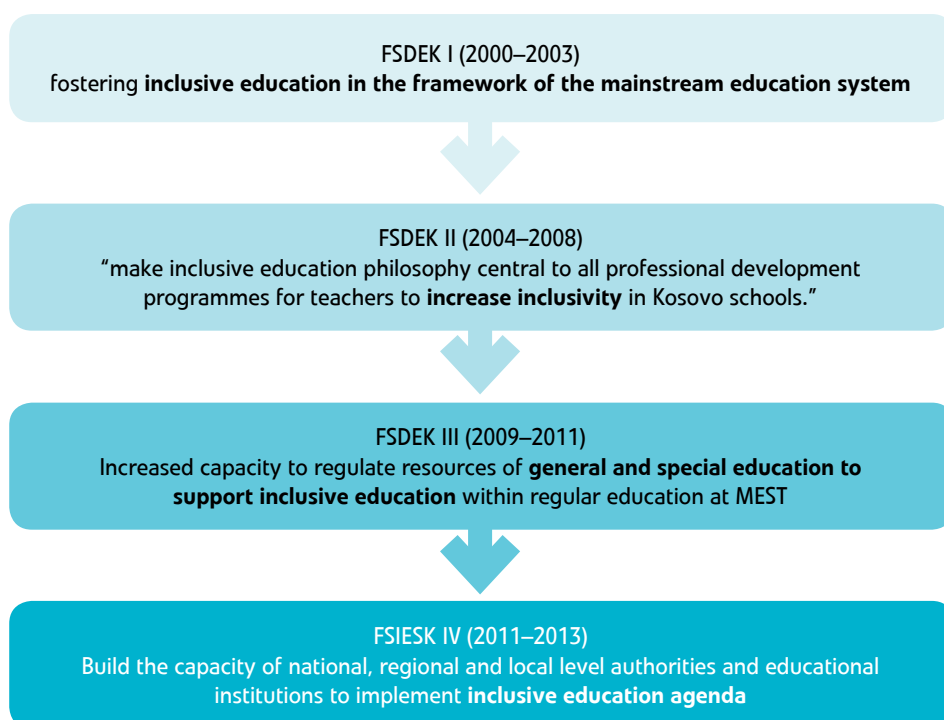
Finland was assigned the role of overall leadership in the area of special needs/ inclusive education.

Finnish Support to the Education Sector in Kosovo FSDEK II was implemented in 2004–2008 by Helsinki Consulting Group (HCG Ltd.). The project’s purpose was “to make inclusive education philosophy central to all teachers’ Professional Development Programmes”.

The third phase “*Finnish Institutional Support to Kosovo Ministry of Education, Science and Technology*” in 2009–2010 aimed at developing capacities and supporting the resource center reform that had started during FSDEK II. The fourth phase of “*Finnish Support to the Inclusive Education System in Kosovo*” (FSIESK) was a two-year project implemented in 2011–2013. It was designed to support the implementation of Inclusive Education in Kosovo Education Strategic Plan (KESP) 2011–2016 and Strategic Plan for Organizing Inclusive Education for Children with Special Education Needs in Pre-University Education in Kosovo 2010–2015.

Each of the projects addressed three results areas: policy development, capacity development and service delivery accompanied by awareness raising activities. The objectives of the project phases are illustrated in Figure 2 below.

Figure 2. Objectives of the Finnish Support to Education Sector in Kosovo



4.2 Budgets

The project budgets varied from 0.5 million euro to 3.7 million euros, with an average annual expenditure of about 0.7 million euro (see Table 1). There was no local financial contribution; part of the awareness raising and resource center reform activities in 2008 were co-financed by UNICEF. Technical Assistance accounted for 75 percent of project expenses.

Table 1. Finnish Support to the Education Sector in Kosovo 2000-2013

Phase	Duration	Million Euros
FSDEK I	2000–2003	1.7
FSDEK II	2003–2008	3.3
FSDEK III	2009–2011	3.7
FSIESK	2011–2013	0.5
	Total	9.2

4.3 Stakeholders

The Finnish-supported projects began under *UNMIK administration*, and continued under *the Ministry of Education, Science and Technology (MEST)*, established in 2008. The MEST finances the work of the Special schools/ Resource centers. In the MEST there is a *Special Education Division* and its tasks are: Policy development for inclusive education; management of staff working in resource centers; promotion of inclusive education; monitoring the quality of education for children with special needs; and coordination with national and international organizations around inclusive education.

The *municipalities* are responsible for provision of education in the respective municipalities, including education for children with disabilities. *Parents* were engaged in some project activities and benefitted from awareness-raising activities. Cooperation with *line ministries* at the central level was not systematized but social workers, health experts and other relevant partners are engaged at the local level in the assessment teams. *Disability NGOs* (e.g. HANDIKOS, Down Syndrome Association) and other NGOs were engaged in project implementation. Cooperation was also established with *development partners* such as UNICEF, Save the Children, World Bank, and the Canadian International Development Agency (CIDA).

4.4 Previous Evaluations

Two evaluations commissioned by the MFA shed light on project achievements. The *“Kosovo Country Programme”* evaluation (Ministry for Foreign Affairs 2008) concluded that Finland has made an impact with carefully targeted development interventions and flexible instruments. This evaluation considered the engagement of the projects with universities as a significant sustainability measure. The Western Balkan region also constituted one of the case studies in the evaluation of *“Peace and Development in Finland’s Development Cooperation”* commissioned by the MFA (2014). This evaluation concluded that Finland’s impact on inclusive and special needs education in Kosovo was a result of its continuous engagement in this field, although it also found that Finland failed to take sufficient advantage of its own expertise in this field. This evaluation recommended further support through project-based Technical Assistance to municipalities in order to strengthen the decentralization of inclusive education and its integration into the wider education system.

5 FINDINGS

The findings of this evaluation are organized according to the main evaluation questions (see Annex 1). They are further grouped according to the results areas of Policy Development, Capacity Development and Service Delivery.

5.1 Application of a Human Rights-Based Approach

Policy development. From a policy perspective, the commitment to HRBA was consistent over the course of the evaluation period. Finnish support was targeted to a neglected area of education of children with disabilities, who constitute a significant portion of children out-of-school. The general guidelines developed during 2000-2013 promote the principle of inclusive education: “Students with mild and moderate levels of disability would be integrated in mainstream classes rather than segregated into special schools”. The approach of UNMIK was at first, to train special education teachers in special schools in the new approach as a cadre of experts to disseminate the trainings broader. This approach was supported also by the Organization for Economic Co-operation and Development (OECD) (2001) which stated that “the long-term aim is to mainstream children as much as possible into regular schools, but at the moment this is not a realistic option”.

A Human Rights-Based Approach (HRBA) has been applied as a means and as an objective in the Finnish support to the Education Sector in Kosovo; Finnish support has enhanced the capacities of rights holders and duty bearers and parallel work has been done in supporting the local disability organizations in advocacy. One of the first outputs of the project was a “dictionary” which was developed with UNICEF and disability NGOs. This document, in accordance with the Convention on the Rights of Persons with Disabilities aimed at replacing the “disability-oriented” language with the new concept of persons with disabilities as “subjects” with rights, rather than an “object” of charity, medical treatment and social protection. Moving away from a medically-based and disability oriented language is the key for making a change in thinking and attitudes.

Capacity development. The policy work was supported by *awareness raising* which aimed at increasing knowledge about the abilities of persons with special educational needs and promoting their right to education. A nationwide campaign was implemented in cooperation with disability organizations, MEST, UNICEF, Council of Europe, EU Commission, UNHCR and Hotel Pristina. According to the project reports, nearly 1000 teachers participated in awareness raising seminars, more than 500 parents attended parents’ days, and 14 schools arranged disability and inclusion events.

Service delivery. Operationally, an important tool to ensuring implementation of HRBA is the Individual Education Plan (IEP). The use of IEPs was intended to help children and students with special needs to get individualized support and good education.

Moving away from a medically-based and disability oriented language is the key for making a change in thinking and attitudes.

The Resource Centers reported that there are 312 students with an IEP, while the estimate of the MEST is about 1000. There are also students with special needs who do not have an IEP. The IEP process was initiated by the teachers, but in accordance with the Law, multi-professional Municipal Assessment Teams have recently been established to determine whether a child has special education needs and decide how teaching should be organized and which of the nearest schools the child should attend. After this, the process for developing the IEP is initiated. Officially, the IEP should be reviewed twice a year and at times when transition is decided.

The Team reviewed a sample of IEPs. These IEPs did not have clear curriculum-related learning objectives. There is limited follow-up on the implementation of IEPs. While it is evident that the introduction of the IEP has raised the awareness among teachers on the diversity of children with special educational needs, its applicability, implementation and impacts still remain unclear. As currently implemented, the IEPs are not an effective tool in helping children to develop their full potential and claim their rights to a good education. While the IEPs are developed in collaboration with the parents and special education teachers, the participation of the child with special needs is not regulated.

5.2 Promotion of the Rights of People with Disabilities

Policy development. The legal framework is developed with a reference to international norms and in line with inclusive education principles. The Law on Primary and Secondary Education (2002) has been called “a monumental milestone in the progress of education in general and specifically education of children with special needs” (UNICEF 2009). The Strategy for Development of Pre-university Education in Kosovo 2007-2017, prepared in 2007, adopted the concept of inclusiveness and promoted “an all-inclusive system of education that provides conditions for quality education and training of all individuals”. A comprehensive set of policy documents and administrative instructions were developed over the course of the evaluation period (see Annex 9).

The Kosovo Education Strategic Plan 2011-2016 (KESP) adopted in 2011 showed its commitment to inclusion of children with special education needs in mainstream education. It incorporated elements of the Strategic Plan for Organizing Inclusive Education for Children with Special Educational Needs in Pre-University Education in Kosovo (2010-2015), which had been developed the previous year, and which contained budgeted action plans for identification and assessment, support to schools, professional development and awareness raising. However, some informants felt this latter plan was overshadowed by the KESP which was less specific in terms of operational and budgetary commitments. The evaluation team also noted that the KESP is based on a limited concept of inclusion that equated it with enrolment and did not address service delivery issues around special education (see, for instance, Joint Annual Review of KESP 2014).

Other documents such as the Kosovo Curriculum Framework (KCF) approved in 2011 set out a consistent vision for developing and implementing a learner-centered and competency-based curriculum in Kosovo reflecting the fundamental

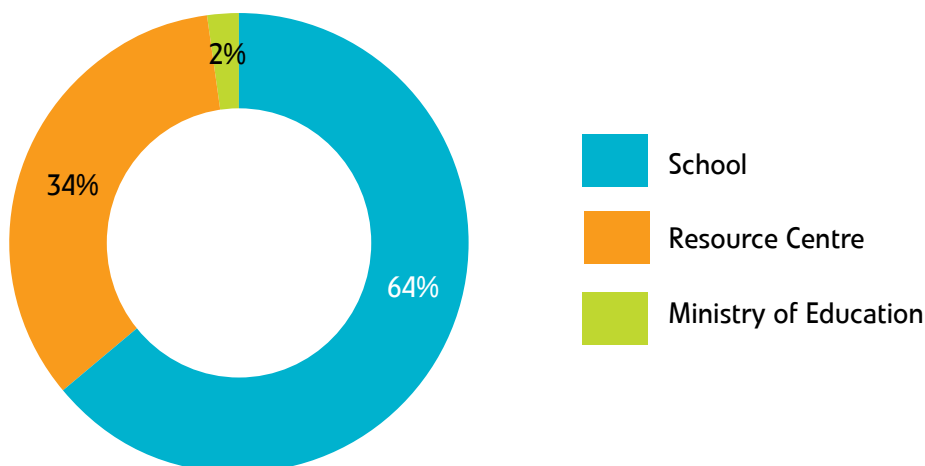
values of human rights, social justice and inclusiveness. Finally, the National Disability Action Plan (2009) sets the main objectives regarding education as creating equal opportunities for persons with disabilities in the educational system. It implements legislation in the educational field for persons with disabilities, ensuring an inclusive education system in preschool institutions, creating professional development programs on inclusive education for teachers and people involved in the educational system and improving competencies on disability issues at the municipal level.

Other strategies such as the *“Strategy for Integration of Roma, Ashkali and Egyptian Communities in Kosovo, 2007–2017”* and the *“National Action Plan against Dropout 2009–2014”* share some areas of interests and activities with the Inclusive Education strategy, but a common approach which would take into account the needs of various beneficiary groups has not been developed.

Capacity development. FSDEK focused first on building capacity in special education institutions, through Professional Development Programmes (PD) and teacher training. During FSDEK III, the PD and training curricula were revised to focus more on mainstream education, including teaching and learning, curriculum implementation, assessment, and collaboration with parents, and PD IV was targeted explicitly to teachers in regular schools. The new Faculty of Education which was established in 2002 was given support to integrate special needs education into teacher pre-service programs. All graduates now complete at least one training module on Inclusive Education/Special Needs Education. These courses appear drawn from the special education approach and should be revised to better respond to inclusive education practices.

The evaluation team received contact information for the 158 PD trainees and conducted a phone survey for 65 randomly selected persons (68% women and 32% men) to trace their perceptions about the training and how they use the knowledge obtained in the training. As shown in Figure 3, a majority of PD graduates interviewed are working in schools (64%) or in resource centers (34%). Most of the respondents work in urban areas.

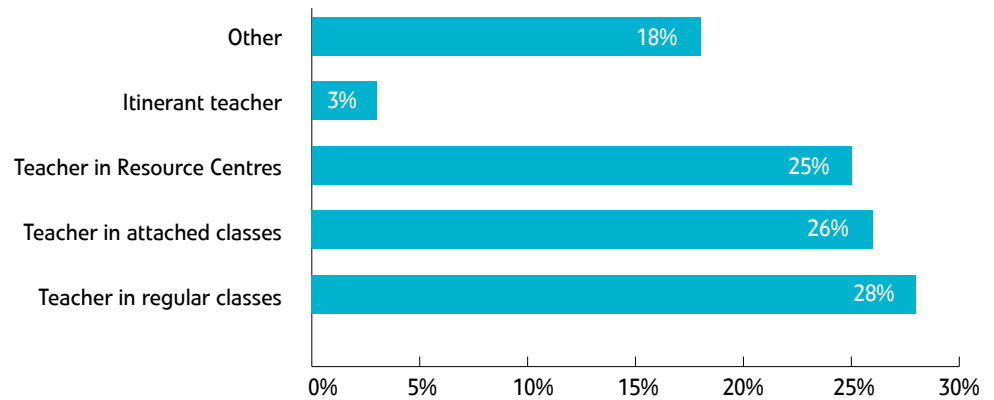
Figure 3. Current Place of Work



All teacher graduates now complete at least one training module on Inclusive Education/Special Needs Education.

The data from the survey shows that one third (28%) of PD trainees interviewed work in regular classes while half of the graduates work in special education in resource centers or attached classes (see Figure 4).

Figure 4. Current Position of PDs (interviewees)



According to the respondents, the training has been beneficial. Asked at what level the respondents are applying the gained knowledge in their work, two thirds (64%) responded that they apply the knowledge very much. Half of respondents stated that skills and knowledge acquired during training contribute very much to the learning processes of the children who have special educational needs. With regard to the contribution of training in promoting social inclusion, there was more variance, and there are respondents who stated that there was no contribution at all or very little contribution.

Despite the value attributed by correspondents to the training, respondents raised a number of concerns. The most common was that participants did not get diplomas but only certificates. The respondents noted that there had been limited cooperation among the trainees, other than those who are working in the Ministry.

In addition to the PD Programme, a cadre of nearly 1,500 persons has been trained in inclusive education by the Finnish projects. There are also eleven persons (seven female) with MA degrees in Special Needs Education obtained from the University of Jyväskylä. The PD approach which contained contract teaching, distant learning and practice was a new approach and it was well received by the trainees. The findings of this evaluation suggest that the skills obtained are used.

Service delivery. FSDEK supported the *transformation of the special schools to become resource centers*. The resource center staff was trained; training of municipal education officers and principals of the neighboring mainstream schools was organized to inform them about the new role of the resource centers. A new profession of itinerant teacher was introduced to resource centers to provide outreach services to identify and assess children with disabilities within the schools and out-of-school and to support students and teachers in inclusive classrooms. Currently there are eight itinerant teachers in Kosovo, who were trained on different topics but these training programs did not continue after the Finnish project. The evaluation team reviewed the transformation plans

submitted by the resource centers and concluded that a more comprehensive, results-oriented institutional development would have guided the transformation in a more strategic and sustainable manner and that a training program for itinerant teachers would be needed.

The resource centers have delivered annually on average ten training programs to teachers in attached classes and regular schools. An average number of 300 teachers were trained annually, with a peak in 2013 when 751 teachers were reported to have been trained in 34 training sessions. The trend is continuing as the MEST staff indicated that 20 training programs were organized in 2014. These training programs are accredited by the MEST. Training material developed during the project is being used and the topics include IEP, development of didactic material, children with autism, teaching strategies, difficulties in learning, learning Braille, children with vision impairment, and training on orientation and mobility. Teachers interviewed provided positive feedback on the training.

The Team visited six resource centers. There were substantial differences among them, but they shared one common feature: the buildings were not fully accessible. There were some modern equipment and instructional aids (also provided after the Finnish project). However, the evaluation team's expectation as to how a resource center should function was not met. They have limited capacity; for instance, in the school for the deaf in Peja, only half of the teachers know Sign Language, which - according to Law - should be used in instruction. It is apparent that resource centers are not able to respond if a teacher, student or parent would like to learn about a new assistive technology or ICT-based programs targeted to students with learning difficulties. There is limited follow-up by the MEST on the services delivered by the resource centers.

Since 2004, the number of students in special schools has decreased, but according to the statistics the number of teachers in those schools has remained at almost the same level of 131 teachers. It appears to indicate over-resourcing of the special schools or ineffective management of their resource center functions, as only a few teachers have been appointed as itinerant teachers to provide support to the regular schools.

5.3 Right to participation in basic education and learning gains

Policy development. There was not a great deal of policy development specifically linked to the issue of improved learning gains among marginalized groups, although some attention to learning gains was given through the development of model schools during the last Phase. Indeed, a prevailing attitude among some school personnel and parents is that the school should focus on socialization of children with special needs rather than their learning potential. Some principals also said that they cannot take or keep a child in the school because the parents of other children oppose it (although this varied considerably - the evaluation team also observed more positive experiences).

Capacity development. The staff in model schools was aware of the Finnish support, but not all of them knew about the supplementary material that was devel-

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An average number of 300 teachers were trained annually.

The Resource Centers were not fully accessible.

A prevailing attitude among some school personnel and parents is that the school should focus on socialization of children with special needs rather than their learning potential.

All itinerant teachers have been trained by the Finnish project.

There is a need for the MEST to monitor more closely the work so that misinterpretations of law could be avoided.

oped during the project. This indicates that the teachers who had been trained by the project have not efficiently shared their knowledge within the school. The new curriculum framework acknowledges the adaptations in learning objectives for persons with IEP but the IEP as an entry point for quality learning is not effectively used.

Service delivery. According to the itinerant teachers focus discussion, each itinerant teacher supports on average 34 children spread over 16 schools, i.e. on average 2 students per school. The itinerant teachers for deaf and blind children cover all of Kosovo, whereas for example the resource center for children with intellectual disabilities covers only the region of Kosovo. The itinerant teachers estimate that 80 percent of their time is spent in schools; the rest for preparing material to support children in regular schools. All itinerant teachers have been trained by the Finnish project.

The itinerant teachers considered that their work is successful as they have identified children with special education needs in the communities and children within resource centers who could be transferred to regular schools. They state that they have observed a change in awareness and attitudes in regular schools, saying that previously the itinerant teachers had to make the initiative to go to schools but now they have been invited by regular schools and teachers.

The feedback from the teachers in regular schools on the work of the itinerant teachers was mixed. The evaluation team met teachers who had benefitted from the work of the itinerant teacher, but also teachers who were not aware of the purpose of their work and teachers who were not very satisfied with the work of the itinerant teacher. Not all teachers interviewed knew about the itinerant teacher. These observations are in line with the findings of a study undertaken for the Kosovo Pedagogical Institute (Sahare 2013). According to that study, only 12 percent of teachers working with children with special education needs were satisfied with the support provided by itinerant teachers and one third of teachers working as inclusive education support teachers in regular schools were not aware that there are itinerant teachers.

The evaluation team learned in one school that a child with a disability is in a regular school “to learn school life,” before being enrolled in a special school. This is not in accordance with the policy, which states that the mainstream school should be the primary option. There is a need for the MEST to monitor more closely the work so that misinterpretations of law could be avoided.

Education of children with special educational needs is delivered also in *attached classes* (AC) in regular schools (integrated class). These classes contain a diversity of children: children with different special needs and different impairments and of different ages. The attached class is taught by a Special education teacher.

Prior to the 1990s there were only a handful of attached classes in Kosovo but in early 2000, a decision was made to increase the number to get children to school and secondly to work as a bridge to regular classrooms. Thus the number of attached classes and students enrolled increased steadily from 35 in 2002 to 69 in 2013 (see Table 2). The number of schools with attached classes increased during this period from 27 (2002) to 50 (2013).

Table 2. Number of Attached Classes 2000-2013

Attached Classes	00	01	02	03	04	05	06	07	08	09	10	11	12	13
Number of Attached Classes	NIL		35	40	55	75	77	79	79	79	78	77	73	69
Number of schools with Attached Classes			27	30	40	45	48	50	51	51	51	51	50	50

The evaluation team visited six attached classes. These classes had three to nine students, ranging in age from five to twenty-nine years, with various kinds or levels of learning disabilities. All the teachers of these classes were trained by the Finnish project. They were very motivated to do their work. There were some instructional materials available and some equipment procured during the time of the Finnish project, but the equipment was not in working order and was not being used.

During lessons observed, the students were engaged in different activities. Peer support and pair work was observed in some classes but it was also observed that some students were not engaged in learning activities at all. It also remained unclear to the evaluation team to what extent the activities were related to the curriculum. According to the team's observation, and based on the discussion with the teachers and students, there were a few students who could learn in regular classes at least part time (partial inclusion is mentioned in the Law). It was evident that the students enjoyed schooling and the company of their peers, but they did not interact with the mainstream.

Attached classes were intended to provide an easy step to a mainstream classroom. However, on aggregate, the policy has had the opposite effect: The data received from the resource centers and schools show that 28 children were transferred from attached classes to mainstream classes, whereas 133 were transferred from regular classes to attached classes. Research conducted by the Pedagogical Institute (Cërmjani et al. 2008) showed similar findings, in that attached classes contributed more to segregation than integration. This was also the opinion of some stakeholders, but the evaluation team also met teachers and principals who considered attached classes as a feasible option to get children with disabilities to school.

This failure of the attached classes is partially due to the lack of clear strategy and follow-up. Many parents prefer having their children in attached cases rather than in regular classes. There are also students in attached classes whose support needs (e.g. severe behavioral problems, multiple disabilities) cannot be met in regular classes. For these students, the MEST has kept open the opportunity to get enrolled in Special Schools. However, in an inclusive education context the service delivery of these schools should also be revisited. While specialized services may be needed, they should not be medically oriented.

Students in attached classes enjoyed schooling and company of their peers, but they did not interact with the mainstream.

Attached classes contributed more to segregation than integration.

While specialized services may be needed, they should not be medically oriented.

It is not only about taking the child to class but also about preparing the class and teacher to accept diversity.

There are students with special education needs in every class even though they may not be identified, who would benefit from additional support, even not having disabilities.

Teachers pointed out that having children with special educational needs in the classroom has made other students more responsible and accepting of others.

Since 2014 the MEST has decided not to open any more attached classes and to transfer the current students to regular classes or support them until grade 9. This puts more pressure on the municipalities. The transfer of the students – whether to regular school or to continuing education – should be well planned and accompanied with appropriate support measures. It is not only about taking the child to class but also about preparing the class and teacher to accept diversity. There are also older students in the attached class who need to be assisted to get to work or further education. This should be planned in collaboration with the itinerant teachers.

The FSIESK introduced Reading Clubs as a support measure for students with difficulties in reading and writing. Furthermore, an FSIESK Expert Team implemented a study on reading and writing difficulties in eight primary schools in four municipalities of Kosovo to provide information on the efficiency of the project support to model schools. The study was conducted in collaboration with the University of Jyväskylä and Niilo Mäki Institute (NMI) in Finland. Findings of the surveys show that the number of non-reading pupils was relatively high both in model schools (which received additional support) and control schools. In model schools, 11 percent of second grade students tested were non-readers and in comparison the percentage was 16 percent in control schools. The survey revealed that there was a correlation between the amount of participation in reading clubs and improvement of reading skills, and that individual support given to the pupils who experience reading and spelling difficulties produces good results.

Though it was not possible to assess the impacts of the Reading Clubs (which were established in four schools during FSIESK) because they do not operate any more, the evaluation team conducted a reading skills assessment to get an overview of the reading competencies of second grade students. A “one-minute reading test” was applied with 183 second graders (53% girls; 47% boys). The results show that there are students with special education needs in every class even though they may not be identified, who would benefit from additional support, even not having disabilities. For instance, there were a few children who read very few words and were not considered by a teacher and school principal as having special education needs. These results are consistent with the findings of the FSIESK study.

The model schools reported both positive experiences and also challenges. Teachers pointed out that having children with special educational needs in the classroom has made other students more responsible and accepting of others. Also, the principals were very supportive and well aware of the principles of inclusion.

5.4 Effect of Finnish-supported interventions on inclusive education policy, practice and outcomes

Policy development. All stakeholders interviewed confirm that Finland has influenced policy, legislation, capacity at the central level, and teacher competencies particularly in attached classes and special schools. However, the impacts at the regular school level are still limited. The fourth project (FSIESK)

explicitly aimed at taking inclusive education forward, though with very limited scope and budget. Four schools, in four municipalities, were selected to work as model schools for inclusive education during the last phase. Training on the use of IEP was accredited by the MEST and was offered to a total of 196 attached class teachers, principals, and inspectors. In addition, 883 participants attended other trainings organized by FSIESK.

The Municipal Assessment Teams were not established during the project period, and the objective of developing procedures for pedagogical assessment was not achieved. Supporting these teams is essential because it is apparent that all team members are not familiar with the principles of inclusive education or the contents of the law and the current way of defining disability. Thus there is a risk that these teams will work according to old paradigms and approaches. Also, municipal policies on implementation of inclusive education do not exist. The need to continue supporting municipal level implementation was also recognized in the recent evaluation of Peace and Development in Finnish Development Cooperation (Ministry for Foreign Affairs 2013), where Kosovo was one of the case studies. This evaluation made a recommendation to continue the support to inclusive education particularly at the municipal level in order to make sustainable impacts.

Capacity development. During FSDEK III, a new role of *Inclusive Education Teachers (Support Teachers)* was introduced. These teachers are school-based resource teachers who support pupils with special needs, and the school to make the school more inclusive. According to the data collected from MEST there are now 38 support teachers in regular schools. The number is expected to increase as the teachers of attached classes are anticipated to continue as support teachers after these attached classes have been transformed into resource rooms. However, this takes time and brings the number of support teachers only to 100, while the number of primary schools alone is more than 1000. The Job Description for support teachers was developed, but there is no training organized for these teachers.

Service delivery. The number of students with disabilities enrolled in education almost doubled from 503 students in 2000 to 952 in 2013 (Statistical Office of Kosovo, MEST). Comparing the results with the global estimates on the prevalence of disabilities in any population, the results are still modest. Using the WHO estimate (2011) that any population contains 10-15 percent of persons with disabilities, these enrolment numbers suggest that less than 1 percent of school age children with disabilities go to school.

In 2000, all the students with disabilities were reported being enrolled in special schools (84%) or in attached classes (16%). In 2013, approximately 77 percent of children with disabilities still studied in segregated settings, out of them 50 percent in attached classes and 27 percent in special schools, but as a result of the MEST policies 23 percent of students with disabilities were enrolled in regular classes (see Figure 5). There is a decrease in enrollment in special schools as shown in Figure 6.

Finland has influenced policy, legislation, capacity at the central level, and teacher competencies particularly in attached classes and special schools.

The impacts at the regular school level are still limited.

The number of students with disabilities enrolled in education almost doubled.

More children with special needs were enrolled in special schools and attached classes than in regular schools.

Figure 5. Enrolment of Students with Disabilities by Type of School 2013

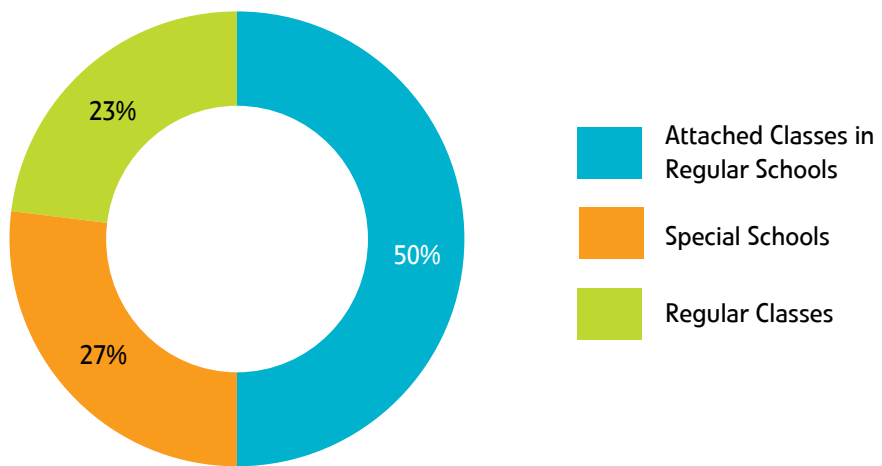
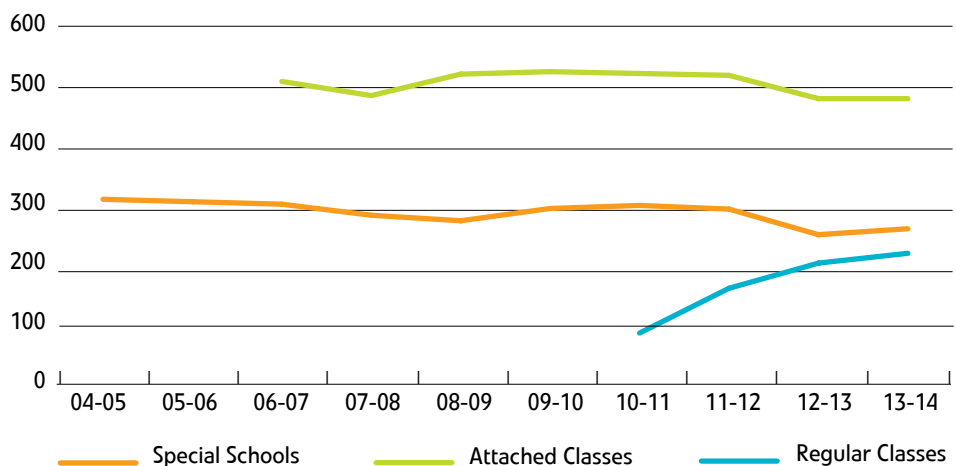


Figure 6. Student Enrolment in Special Education and Regular Schools in 2004-2013



The evaluation team looked at enrollment trends to see whether changes in enrollment in first grade occurred between special schools, attached classes and regular classes over the period covered in this evaluation. The hypothesis was that if the policies were implemented, there would be enrollment of students with special needs in favor of regular classes. However, the data shows that during the period of 2007-2013, more children with special needs were enrolled in special schools and attached classes than in regular schools. On average a total number of 66 children were enrolled in special schools and 55 children in attached classes. The data below (Table 3) shows that since 2010, enrollment of children with special needs in regular class occurred at the level of 20 children annually, with a peak in 2013-2014 when enrollment numbers doubled. This coincides with the introduction of the new policies and with a more targeted support to regular schools.

Table 3. Enrolment of Children with Special Needs in First Grade

	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014
	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total
Special Schools	38	33	32	76	93	93	107	120	115	24
Attached Classes			56	44	62	47	42	61	70	69
Regular Class							25	16	20	38
Total	38	33	88	120	155	140	174	197	205	131

The demographic data on the student population in special education shows that there is a growing need for “specific programmes or other possibilities for students with disabilities and special educational needs after 9th grade, once schooling will be obligatory until 12th grade” as indicated in the KESP. Vocational training and supported employment schemes are needed to ensure that the right to employment in open labor market will be attained.

The evaluation team observed 12 inclusive classes (grades 1-12) in model schools. The purpose of the observation was to get a snapshot of classroom management, teaching methodologies, social interaction and support provided to the child with special education needs as well as time management. Where possible, the teacher was interviewed after the lesson. The findings of the observations are summarized in Box 1.

Box 1. Snapshot from an Inclusive Class

- The average number of students in the classes observed was 29 (ranging from 12–44 students per class). In one class there were three children with special educational needs included.
- None of the schools were fully accessible. Students could only access classes on the ground floor.
- Teaching was interactive and learning oriented. Students were engaged. However, it remained unclear to what extent the learning of the students with special needs was curriculum-related. They were engaged in different activities than the rest in the class or were not engaged at all.
- The instructional materials used were the blackboard and text books. One of the students had a Bliss –plate (an instrument to learn Bliss-writing) but did not use it.
- In lower grades, students were seated in groups though actual group work was not observed.
- There were classes where the child with special needs was accompanied by an assistant (family members or a paid assistant). There was limited interaction between the teacher and the assistant. When the child was accompanied by an assistant, he or she was quite isolated and did not interact with the others.
- Children were used to having a child with special educational needs among them and treated them the same as the others.
- There was some interaction between the students but it depended much on the seating arrangements (the children were seated with the others, in some at the end of the class or in front tables) and the role of the teaching assistant.
- Not all children with special education needs had an IEP.

Children with special needs present in class, but not actively engaged in learning activities.

Inclusive policies are in place and inclusive education is well rooted in the MEST.

Financial sustainability is a great concern.

There is considerable awareness among teachers and school principals about inclusive education and its implications.

Based on the classroom observations, it is concluded that there are children with special needs present in class, but not actively engaged in learning activities. This is because the teachers do not have sufficient skills to individualize the content of the curriculum, assignments, and learning objectives. When the teacher assistants were available, they were not efficiently used to support learning. There was social interaction in class and the teachers observed were able to generate a positive atmosphere for learning.

The evaluation team concludes that the project made only a modest impact on enrolment of children with special needs in mainstream classes. A more holistic approach to development of an inclusive school model would have been beneficial, accompanied with appropriate follow-up and a dissemination plan. It is evident that the teachers need support and advice on how to manage an inclusive class in a learning-oriented manner.

5.5 Sustainability of Finnish-supported inclusive education programs

Policy development. Inclusive policies are in place and inclusive education is well rooted in the MEST. Over time, the FSDEK project supported development of an in-country expertise and there is an operational Special Needs Unit (SNU) in the MEST. However, financial sustainability is a great concern. The special needs education budget of the MEST has remained at the same level throughout the last decade. Since 2014, the municipalities have been obliged to provide education to all children in the respective municipality, but no budget for organizing support to children with special needs has been provided.

Capacity development. The Evaluation found that a vast majority of persons trained during the period of Finnish support are working in the schools, resource centers, development projects and the MEST. Since the end of the Finnish support, the PD Programme and Towards Effective School for All (TESFA) have not continued, but there are some interventions financed, for instance, by Save the Children and the EU-Twinning Programme, which have continued promoting inclusive education. There is considerable awareness among teachers and school principals about inclusive education and its implications.

The evaluation team learned that negotiations have been held between MEST and the Faculty of Education to review the PD Programme and introduce it as one of the in-service training courses. In addition, an EU-financed TEMPUS program for Master of Inclusive Education is being prepared by the Faculty of Education, the University of Bologna and the University of Jyväskylä. Tempus is the European Union's program, which supports the modernization of higher education in the partner countries of Eastern Europe, Central Asia, the Western Balkans and the Mediterranean region, through university cooperation projects. This is a continuation of the partnership between the University of Jyväskylä and the University of Pristina, which started during FSDEK. While the additional support provided in Reading Clubs seemed to have an impact on reading skills, these clubs were discontinued after the end of the Finnish support. The evaluation team also found that the Learning Center which was established in the Faculty of Education does not exist anymore in the new premises of the Faculty.

Service delivery. There will be a need for more itinerant teachers once the number of children with special needs enrolled in mainstream schools increases. This would entail identifying more teachers to be positioned as an itinerant teacher and organizing training and other resources (such as transport) for them. Kosovo is a relatively small country and it is possible to cover all regions with a relatively feasible network of itinerant teachers. Similarly, for inclusive education to be successful there is a need for more support teachers in regular schools. A strategy for provision of support services both by itinerant teachers and support teachers would be needed, accompanied with a proper mapping of prevalence of children with special needs in each municipality.

5.6 Effectiveness of different mixes of MFA development cooperation modalities

Multiple channels have been used to deliver support to the marginalized in Kosovo: FSDEK 2000-2013, NGO projects (1999 - till present), and Local Cooperation Funds. In early 2000, Finland also seconded young professionals to Kosovo Education Centre (KEC) to support teacher education programs. Kosovo was also a part of the regional program of FIDA International, which focused on Roma communities. Local Cooperation funds have been channeled to Roma communities and disability NGOs.

Policy development. Bilateral support and NGO projects complemented each other. FSDEK worked with disability NGOs in awareness raising, in the Disability Task Force and in the development of the document concerning Special Needs/Inclusive Education in Kosovo that was adopted by DES in February 2001. It was apparently the first one to mention the concept of inclusion. The projects by the Finnish Association of the Deaf (FAD) with its Kosovar sister organization, Kosovo Association of the Deaf (KAD), lobbied for the National Program for Sign Language Services 2013-2016, which was approved by the Prime Minister. The aim of the program is to establish a service center regarding sign language interpretation, ensure access to education and organize education in sign language.

Capacity development. Finnish support has enhanced the capacities of rights holders and duty bearers and parallel work has been done with local disability organizations through NGO support and Local Cooperation funds. This “multi-track approach” has contributed to the cooperation between civil society organizations and the education authorities, which is an important element of state building. The projects of the Deaf Associations have complemented the policy work and capacity development: In 2013, the MEST signed the co-funding and cooperation contract with KAD on Class Assistant and Sign Language Instructor training program, which is ongoing and partly funded by the MEST.

Service delivery. Disability NGOs have implemented awareness raising activities and provided specialist support to the project implementers. The FAD has supported the School for the Deaf in Prizren and is currently implementing a project to train deaf school assistants as mentioned above. Furthermore, the FAD and KAD have produced a first sign language dictionary in Kosovo. Also after the project, in 2015, Local Cooperation funds were provided to a local NGO to broaden the model school concept to 34 schools.

6 ANALYSIS AND CONCLUSIONS

6.1 To what extent has a Human Rights-Based Approach (HRBA) been applied in Finland's development cooperation in support of inclusive education?

Supporting those who are disadvantaged has been a key characteristic of Finland's development cooperation in Kosovo. Overall, the Finnish support started with support to disability NGOs, and the support to education sector targeted specifically to a neglected area of education with a very significant number of children out-of-school, i.e. children with disabilities. HRBA has been applied as a means and as an objective in the Finnish support to Education Sector in Kosovo.

The education policies developed during period 2000-2013 reflect human rights principles and they form a sound legal basis for inclusive education. However, the plan of making a special school an education institution for more severely disabled persons needs to be reconsidered in the light of the CRDP, which emphasizes the right for the child to go to school in their community. If special institutions exist, they should not be medically-oriented. The legal framework and administrative instructions should also promote the self-determination right of the learner with disabilities and regulate their participation in the processes concerning their own life, such as school placement and the IEP. The same principle of participation of the Rights Holders could have been applied in project organization as well. The project decision-making bodies (Supervisory Board and Steering Committee) consisted of "duty bearers" with no participation of the "rights holders," though the NGO support had explicitly addressed strengthening this capacity. Participation of rights holders should be enhanced by engaging them in monitoring and decision making.

Although policies are in place and awareness raising has appeared to be successful, there are still numerous barriers such as long distances to schools and inaccessible school buildings, which prevent full participation for persons with disabilities. Also, the teachers and schools have limited capacity to support learning. Attitudinal barriers persist as well- there are parents of children with disabilities who prefer having their children at home, and parents who do not want their children to be educated in inclusive settings with persons with special educational needs for fear that the quality of education or safety of children will suffer. The evaluation team believes that there is a need to move to the "next level of awareness raising" - to dissemination and sharing of good practices and sharing information about educational gains, which will show how inclusive education works and benefits all learners. This would also entail putting more focus on quality measures and learning outcomes.

"Next level of awareness raising" - to dissemination and sharing of good practices and sharing information about educational gains, which will show how inclusive education works and benefits all learners.

Proper implementation of the Individual Education Plan (IEP) remains a challenge and a recommendation was made to the MEST to evaluate the use of IEPs. The evaluation team also noted that there are over-aged students in attached classes who should be guided to non-formal education programs. Also, employment schemes could be developed and implemented for these students, supporting them to get jobs according to their capabilities and interest. Finally, schools and teachers need to be capacitated to respond to the individual differences and to make necessary adaptations (in curriculum contents, objectives, assessments) to enable learning.

6.2 How successful has Finland's development cooperation been in promoting the rights of people with disabilities and in mainstreaming a disability focus?

In terms of the immediate objectives of the projects reviewed, the development efforts have been successful and most of the intended objectives have been achieved. However, because of the lack of long-term strategy and financing, the objectives were narrow and have not proactively promoted inclusive education. The objective of developing municipal level assessment was not achieved due to the delays in the establishment of the Municipal Assessment Teams. However, those teams are now established and operational even though capacities need to be developed. It is also noted that the Law recognizes the specific policy of the deaf community to provide education in Sign Language at lower levels of primary education.

With the contribution of Finnish projects, inclusive education is well rooted in MEST and in the Education Strategic Plan (KESP). A significant cadre of professionals has been trained and most of them are engaged in the teaching profession or in educational administration. The Faculty of Education teacher training program contains three modules on special educational needs. Resource centers with eight itinerant teachers provide support to children with special needs in regular classes. Many teachers, principals and other educationalists have been trained, as well as 39 support teachers in regular schools.

The approach of using attached classes as a bridge to regular schools was unsuccessful. The feedback loop to policy development was used and a new strategy to transform them to resource rooms in those schools where they exist (50) has been introduced by the MEST. This puts more pressure on the municipalities as they need to place the children from these classes into regular schools. It is anticipated that the attached class teachers will become support teachers in the respective schools, but this would bring the number of support teachers only to 100 (assuming that the current support teachers continue), which would cover less than 10 percent of all schools. The schools need to be supported in development of School Development Plans which would include school based policies and actions to implement inclusive education and which would ensure that the resource rooms fulfill their purpose in promoting inclusive education. The MEST needs to develop a policy to ensure that services of trained support teachers are available in every school. Discussions with stakeholders confirm that Finland has influenced policy, legislation, and capacity at the central level, and teacher competencies both in special schools and in regular

Though intensive efforts have been made and policy frameworks are in place, little change has occurred at the level of the rights holders – children with disabilities.

Support should also have been targeted to regular schools where the inclusion is expected to take place.

schools. This is a significant achievement and a mark of effectiveness. However, if the vision reflected in the inclusive education policy and widely accepted through the education system is its greatest strength, there is still work to be done to reach the regular schools. While more children with special needs are enrolled in school, the numbers are still modest (900 or 2400 depending on the data source). Enrolment in regular classes has occurred, but most children with special needs still study in special education settings (special schools, attached classes), which implies that the aim of inclusiveness, i.e. educating children with special needs in regular school has not been satisfactorily met. Despite some positive developments, the system is not yet able to accommodate the vast majority of children with special needs.

Municipalities have not been given the capacities and resources to fully implement the inclusive education policies. Schools and particularly the multi-professional Assessment Teams need to be oriented to inclusive education principles and practices. The schools and municipalities should themselves be asked to help further develop and implement practical low-cost models for inclusive education, which could then be disseminated more widely.

Though intensive efforts have been made and policy frameworks are in place, little change has occurred at the level of the rights holders - children with disabilities. This was confirmed by several stakeholders. For instance, only 16 percent of the PD graduates interviewed claimed that the situation has improved very much from 2000. A worse evaluation was found when it comes to how much learning of these children is supported.

While the approach of transforming the special schools to resource centers was an appropriate strategy to establish support services to regular schools and to get the special schools on board toward inclusive education, support should also have been targeted to regular schools where the inclusion is expected to take place. The last phase focused on regular schools but with a very limited scope, and as a consequence the achievements can be considered modest. Most of the activities introduced during this period have not continued.

There is a need to clarify the policies and ensure that they are in line with human rights principles and with the inclusive education philosophy, which indicate the right to education in the neighboring school. More attention should be given to quality measures and defining support measures at the school level as well as to development of reliable monitoring and evaluation systems. A general challenge for data collection in an inclusive education context is that data collection is disability-based where students with special needs are grouped under categories of disability but data is not available on the nature and extent of support needs, which would be a sound basis for resourcing.

The project design and logic was based on rather narrow objectives and on mixed use of special education and inclusive education concepts, and for some phases the project logic was weak. The relation between the overall objective and project purpose was not specific. For instance, while the objective was to move towards inclusive education (where children would be educated in regular schools near their homes), the indicators were related to special education. Examples of such indicators are “number of students enrolled in special schools” or “increase of number of attached classes.” Furthermore, there were

no outcome indicators to measure the changes at the final beneficiaries' level. The evaluation team considers that a more strategic, results-oriented approach, even though financed as short projects, would have produced more tangible results.

The inclusive education policy includes a number of innovative features that are tailored to the specific challenge of providing educational services in Kosovo: (i) it recognizes that municipalities are in the best position both to know which children need special services, and to overcome service delivery challenges in responding to that need; (ii) it acknowledges the existing knowledge gap (and attitudinal gap) and provides for specially trained itinerant teachers to support teachers in regular classrooms as they include children with special needs; (iii) it provides an opportunity for Kosovar educators to maintain an ongoing professional relationship with external expertise to continually ensure the free exchange of information and ideas; (iv) it acknowledges the cost constraints under which the Kosovo education system is operating and proposes cost-effective methodologies to expand access while containing cost (including the transformation of existing special schools into resource centers); and (v) it consistently addresses inclusive education issues from a human rights-based approach.

6.3 How successful have Finland-supported interventions in inclusive education been in promoting increased participation in basic education and improved learning gains?

There are only approximately 1000 students (or 2,500 depending on the data source) with disabilities enrolled in schools and only a fraction of those children is enrolled in regular classes. There is some increase in enrollment of children with disabilities in the first grade in school year 2013/14, but the numbers are still modest. The policy to introduce attached classes and a bridge to regular school has attracted more children with special educational needs in school, but its intention to work as a bridge to regular school was unsuccessful and had the opposite effect. From a human rights perspective this is not an optimal situation as children should have the right to be enrolled in the nearest school in their community. On the other hand, there are also opinions that special education setting is “the best for the child” at least as long as the regular schools do not have capacities to support all children in learning. The MEST’s decision not to enroll new students to attached classes has not yet been implemented.

The projects have supported the right to education but the goal of educating children with special needs in regular schools has not been satisfactorily met. Insufficient focus has been put on learning gains for children with special educational needs either in special education or in regular schools. One of the actions the MEST should take is to establish an M&E system which would track both enrollment and quality aspects.

Crosscutting objectives of the Finnish Development Cooperation were not addressed consistently across the projects. A gender analysis has not been done and though promotion of girls’ participation in education was among the

Insufficient focus has been put on learning gains for children with special educational needs.

The project launched a concept of inclusive education – educating all children in regular schools in their communities – which was new in Kosovo.

performance indicators of FSDEK II, there were no targeted activities for girls. The other crosscutting themes or objectives were not addressed at all.

With regards to the crosscutting objective of reducing inequity, the projects made attempts to include the Serb minority in project implementation, but due to the political situation this did not succeed. However, all materials produced by the project were made available in Serbian (and administrative instructions also in Turkish and Bosnian) and specific training programs were organized in the Serbian community of Robotova, which was also visited during this evaluation. The support was appreciated by the Serb community. Regarding RAE, they were not explicitly addressed as it was the policy of UNMIK/ MEST to have a different approach to these communities.

All respondents agree that the project-based support led by international experts was the right entry point because there was limited capacity and the concept of inclusive education was new in Kosovo. Having international experts also provided an opportunity to learn about modern trends. However, the concept of inclusive education has not yet been translated into pedagogical practices and learning outcomes in regular classrooms.

6.4 What has been the effect of Finnish-supported interventions on inclusive education policy, practice and outcomes?

One of the clearest areas of value-added from the Finnish-supported projects over the past decade or so has been their contribution to the adoption of an inclusive policy framework for Kosovo's education sector. This was verified by all stakeholders interviewed. It is also recognized in several reports regarding Kosovo education (see, for instance, UNICEF 2006, OECD 2001; 2008). The project launched a concept of inclusive education - educating all children in regular schools in their communities - which was new in Kosovo.

The Finnish support has contributed to state building in Kosovo by making education sector development more inclusive and strengthening the capacities of the authorities as duty bearers. The support also strengthened the linkages between state and society through implementing participatory processes with disability NGOs. However, more participatory approaches could have been used in planning and monitoring the interventions. There is still work to do to ensure that the right to self-determination is achieved as currently the participation of the learner (for instance, in the IEP process) is not regulated. The evaluation team also considers that there is potential among the students themselves which could be used in promoting inclusive education and in peer support.

Finnish support to the education sector addressed the rights to education for children with disabilities who are usually forgotten. It was a common understanding of the respondents that the approach for engaging special schools was the right choice but it is also recognized that some opportunities to introduce inclusive education as a cross-cutting practice were missed because there was limited coordination among international partners and the demand and challenges of scaling up the approach to the entire education system were enormous. In 2000, Finland was the only partner supporting education of children

with disabilities. The support of the Finnish project was considered timely and beneficial by all informants, one of whom stated: “After the war with so many priorities that Kosovo had, social inclusion would have not been addressed at all, so the Finnish project filled in this gap and in the best way possible.”

The visits to attached classes showed that the training efforts have produced a change. Compared to the baseline described in the Inception Report (2000), changes in the classroom set-up were observed as well as use of active instructional methods. Teachers were motivated and they had generated a positive learning environment. While attribution is always a challenge, and beyond the scope of this evaluation to fully address, it is reasonable to assume that the Finnish efforts have contributed significantly to the changes observed. The evaluation team met learners in attached classes who were happy to go to school and also enjoyed the skills they have learned. Without this support, many of them would have remained at home. However, greater impact could have been achieved by more effectively engaging with parents and, as noted above, providing municipalities with needed resources to fulfil their mandate as per the inclusive education policy.

The impacts in regular schools are still limited, due to the fact that regular school teachers were addressed only during the last phase and only 31 teachers from regular schools were trained. Greater attention in project design could have been given to service delivery and sustainability, which would have included more attention to the regular schools and the municipal level. As it is, the concept of inclusive education has not yet been translated into pedagogical practices and learning outcomes in regular classrooms.

6.5 How sustainable have Finnish-supported inclusive education programs been?

The evaluation team finds that there is a good degree of sustainability: Inclusive Education is included as a priority in the core education strategies and laws. Teachers, principals and municipal education officers are well aware of inclusive education and its implications. The evaluation also found that the majority of the teachers trained by the Finnish projects work in the education sector as teachers or itinerant teachers. Also, opportunities to sustain the capacity development activities exist, as negotiations between the MEST and the Faculty of Education of the University of Pristina are underway to review whether the PD Programme will be delivered by the newly established In-Service Training Centre. Technical Assistance to the University of Pristina would be needed to support the revision of the PD Programme. Also a Master of Education Programme in Inclusive Education is being developed as part of the EU-financed TEMPUS Programme. Furthermore, an EU-financed TWINNING-programme 2014-2016, which is coordinated by a Finnish organization OMNIA with Austrian KulturKontakt, continues promoting inclusive education through its activities. The implementation of policies should be followed up by the Embassy and the NGOs.

Though the MEST covers the salaries and other expenses of the eight itinerant teachers, sustainability and further development of support services is a great

Opportunities to sustain the capacity development activities exist.

concern as the budget of the MEST has remained at the same level throughout the last decade. It is hardly sufficient to maintain the current level of activities, much less develop new ones. Low-cost support services are needed. Low-cost solutions could be sought, for instance by engaging more resource center staff employed by MEST to work as itinerant teachers. Furthermore, achievements will not be sustained unless the municipalities have sufficient resources and capacities. In particular, mapping of prevalence of children with special needs should be done in each municipality.

The MEST also needs to plan what measures are needed to build the capacities of secondary level teachers and schools. While the projects have focused on building policies and capacities of the duty bearers, less attention is given to informing the parents and the right holders, which is essential for sustainability and for creating demand for good quality inclusive education.

6.6 How effective have different mixes of MFA development cooperation modalities been?

Different development cooperation modalities have complemented each other, and the mix of support modalities has contributed to the achievement of the objectives. While the support to the Disability Sector strengthened the capacities of the disability NGOs, the bilateral project with the UNMIK and MEST provided a platform for participation and advocacy in education sector development. Similarly, the project by Deaf Associations complemented the approach and ensured that the rights of the deaf community are considered in education sector development. The disability NGOs used their network to inform about the project and new laws and strategies. However, they could have been more engaged in monitoring the activities. While they were consulted, they were not engaged in the project follow-up.

6.7 Other Evaluation Questions

Efficiency of Chosen Modalities

With regards to the efficiency of chosen modalities (see specific evaluation questions in the ToR), the project approach with Technical Assistance was a feasible approach and implementation modality, particularly in the early 2000s when local capacities were limited. It also provided an opportunity to exchange ideas with international experts. Local professionals were increasingly engaged in implementation and particularly in delivering training programs.

Financing was project-based. Each phase had its own planning process and financing decision. When funding for a bilateral project was not available, alternative funding mechanisms were used (for instance, an institutional cooperation instrument). The projects were not evaluated, but two mid-term reviews were conducted to provide feedback to the implementers. The internal feedback mechanisms were used effectively to make corrective measures and develop alternative strategies for the attached classes.

Regional Cooperation

Strengthening regional cooperation was not explicitly on the agenda of the Finnish support, though some activities were implemented with neighboring countries such as study visits to Croatia. Given existing sensitivities, a regional approach would have required an external neutral body to coordinate the activities. Currently Kosovo participates in a joint program “Regional Support for Inclusive Education” financed by the European Council. This project supports regional networking of policy makers, inclusive schools and teachers (more about the project can be found in <http://pjp-eu.coe.int/en/web/inclusive-education/about>).

7 RECOMMENDATIONS

1. The MFA and the Ministry of Education, Science and Technology (MEST) of Kosovo should ensure that a Human Rights-Based Approach is applied in all education sector interventions (e.g. Human Rights as a development result, employing non-discriminatory and participatory processes at all phases of the project cycle; and building capacities of rights holders and duty bearers). This would require adequate resourcing.
2. Inclusive Education project design should ensure that the project focuses on both enrollment and quality and that monitoring systems with appropriate indicators are in place. A results-based approach should be applied.
3. The projects should give greater attention to policy implementation at the local level and to enrollment and learning in regular classes. The MEST should establish appropriate monitoring systems to track the implementation of policies.
4. The MEST, Municipal Education Officers (MEDs) and schools, should develop low-cost strategies for municipal level implementation. The MEST and other actors should continue advocating for inclusive education and mapping of prevalence of children with special education needs, with such mapping to be linked to provision of services. To ensure maximum impact and sustainability of achievements, the MFA should explore whether support is needed e.g., in the revision of the PD Programme at the University and for alternative funding modalities, e.g. Technical Assistance, municipal twinning.
5. The MFA, Embassies, NGOs and other project implementers should seek synergy across modalities in a strategic, results-oriented manner.

Recommendations to the Ministry of Education and Sports (MEST):

1. The MEST should ensure more government financing, with appropriate accountability mechanisms, at the level of municipalities and schools. Attention should be given to mainstream schools to establish school-based support systems.
2. MEST should develop a Monitoring and Evaluation system to ensure accountability, including a system to track quality of special education and inclusive education.
3. The MEST together with its partners should advocate for inclusive education and accurate mapping of prevalence of children with special education needs.
4. The MEST should evaluate the use of IEPs and services of the resource centers to make necessary improvements.

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THE CASE STUDY EVALUATION TEAM

Raisa Venäläinen (Master of Education, University of Tampere) has 25 years of experience in education sector development cooperation, particularly in inclusive education, classroom management, and teacher education. She has ten years of experience as a primary school teacher. Ms. Venäläinen has worked in Western Balkan countries and Kosovo where she worked in the late 1990's and early 2000 in a Disability Sector project and a Human Rights project. She has carried out numerous assignments for the World Bank, Ministry for Foreign Affairs in Finland, Roma Education Fund (REF), UNICEF, Swiss Development Cooperation (SDC), Ministry of Education and Culture in Serbia, Fida International as well as European Council. Her recent work includes support to a Western Balkan Regional Inclusive Education Project financed by the European Council. As a Lead Consultant for the World Bank-financed Delivery of Improved Local Services (DILS) project, Ms. Venäläinen helped develop a road map for inclusive education and M&E systems for social inclusion. She has been involved in planning, implementing and evaluating NGO projects and bilateral projects financed by Finnish Development Cooperation. Ms. Venäläinen has also worked in employment development schemes for the persons with disabilities.

Ardiana Gashi (Ph.D., Human Capital Development, Staffordshire University) works as an Assistant Professor at the University of Prishtina. She was previously Assistant Professor at FAMA College and Director of the Department of Economic Analyses and Policies at the Kosovo Chamber of Commerce. She has conducted research and evaluation assignments for organizations such as the World Bank, UNDP, IOM, ETF, GIZ, ETF, LSEE, Council of Europe, and WIIW. For LSEE and the Council of Europe she was engaged as national researcher in the area of social inclusion in the Kosovo education system. For ODI from the UK she was engaged as researcher for the evaluation of UNWOMEN program in Kosovo. Other projects were focused on education and human capital development.

Ms. Venäläinen was the Team Leader for the Kosovo case study. Ms. Venäläinen and Dr. Gashi collected data at local level.

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.

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.

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 capac-

ity-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 development 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).

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 applicable

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.

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 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.

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

ANNEX 2: PEOPLE INTERVIEWED

FINLAND

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND (MFA)

Karakoski Jussi, Ministry for Foreign Affairs, Education Advisor

Kokkala Heikki, European Investment Bank, Education Advisor

Kotilainen Vesa, OCHR, First Secretary of Embassy of Finland

Laamanen Markku, Ministry for Foreign Affairs, Chargee d'Affaires

Meskanen Anne, Embassy of Finland, Pristina, Chargee d'Affaires

Rämä Anu, Ministry for Foreign Affairs, Desk Officer

FINNISH SUPPORT TO EDUCATION SECTOR

Hakkari Pia, City of Vantaa, FSDEK I and II

Kuitunen Mika, City of Kuopio, FSDEK I

Leskinen Markku, University of Jyväskylä, FSDEK

Matero Marja, Stadia ammattikorkeakoulu, FSDEK III; Metropolia University of Applied Sciences

Mustonen Marja-Liisa, Educluster, Home Coordinator

Lahtinen Inkeri, Finnish Association of the Deaf (Kuurojen Liitto Ry), Coordinator

KOSOVO

MINISTRY OF EDUCATION AND SPORTS

Abazi Shehide, School Abedin Rexha, Turiqec village Skenderaj, Secretary

Avdimetaj Besim, Municipality of Peja, Director of Education Directorate

Behluli Lulavere, MEST, Inclusive Education Division, Head of Inclusive Education Division

Cakaj Igballe, MEST, Division for Teacher Development, Head of Training Sector

Çoçaj Nexhat, Municipality of Prizren, Head of Education Directorate

Gosalci Lirije, MEST, Education Inspector for Prishtina region: PD trainee

Halimaj Herolinda, Resource Centre Lef Nosi for people with intellectual impairment, Director

Idrizi Ferit, MEST Division for International Cooperation, Head of Division

Kabashi Luljeta, MEST, Inclusive Education Division, Officer in Inclusive Education Division

Kadic Enesa, MEST Division for Communities, Head of Division

Kadriu Mustafe, MEST, Division for Standards and Assessment, Head of Division
Kahramani Mazllam, Resource Centre “Nëna Terezë” in Prizren, Itinerant Teacher
Kastrati Xhavit, Resource Centre Xheladin Deda in Peja, Director
Kudic, Eneja
Mekolli Enver, MEST, Education management Information System, Head of Division
Osmani Remzije, Municipality of Skenderaj, Inclusive Education Officer
Potera Igballe, Resource Centre Perparimi in Prishtina, Principal
Recica Sahare, Pedagogical Institute, Researcher
Shabani Yrmet, Resource Centre “Nëna Terezë” in Prizren, Director
Thaçi Muharrem, Resource Centre “Nëna Terezë” in Prizren, Teacher
Vehapi Orhan, Resource Centre “Nëna Terezë” in Prizren, Administrator
Vitia Lirije, Resource Centre Perparimi in Prishtina, Itinerant teacher for Prishtina region

SCHOOLS

Abazi Shehide, Primary School Abedin Rexha inb Turiqec village in Skenderaj, School Secretary
Ademaj Arif, Primary school, Ramiz Sadiku, school model of the Save the Children project, Principal
Canaj Drita, Primary school Ismajl Qemajli (a model school), Principal
Dervishaj Xhelal, Primary school “Leke Dukagjini” in Prizren, School Principal
Halitaj Besmir, Primary school, Ramiz Sadiku, school model of the Save the Children project, Support teacher in the school
Koci Resmije, Primary school Ahmet Delija, Skenderaj, Principal
Kulludri Kaqi Filiza, Primary school “Lekë Dukagjini” in Prizren, Teacher
Kurteshi Turkan, Primary school “Lekë Dukagjini” in Prizren, Teacher
Morina Zeki, Primary school Yll Morina in Gjakova, School Principal
Potera Igballe, Resource Centre Perparin, Prishtina, Principal
Shala Mimoza, Primary school, Ramiz Sadiku, school model of the Save the Children project, Teacher in attached class
Stamenkovic Goran, Trajko Peric, Ropotovo, School principal
Ukshini Liridona, Municipal Assessment Team, Head of the committee
Vitia Lirije, Resource Centre Perparimin Prishtina, Itinerant Teacher; Primary school Ahmet Delija, Skenderaj, Deputy school principal

UNIVERSITY OF PRISTINA, FACULTY OF EDUCATION

Veselaj Zeqir, University of Prishtina, Faculty of Education, Vice Dean
Zabeli Naser, Faculty of Education, University of Prishtina, Professor

DONOR PARTNERS

Beaumont Sophie, European Union Office

Belcastro Helen, SIDA, Senior Programme Officer Development Cooperation/First Secretary

Bllaca Artan, Save the Children, Manager for Program Implementation

Gashi Bajgora Arlinda, USAID, Basic Education Program, Deputy Chief of Party

Halili Enkeleida, GIZ, Basic Education Program, Project Assistant

Kelmendi Dukagjin, HANDIKOS, Board member

Lindroos Kirsi, EU TWINNING, Project Director

Pupovci Dukagjin, Kosovo Education Centre (KEC), Executive Director

Recica Sahare, Pedagogical Institute, Researcher on inclusive education

Sophie Meinke, GIZ, Basic Education Program

Spahiu Afedita, UNICEF, Education Specialist

Tahiraj Gazmend, KAPIE, Former FSEDK staff

OTHER PARTNERS

Remzije Berisha, NGO Tema, Director

Maliqi Afrim, HANDIKOS, Director

Pupovic Dukajin, Kosovo Education Centre, Director

Sebahate Beqiri, Down Syndrome Kosova, Director

Shabani Leonora, Down Syndrome Kosova, Deputy Director

Focus group discussions		
	Group	Place
1	Itinerant teachers	Prishtina
2	NGOs	Prishtina
3	Teachers in Zeki Morina school	Gjakova
4	Teachers in Ahmet Delija school	Skenderaj
5	Teachers in Ismajl Qemajli school	Prishtina
6	Validation Workshop	Prishtina

LIST OF PARTICIPANTS ON VALIDATION WORKSHOP

Nr.	Name and surname	Institution	Position	E-mail address
1	Albion Zeka	Save the Children International	Officer	Albion.zeka@savethechildren.org
2	Suzana Xharra	Yll Morina-Gjakove	Teacher	suzanaxharra@hotmail.com
3	Luljeta Kabashi	MEST(Ministry of Education, Science and Technology)	Officer	Luljeta.kabashi@rks-gov.net
4	Besmira Thaqi Bahtiri	MEST(Ministry of Education, Science and Technology)	Officer	Besmira.thaqi@rks-gov.net
5	Sahare Recica	IPK	Research	saharerecica@hotmail.com
6	Igballe Asllani-Potera	Q.B.Perparimi	Director	igballepotera@hotmail.com
7	Xhavit Kastrati	Q.B . XH. Deda, Peja	Director	Xhavit Kastrati13@gmail.com
8	Fjolla Duraku	QB Lef Nosi, Prizren	Teacher	fjolladuraku@gmail.com
9	Bujar Bytyqi	Q.B. Lef Nosi Prizren	Itinerant teacher	bytyqibujar@hotmail.com
10	Erzen Vala	Sh.F. Yll Morina	Deputy Director	erzenvala@yahoo.com
11	Hajdar Shyti	Nena Tereze, Mitrovice	Director	Hajdar.shyti@gmail.com
12	Ymret Shabani	Q.B. Nena Tereze	Director	Ymret77@hotmail.com
13	Remzije Osmani	DKA-Skenderaj	Officer	Rema.o@hotmail.com
14	Jashar Lushtaku	DKA Skenderaj	Director	jasharlushtaku@hotmail.com
15	Vedat Bajrami	MEST(Ministry of Education, Science and Technology)	Officer	Vedat.bajrami@rks-gov.net
16	Rexhep Kastrati	MEST(Ministry of Education, Science and Technology)	Officer	Rexhep.kastrati@rks-gov.net
17	Kirsi Lindroos	Twinning Project	Resident Twinning Adviser	Kirsi.Lindroos@omnia.fi
18	Gazmend Tahiraj	KAPIE	Project Manager	gazmendtahiraj@yahoo.com
19	Lulavere Behluli	MEST(Ministry of Education, Science and Technology)	Manager DANV	Lulavere.behluli@rks-gov.net

ANNEX 3: DOCUMENTS CONSULTED

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ANNEX 4: PROGRAM MAPPING

Projec	Duration	Objective
FSDEK I "Towards Education for All"	2001–2003	<ul style="list-style-type: none"> • Policy Development for Inclusive Education • Professional Development Programme • School-based Capacity Building for Inclusive Education
FSDEK II	2004–2008	<p>Making inclusive education philosophy central to all professional development programmes for teachers through; Development of pre-service training of teachers; Professional Development (PD) programme; Training for teachers and school staff from schools with attached classes (TESFA);</p> <ul style="list-style-type: none"> • Resource Center reform was added in 2006. • Awareness raising campaign was in 2007.
Institutional Support of the University of Jyväskylä to the Ministry of Education	2009–2011	Increased capacity to regulate resources of general and special education to support inclusive education within regular education at MEST
Finnish Support to Inclusive Education System in Kosovo	2011–2013	Build the capacity of national, regional and local level authorities and educational institutions
NGO Support		
Local Cooperation Funds	2012	Voice of Roma, Ashkali and Egyptians – VoRAE; Empowerment of RAE communities through Education and Sports; scholarships for RAE students
Kosovo Association for the Deaf (KAD) / Finnish Association for the Deaf	2010-2011-cont	Advocacy skills, management and the Kosovo Sign Language (currently part of Disability partnership programme)
HANDIKOS / Kynnys ry	(2000–	Finnish support to the Disability Sector: Advocacy, participation

ANNEX 5: UN CONVENTION ON THE RIGHTS OF PERSONS WITH DISABILITIES

The Basic Principles of the UN Convention on the Rights of Persons with Disabilities

Persons with Disabilities have the same rights to be included in society as anybody else.

They are to be respected for who they are.

Everyone should have equal opportunities.

No one will be discriminated against.

Persons with Disabilities have a right to education.

Children with Disabilities should be respected for who they are as they grow up.

What is best for the child will be the most important thing to think about.

Countries will make sure that Persons with Disabilities have the opportunity to go to mainstream schools and can carry on learning throughout their lives so that:

- They are able to develop their skills and abilities and take their place in the world.
- They are not excluded from (kept out of) any sort of education.
- They can go to good local schools, and don't have to pay for them, the same as everyone else.
- They have their needs met as far as possible. They get proper support to learn. People can learn Braille and other ways of communicating as needed.
- Countries will make sure teachers have the right skills.
- Countries will provide the right support for disabled people to continue their education as adults if they want to.

Persons with Disabilities have the same right to make their own decisions about important things as everyone else.

They should have the proper support they need when making decisions.

If a person really does need someone else to speak for them there should be rules to make sure this is done properly.

<https://www.gov.uk/government/policies/creating-a-fairer-and-more-equal-society/supporting-pages/united-nations-convention-on-the-rights-of-disabled-people>

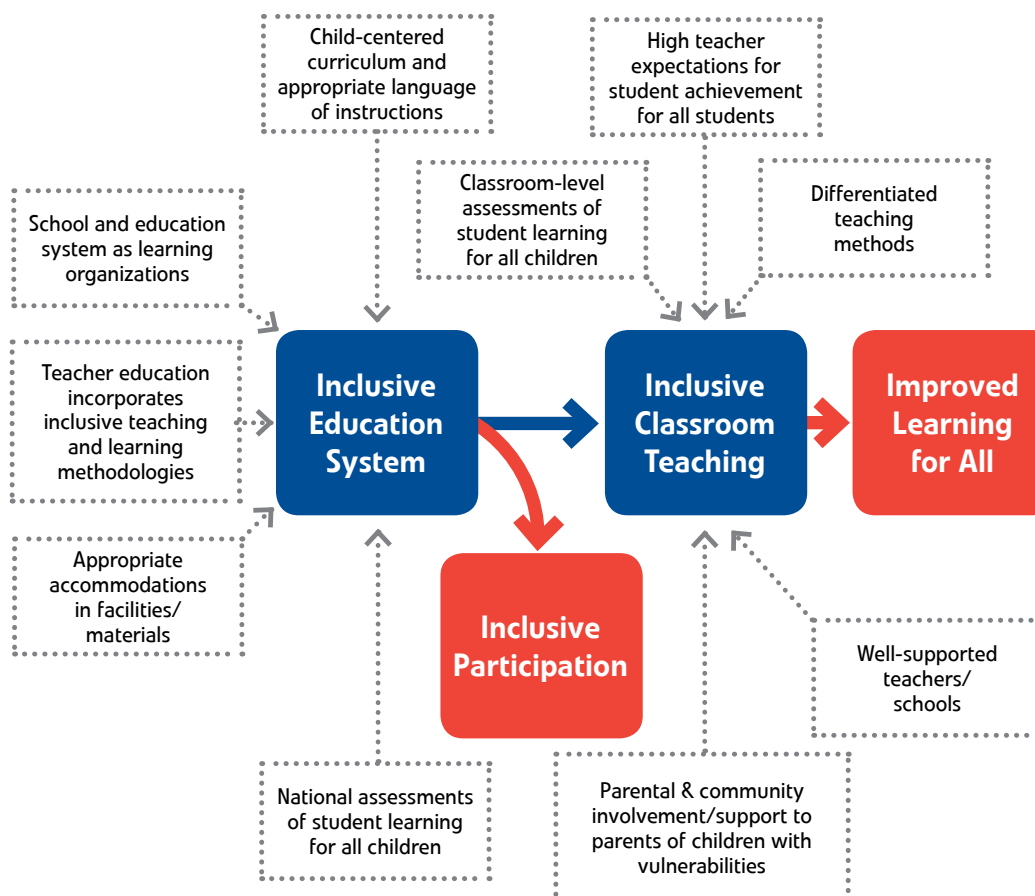
ANNEX 6: THEORY OF CHANGE

Enabling conditions (National and local government): ideological and practical support for human rights; strong national investment in basic education; collaboration and support for local service providers including NGOs and CSOs.

Enabling conditions: Ministry of Education: pro-poor education sector plan and financial allocation in support of Education for All/inclusive education; leadership and ownership of externally funded programs; decentralized and evidence-based decision making.

Enabling conditions (MFA): Good aid management; reliable funding of programs aligned with Education Sector Plan; use of local CSOs; coordinating with bi-and multi-lateral funding sources, as well as government funding; capacity building; focus on marginalized and vulnerable children, including children with disabilities.

Sequence of Causal Links: Learning for All



Source: Adapted from Save the Children/ Enabling Education Network (2006), *Schools for All: Including Disabled Children and Young People in Education*

ANNEX 7: FINNISH DEVELOPMENT COOPERATION POLICY

Finland has had a rather high profile in political events in Kosovo. Mr. Harri Holkeri, Finland's former Prime Minister, was the Special Representative of the United Nations Secretary-General (UNSG) and Head of the United Nations Interim Administration Mission in Kosovo (UNMIK) between July 2003 and May 2004, also President Ahtisaari's Status Plan for Kosovo is well known.

The Finnish Support to Education Sector in Kosovo 2000-2013 corresponded to five different Development Policies of the Ministry for Foreign Affairs, dating back to 1998, 2001, 2004, 2007 and the current one from 2012. Promotion of human rights has been the underlying principle and goal of all these policies. In the 2004 policy, the promotion of equality and human rights was included as an activity to help achieve the goals of development cooperation. The 2007 policy introduced crosscutting themes of development cooperation, including promotion of the rights of the children, persons with disabilities, indigenous people and ethnic minorities. The current Development Policy Programme of 2012 is in line with Finland's long-term commitment to human rights and development cooperation and focuses on four priority areas: a democratic and accountable society that promotes human rights; an inclusive green economy that promotes employment; sustainable management of natural resources and environmental protection; and human development. The cross-cutting objectives (CCOs) of this policy are gender equality, reduction of inequality, and climate sustainability. These cross-cutting objectives must be integrated in all development cooperation through mainstreaming, targeted action and in policy dialogue.

The 2012 policy puts special emphasis on reduction of inequalities, which implies particular attention to the rights and opportunities of groups that are particularly vulnerable and easily marginalized. These include children, persons with disabilities, ethnic minorities and indigenous peoples, people living with HIV/AIDS as well as those belonging to sexual and gender minorities. Additionally, based on the mandate given by Finland's population to the Government through Parliament, Finland applies a value-based approach that emphasizes human rights and self-determination, freedom, equal opportunity and non-discrimination, democracy, equal participation, inclusion and equality.

Kosovo is included in the MFA's Western Balkan assistance plans and strategies. According to a strategy paper of 2000 for the Western Balkans, the objectives of Finnish cooperation in the region was, in accordance with the Development Cooperation policy, the promotion of democracy and human rights and a reduction in environmental threats. The emphasis was on good governance and the rule of law, participation in decision-making at the local level, the right of women to participate in economic activities, and the promotion of vulnerable groups as active members of society. A further strategy was produced by the Unit for Western Balkans in 2003. Social development, including education and health, human rights; minority and women's rights, the environment (water and sanitation), and support to civil society and democracy were among the specific areas of Finnish cooperation for the region. For Kosovo, the strategy defined the objectives of Finnish aid as facilitating the return of refugees, promoting social and political stability and promoting a peaceful co-existence between ethnic groups. The last strategy 2008-2011 for the Western Balkans dates from March 2008. It concentrates on Kosovo; its main objective is supporting the implementation of the Ahtisaari Plan, and emphasis is placed on local development (excluding support to local governments).

ANNEX 8: METHODOLOGY

GENERAL METHODOLOGY

The present case study is one of a series of studies of Finnish support to inclusive education (IE) in Ethiopia, Kosovo, and the Bilingual Intercultural Education for the Amazon Region (EIBAMAZ) program countries of Bolivia, Ecuador, and Peru. The case studies address 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, which includes program inputs (changes to legislation and rules, teachers trained, 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 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 case studies draw upon three information sources to address these questions: desk studies, a document review, and field research.

Desk Studies

In preparation for the case studies, the research team wrote desk studies. The first outlined definitions of "inclusive education" and scoped Finland's MFA development support to inclusive education around the world. The second reviewed Finnish development cooperation to enhance the rights and equal opportunities of participation of people with disabilities. These desk studies, together with information from interviews with MFA staff by research team member Robert Prouty, informed the case studies.

Document Review

Each of the case study field research teams reviewed the following kinds of documents (specific examples are referenced in individual case studies): basic program documents; academic writings; country support strategies and education sector strategic plans; the strategy documents of partner agencies (e.g., World Bank, GPE, UNICEF, EU, DfID, and Norad); program progress reports and annual reports; mid-term reviews and evaluations; global reports; and, country level reports.

Field Research

In their field research, the case study teams first sought to identify what policy interventions were planned and implemented regarding 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. The teams then sought outcome measures on each of these indicators. In view of limitations on the availability of reliable data, especially on academic achievements and on sub-groups of students, it was not always possible to establish reliable baselines or outcomes, and in some of the case studies the teams carried out their own achievement tests during school visits.

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.

METHODOLOGY OF KOSOVO REVIEW

Desk research

The team reviewed legislation, data on inclusive education, strategic documents, reports from the Ministry of Education, Science and Technology, Pedagogical Institute, as well as reports of development partners such as UNICEF, European Training Foundation (ETF), the World Bank, and Save the Children to understand the overall context and to develop a conceptual framework for the evaluation. The list of documents consulted is annexed in this report (Annex 3).

Survey Design

A stakeholder mapping was done based on the project documentation. Baselines were collected from different sources. Data collection instruments were developed, including outlines for semi-structured interviews and focus group discussions (education officials in the MESD and MED, development partners, principals, teachers, NGOs) and a classroom observations grid.

Interviews

Interviews were done with the Ministry of Education, Science and Technology, municipal education directorates, school principals and teachers, resource center principals and teachers, development partners, parents, Faculty of Education of the University of Pristina, NGO representatives and other relevant stakeholders in Kosovo. Representatives of the Ministry for Foreign Affairs, NGOs implementing education sector projects in Kosovo and former project staff were interviewed in Finland to identify promising

practices, as well as challenges in the application of human rights-based approaches to development (for the list of interviewees, please see Annex 2).

Visits

The Evaluation team made field visits to municipalities and institutions that are related to Finnish development cooperation, including Resource centers and schools. The visits included interviews with Municipal Education Officers (MEDs), visits to Resource centers (5/7), schools and interviews with principals, teachers, parents and students.

Survey with trainees in the Professional Development program

A list of 158 trainees of the Professional Development Programme I-IV was provided by an ex-employee of the Finnish project. Out of this list, a randomly selected sample of 65 trainees was interviewed via telephone. Selection was done by applying systematic sampling, i.e. every second person from the list was selected (staff employed in the Special Education Unit and some that we knew had moved abroad were excluded). The aim of the survey was to trace to what extent the PD training has benefitted inclusive education development and to what extent the trainees apply the knowledge and skills gained to their current work.

Focus group discussions

Three focus group discussions were held: with teachers in regular schools (some of them had participated the trainings organized by the Finnish project); with itinerant teachers; and with NGOs working with children with special needs and the parents of these children. The purpose of these discussions was to get an overview of the impacts of the Finnish support and challenges and opportunities ahead.

Classroom observation

Unannounced classroom observations were conducted in 12 *inclusive classrooms* (e.g. regular classrooms where there was a child with special education needs). A classroom observation grid was developed modifying the Inclusive Classroom Profile¹ - instrument. The enumerators received a brief training on the use of the grid. In addition the team visited attached classrooms but a standard observation grid was not applied because the activities were individual-based. However, the enumerators recorded their observations which were summarized and analyzed.

Reading test

A reading assessment was conducted in three schools which were selected as model schools during the last project FSIESK. The test was to assess reading fluency (words read in a minute) and reading comprehension. Children were asked to read for a minute and then were asked a question examining if they remembered facts and another question to assess their reading comprehension.

Classes for this test were chosen by the Evaluation team and all children in selected classes were tested. A text from the USAID Basic Education program book developed for the second grade students was used (typed in an A4 page sheet). The Test was run for second grade students (2 classes in School 1 and 2 and three classes in School 3, as the latter one was significantly bigger than the two first schools).

1 The ICP is a classroom observation measure for assessing the quality of inclusive classroom practices that support the developmental needs of children with disabilities. ICP was originally planned for early childhood settings, but it was modified for the purposes of this study.

Validation workshop and Debriefing

A validation workshop was organized in the MEST with 22 invited stakeholders to discuss preliminary findings. The field study debriefing was held in the MFA in April 2015, after which the draft evaluation report was prepared.

ANNEX 9. EDUCATION SECTOR STRATEGIES AND ADMINISTRATIVE INSTRUCTIONS

A number of strategy documents were developed over the evaluation period with Finnish support.

Strategy for Development of Pre-university education in Kosovo 2007-2017 (2007)

Strategy for Development of Pre-university education in Kosovo 2007-2017 adopted the concept of inclusiveness and set the mission for education sector development as: “an all-inclusive system of education that provides conditions for quality education and training of all individuals by actively involving in and promoting practices of lifelong learning and values of democratic citizenship,” but the concept of Inclusive Education is not further elaborated. The strategy recognizes students with special educational needs, particularly the RAE -minority, but also uses the term “inclusion” as a synonym for “enrolment”; for instance, “Inclusion of children in compulsory education has reached 97 percent, whereas inclusion in the upper secondary education, especially of girl students has gone up for 30 percent from 1999 to 2004.” Special education service delivery is not addressed in these strategies, though they are part of the MEST service delivery.

Kosovo Education Strategic Plan 2011–2016 (KESP) (2011)

In the KESP 2011-2016, MEST remains committed to increasing the level of inclusion of children with special education needs in mainstream education, in neighboring schools and that special schools will provide education for children with severe or multiple disabilities. KESP recognizes that an inclusive education system is required to reduce barriers to formal school education. The new role of Support Teacher (Inclusive Education Teacher) has been created in order to support the inclusion of children with special education needs in mainstream classes.

This Strategic Plan was developed at the same time as the Kosovo Education Strategic Plan 2011-2016 (KESP). The KESP adopted the principles of an “inclusive education system that offers conditions for quality education and training for all individuals” and made a reference to the priorities mentioned in the strategy. However, some informants considered that the Inclusion Strategy was overshadowed by the KESP and that it did not get sufficient attention.

Strategic Plan for Organizing Inclusive Education for Children with Special Educational Needs in Pre-University Education in Kosovo (2010–2015) (2010)

The vision of the strategic plan is a quality education system for all children, taking into account and respecting individual needs, interests and opportunities. In order to reach the vision, five objectives are set related to: i) Early identification and intervention to increase inclusion; ii) Providing and strengthening support mechanisms for inclusive and accessible schools; iii) Undertaking professional development of educational personnel; iv) Improving the physical infrastructure for inclusive schools and v) Increasing awareness of inclusive education. It contained budgeted action plans for identification and assessment, support to schools, professional development and awareness raising.

Kosovo Curriculum Framework (2010)

The Kosovo Curriculum Framework (KCF) approved in 2011 sets out the vision for developing and implementing a learner-centered and competency-based curriculum in Kosovo integrating and reflecting the fundamental values and principles of human rights, living together, social justice and inclusiveness. The KCF also envisages curriculum solutions by considering students' needs and providing equal access and quality education to all. The KCF also requires alignment with teacher education and training, assessment and school and classroom management.

National Disability Action Plan for the Republic of Kosovo 2009-2011 (2009)

The National Disability Action Plan sets the main objectives regarding education as creating equal opportunities for persons with disabilities in the educational system, implementing legislation in the educational field for persons with disabilities, ensuring an inclusive education system in preschool institutions, creating professional development programs on inclusive education for teachers and people involved in the educational system and improving competencies on disability issues at the municipal level.

Other strategies such as the *"Strategy for Integration of Roma, Ashkali and Egyptian Communities in Kosovo, 2007–2017"* and the *"National Action Plan against Dropout 2009–2014"* share some areas of interests and activities with the Inclusive Education strategy, such as early identification and assessment of learning difficulties, as well as school-level measures such as "teams for prevention and response to dropout and non-enrolment of students in compulsory education," but a common approach which would take into account the needs of various beneficiary groups has been developed.

Administrative Instructions:

No. 24/2014 The Conversion of Attached Classes in Resource Rooms

http://www.masht.gov.net/advCms/documents/24_2014_UA_1.pdf

No. 26/2013 Selection of Employees for Provision of Professional Services in Pre-University Instructive-Education Institutions (Includes psychologists, pedagogues etc...)

http://www.masht.gov.net/advCms/documents/26_2013_UA.pdf

No. 18/2013 The use of Individual Education Plan

http://www.masht.gov.net/advCms/documents/18_2013_UA.pdf

No. 22/2013 The Maximal Number of Students per Class and the Report (Ratio) Teacher-Student

http://www.masht.gov.net/advCms/documents/22_2013_UA.pdf

No. 23/2013 Resource Centres

http://www.masht.gov.net/advCms/documents/23_2013_UA.pdf

No. 26/2012 Personnel qualifications working with Students with Special Education Needs

http://www.masht-gov.net/advCms/documents/UA_26_2012_new.pdf

No. 12/2012 Criteria's for Election of Assistants and Instructors for Inclusive Education and their Obligations

http://www.masht-gov.net/advCms/documents/UA_12_2012_new.pdf

No. 07/2012 Professional Assessment of Children with Instructive- [should be Special] Educational Needs

http://www.masht-gov.net/advCms/documents/Udhezim_administrativ_07_2012_anglisht.pdf

No. 19/2012 Establishment and enforcement of teams for prevention and response toward abandonment and non-enrolment in compulsory education

http://www.masht-gov.net/advCms/documents/UA_19_2012_new.pdf

No. 7/2011 Creating and Strengthening of Teams for Prevention and response toward Abandonment and Non-registration in Compulsory Education

<http://www.masht-gov.net/advCms/documents/o7-UA.pdf>

ANNEX 10: KEY INDICATORS

Key Indicators 2001 and 2013

Indicator	2001/02*	2013**
The population of Kosovo	1.8 million	1.8 million
Student Population		
Number of Primary school pupils	303,590	278,608
Proportion of students who are Girls	48%	48 %
Number of Secondary School students (High Secondary Education)	90,077	99,578
Proportion of students who are Girls	42 %	47%
Schools		
Number of primary schools (including satellite schools)	863	1 147
Teachers		
Number of Teachers in Primary schools	14,284	17,356
Number of Teachers in Secondary schools	4,411	6,023
Special Education		
Number of Special Schools	7	7
Number of attached classes	7	69
Number of Students in Special Education, total	503	1,239
Number of Supported Students in Regular Classes supported by Itinerant teachers	0	250
Proportion of Special Education students who are Girls	NIL	37%
Number of Teachers Special Education	75	171

Source: *Pupovci D. et al. (2001) Education in Kosovo 2000/01. **Kosovo Education Centre; Kosovo Agency of Statistics 2013/2014

EVALUATION

FINLAND'S DEVELOPMENT COOPERATION IN INCLUSIVE EDUCATION 2004-2013



MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND