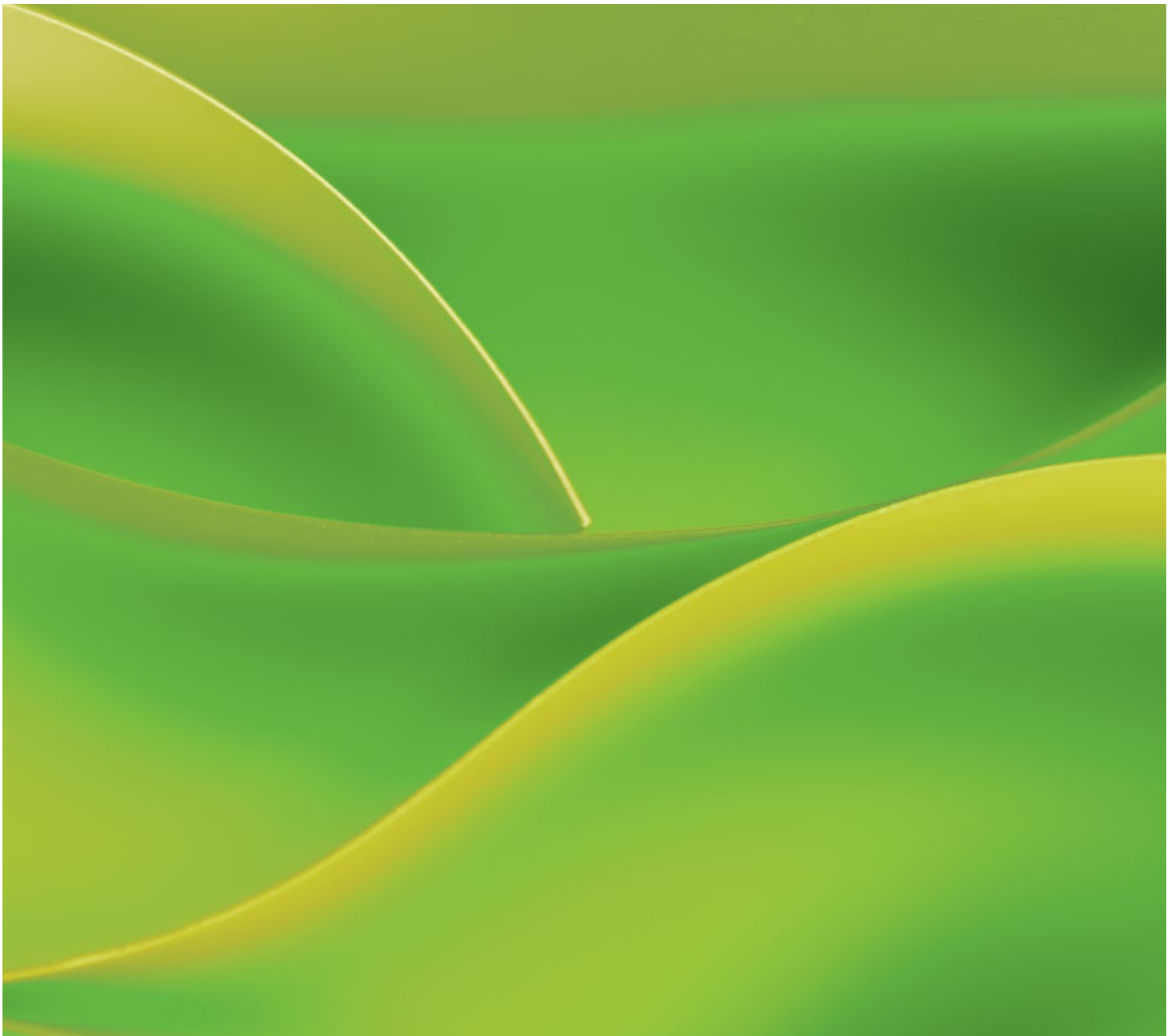




EVALUATION

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



Evaluation on Finland's Development Policy and Cooperation

2015/5d

EVALUATION

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

Case study Finnish Development Cooperation in Inclusive Education in Ethiopia

Natasha Graham

2015/5d

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

AIDS	Acquired Immunodeficiency Syndrome
CBR	Community Based Rehabilitation
DPMG	Development Portfolio Management Group
EFA	Education for All
EMIS	Education Management Information System
EPRDF	Ethiopian People's Revolutionary Democratic Front
ESDP	Education Sector Development Plan
ETP	Education and Training Policy
GEQIP	General Education Quality Improvement Project
GPE	Global Partnership for Education
GTP	Growth and Transformation Plan
HIV	Human Immunodeficiency Virus
HPDO	Help for People with Disabilities Organization
HRBA	Human Rights-Based Approach
ICI	Institutional Cooperation Instrument
IE	Inclusive Education
IEP	Individual Educational Plans
JRM	Joint Review Mission
LCF	Local Cooperation Fund
MDG	Millennium Development Goal
MFA	Ministry for Foreign Affairs (Finland)
MOE	Ministry of Education (Ethiopia)
MoFED	Ministry for Finance and Economic Development (Ethiopia)
NGO	Non-Governmental Organization
OOSC	Out-of-School Children
RC	Resource Center
SNE	Special Needs Education
TA	Technical Assistance

TDP	Teacher Development Program
TVET	Technical Vocational Education and Training
UN	United Nations
UNESCO	United Nations Education Science and Culture Organization
UNICEF	United Nations Children's Fund
UPEC	Universal Primary Education Convention
USAID	United States Agency for International Development
WHO	World Health Organization

TIIVISTELMÄ

Tämän arvioinnin toteuttajana toimi Development Portfolio Management Group of University of Southern California (DPMG). Tässä asiakirjassa käsitellään loppuarvioinnin tuloksia Suomen tuesta Etiopialle aikavälillä 2004-2013. Arvioinnin tarkoituksena on ohjata suunnittelua ja päätöksentekoa Suomen ulkoasiainministeriössä ja auttaa ministeriötä parantamaan ihmisoikeusperustaisen lähestymistavan soveltamista kehitysyhteistyössään. Noin kaksi viikkoa kestänyttä kenttäkäyntiä edelsi laaja asiakirjojen läpikäyminen. Kenttämatkalla primääriaineisto arviointia varten kerättiin kahdelta alueelta Etiopiasta: Addis Abeban kaupunkialueelta ja Oromian osavaltiosta. Tiimi toteutti syvä- ja ryhmähaastatteluja sekä tarkkailua luokkahuoneissa.

Arvioinnissa todettiin, että Suomen tuella on ollut merkittävä vaikutus asenteiden muokkaamisessa ja opettajien koulutuksen systematisoimisessa inklusiivisempaan suuntaan. Arvioinnissa todettiin kuitenkin myös, että nämä saavutukset eivät ole johtaneet laaja-alaisten koulutusohjelmien toteutumiseen kouluikäisille vammaisille lapsille. Käyttöön otetut rakenteet eivät näytä olevan laajennettavissa, koska valtion tuki ja sitoutuminen puuttuvat, ja monikansalliset rahoittajat eivät ole tehneet inklusiivisesta koulutuksesta ohjelmallista painopistettä. Arviointi suosittelee selkeämpiä vastuumekanismeja ja yksityiskohtaisen toimeenpanostrategian kehittämistä. Lisäksi suositellaan siirtymistä nykyisestä kansalaisjärjestöjen ja kahdenvälisen ohjelmien kautta tapahtuvasta pienimuotoisesta toiminnallisesta tuesta ja palvelutarjonnasta lähestymistapaan, joka kanavoi asiantuntemuksen ja resurssit tukemaan strategisemmin järjestelmällistä muutosta.

Avainsanat: arviointi, Suomi, Etiopia, koulutus, inklusiivinen opetus, vammaisuus, ihmisoikeudet

REFERAT

Utvärderingen genomfördes av Development Portfolio Management Group vid University of Southern California (DPMG). Detta dokument beskriver resultaten av den slutliga utvärderingen av Finlands stöd till Etiopien under perioden 2004-2013. Utvärderingen är avsedd att styra planering och beslutsfattande i det finska utrikesministeriet och hjälpa ministeriet att förbättra tillämpningen av de mänskliga rättighetsbaserade strategierna i sitt utvecklingssamarbete. En omfattande dokumentgranskning föregick ett fältbesök på cirka två veckor. De primära uppgifterna för utvärderingen samlades in från två regioner i Etiopien: Stadsadministrationen Addis Abeba och den regionala staten Oromia. Teamet genomförde djupgående intervjuer, fokusgrupper och observerade klassrum.

Utvärderingen visade att det finska stödet har haft en betydande inverkan på att förändra attityder och systematisera lärarutbildningen för att göra det mer inkluderande. Dock fann man också att dessa ansträngningar inte har lett till en implementation av program på bred skala för skolbarn med funktionshinder. De strukturer som införts visar inte skalbarhet, främst på grund av brist på statligt stöd och engagemang och eftersom multilaterala givare ej gjort inkluderande undervisning till ett programmatisk fokus. Utvärderingen rekommenderade tydligare ansvarsmekanismer och utveckling av en detaljerad genomförandestrategi. Det rekommenderas dessutom en förskjutning från den nuvarande småskaliga operativa stödet och tjänstleverans genom icke-statliga organisationer och bilaterala program till ett synsätt som frammanar kompetens och resurser betydligt mer strategiskt för att stödja systemförändringar.

Nyckelord: utvärdering, Finland, Etiopien, inklusive utbildning, funktionshinder, mänskliga rättigheter

ABSTRACT

This evaluation was carried out by the Development Portfolio Management Group (DPMG) of the University of Southern California. This document describes the results of the final evaluation of Finland's support to Ethiopia over the period 2004-2013. The evaluation is intended to guide planning and decision making in the Finnish Ministry for Foreign Affairs and to help the Ministry enhance the application of Human Rights-Based Approaches in its development cooperation. An extensive document review preceded a field visits of approximately two weeks. The primary data for the evaluation were collected from two regions in Ethiopia: Addis Ababa city administration and Oromia Regional State. The team conducted in-depth interviews and focus groups and observed classrooms.

The evaluation found that the Finnish support has had a significant impact in changing attitudes and systematizing teacher training to make it more inclusive. However, it also found that these efforts have not led to wide-scale implementation of programs for school-aged children with disabilities. The structures put in place do not appear scalable mainly because of the lack government support and commitment and because multilateral donors have not made inclusive education a programmatic focus. The evaluation recommended clearer accountability mechanisms and development of a detailed implementation strategy. It further recommended a shift from the current small-scale operational support and service delivery through Non-Governmental Organizations and bilateral programs to an approach that channels expertise and resources far more strategically in support of systemic change.

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

Suomen tukemat hankkeet ovat tuoneet merkittävää lisäarvoa ja positiivista vaikutusta inklusiivisen opetuksen toimintatapoihin, käytäntöihin ja tuloksiin.

Nämä aikaansaannokset eivät ole kuitenkaan johtaneet laaja-alaisten koulutusohjelmien toteutumiseen kouluikäisille vammaisille lapsille.

YHTEENVETO

Arviointi Suomen kehitysyhteistyötuesta inklusiiviselle koulutukselle Etiopiassa on yksi kolmesta tapaustutkimuksesta, jotka on toteutettu osana laajempaa arviota Suomen inklusiivisen opetuksen kehitysyhteistyöstä vuosina 2004-2013. Muut tapaustutkimukset tehtiin Kosovossa ja kolmessa Etelä-Amerikan maassa (Bolivia, Ecuador ja Peru). Koko arvioinnin tavoitteena oli: (i) arvioida ihmisoikeusperustaisen lähestymistavan toteutumisen vahvuudet ja heikkoudet Suomen kehitysyhteistyössä arvioimalla sen soveltamista inklusiivisessa opetuksessa yhdessä vammaisnäkökulman kanssa, (ii) arvioida inklusiivista opetusta Suomen kehitysyhteistyössä ja antaa kattava kokonaiskuva saavutuksista, vahvuuksista ja heikkouksista, ja (iii) arvioida yhteistyön saavutuksia, vahvuuksia ja heikkouksia vammaisuusnäkökulman kanssa sekä tarjota esimerkkejä vammaiskysymysten valtavirtaistamisen onnistumisista ja epäonnistumisista.

Primääriaineisto arviointia varten kerättiin kahdelta alueelta Etiopiasta: Addis Abeban kaupunkialueelta ja Oromian osavalttiosta.

Suomen tukemat ohjelmat ovat kohdistuneet merkittävän tarpeen alueelle, jota muuta avunantajat eivät ole tukeneet. Suomen tukemat hankkeet ovat tuoneet merkittävää lisäarvoa ja positiivista vaikutusta inklusiivisen opetuksen toimintatapoihin, käytäntöihin ja tuloksiin. Ohjelmilla on ollut merkittävä vaikutus opettajankoulutuksen muuttamisessa ja systematisoinnissa inklusiivisemmaksi.

Suomen tukemien hankkeiden ansiota on, että vammaisuuteen liittyvät asiat ovat nyt osa koulutusohjelmaa Etiopiassa. Useita osaavia ja sitoutuneita erityisopetuksen / inklusiivisen opetuksen asiantuntijoita on koulutettu ja heitä työskentelee nyt inklusiivisen opetuksen alalla sekä integroiduissa että tavallisissa etiopialaisissa kouluissa. Strategian toimeenpanon käynnistymisen jälkeen, osana kapasiteetin kasvattamista, lähes kaksituhatta opettajaa on koulutettu erityisopetuksen alalla sekä 20 resurssikeskusta on perustettu ja varustettu. Lisäksi on kehitetty rakenne, jonka tarkoituksena on tunnistaa, kartoittaa ja tarjota vammaisille lapsille palveluita ja mahdollisuus koulutukseen.

Suomen tukema lähestymistapa on yhdenmukainen Development Portfolio Management Groupin kehittämän laajan muutosteorian kanssa siinä mielessä, että se pyrkii luomaan suotuisan ympäristön ja olosuhteet parempaan opetukseen ja oppimiseen. Sen tavoitteena on poistaa esteitä, joiden vuoksi vammaiset lapset jäävät pois opetuksen piiristä.

Nämä aikaansaannokset eivät ole kuitenkaan johtaneet laaja-alaisten koulutusohjelmien toteutumiseen kouluikäisille vammaisille lapsille. Arvioinnissa tehdyistä havainnoista käy ilmi, että huolimatta Suomen pitkäaikaisesta sitoutumisesta Etiopian opetussektorin erityisopetuksen / inklusiivisen opetuksen tukemiseen, vammaisten lasten koulutusta laiminlyödään edelleen ja noin 97

prosenttia vammaisista lapsista on koulujärjestelmän ulkopuolella. Käyttöön otetut rakenteet eivät näytä olevan laajennettavissa, koska valtion tuki ja sitoutuminen puuttuvat ja koska monikansalliset rahoittajat, kuten General Education Quality Improvement Project (GEQIP), eivät ole tehneet inklusiivisesta koulutuksesta ohjelmallista painopistettä.

Arvioinnissa suositellaan siirtymistä nykyisestä kansalaisjärjestöjen ja kahdenvälisen ohjelmien kautta tapahtuvasta pienimuotoisesta toiminnallisesta tuesta ja palvelutarjonnasta lähestymistapaan, joka kanavoi asiantuntemuksen ja resurssit strategisemmin tukemaan järjestelmällistä muutosta. Todennäköisesti tämä tulee edellyttämään jonkintasoista turvautumista tai sitoutumista monenkeskiseen tukeen. Jatkossa kahdenvälisen tuen tulisi kohdistua kehittämään erityisopetuksen / inklusiivisen opetuksen toimeenpanostrategiaa, joka taas itsessään saisi monenkeskistä rahoitusta. Kaikki muu tuki tulisi uudelleen ohjelmoida strategisesti samaan linjaan.

Seuraavat ovat tarkempia suosituksia:

1. Nykyistä keskittymistä inklusioon tulisi jatkaa, mutta kiinnittää enemmän huomiota ihmisoikeusperustaisen lähestymistavan (HRBA) vaikutuksiin palvelutarjonnassa. Tämä tarkoittaa, että tulisi rakentaa mekanismeja tukemaan hyödynsaajien ymmärrystä ja mahdollisuuksia vaatia oikeuksiaan palveluihin, sekä vastuunkantajille selkeämmät tili-velvollisuusmekanismit, jotta palveluiden järjestämistä voidaan seurata avoimesti ja sovittujen mitattavissa olevien indikaattorien mukaisesti. Paljon enemmän työtä on myös tehtävä paremman yhteydenpidon varmistamiseksi kiertävien opettajien ja koulujen henkilökunnan välillä. (Ulkoasiainministeriö, Etiopian opetusministeriö)
2. Nykyisestä kansalaisjärjestöjen ja kahdenvälisen ohjelmien kautta tapahtuvasta pienimuotoisesta toiminnallisesta tuesta ja palvelutarjonnasta tulisi siirtyä lähestymistapaan, joka kanavoi asiantuntemuksen ja resurssit tukemaan strategisemmin järjestelmällistä muutosta. Resurssikeskukset eivät yksinään riitä laajennettavuuden saavuttamiseen, minkä vuoksi jonkintasoinen turvautuminen tai sitoutuminen monenkeskiseen tukeen tulee olemaan välttämätöntä. Mikäli kahdenvälistä tukea on jatkossa, tulisi se kohdistaa erityisopetuksen / inklusiivisen opetuksen toimeenpanostrategian kehittämiseen, joka sisältää toimintasuunnitelman ja budjetin, ja joka itsessään saa monenkeskistä rahoitusta. Kansalaisjärjestöjen ja kahdenvälisen ohjelman kautta tuleva tuki sekä lähetystöltä saatava tuki on järjestettävä uudelleen, jotta se voidaan linjata strategisemmin kestäviä, hallituksen hoitamia ohjelmia tukeviksi kansallisella tasolla. (Ulkoasiainministeriö)
3. Keskittyminen alue- ja piiritasolle. Pitäisi muodostaa viestintä- ja raportointiyhteys koulun johdon, opettajien, kiertävien opettajien ja piirin opetushallinnon välille sekä investoida jatkuvaan kiertävien opettajien ammatilliseen kehittämiseen painottaen koulukohtaista kehittämistä ja sidosryhmien sitouttamista. Inklusiivisten opettajakoulutusohjelmien suhteen tulisi huomioida erityisesti kouluttajien ammattitaidon päivittäminen ja opetuksen yhdistäminen muihin palvelutarjoajiin. (Ulkoasiainministeriö, Etiopian opetusministeriö)

Käyttöön otetut rakenteet eivät näytä olevan laajennettavissa, koska valtion tuki ja sitoutuminen puuttuvat ja koska monikansalliset rahoittajat eivät ole tehneet inklusiivisesta koulutuksesta ohjelmallista painopistettä.

4. Tukea pyrkimyksiä laadukkaan, vammaisuuden erittelevän tilastotiedon keräämiseen, joka tukee palveluntarjontaa ja nostaa erityisopetuksen / inklusiivisen opetuksen profiilia. (Ulkoasiainministeriö, Etiopian opetusministeriö)
5. Etiopian opetusministeriötä tulisi tukea kehittämään toimeenpanostrategia, joka (i) tunnistaa lapsen erityisen tuen tarpeen vammaisuuden/oppimisvaikeuden mukaisesti Etiopian kontekstissa; (ii) tunnistaa nykyiset palveluntarjoajat ja aukot palvelun tarjoamisessa; (iii) luo selkeitä, kestäviä yhteyksiä palveluntarjoajien ja opetusministeriön välillä ja (iv) tunnistaa kustannustehokkaita tapoja tukea palveluntarjoajin yhteistyötä opetusministeriön kanssa. (Ulkoasiainministeriö, Etiopian opetusministeriö)

SAMMANFATTNING

Utvärderingen av Finlands utvecklingssamarbete till stöd för inkluderande undervisning i Etiopien är en av tre fallstudier som genomförts inom ramen för en bredare utvärdering av inkluderande undervisning i Finlands utvecklingssamarbete 2004-2013. De andra fallstudierna genomfördes i Kosovo och i tre länder i Sydamerika (Bolivia, Ecuador och Peru). Målen för utvärderingen var att: (I) bedöma styrkor och svagheter i förverkligandet av de mänskliga rättighetsbaserade strategierna i Finlands utvecklingssamarbete genom att bedöma tillämpningen av de mänskliga rättighetsbaserade strategierna i Finlands utvecklingssamarbete i inkluderande undervisning och i samarbete med handikappsfokus, (ii) bedöma inkluderande utbildning i Finlands utvecklingssamarbete och ge en övergripande syn på prestationer, styrkor och svagheter, och (iii) bedöma prestationer, styrkor och svagheter i samarbetet med funktionshinderstrategin och för att ge handikappsintegrering för framgångar och misslyckanden.

De primära uppgifterna för utvärderingen samlades in från två regioner i Etiopien: Stadsadministrationen Addis Abeba och den regionala staten Oromia.

Finsk stödda program riktade sig mot ett område med stort behov, där det inte fanns något direkt givarstöd, och de finska stödda insatserna har haft betydande mervärde samt en positiv effekt på inkluderande undervisningspolicy, praxis och resultat. Programmen har haft en betydande inverkan på förändring och systematisering av lärarutbildningen för att göra det mer inkluderande.

Det är på grund av de finskt stödda insatserna som funktionshinder nu är en del av dagordningen utbildning i Etiopien, och att ett antal kompetenta och engagerade experter inom specialpedagogik / inkluderande utbildning har utbildats och nu arbetar inom området för inkluderande undervisning i landet, i både integrerade och vanliga skolor. Sedan strategin har sattes i handling, som en del av kapacitetsuppbyggnad, har nästan två tusen lärare utbildats i specialpedagogik, 20 resurscenter har etablerats och blivit utrustade och strukturen har satts i bruk för arbetet med att identifiera, utsålla och tillhandahålla tjänster samt utbildningsmöjligheter för barn med funktionshinder.

Tillvägagångssättet som stöds av Finland ligger i linje med den breda förändringsteori som utvecklats av Development Portfolio Management Group i att den syftar till att skapa gynnsamma miljöer och förutsättningar för förbättrad tillgång samt bättre undervisning och lärande, och syftar till att undanröja hinder som bidrar till exkludering av barn med funktionshinder från utbildningar.

Dock fann man även att dessa ansträngningar inte lett till en implementation av program, på bred skala, för skolbarn med funktionshinder. Resultaten från utvärderingen gav slutsatsen att trots ett långsiktigt engagemang från Finland i Etiopiens utbildningssektor, som syftar till att stödja specialpedagogik / inkluderande undervisning, fortsätter exkluderingen i utbildning för barn med funktionshinder, där cirka 97 procent av barn med funktionshinder anses inte

De finska stödda insatserna har haft betydande mervärde samt en positiv effekt på inkluderande undervisningspolicy, praxis och resultat.

Dessa ansträngningar inte lett till en implementation av program, på bred skala, för skolbarn med funktionshinder.

De strukturer som införts visar inte skalbarhet främst på grund av bristen av statligt stöd och engagemang samt för att multilaterala givare inte har gjort inkluderande undervisning till ett programfokus.

vara i skolan. De strukturer som införts visar inte skalbarhet främst på grund av bristen av statligt stöd och engagemang samt för att multilaterala givare, såsom General Education Quality Improvement Project (GEQIP), inte har gjort inkluderande undervisning till ett programfokus.

Det rekommenderas dessutom en förskjutning, från det nuvarande småskaliga operativa stödet och tjänstleverans genom icke-statliga organisationer och bilaterala program, till ett synsätt som frammanar kompetens och resurser betydligt mer strategiskt för stöd av systemförändringar. Det är tänkt att något stöd eller ingrepp med multilateralt understöd kommer att krävas. Framtida bilaterala understöd bör rikta sig mot utvecklingen av en genomförandestrategi för specialpedagogik / inkluderande utbildning, som i sin tur skulle få multilateralt understöd. Alla andra stöd bör konfigureras för att vara mer strategiskt inriktade.

Specifika rekommendationer som följande:

1. Fortsätt den nuvarande fokusen på integration, men med större uppmärksamhet på implikationer från HRBA gällande tjänstleverande. Detta betyder att mekanismerna måste placeras för att hjälpa förmånstagarna att förstå och ta sina rättigheter till tjänster, och att tydligare mekanismer för ansvarsskyldighet måste placeras för pliktinnehavare, spårning av tjänsteförseelser transparent och i enlighet med bestämda mätbara indikatorer. En mycket större ansträngning måste också göras för att säkerställa bättre kommunikation mellan kringresande lärare och personal på skol-nivån. (MFA,MOE)
2. Byt från nuvarande småskaligt operativt stöd och tjänsteförseelse genom NGOs och bilaterala program, till ett synsätt som leder expertis och källor mycket mer strategiskt som stöd för systematiska förändringar. Resurscentrumen ensamma kommer inte att vara tillräckligt för att uppnå skalbarhet, därför är det förutsett att en del tillit eller engagemang med multilateralt stöd kommer nästan säkert vara nödvändigt. Om det finns ett bilateralt stöd i framtiden, bör det rikta sig mot utveckling av SNE/IE-implikationsstrategier med en funktionsplan och en budget, vilket i sig själv skulle motta multilateralt stöd. Stöd genom NGOs och bilaterala program, liksom ambassad-stöd, bör konfigureras om mot en mer strategiskt riktning gällande stödet av hållbara, regeringsstyrda program i nationell skala. (MFA)
3. Fokus på regional och distriktsnivåer. Upprätta kommunikation och rapportering mellan skolans ledarskap, lärare, kringresande lärare och kontor för distriktsutbildning och investera i kontinuerlig professionell utveckling av kringresande lärare med större betoning på utveckling på skolnivåns utveckling och intressenternas engagemang. När det gäller att inkludera lärarnas utbildningsprogram, ägna uppmärksamhet särskilt för uppdateringen av lärarnas utbildares kunskap och på att koppla utbildningen med andra tjänstförseende. (MFA, MOE)
4. Stöd insatser att samla handikappsdesegreerade uppgifter av god kvalitet för att stöda tjänsteförseelse och upprätta SNE/IEs profil. (MFA, MOE)
5. Hjälpt MOE att utveckla en implementationsstrategi som: (i) Identifierar barn med särskilda behov för stöd för varje typ av handikapp/funktions-

försämring i det Etiopiska sammanhanget; (ii) Identifierar befintliga tjänsteförseelser och brister i tillhandahållandet av tjänster; (iii) Skapar tydliga, hållbara kopplingar mellan leverantörer av tjänster och MOE, och (iv) Identifierar kostnadseffektiva sätt att hjälpa tjänsteleverantörpartners med MOE. (MFA, MOE)

SUMMARY

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

The primary data for the evaluation were collected from two regions in Ethiopia: Addis Ababa city administration and Oromia Regional State.

Finnish-supported programs targeted an area of significant need where there was no direct donor support and Finnish-supported interventions have had significant value-added and a positive effect on inclusive education policy, practice and outcomes. The programs have had a significant impact in changing and systematizing teacher training to make it more inclusive.

It is because of the Finnish-supported interventions that disability is now part of the education agenda in Ethiopia, and that a number of competent and committed Special Needs Education/ Inclusive Education experts have been trained and are now working in the area of inclusive education in the country in integrated and regular schools. Since the Strategy has been put into action as part of capacity building, almost two thousand teachers have been trained in Special Needs Education, 20 Resource Centers have been established and equipped, and the structure has been put in place in the efforts to identify, screen and provide services and access to education for children with disabilities.

The approach supported by Finland is consistent with the broad theory of change developed by the Development Portfolio Management Group in that it seeks to create an enabling environment and conditions for improved access and better teaching and learning, and aims to remove barriers that contribute to exclusion of children with disabilities from education.

However, these efforts have not led to wide-scale implementation of programs for school-aged children with disabilities. Findings from the evaluation concluded that, despite a long-term Finnish engagement in the education sector in Ethiopia aimed at supporting Special Needs Education/ Inclusive Education, the education of children with disability continues to be neglected, with approximately 97 percent of children with disabilities considered to be not in

Finnish-supported interventions have had significant value-added and a positive effect on inclusive education policy, practice and outcomes.

These efforts have not led to wide-scale implementation of programs for school-aged children with disabilities.

school. The structures put in place do not appear scalable mainly because of the lack government support and commitment and because multilateral donors, such as the General Education Quality Improvement Project (GEQIP), have not made inclusive education a programmatic focus.

A shift from the current small-scale operational support and service delivery through non-governmental organizations and bilateral programs to an approach that channels expertise and resources far more strategically in support of systemic change is recommended. It is envisaged that some reliance or engagement with multilateral support will be necessary. Future bilateral support should target development of Special Needs Education/ Inclusive Education implementation strategy, which would itself receive multilateral support. All other support should be reconfigured to be more strategically aligned.

Specific recommendations are as follows:

1. Continue the current focus on inclusion, but with greater attention to the implications of HRBA for service delivery. This means that mechanisms must be put in place to help beneficiaries understand and claim their rights to services, and that clearer accountability mechanisms must be put in place for duty bearers, tracking provision of services transparently and according to agreed measurable indicators. A much greater effort must also be made to ensure better communication between Itinerant Teachers and school-level personnel. (MFA, MOE)
2. Shift from the current small-scale operational support and service delivery through NGOs and bilateral programs to an approach that channels expertise and resources far more strategically in support of systemic change. The Resource Centers alone will not be sufficient to achieve scalability, therefore, it is envisaged that some reliance or engagement with multilateral support will almost certainly be necessary. If there is bilateral support in the future, it should target development of SNE/IE implementation strategy with an action plan and a budget, which would itself receive multilateral support. Support through NGOs and bilateral programs, as well as embassy support, should be reconfigured to be more strategically aligned in support of sustainable, government-managed programs at national scale. (MFA)
3. Focus on regional and district levels. Establish communication and reporting between school leadership, teachers, itinerant teachers and district education offices and invest in continuous professional development of itinerant teachers with greater emphasis on school level development and engagement of stakeholders. In regards to inclusive teacher training programs, pay special attention to updating knowledge of teacher educators and connecting education with other service providers. (MFA, MOE)
4. Support efforts to collect good quality disability-disaggregated data to support service delivery and raise profile of SNE/IE. (MFA, MOE)
5. Help MOE to develop an implementation strategy that: (i) Identifies children with need for special support for each type of disability/impairment in the Ethiopian context; (ii) Identifies existing service providers

The structures put in place do not appear scalable mainly because of the lack of government support and commitment and because multilateral donors have not made inclusive education a programmatic focus.

and gaps in service provision; (iii) Creates clear, sustainable linkages between service providers and MOE, and (iv) Identifies cost-effective ways of helping service providers partner with MOE. (MFA, MOE)

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Relevance		
<p>Since the Strategy has been put into action as part of capacity building, almost two thousand teachers have been trained in Special Needs Education (SNE), 20 Resource Centers have been established and equipped, and the structure (from Ministry of Education down to the school level with Resource Centers and Satellite Schools) has been put in place in the efforts to identify, screen and provide services and access to education for children with disabilities; the role and career structure of Itinerant Teachers is yet to be defined and their work performance is not monitored;</p> <p>Some assigned focal points and disability experts do not have background in SNE/Inclusive Education (IE).</p>	<p>A strong teacher training program has resulted in a remarkably swift shift in attitudes about the potential support that inclusive schools can provide children with disabilities. Virtually all school-level personnel interviewed stated their view that inclusive education would bring important benefits to children with disabilities, although there was some difference of opinion about the potential for negative impact on other children.</p>	<p>(1) Continue the current focus on inclusion, but with greater attention to the implications of Human Rights-Based Approaches (HRBA) for service delivery. This means that mechanisms must be put in place to help beneficiaries understand and claim their rights to services, and that clearer accountability mechanisms must be put in place for duty bearers, tracking provision of services transparently and according to agreed measurable indicators. A much greater effort must also be made to ensure better communication between Itinerant Teachers and school-level personnel. (MFA, MOE)</p>

Findings	Conclusions	Recommendations
Effectiveness		
<p>Despite a long-term Finnish engagement in the education sector in Ethiopia aimed at supporting SNE/IE, the education of children with disability continues to be neglected with approximately 97% of children with disabilities considered to be not in school.</p> <p>There is a lack of government commitment to provide management and financial services;</p> <p>- There is a lack of government structure and management capacity (from federal to regional to woreda levels) to implement SNE/IE</p>	<p>Unless classroom teachers are better supported and Itinerant Teachers are more systematically supervised, the improvements in training will not be translated into adequate services for children. Visits to Resource Centers and the schools and classrooms associated with them, and interviews with Itinerant Teachers and the classroom teachers with whom they were working, showed that children in classrooms were receiving little support in terms of better services.</p> <p>While insufficient multilateral support through GEQIP I has resulted in a missed opportunity to scale up service delivery to date, it is too early to draw a firm conclusion about the long-term success of multilateral support—there is emerging evidence that GEQIP 2 is likely to result in scaled-up services for children with disabilities.</p> <p>Greater attention must be given to creating management capacity for SNE/IE from federal to regional and woreda levels. Visits at each of these levels revealed a failure of personnel management to fill positions with individuals with the requisite skills, even though these individuals have been trained through MFA support and are available for recruitment;</p> <p>The mix of modalities used by Finnish development cooperation provides needed flexibility, but greater attention is needed to ensuring that large-scale impact is achieved. Interviews with beneficiaries made it clear that bilateral and NGO-mediated support can bring complementary strengths in terms of service provision, but these programs have typically operated in isolation from one another, limiting scalability and impact.</p>	<p>(2) Shift from the current small-scale operational support and service delivery through NGOs and bilateral programs to an approach that channels expertise and resources far more strategically in support of systemic change. The Resource Centers alone will not be sufficient to achieve scalability, therefore, it is envisaged that some reliance or engagement with multilateral support will almost certainly be necessary. If there is bilateral support in the future, it should target development of SNE/IE implementation strategy with an action plan and a budget, which would itself receive multilateral support. Support through NGOs and bilateral programs, as well as embassy support, should be reconfigured to be more strategically aligned in support of sustainable, government-managed programs at national scale. (MFA)</p> <p>(3) Focus on regional and district levels. Establish communication and reporting between school leadership, teachers, itinerant teachers and district education offices and invest in continuous professional development of itinerant teachers with greater emphasis on school level development and engagement of stakeholders. In regards to inclusive teacher training programs, pay special attention to updating knowledge of teacher educators and connecting education with other service providers. (MFA, MOE)</p>

Findings	Conclusions	Recommendations
Effectiveness		
<p>Disability rates the government quotes and uses for planning purposes (1.08%) are not in line with international prevalence standards of 10-15%.</p>	<p>The reliance on disability prevalence data that is not credible has contributed to design of a system that is too small in scale and too inefficient to reach the needs of most school-age children with disability or impairment.</p>	<p>(4) Support efforts to collect good quality disability-disaggregated data to support service delivery and raise the profile of SNE/IE. (MFA, MOE)</p>
Sustainability and effectiveness		
<p>A review of budget documents shows no increase in resources for a decade, even as needs are growing rapidly and the number of trained teachers potentially supporting children with special needs has rapidly increased.</p> <p>Children with disabilities are being identified without the use of validated assessment/screening tools; there is a lack of structure/system to provide assistive devices and monitor attendance and learning results in many children identified with a disability or impairment dropping out from school; schools do not have access to adapted educational materials and/or adapted student learning assessments/tests; little attention to parental involvement and education and/or community support.</p>	<p>Implementation of the IE program cannot be scaled up without additional expertise and financing. The evaluation team met with the SNE unit at the MOE which does not have the needed expertise to provide adequate support. The current system is not sufficiently robust or well-resourced to identify, screen and provide services and access to education for all children with disabilities, and does not use the available human resources effectively.</p> <p>Without systematic mapping of children by disability type, and identification of gaps in service provision, most children who are identified as having special needs will continue to not receive appropriately targeted support or consistent access to adapted materials. This conclusion is based on multiple observations during field visits of children who had special needs of which teachers were unaware, or for whom teachers didn't know how to seek support.</p>	<p>(5) Help the Ministry of Education (MOE) to develop an implementation strategy that: (i) Identifies children with need for special support for each type of disability/impairment in the Ethiopian context; (ii) Identifies existing service providers and gaps in service provision; (iii) Creates clear, sustainable linkages between service providers and MOE; and (iv) Identifies cost-effective ways of helping service providers partner with MOE. (MFA, MOE)</p>

1 INTRODUCTION

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

Finland has, in recent years, been the fourth largest bilateral donor in the education sector in Ethiopia, focusing largely on Special Needs Education (SNE). The Finnish Ministry for Foreign Affairs (MFA) Country Strategy for Development Cooperation with Ethiopia notes the importance of Special Needs Education, stating that only 3 percent of children with disabilities in Ethiopia have access to primary education. The evaluation exercise in Ethiopia focused on all children with disabilities, though it also considered program effects on other marginalized groups.

The core evaluation questions include:

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

inclusive education outcomes and outputs and the mainstreaming of programs in support for those with disabilities?

The case studies draw upon three information sources to address these questions: desk studies, a document review, and field research. This report is organized as follows: Chapter 2 discusses the approach, methodology, and limitations of the evaluation; Chapter 3 is an analysis of the context; Chapter 4 is a document review; Chapter 5 discusses the evaluation's findings; Chapter 6 discusses its conclusions; and Chapter 7 lists recommendations based on the evaluation.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 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).

2.1.1 Desk Studies Notes

In preparation for the case studies, the research team wrote four desk studies. The first outlined definitions of “inclusive education” and scoped Finland’s MFA development support to inclusive education around the world. The second reviewed Finnish development cooperation to enhance the rights and equal opportunities of participation of people with disabilities. The third considered the extent to which a Human Rights-Based Approach has been applied to Finland’s development cooperation in support of inclusive education, while the fourth considered the extent to which Finland’s cooperation in inclusive education is relevant to the development objectives of partner countries. These desk studies, together with information from interviews with MFA staff informed the case studies.

2.1.2 Document Review

Each of the case study field research teams reviewed the following kind 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.

2.1.3 Process of the Literature Review

A case study of Ethiopia produced as part of the Global Initiative on Out of School Children outlined the major barriers to education of children with disabilities, including the negative attitude of the community, parents, administrators, and teachers; lack of facilities and appropriate support systems; poverty; and lack of awareness and skills on how to intervene and provide support. To

assess these conclusions, the field visit included interviews with teachers and school administrators, and parents and community members both inside and outside of the project scope. The main objective was to assess the barriers discussed in various reports and documents in an attempt to measure the change (if any) in attitudes toward inclusive education and inclusion in general.

The literature reviewed did not have adequate information about the programs implemented by Finnish-supported NGOs working on the ground. During the field visit the team interviewed the staff at the Finnish embassy in Addis Ababa and was provided with a very useful mapping document, which contained information about different partner-implemented programs, networks and working groups focusing on children with disabilities. These also included a number of NGOs receiving support from Finland (i.e. Save the Children, Finnish Evangelical Lutheran Mission, Cheshire Services, and HPDO). The team collected missing program and budget information from interviews with NGO staff, which was then assessed for alignment with MFA priorities. It was concluded that information and materials developed and produced by Finnish-funded NGOs are not systematically utilized in implementation of SNE/IE Strategy and overall did not appear aligned with MFA priorities. For example, not all NGOs are working in support of implementation of inclusive education. They also create networks and systems which may not be sustainable or scalable.

The literature review also showed a gap between a strong legal framework around disability and limited actual implementation of inclusive education. The team thus oriented the field work toward getting a better understanding of the reasons for this gap in the context of the Finnish support, and the extent to which the issue was addressed by the Finnish support throughout the years. This was achieved by carefully designing the questions and selecting to interview people who benefitted from the Finnish support (i.e. trained SNE/IE teachers and administrators, children receiving support at the school level, disability focal points) and those outside of the program (for example, regular school teachers, program administrators and woreda officials working on other projects).

Information received by reviewing documents about Education Sector Development Program (ESDP) and General Education Quality Improvement Project (GEQIP) showed growing interest around the provision of education to children with disabilities by expanding teacher training programs. These documents pointed to the fact that despite Finnish-supported SNE/IE program implementation, very few children with disabilities in Ethiopia have access to education. Analysis around access to education, for example, indicated that schools tend to refuse to enroll children with special educational needs, particularly those with disabilities. In addition, some schools, instead of denying access directly, refer or send children with disabilities to NGOs working in the area. Situational analysis of ESDP provides a long list of 'remaining' challenges. Through conducting interviews during the field visit the team came to the conclusion that Finnish MFA is the only development partner fully engage in providing access to education for children with disabilities and is the only donor pushing for inclusion on a broad scale.

Schools tend to refuse to enroll children with special educational needs, particularly those with disabilities or send children with disabilities to NGOs working in the area.

Finnish MFA is the only development partner fully engage in providing access to education for children with disabilities and is the only donor pushing for inclusion on a broad scale.

Disabilities remain one of the most neglected and discriminated against group of children and a prevailing attitude is one of resignation.

Primary school children's (grades 1-8) national gross enrolment is 96.4 percent and net enrolment 85.3 percent although the gross enrolment rates for the emerging regions such as Afar (40.1%) and Somali (61.3%) are very low. The national primary school completion rate at grade eight is 49.4 percent, including 52.5 percent for males and 46.2 percent for females (MOE/EMIS, 2010/11). These figures show that the education system is inefficient in retaining those already enrolled in school. The situation is more serious for girls and children with disabilities with less than 14,000 enrolled at the secondary level. In addition, child labor, early marriage, school-home distance, and violence against school children are among the barriers that force learners not to complete grade eight.

Despite the rapid expansion of the education system, Ethiopia faces a number of challenges and is still one of the countries with the most children out of school. The most recent UIS data for Ethiopia dates from 2006, when the number of children out of school was estimated at 3.9 million. An analysis of household survey data from 2011 provided an estimate of 5.8 million (FHI 360, 2014). The reason for the lack of more certain information is poor population estimates and lack of consensus around the school age population. Nonetheless, Ethiopia together with Kenya, Somalia, South Sudan and Tanzania, account for a significant proportion of out-of-school children in Eastern and Southern Africa.

Although primary enrollments increased five-fold between 1994 and 2012, there are still groups of children systematically blocked from access to education. The 2012 Global Out-of-School Children Report's Ethiopian Country Study pointed out that children with disabilities remain one of the most neglected and discriminated against groups of children and that a prevailing attitude, including among parents of children with disabilities, is one of resignation, assuming that little can be done for these children, with the result that most children with disabilities are not in school. The prevalence of such attitudes is a significant barrier to education for children with disabilities even though the importance of special needs and inclusive education is well articulated in the 1994 Education and Training Policy, and a SNE/IE strategy has been developed by MOE.

Ethiopia's investments in education have generally not resulted in better learning outcomes. The Early Grade Reading Assessment conducted in 2010 estimated that as many as 80 percent of students were not reading as expected in their mother tongue. The pupil-teacher ratio has risen and the supply of qualified teachers is inadequate.

In 2012/2013, the majority of children entered grade one at the appropriate age. This is expected to continue, with target of all children entering grade one at the age of seven. However, a large proportion of the children who begin school do not transition through to completion of grade eight. The main challenge on the supply side of education is the failure of the education system to ensure student learning and acquisition of basic skills such as literacy and numeracy. This has to do not only with the availability of teaching and learning materials and the quality of the school environment but also the responsiveness of the curriculum, the effectiveness of teaching methods and the availability of additional learning support to those who face difficulties.

The national profile of primary dropout in 2012/13 shows that, of 1,000 children who enter grade one, 25 percent of these drop out from grade one. Dropout rates are high also from grades five to eight. Only 208 from every 1,000 students (20.8%) who begin grade one complete the full eight years of primary schools. The efforts made to reduce dropout rates during recent years have resulted in modest improvement, with primary-level average dropout rates falling from 19 percent in 2009/10 to 16 percent in 2012/13.

The findings from EGRA-2010 suggest that while most children attend school at least for two or three years, a significant percentage of them fail to learn to read. Reading achievement was low in all regions sampled, with the urban regions Harari and Addis Ababa modestly outperforming the other regions. Reading comprehension scores were extremely low, with more than 50 percent of the children in most regions unable to answer a single simple comprehension question. The exceptions are for urban areas and urban regions, and in some schools in Grade 3, where children are only starting to understand what they read. The current status of reading skills suggested that significant interventions in the quality of reading instruction and the provision of reading materials are necessary.

The General Education Quality Improvement Project (GEQIP) is currently in its second phase, helping to improve the quality of teaching and learning conditions in 40,000 primary and secondary schools across the country. The project provides annual school grants for school improvement programs and supports new policies on curriculum, teacher training, teacher licensing, school inspection and assessment of student learning. GEQIP has also helped to fill the gap in the provision and quality of textbooks in Ethiopia. More than 78 million textbooks and teachers guides were developed, printed and distributed to all primary and secondary schools, in addition to the development of more than 120 new textbook titles. In order to ensure that the materials meet the needs of specific regions, the textbooks and teacher guides were developed in several regional languages.

The documents reviewed and reports consulted appear to have conflicting messages related to the legal and policy context for equitable access to quality education in Ethiopia. For example, the social assessment of GEQIP phase 2 stated that constitutional rights, policies and programs in Ethiopia strongly support and promote the equitable inclusion of regions and social groups lagging behind in access to quality education.

It is true that the main principles, objectives and goals of education in the country are enunciated in the various proclamations of the Government of Ethiopia. These documents include: the Proclamation of the Constitution of the Federal Democratic Republic of Ethiopia of 1995; the Education and Training Policy (ETP) of 1994; the Education Sector Strategy 2010-2015; and the Education Sector Development Programs. The Ministry of Education has adopted a SNE/inclusive education strategy regarding the provision of the service within the existing structure and in the framework of inclusive education. The final goal of the strategy is to ensure access and quality education for marginalized children particularly for children with SNE such as the ones with disabilities. The General Education Quality Improvement Project has also given attention

The language used in the Education and Training Policy has not been updated and still refers to children with disabilities as 'handicapped' and views their needs from a charity perspective.

to these issues and incorporated it in its teacher development component. Programs related to strengthening SNE Pre-Service and In-Service Teacher Training and provision of SNE Education Materials to Teach Education Institutes (TEIs) and cluster resource centers are also being implemented. However, inclusive education has yet to be clearly defined in the Ethiopian context.

The Education and Training Policy of 1994 encompasses overall and specific objectives, and implementation strategies, including formal and non-formal education from kindergarten to higher and special education. The general objectives of education are the following:

- to develop the physical and mental potential and the problem-solving capacity of individuals by expanding education and in particular by providing basic education for all;
- to bring up citizens who can take care of resources and utilize them wisely, who are trained in various skills, by raising the private and social benefits of education;
- to bring up citizens who respect human rights, stand for the well-being of people, as well as for equality, justice and peace, endowed with democratic culture and discipline;
- to bring up citizens who differentiate harmful practices from useful ones, who seek and stand for truth, appreciate aesthetics and show a positive attitude towards the development and dissemination of science and technology in society;
- to cultivate the cognitive, creative, productive and appreciative potential of citizens by appropriately relating education to environmental and societal needs.

Although Ethiopia is a signatory of the Convention on the Rights of Persons with Disabilities since 2006 (it was ratified in 2010), the language used in the Education and Training Policy has not been updated and still refers to children with disabilities as 'handicapped' and views their needs from a charity perspective. And although Ethiopia has had an active SNE/IE Strategy since 2006, its Education and Training Policy still requires teachers to be mentally and physically fit. Specific Objective 2.2.3, for example, is "to enable both the handicapped and the gifted to learn in accordance with their potential and needs". And in Section 3.4 outlining teacher requirements, the policy states that it is important to "ascertain that teacher trainees have the ability, diligence, professional interest, and physical and mental fitness appropriate for the profession."

The right to Education for All is incorporated within the Constitution of Ethiopia, which provides for a range of fundamental rights for its citizens including: the right to equal and effective protection without discrimination (Article 25) as well as special attention to the rights of women (Article 35) guaranteeing affirmative action to address inequality and discrimination and to the equal rights of nationalities within the Ethiopian State (Article 39). Article 90 outlines principles of state policy in relation to education. To the extent the country's resources permit, all Ethiopians are guaranteed access to education in a manner that is free from any religious influence, political partisanship or cultural

prejudices (Article 90: Social Objectives of Constitution of Ethiopia 1994). Article 36, Rights of Children also protects children against harassment and violence in schools and other institutions responsible for the care of children. Additionally, Article 39 - the Rights of Nations, Nationalities and Article 41 - Economic, Social and Cultural Rights - protects the rights of ethnic groups within Ethiopia in terms of their use of the mother tongue; protection of culture and identity and equal representation in State and Federal Government. Ethiopia is a signatory of the African Charter of Human Rights and has committed to protecting the rights of all peoples to progress in social, cultural and economic development of their choice in conformity with their identity (Articles 20 and 21). Article 41 (5) provides for the conditions of equal opportunities and full participation of people with disabilities and those living with human immunodeficiency virus and acquired immunodeficiency syndrome (HIV/AIDS). Ethiopia is a signatory to the Convention on the Rights of the Child (CRC 1990) and ratified the Convention on the Rights of Persons with Disabilities (CRPD 2006) in 2010.

To meet the obligation to ensure all citizens can fulfill their right to education means meeting the Human Rights Standards for service provision. The Rights Standards for Education are based on the requirement that educational services must be available and safe, accessible and affordable, of acceptable quality, and adaptable and culturally sensitive. However, the Rights Standards for Education address the special educational needs of children from a charity and not a rights point of view. They also group and refer to children with disabilities together with orphans and the elderly.

Field Research. In its field research, the case study team first sought to identify what policy interventions were planned and implemented regarding IE in Ethiopia from 2004-2013, and what budgets were spent on these programs, by MFA, local governments, and other actors. Next, the team used its 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 study 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 study used process tracing to assess whether the outcomes are attributable to the program inputs through the mechanisms hypothesized in the theory of change. Interviews with teachers and classroom observations, for example, provided information on whether teachers were aware of and using pedagogical materials and training related to IE. The case study teams also sought information on unintended consequences, both positive and negative, attributable to policy interventions.

2.2 Methodology for Fieldwork

Research and data collection to prepare the Ethiopian study were carried out during the period of 1st February - April 10th 2015 by a team of four experts: Natasha Graham and Ethiopia-based members of Fountain Management Consultancy Group: Dr. Alemayehu Mariam, Dr. Befekadu Zekele and Ms. Yeshi Damte. The main fieldwork in Ethiopia took place during the first two weeks of March (March 1-March 13, 2015). It was concluded by the presentation of preliminary findings at Finland's Embassy in Addis Ababa. To analyze the situation, draw conclusions, and make recommendations presented in this case study, the field mission visited partner organizations and interviewed stakeholders at different levels. A full list of organizations and persons interviewed is provided in Annex 2.

2.2.1 Data Sources and Data Collection Procedures

The principal methods of data collection were document review and interviews (both in person and via telephone). Data for the evaluation was collected from both primary and secondary sources. Semi-structured interviews and observations were the main primary sources of data collection while various documents and references constituted a secondary source of data. During the field mission, the team interviewed staff at the Finnish Embassy in Addis Ababa and the Lead Consultant and two SNE experts of the current Finnish project. Prior to the field mission, the team consulted with and interviewed the SNE/IE advisor working in Ethiopia during the period 2004-2009.

The primary data for the evaluation were collected from two regions in Ethiopia: Addis Ababa city administration and Oromia Regional State. The field mission team interviewed SNE experts and staff working at the Ministry of Education's Special Support and Inclusive Education Directorate, the main unit at the federal level responsible for implementation of the SNE/IE Strategy in Ethiopia. This meeting was followed by interviews of SNE experts and disability focal points at Addis Ababa and Oromia Bureaus of Education and two District (woreda) offices of education.

In addition to interviewing SNE experts from the federal and district (woreda) levels, the field mission visited seven schools, six of which were also Resource Centers: Alpha Deaf School and Resource Center; Kokobe Tsibah School and Resource Center; Tesfakobe School and Resource Center; St. Georges satellite school; Yeka satellite school; Dima School and Resource Center; Sebeta School for the Blind and Resource Center).

A Resource Center is defined by the Ministry of Education as a ‘pedagogical center which is equipped with specific materials and assistive devices as well as staffed with professionals to give support to SNE learners, teachers and neighboring schools’. The Resource Center is often referred to as the Resource Room, a room where the materials donated by the previous Finnish project are held. Some Resource Centers (RCs) provide direct support to children with disabilities as well as staff. RCs are also seen as training centers offering training opportunities and providing support to teachers in the nearby satellite or cluster schools assigned to receive support from these RCs.

The schools visited included special schools for the deaf and the blind and integrated schools, schools that have Resource Centers and schools that have been designated as satellite schools. Currently three regions in Ethiopia have operational Resource Centers, which have been established as part of implementation of SNE/IE Strategy. Two (out of three) regions were selected to be part of this research. All schools were selected from these two regions and include (i) schools receiving direct support from the Finnish project and (ii) schools being supported by the Ministry of Education as part of implementation of its SNE/IE Strategy.

Itinerant teachers are the key staff at Resource Centers with a range of responsibilities including supporting students with disabilities in the classrooms, supporting regular teachers in identifying students with disabilities and coordinating referrals for further services and organizing resource materials. The field mission included interviews with several itinerant teachers as well as observation of their daily routine.

Since SNE teacher training was one of the main features of the Finnish support and is one of the main capacity development components in the implementation of Ethiopian SNE/IE Strategy, the evaluation drew information from two Finnish-supported teacher training colleges (Sebeta and Kotebe Teacher Training Colleges) and one university (Addis Ababa University).

Documents and reports pertaining to design and implementation of the General Education Quality Improvement Project were consulted and reviewed. In addition to government-implemented SNE/IE activities, the team collected and reviewed information from three NGOs (Finnish Evangelical Lutheran Mission, Cheshire Services and Help for Persons with Disabilities Organization (HPDO) receiving funds from the Finnish MFA and working for the inclusion of children with disabilities.

Information was gathered via semi-structured interviews with SNE experts, disability focal points responsible for implementation of SNE/IE, college deans, curriculum development experts, school directors, school teachers, itinerant teachers, children with disabilities and impairments benefitting from the support received from the Finnish project, parents of children with disabilities and impairments, and staff working in NGOs. Data collected and documents gathered during field mission were reviewed and compared with official government data sources and data and documents received from the Finnish MFA. The team observed classrooms and resource centers and drew on their data as well in writing this evaluation report.

2.2.2 Sample and Sampling

A total of 25 respondents drawn from different organizations and institutions provided information during the field mission and contributed to data collection used for this evaluation. Most of the sample respondents were selected for interviews because of their positions and experiences with the Finnish support. In the case of sampled children with disabilities and their parents, a convenience sampling technique was used. Children with disabilities present in school on the day of the visit were interviewed.

2.2.3 Data Analysis

Qualitative data were used to independently describe the achievement of Finnish development cooperation. The data were recorded, categorized, and analyzed to develop the conclusions and recommendations presented in this case study. Numerical disability data collected from sample schools and education data presented in MOE's annual statistical abstracts were also collected and analyzed. The desk study report was integrated with field data and analyzed. Finally, data were analyzed across the five evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability of the Finnish support. In addition, each evaluation criterion was guided by key questions of the evaluation:

1. To what extent has a HRBA been applied in Finland's development cooperation in support of inclusive education (policy and practice)?
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 IE 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 private sector - been in promoting IE outcomes and outputs and the mainstreaming of programs in support for those with disabilities?

2.3 Limitations

One of the major limitations encountered during the evaluation was an inability to conduct direct observations of teachers in inclusive classrooms. The teams were provided with the names of schools where children with disabilities were reported (by the itinerant teacher or school director). The intent had been to conduct observations within classrooms in these schools as a point of comparison between teachers who had received MFA-supported training and those

who did not, and to assess the levels of inclusion of children with disabilities in the classroom in integrated schools. The team visited seven schools with a total of sixteen integrated classrooms. However, the team did not consider it feasible to carry out the observations since none of the classrooms observed were truly integrated. Very few or no children who had been identified as having disabilities or impairments were present when classrooms were visited, even though students with disabilities were registered as enrolled in these classrooms. This was a typical occurrence observed in all integrated schools (both schools with Resource Centers and satellite schools) which were selected to be part of the evaluation. The few children with impairments present in the schools on the day of the school visit either were not among those who had been identified as eligible for special support, or were not known to the teachers as eligible for such support or consideration. In none of the classrooms observed were teachers providing special support. As a result, since there would have been no interactions with disabled children to observe, it was decided to interview teachers rather than observe them. These interviews confirmed a pattern of poor communication between the classroom teachers and the itinerant teachers.

Another limitation was the inability to conduct a student learning assessment to assess the reading levels of children with disabilities and impairments as compared to their non-disabled peers in the integrated schools. Very few children with disabilities were present in the classrooms and those present had significant difficulties (not able to recognize letters in the alphabet) in reading.

In every school visited after interviewing the itinerant teacher and the school director, the team checked the master list of children with disabilities registered as enrolled by grade level and the type of disability prior to visiting the classrooms. While visiting the classrooms, where children with disabilities are listed as registered, the team interviewed the teachers. Unfortunately, a total of only three students with disabilities were present in the classrooms in all of the integrated schools visited, which made it impossible to conduct a student learning assessment. For example, in one of the schools visited, out of 77 students with disabilities registered as enrolled, only one child was present on the day of the visit. His teacher was not aware of his disability, but other students pointed him out to the team. The child was diagnosed with low vision and was waiting to receive a pair of eye glasses. He experienced significant difficulty in reading. Few teachers were aware of students with disabilities, even if not present in school on the day of the visit, and expressed no awareness or sensitivity to the issue.

Another limitation was a result of the limited geographic coverage of the Inclusive Education Strategy, which is being implemented in only three regions, including the capital city of Addis Ababa and its immediate vicinity. As a result, the observations to inform this evaluation, covering two of the three regions, were similarly limited to schools located in the capital city of Addis Ababa and its immediate vicinity.

The few children with impairments present in the school were either not among those who had been identified as eligible for special support or were not known to the teachers as eligible for such support or consideration.

Interviews confirmed a pattern of poor communication between the classroom teachers and the itinerant teachers.

3 CONTEXT ANALYSIS

3.1 Ethiopia: Background

Ethiopia is the second-most populous country in Sub-Saharan Africa with a population of 94.1 million, and population growth rate of 2.6 percent in 2013. One of the world's oldest civilizations, Ethiopia is also one of the world's poorest countries.

Ethiopia's total land area is about 1.1 million square km., of which about two thirds is estimated to be potentially suitable for agricultural production. The country's per capita income of \$470 is substantially lower than the regional average. The government aspires to reach middle-income status over the next decade.

The economy has experienced strong and broad based growth over the past decade, averaging 10.8 percent per year in 2003/04-2012/13 compared to the regional average of 5.3 percent. Expansion of the services and agricultural sectors account for most of this growth, while manufacturing sector performance was relatively modest. Private consumption and public investment explain demand side growth, with the latter assuming an increasingly important role in recent years.

Economic growth brought with it positive trends in reducing poverty, in both urban and rural areas. While 38.7 percent of Ethiopians lived in extreme poverty in 2004-2005, five years later this was 29.6 percent, which is a decrease of 9.1 percentage points (as measured by the national poverty line of less than \$0.6 per day). Using the Growth and Transformation Plan (GTP), the government's goal is to reduce this further to 22.2 percent by 2014-2015.

Ethiopia has achieved the Millennium Development Goals (MDGs) for child mortality and water. There has also been encouraging progress particularly in gender parity in primary education, HIV/AIDS, and malaria. Positive results have also been achieved in moving closer to universal primary education, although the MDG target will not be met.

Currently, Ethiopia has a three-tiered federalist system of government, comprising the federal government; nine administrative regions and two chartered city administrations; and over 800 *woredas* and sub-cities. The government is made up of two tiers of parliament: the House of Peoples' Representatives and the House of Federations where political leaders are elected every five years.

For much of the 20th century, Ethiopia was ruled by highly centralized governments. The current ruling party, the Ethiopian People's Revolutionary Democratic Front (EPRDF) has governed Ethiopia since 1991. Since taking power, the EPRDF has led an ambitious reform effort to initiate a transition to a more democratic system of governance and decentralize authority. This has involved devolving powers and mandates first to regional states, and then to *woreda* (or district) authorities, and to *kebele* (or village) authorities.

3.2 Social Context

Ethiopia has 80 ethnic groups that have their own specific as well as common socio-cultural values. Early marriage is common to most ethnic groups and until recently there was little support for education. Violence against women and children has been documented and widespread.

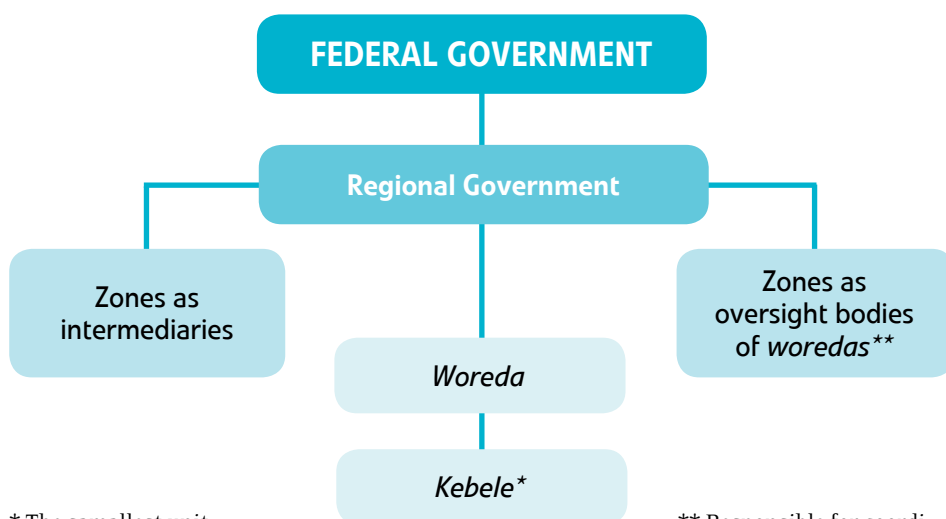
Over the past two decades, there has been significant progress in key human development indicators: primary school enrolments have quadrupled, child mortality has been cut in half, and the number of people with access to clean water has more than doubled. These gains, together with more recent moves to strengthen the fight against malaria and HIV/AIDS, paint a picture of improved well-being in Ethiopia. Notwithstanding considerable progress, many of the MDGs will not be met.

3.3 Organization, Structure and Management of the Education System

The educational system has been organized in a manner that is consistent with the Federal Government's State Structure: each of the nine National Regional States and the two City Administrations has a bureau of education responsible for administrating and managing the educational system. Within each bureau exists a network of management structure involving Zonal Educational Departments and *Woreda* Education Offices. *Woreda* Education Offices are the smallest educational authority responsible for all educational institutions in their territory (see figure 1).

Each National Regional State Education Bureau is responsible for general education and technical and vocational training as well as for the teacher training colleges that operate within the State. Each Regional State receives a substantial subsidy from the Federal Government. Tertiary educational institutions are the mandate of the Federal Government's Ministry of Education.

Figure 1. Decentralized structure of Ethiopian education system



* The smallest unit, which is equivalent to municipalities

** Responsible for coordinating and monitoring the activities of *woredas*

The management of the education system is thus a collective responsibility of the Ministry of Education and the National Regional State Education Bureaus. The former is mainly responsible for policy and guidelines that help implement general education on the basis of research and policy analysis. The Bureaus, although they also have input in this process, are mainly responsible for implementation of general education policy adapted to local specificities, but without major departure from the overall federal policy.

In Ethiopia, primary education lasts 8 years and is split into Grades 1-4 (primary first cycle) and Grades 5-8 (primary second cycle). Secondary education is also divided into two cycles each with their own specific goals. Grades 9-10 (secondary first cycle) provides two years of general secondary education; upon completion, students are streamed either into Grades 11-12 (secondary second cycle) as preparation for university, or into technical and vocational education and training (TVET), based on performance on the secondary education completion examination.

Within the framework of the 1994 Education and Training Policy (ETP), the Government of Ethiopia launched the first five-year Education Sector Development Program (ESDP I) in 1997 as part of a twenty-year education sector plan. Since the inception of ESDP I, there has been a dramatic increase in enrollment, especially at the primary school level. The target set for ESDP I of raising primary enrolment from 3.7 million to 7 million was surpassed with enrolment reaching 8.1 million in 2000/01. This trend continued throughout the duration of ESDP II (2000/01-2004/05), III (2005/06-2010/11) and IV (2010/11-2014/15) with primary school enrolment reaching around 15.8 million in 2009/10.

3.4 Finnish Development Cooperation in Ethiopia

Finland concentrates on three sectors in Ethiopia: education, water and rural economic development. In 2010 Finland was the fourth largest bilateral donor in the education sector. In the education sector, Finland has been among the main partners developing and implementing a sector wide approach. Finland has supported the sector through two channels: a multi-donor program and a bilateral technical assistance project. Support to civil society through Finnish NGOs as well as through the Local Cooperation Fund (LCF) complements the bilateral programs. However, as pointed it in the Country Strategy for Development Cooperation with Ethiopia 2013-2016, the restrictions on NGO advocacy based on the Civil Society Organization (CSO) law mean that the sector's potential impact may be more limited in the future.

The civil society projects funded by Finland focus on disability rights, health issues (including HIV/AIDS and reproductive health) and children's rights (to education and to safe childhood), as well as rural development and food security, women's rights, and income generating activities and environmental protection. In 2012, the size of Finnish NGO funding in Ethiopia was approximately EUR 2.9 million.

The 2010 evaluation of the country program recommended that potential synergies between the bilateral project and multilateral programs should be fully exploited. This has been addressed through the inclusion of SNE as one of the

cross-cutting objectives of nationwide general education programs. In bilateral programs and projects, Ethiopian financial systems are used in channeling the aid. Government procurement systems are widely used. Management structures are harmonized with country structures as much as possible; nonetheless, some parallel structures have been put in place specifically for capacity-building purposes.

Finnish participation in the policy dialogue and sector coordination helps to ensure synergies between bilateral and multilateral interventions. Finland participates actively in the education sector dialogue and the steering structures of multi-donor and joint financing programs. The main instrument is Finland's participation in GEQIP-I (and from July 2013 in GEQIP-II). GEQIP is administered by the World Bank and the following donors: DFID, USAID, Finland, Italy and Global Partnership for Education. In particular, Finnish participation in the policy dialogue has supported mainstreaming of SNE/inclusive education in GEQIP and ESDP. Technical assistance has been provided through bilateral SNE/inclusive education project, which is aligned with the wider multi-donor program GEQIP-II. Small projects implemented by Finnish and Ethiopian NGOs have been financed.

The Ministry for Finance and Economic Development (MoFED) is in charge of monitoring country development results through its GTP monitoring mechanism. It produces an annual progress report. After the report has been prepared, the MoFED conducts annual consultations with development partners. Monitoring of interventions supported by Finland is done by the MFA in Helsinki, by the Embassy in Addis Ababa and by the management structures in charge of implementation. Joint technical reviews and an annual multi-stakeholder forum are held jointly with other development partners and the Government. Finland receives government progress reports based on the government reporting schedule. Bilateral programs are led by steering committees, in which the Embassy takes part as a member.

In addition to financing a bilateral project, calls for NGO proposals are administered by the NGO unit in the MFA, which issues funding to Finnish NGOs. Funding is also provided through the LCF administered by the Embassy and through Institutional Cooperation Instruments (ICIs). The LCF has been in the range of EUR 350,000-500,000 (2011-2012) and ICI funding is expected to be in the range of EUR 200,000-300,000 annually in the strategy period.

3.5 Education of Children with Disabilities in Ethiopia and the Role of Finnish Support

Finnish cooperation with Ethiopia on disability issues dates to the eighties and early nineties and is ongoing until 2017. It started with a teacher training program implemented by Jyväskylä University, which resulted in 19 Ethiopian teachers receiving their diplomas in Special Needs Education. During the same time period, Finnish support included technical assistance provided to Addis Ababa University for developing educational research. The support for Special Needs Education Project from 1994 to 1998 contributed to developing special needs education through the establishment of Sebeta Special Education

Finnish participation in the policy dialogue has supported mainstreaming of SNE/inclusive education in GEQIP and ESDP.

The SNE was dropped from the General Education Quality Improvement Project during the planning process because the SNE component was seen as not sufficiently operational by the World Bank.

Teacher Training Center and capacity building and quality improvement in the Amhara and Benishangul Gumuz regions as well as at the federal level in the Ministry of Education.

One of the major Finnish inputs to Ethiopia's education sector was the Teacher Development Program (TDP), which started in 2003. It was originally conceived as a three-year program, but was granted a no-cost extension until mid-2009. This pooled fund was part of a sector program financed with a number of other donors; at the same time Finland continued its support for Special Needs Education Program from 2004.

From mid-2009, the General Education Quality Improvement Program (GEQIP) replaced TDP with the objective of generalizing the quality focus for the education sector. The GEQIP was funded by the World Bank and Global Partnership for Education (GPE), as well as Italy, Finland, Netherlands and the United Kingdom.

This evaluation focuses in particular on two phases of the assistance (2004-2007) and (2008-2012). The aim of the (2004-2007) support was: 'to build an inclusive system which was intended to provide quality, relevant and equitable education and training to all children, youth and adults with Special Education Needs and ultimately enable them to fully participate in the socio-economic development of the country'.

In 2006, as part of the Finnish support, Ethiopia prepared and launched its first Special Needs Education Program Strategy, emphasizing Inclusive Education to meet the Education for All goals. The strategy was developed through cooperation and discussions with representatives of the associations of people with disabilities, teachers working in special classes and schools, regional education bureau heads, special education experts, and partners. The process was carried out with assistance from the Government of Finland.

The aim of the (2008-2012) support was to strengthen the institutional basis and cooperation between different stakeholders in implementing and mainstreaming special needs/inclusive education in Ethiopia. The program had two components: Component 1 supported implementation of the Special Needs Education Strategy and Component 2 supported the establishment of a multi-levelled support system for SNE. The program was originally intended as a Technical Assistance program supporting mainstreaming of special needs education in the General Education Quality Improvement Project (GEQIP). However, the SNE was dropped from this program during the planning process in mid-2008 resulting in the decision to implement it as a separate program. The decision to drop it was taken by the World Bank (with support from DFID) because the SNE component was seen as not sufficiently operational to be included in the GEQIP.

4 DOCUMENT REVIEW

4.1 Objectives

The purpose of the document review was to inform and orient the field mission, and to establish working hypotheses to be tested during the field mission. Documents reviewed included reports from the Finnish Ministry for Foreign Affairs, Ethiopia's Ministry of Education, and documents from other sources as described in Annex 3.

4.2 Process: Document Review

Prior to the field mission the team reviewed and consulted relevant documents provided by the Finnish MFA. These documents were crosschecked and assessed for consistency with information and data collected during the field mission. The team started by organizing the documents provided by the Finnish MFA into two main categories: (1) On education, disability, HRBA and human rights; and (2) project-specific documents and reports produced by Finnish MFA. The two main groups of documents were then further categorized and broken down by year to produce a timeline linked with the evaluation timeline and grouped by the following nine categories:

- i. On Disability: Programs of MFA; United Nations (UN) convention of the Rights of Persons with Disabilities; UNICEF/Children with Disabilities; Lessons Learned in Disability Mainstreaming; Disability Policy: Finland Government Report;
- ii. On Education: Dakar Framework for Action Education for All; Education for All Action Plan Finland; Education in Multilingual World (UNESCO); Key Principles in Promoting Quality in Inclusive Education; Overcoming Exclusion: Inclusive Approaches in Education; Policy Guidelines for Inclusive Education; Report: When All Means All; Salamanca Statement Framework for Action;
- iii. On HRBA: FAQ HRBA UN; HRBA Development Cooperation Common Understanding; Reducing Inequalities; Social Policies HRBA;
- iv. On Human Rights: EU strategic framework action plan on human rights and democracy; Government report to parliament: human rights policy; Human Rights Policy Action Plan MFA; Human Rights Approach to Social Protection;
- v. MFA Multilateral Cooperation:
 - Education for All: EFA DAC common policies on education; EFA Fast Track Concept Note; EFA Fast Track MFA meeting report;
 - Global Partnership for Education: GPE Strategic Plan;

- Multi-cooperation Strategic Plans: ILO influencing plan; MFA ADEA strategic plan;
- vi. Development Policy Programs: Annual Reports to Parliament (2003-2012); State of Finland's Development Policy (2004-2013); Finland's Government Programs (2003, 2007, 2011);
- vii. MFA Centralized evaluations; MFA Policy Guidelines and Strategies: Evaluation Guidelines; Evaluation Manual; Guidelines for Program Design Monitoring & Evaluation; MFA Manual for Bilateral Programs.; Disability Alignment Action Plan; Education Strategy Development Cooperation; Human Rights Strategy Action Plan;
- viii. MFA programs: SNE Programs Ethiopia: Agreements; Budgets; Evaluations; Progress reports; Project documents; Project planning; Steering Committee minutes; Supervisory Board meetings/agendas; Work plans; Reports from SNE advisors; Multilateral programs annual reports; project documents; progress reports; agreements, meeting minutes, evaluations.
- ix. NGO implemented programs: Save the Children Partnership Agreement; HPDO, Cheshire Services; Finnish Evangelical Lutheran Mission.

In addition to the documents provided by the Finnish MFA, prior to the field visit the team reviewed:

- Education Statistics Annual Abstracts from Ethiopian Federal Ministry of Education (from 2003-2013);
- Study on Situation of Out-of-School Children in Ethiopia (Global Out-of-School Children Initiative);
- SNE/IE Strategy and Implementation Guide;
- Situation Analysis of ESDP V;
- Social Assessment of the GEQIP Phase 2;
- Ethiopia EGRA: Data Analytic Report.
- Ethiopian National Disability Action Network (ENDAN) Research on Standard Disability Survey Tools and Measurement;
- Situation Analysis ESDP V.

After organizing and categorizing the documents relevant to the Ethiopian case study, the team reviewed Program Document Proposals for the Finnish support, analyzing and comparing program components and interventions proposed and results expected with priorities of the Ethiopian education sector in general. Additional documents about the structure and the history of Ethiopian education system in general and the annual statistical abstracts (2003-2013) produced by Ethiopian MOE were added to the documents list used to produce this evaluation report.

In addition, the team consulted the results of 2010 EGRA study and the case study produced by the Global Initiative on Out-of-School Children, which provided insights and information about the situation of children with disabilities and special educational needs in terms of being included in student learning

assessments (EGRA) and five dimensions of exclusion (using the methodology developed to track out-of-school children by the Global Initiative on Out-of-School Children).

Some of the main challenges in obtaining relevant information for the purposes of this evaluation were: (1) lack of disability disaggregated data produced by the education sector beyond what is being reported by the Resource Centers; (2) lack of information about the actual services provided and the numbers of children benefitted from the SNE/IE program, which made it difficult to measure the impact and the scope of the project; (3) no information about school children with disabilities beyond enrolment data (i.e., no systematic data was available on attendance or data on education achievement or drop out and reasons for dropping out); (4) little information about the process of identification of children with disabilities in school, which made it difficult to understand how the Resource Centers are being utilized.

A full list of documents reviewed and consulted to form conclusions and to make recommendations is provided in Annex 3.

Finnish support has been instrumental in putting disability on the education agenda in Ethiopia.

The conceptual underpinnings of inclusive education in Ethiopia have not yet shifted to a rights-based approach.

5 FINDINGS

5.1 Findings from the Field Work

Finnish support has been instrumental in putting disability on the education agenda in Ethiopia. Many beneficiaries, stakeholders and partners emphasized the leading role that Finland has taken in promoting and implementing inclusive education in Ethiopia. As a result, Ethiopia was one of the first African countries to develop a SNE/IE Strategy, which resulted in inclusion of SNE in the ESDP. Since the Strategy has been put into action as part of capacity building, almost two thousand teachers have been trained in SNE, 20 Resource Centers have been established and equipped, and the structure (from the Ministry of Education down to the school level with Resource Centers and Satellite Schools) has been put in place in the effort to identify, screen and provide services and access to education for children with disabilities.

The following section will review the extent to which these and other developments have impacted the education sector in Ethiopia. It is based on the six key evaluation questions identified in the Inception Report. These questions covered the main issues and objectives addressed in the Terms of Reference for the evaluation, as well as additional questions covering the Theory of Change proposed by the evaluation team.

1. To what extent has a HRBA been applied in Finland's development cooperation in support of inclusive education (policy and practice)?

Asked about how Finland could strengthen its use of Human Rights-Based Approaches, virtually all interviewees responded that Finland was already doing well in this regard. Document review confirmed the interview findings: a Human Rights-Based Approach has been effectively applied in Finland's development cooperation in support of inclusive education in Ethiopia. However, in the absence of an agreed definition of inclusive education in Ethiopia and with policy documents that address disability from a charity rather than a rights perspective, implementation of HRBA more broadly has been uneven and significant challenges remain before it can be taken to scale. The conceptual underpinnings of inclusive education in Ethiopia have not yet shifted to a rights-based approach.

For example, when assessing the application of HRBA it is useful to see whether how the following principles are being applied:

Participation: Some people with disabilities were consulted and participated in the design of SNE/IE Strategy. However, not much effort is being made to include persons with disabilities in the implementation stage. The team interviewed people with disabilities working for NGOs, but did not come across any disabled people working for the federal or regional government.

Lack of reliable disaggregated disability data and the MOE's resistance to the accepted global estimate (or to carry out a representative mapping of disability prevalence) both contribute to Ethiopia's struggle to provide access to education for children with disabilities. Applying the World Health Organization (WHO) global estimate of 15 percent, there are approximately 3.9 million children with disabilities and impairments in Ethiopia. Most of them are not in school and those in school belong to the group significantly at risk for dropping out.

There are only 68,404 registered students with disabilities enrolled in grades 1-8 in Ethiopia and only 4,979 enrolled at the secondary level (see Table 1). This indicates that although only a small fraction of children with disabilities make it to school in the first place, most of them drop out throughout primary school. One of the findings from the field visit concluded that those few children with disabilities enrolled in school receive very little or no support in terms of provision of assistive devices or adapted learning materials. In addition, many teachers were not aware of children with disabilities or impairments present in the classroom, which may be another strong indicator why so few children with disabilities progress to secondary and preparatory secondary levels.

Accountability: There are two forms of accountability – upward accountability to duty bearers and downward accountability to rights holders. To ensure accountability to rights holders, the human rights-based approach to programming must include a process for working with beneficiaries to identify specific barriers to access and learning. To ensure upward accountability to duty bearers, there must be an ability to develop clear indicators of success and to measure specified results. With support from the Finnish projects, there has been awareness raised both with duty bearers and rights holders about the importance of inclusion of children with disabilities in education. This is evidenced in interviews with beneficiaries and with Ministry of Education officials.

Non-Discrimination and equality: The review of documentation reveals that children with disabilities for the most part are still considered from a charity point of view. Interview responses revealed a general lack of awareness at all levels that they are denied access to services and education. There are also policy inconsistencies that may contribute to discrimination. For instance, the Education and Training Policy still calls for teachers to be physically and mentally fit and does not have a clear definition of inclusive education, making it difficult to develop clear guidelines for implementation.

Empowerment: Empowerment of people with disabilities has been the central conceptual construct around which Finland's development policy in Ethiopia has been organized. In spite of the persistent lack of awareness noted above, there are many inspiring stories on a small scale of individuals who have been empowered to claim their rights. For example, the vice dean at Sebeta Teacher Training College explained the type of assistance and support that she requested and received while studying at Addis Ababa University. On the other hand, none of the future teachers with disabilities studying at Sebeta Teacher Training College (one of the colleges offering diploma in SNE/IE education) are being supported although they have been empowered and repeatedly express their special educational needs.

Only a small fraction of children with disabilities make it to school in the first place, most of them drop out throughout primary school.

Those few children with disabilities enrolled in school receive very little or no support in terms of provision of assistive devices or adapted learning materials.

Many inspiring stories on a small scale of individuals who have been empowered to claim their rights.

Strong indications that GEQIP will make disabilities a focus in the future - a mark of success of Finnish cooperation on this issue.

Legality of Rights - Although the laws are in place and more and more students with disabilities are getting access to education, NGOs interviewed consistently replied that there is minimal enforcement of disability rights. The language in the education law has yet to be shifted from needs/charity-based to rights-based.

Table 1. Numbers by Type of Disability

Type of Disability	Primary (grades 1-8) M/F/Total	Secondary (grades 9-10) M/F/Total	Preparatory Secondary (11-12) M/F/Total
Blind	5,020/3,678/8,698	387/198/585	185/102/287
Physically Disabled	10,864/7,768/18,632	1,490/1,096/2,586	380/271/651
Deaf	8,686/6,783/15,469	427/273/700	122/85/207
Intellectually Disabled	10,247/7,608/17,855	307/164/471	78/113/191
Other	4,476/3,274/7,750	343/294/637	170/66/236
Total	39,293/29,111/68,404	2,954/2,025/4,979	935/637/1,572

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

Finnish development cooperation has been comparatively successful in promoting the rights of persons with disabilities and in mainstreaming a disability focus. Its support is widely credited by interviewees as pivotal to both a general increase in awareness and to development and adoption by the MOE of Ethiopia’s SNE/IE Strategy. A survey of teacher training institutions (Addis Ababa University, Kotebe University College and Sebeta SNE college) conducted by the evaluation team found a total of 1,953 SNE/IE teachers have been trained through MFA support. In addition, because of the technical assistance provided to the universities, capacity has been raised in the area of SNE/IE research.

There are 85 functioning Resource Centers with satellite schools, which were put in place to identify and provide services for children with disabilities. Twenty of these Resource Centers are supported by the Finnish project. Although the MOE has adopted the structure, it has not yet fully committed the financial or management resources necessary for its implementation. In 2010, the MOE set a goal of establishing 500 Resource Centers throughout the country, but this target has not been met and is almost six times the current number of Centers.

As noted above, MFA staff attempted to get SNE mainstreamed into GEQIP policy but GEQIP chose at that time not to make education of disabled persons a policy focus. This, however, appears now to be changing, with strong indications that GEQIP will make disabilities a focus in the future. This will bring more resources and attention to this challenge and be a mark of success of Finnish cooperation on this issue.

3. How successful have Finland-supported interventions in IE been in promoting increased participation in basic education and improved learning gains, particularly among females, disabled persons, indigenous/linguistic minorities, and other marginalized groups?

Finland-supported interventions have had mixed success at increasing participation in basic education and improved learning gains particularly among disabled persons. As per the Theory of Change developed by the DPMG Team, the support for SNE/IE teacher training and the establishment of Resource Centers have created positive enabling conditions for provision of more inclusive access and learning for all children. However, interviews with itinerant teachers and other Resource Center staff, and actual observations during the field mission show that these interventions have not led to systematic identification of children with disabilities or to their receiving assistive devices and in-classroom support.

The team interviewed several Itinerant Teachers and regular teachers about the process of how they identify children with disabilities. There is no instrument or screening tool for this purpose, and teachers identify children 'visually'. In addition, those children who have been identified and referred for additional screening (vision or hearing) have not been provided with assistive devices. There is no tracking system in place to ensure that services are provided and children's parents are informed.

This was informed through interviews with a range of stakeholders, including several children identified by the project. For example, in an interview with a fifth-grade student with low hearing who is a student at a school with a Resource Center, the team confirmed that there is no follow-up mechanism or structure in place to ensure that children receive support. This results in many children with disabilities and impairments dropping out of school or not attending on a regular basis because their needs are not being met. The fifth-grade student with low hearing has an engaged parent, who also provided information for this evaluation, and although the impairment was identified four years ago, the parent had no contact with the Itinerant Teacher until our visit. As a result of lack of follow-through, this child has not been able to participate in the learning process in spite of being enrolled in schooling.

Other anecdotal findings during the field visits confirm this finding as one that is widespread. Most children identified with disabilities and impairments in integrated schools were not present on the day of the school visit. For example, in one school, the Itinerant Teacher informed the team that 127 children with disabilities and impairments are enrolled in the school, but the teachers were not aware of these children. They did not know which of their students had been identified as having disabilities or impairments and, therefore, were not able to provide special support or assistance.

The situation was more acute in the satellite schools. For example, in one satellite school visited by the DPMG team, the school director had a disability-disaggregated table listing children identified with disabilities and impairments enrolled in the school, but when the team visited the classrooms none of the teachers were aware that there were children in the classroom requiring additional support. Moreover, they did not know the Itinerant Teacher from the Resource Center, who had informed us that she is providing in-classroom support to several teachers at the school by making regular weekly visits.

Another example was a child identified with low vision with assistance from the itinerant teacher. He had been to an eye clinic for vision screening at the beginning of the previous school year. Having been identified with refractive

The support for SNE/IE teacher training and the establishment of Resource Centers have created positive enabling conditions.

These interventions have not led to systematic identification of children with disabilities or to their receiving assistive devices and in-classroom support.

Positive impact on inclusive education policy, mixed impact on practice, and little impact on outcomes.

error, he is yet to receive his glasses. This school year, he has a new teacher who was not aware of his impairment, which was left uncorrected and turned into a disability because the child is experiencing extreme difficulty in seeing the blackboard. Seated in the back of the classroom, he often has had to move up and stand close to the blackboard in order to see what is written there.

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

The evaluation team finds a positive impact on inclusive education policy, mixed impact on practice, and little impact on outcomes. Interviewees overwhelmingly credit Finnish-supported interventions for bringing significant value-added and a positive effect on inclusive education policy, sector plans, practice and outcomes. The documentation reviewed for this evaluation confirm this effect. The programs are credited with having had a significant impact in changing and systematizing teacher training to make it more inclusive, which of itself is a positive if limited effect on sector practices. However, these programs have not led to wide-scale implementation of programs for school-aged children with disabilities.

Finnish-supported programs targeted an area of significant need where there was no direct donor support. As noted above, Finnish support is widely credited with helping to put disability on the education agenda in Ethiopia, and with supporting the training of almost 2000 competent and committed SNE/IE experts. In addition, many SNE/IE teachers have been trained and are now working in integrated and regular schools with the knowledge necessary to implement inclusive education.

The interviews confirmed that Finnish support has been instrumental in the Ministry of Education (MOE) recognition that to achieve its main goal to provide Education for All, it must target and implement interventions designed for specific groups such as children with special educational needs and children with disabilities. The MOE has included SNE in the ESDP and prepared an SNE/IE Strategy.

However, the statistics reviewed for this evaluation confirm that most children with disabilities remain out of school in Ethiopia. The field visits provided consistent evidence that those few in school are at risk for dropping out because of:

- i. Lack of availability of assistive devices;
- ii. Lack of in-classroom support; and
- iii. Lack of availability of adapted educational materials necessary to ensure inclusion.

The review of the available policy documents and strategies conducted for this evaluation shows that the issue of out-of-school children (OOSC) is not emphasized in the Ethiopian education system (MOE/UNICEF, 2012). The recently launched Education Sector Development Program (ESDP IV: 2010/11-2014/15) includes a detailed discussion on improving equity and access in general education, but it does not provide specific attention to those children who are in primary and lower-secondary schools who are at risk of dropping out. In addition, because of a lack of reliable disability-disaggregated data on children out

of school, it has been difficult to design targeted interventions and develop a budget for assistive devices and other service provision requirements.

5. How sustainable have Finnish-supported inclusive education programs been?

A review of MOE budget provisions suggests that the Finnish-supported inclusive education programs have been sustainable, albeit with an important caveat. While the Ethiopian government has paid the salaries of itinerant teachers and has planned for (although not implemented) the establishment of 500 Resource Centers between 2000-2015, this means only that the small-scale, proof-of-concept activities initially financed through Finnish development cooperation will be sustained - it does not mean that they will be taken to scale.

As part of development of the SNE/IE Strategy, Finnish support included disability awareness raising, which was necessary to get a 'buy-in' from the government. Awareness has been raised at different levels, but the issue and the concept of inclusive education has not been fully accepted in the Ethiopian context. Teachers in special schools, for example, find inclusive/integrated schools to be a threat because there is a general belief that due to negative attitudes towards children with disabilities their integration will not be supported and will result in discrimination and exclusion.

The issue of sustainability (and scalability) could be better addressed by raising the overall SNE/IE profile in Ethiopia. In order for the SNE/IE profile to be higher on the education agenda, there is a need to establish a separate directorate and invest in building a robust implementation structure from the federal level of MOE down to the school level.

Another point raised frequently during the field mission was underutilization of existing SNE human capacity. Although almost 2,000 teachers have been trained in SNE/IE to date, very few are working in regional bureaus and schools and utilizing their skills. For example, the inclusive education focal point in one of the regional bureaus involved in SNE/IE implementation in Ethiopia is a chemist by training; none of the staff working in that education bureau have a background in SNE/IE.

6. How effective have different mixes of MFA development cooperation modalities – bilateral and multilateral aid, support through NGOs and/or private sector – been in promoting IE outcomes and outputs and the mainstreaming of programs in support for those with disabilities?

The mix of cooperation modalities used by Finland seems thoughtful and appropriate, but there have been very different results. The NGO programming appears to effectively reach the most remote communities and provides needed services, but interviews with the NGO representatives suggests that this support is not strategic or scalable; bilateral support, discussed elsewhere, has generally been quite successful at awareness-raising and proof-of-concept programs but has not led to widespread provision of services. Multilateral support has huge potential for scalability but interventions to date have had minimal support from other donors. Embassy-funded programs have been aligned with Finnish priorities and can meet urgent short-term needs, but are not scalable (nor are they intended to be so).

The small-scale proof-of-concept activities initially financed through Finnish development cooperation will be sustained with Ethiopian government contribution however they will not be taken to scale.

Although almost 2,000 teachers have been trained in SNE/IE to date, very few are working in regional bureaus and schools and utilizing their skills.

Bilateral support has been quite successful at awareness-raising and proof-of-concept programs but has not led to widespread provision of services.

The NGO programming appears to effectively reach the most remote communities and provides needed services but this support is not strategic and scalable.

The multilateral support provided during the period under review shows little evidence of significant impact on inclusion.

NGOs:

During the field mission the team interviewed representatives of three NGOs receiving support from the Finnish MFA. Their programs range from providing support to deaf children in remote areas of the country to running Community Based Rehabilitation (CBR) programs which serve as a bridge between communities and schools by working with parents and families of children with disabilities. These programs further support HRBA with close interactions with local governments and communities, and are able to provide services in areas otherwise unreachable by most development assistance, albeit on a small scale. The tradeoff is that there is little alignment with MFA or MOE policy priorities and little opportunity for leveraging policy. Materials developed and successful models of implementation where children are identified at the community level and provided with support both in terms of learning and provision of assistive devices, are not consistently shared with the MOE because there is no viable mechanism or structure in place for this purpose. A common scenario described to the evaluation team is that the regional bureaus contact NGOs directly to get support in training teachers or providing materials, etc., because this is faster and more efficient for them than going through MOE channels. Under the current structure, it is appropriate for regional bureaus to work directly with the NGOs but the lack of a sharing mechanism often leads to the lessons learned in one region not being passed on by MOE (this evaluation covers 2004-2013; subsequent to that time period, a mapping initiative of inclusive interventions and projects with inclusive components was carried out by the Finnish Embassy in Addis Ababa).

Multilateral support:

Finland's provision of multilateral support shows the risks inherent in short-term evaluations of success and failure. The multilateral support provided during the period under review shows little evidence of significant impact on inclusion through GEQIP. The Social Assessment of the GEQIP Phase 2 from July 2013 concluded that special needs education was perceived to be non-existent in the four regions surveyed. None of the parents or children with disabilities were aware of any special support for children with special needs available at the school level even in the region (Gambella) implementing SNE/IE. In addition, on the demand side, stigma, shame and lack of information about the opportunities available to children with disabilities were cited by parents and children as reasons why children with disabilities are not in school. From the design perspective, the program failed to include and address children with disabilities on the broad scale and focused primarily on expansion of SNE/IE teacher training. However, GEQIP 2 beginning in 2014 has made clear provision for support to inclusive expectation and donors have expressed a clear expectation that this commitment will be translated into concrete actions throughout the implementation period. If this support materializes as is now expected, Finland's early investment in multilateral support will have proven successful over the longer term in mainstreaming programs for children with disabilities.

Embassy-managed fund:

The Embassy-managed fund, which aims to support small projects at the country level, appears to be consistent with broad Finnish and Ethiopian strategic priorities (the team saw a water supply and a toilet facility built by the Cheshire

Water for Inclusion project with funds received from the Finnish Embassy in Addis Ababa). These programs are small in scale. They may have a useful demonstration effect and will provide services to marginalized populations, but are not scalable (and were not intended to be so).

5.2 Findings from the Literature Review

Despite a long-term Finnish engagement in the education sector in Ethiopia aimed at supporting SNE/IE, the education of children with disability continues to be neglected, with approximately 97 percent of children with disabilities estimated by UNICEF to be not in school. The literature review also showed a gap between a strong legal framework around disability and limited actual implementation of inclusive education.

Another finding from the literature review is a major discrepancy concerning the disability prevalence rate - from the 1.09 percent reported and used by the Ethiopian MOE to 10 percent or 15 percent used by the World Health Organization. The 1.09 percent official disability prevalence rate, which is being used for planning and budget allocation by the MOE, is also inconsistent with the pre-2010 10 percent estimated prevalence rate that disability advocates, NGOs and development partners typically used to assess the extent of the problem and to point out the neglect and exclusion from education of millions of Ethiopian children. Recently, international and Ethiopian disability experts have used an estimate of a 15 percent rate of disability, which differs even more from the 1.09 percent used by the Ethiopian government. The field work provided an opportunity to better understand how the Finnish support addressed the issue, both from the advocacy and the implementation point of view, by interviewing government officials from the federal level down to the woreda level.

Although the 1994 Education and Training Policy recognizes the importance of special needs education, and an SNE/IE Strategy has been developed by the MOE, the public attitude toward children with disabilities has not greatly changed. As a result many children with disabilities are kept in their homes and are not allowed to go to school, a finding picked up both from the documents reviewed and the interviews conducted during the field visit. Even some teachers tend to believe that children with disabilities are better off staying at home to avoid being discriminated against. Some teachers in special schools expressed their fear for children with disabilities being included in the regular classrooms, and, therefore, do not support or believe in inclusive education.

Through document review, the team concluded that lack of measures for enforcement of SNE/IE policy contributes to denied access to education for children with disabilities. For example, although a building code was put in place in 2009, the construction of schools does not take into consideration accessibility needs of children with disabilities, and there is no system in place to guarantee/enforce this. What this means is that the mere presence of policies and laws does not in itself guarantee enforcement. Ethiopia has an established SNE/IE strategy but stronger government commitment is needed to ensure that these policies and laws are supported through creation and implementation of an appropriate action plan.

A gap between a strong legal framework around disability and limited actual implementation of inclusive education.

The public attitude toward children with disabilities has not greatly changed.

Ethiopia has an established SNE/IE strategy but stronger government commitment is needed to ensure the implementation.

6 CONCLUSIONS

The approach supported by Finland is consistent with the broad theory of change developed by DPMG in that it seeks to create an enabling environment and conditions for improved access and better teaching and learning, and aims to remove barriers that contribute to exclusion of children with disabilities from education. The training programs for teachers appear to be well-designed and have resulted in a broad change in attitudes about how schools can support children with special needs. Unfortunately, the structures put in place do not appear scalable for the following reasons: weak government follow-up and monitoring, lack of multilateral support and commitment, lack of clear job description and accountability for itinerant teachers, and insufficient financing. The ambition to provide Inclusive Education for All has not yet been met by results.

The following conclusions are supported both by the document review and information gathered during the field visit:

1. A strong teacher training program has resulted in a remarkably swift shift in attitudes about the potential support that inclusive schools can provide children with disabilities. Virtually all school-level personnel interviewed stated their view that inclusive education would bring important benefits to children with disabilities, although there was some difference of opinion about the potential for negative impact on other children.
2. Unless classroom teachers are better supported and Itinerant Teachers are more systematically supervised, the improvements in training will not be translated into adequate services for children. Visits to Resource Centers and the schools and classrooms associated with them, and interviews with Itinerant Teachers and the classroom teachers with whom they were working, showed that children in classrooms were receiving little support in terms of better services.
3. The reliance on disability prevalence data that is not credible has contributed to design of a system that is too small in scale and too inefficient to reach the needs of most school-age children with disability or impairment.
4. Implementation of the IE program cannot be scaled up without additional expertise and financing. The evaluation team met with the SNE unit at the MOE which does not have the needed expertise to provide adequate support. The current system is not sufficiently robust or well-resourced to identify, screen and provide services and access to education for all children with disabilities, and does not use the available human resources effectively.
5. While insufficient multilateral support through GEQIP I has resulted in a missed opportunity to scale up service delivery to date, it is too early

to draw a firm conclusion about the long-term success of multilateral support - there is emerging evidence that GEQIP 2 is likely to result in scaled-up services for children with disabilities.

6. Greater attention must be given to creating management capacity for SNE/IE from federal to regional and woreda levels. Visits at each of these levels revealed a failure of personnel management to fill positions with individuals with the requisite skills, even though these individuals have been trained through MFA support and are available for recruitment.
7. Without systematic mapping of children by disability type, and identification of gaps in service provision, most children who are identified as having special needs will continue to not receive appropriately targeted support or consistent access to adapted materials. This conclusion is based on multiple observations during field visits of children who had special needs of which teachers were unaware, or for whom teachers didn't know how to seek support.
8. The mix of modalities used by Finnish development cooperation provides needed flexibility, but greater attention is needed to ensuring that large-scale impact is achieved. Interviews with beneficiaries made it clear that bilateral and NGO-mediated support can bring complementary strengths in terms of service provision, but these programs have typically operated in isolation from one another, limiting scalability and impact.

7 RECOMMENDATIONS

As part of this evaluation, the team developed five main recommendations for MFA support to inclusive education in Ethiopia:

1. Continue the current focus on inclusion, but with greater attention to the implications of HRBA for service delivery. This means that mechanisms must be put in place to help beneficiaries understand and claim their rights to services, and that clearer accountability mechanisms must be put in place for duty bearers, tracking provision of services transparently and according to agreed measurable indicators. A much greater effort must also be made to ensure better communication between Itinerant Teachers and school-level personnel.
2. Shift from the current small-scale operational support and service delivery through NGOs and bilateral programs to an approach that channels expertise and resources far more strategically in support of systemic change. The Resource Centers alone will not be sufficient to achieve scalability, therefore, it is envisaged that some reliance or engagement with multilateral support will almost certainly be necessary. If there is bilateral support in the future, it should target development of SNE/IE implementation strategy with an action plan and a budget, which would itself receive multilateral support. Support through NGOs and bilateral programs, as well as embassy support, should be reconfigured to be more strategically aligned in support of sustainable, government-managed programs at national scale.
3. Focus on regional and district levels. Establish communication and reporting between school leadership, teachers, itinerant teachers and district education offices and invest in continuous professional development of itinerant teachers with greater emphasis on school level development and engagement of stakeholders. In regards to inclusive teacher training programs, pay special attention to updating knowledge of teacher educators and connecting education with other service providers.
4. Support efforts to collect good quality disability-disaggregated data to support service delivery and raise profile of SNE/IE.
5. Help MOE to develop an implementation strategy that: (i) Identifies children with need for special support for each type of disability/impairment in the Ethiopian context; (ii) Identifies existing service providers and gaps in service provision; (iii) Creates clear, sustainable linkages between service providers and MOE, and (iv) Identifies cost-effective ways of helping service providers partner with MOE.

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THE CASE STUDY EVALUATION TEAM

Natasha Graham had the responsibility for overall Ethiopia case study design and leading the field visit, which was coordinated and implemented in close collaboration with the Fountain Management Consultancy based in Addis Ababa, Ethiopia. She was responsible for carrying out all aspects of the field work, which included interviews, information and data collection according to the agreed TORs and the Field Guide and Notes prepared with inputs from other team members. She had the responsibility of drafting the case study.

Fountain Management Consulting members - *Befekadu Zekele, Alemayehu Mariam* and *Yeshihareg Damte* - based in Addis Ababa, Ethiopia coordinated the field visit by making arrangements to visit and interview schools, NGOs and government offices and providing support in information and data collection during the field visit and the preparation of the draft of the case study.

Robert Prouty coordinated the country case studies, including Ethiopia case study by providing guidance to the case study design and the preparation and planning for the field visit, preparation and inputs to a draft case study report. He facilitated bi-monthly teleconferences, which were used to communicate between the core team and the national consultants (Fountain Management Consultancy). *Dean Nielsen* provided overall intellectual leadership and coordination during the design and implementation of the field work and drafting the case study.

Andrew Bennett worked closely with the case study members on preparation of protocols and design of the questionnaires and structure of the field visit. He provided input to case study design to ensure consistency with the overall objectives of the evaluation.

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 capacity-building and aims to ensure that even the poorest people know their rights and are able to act for them. Inclusion of human rights-based approach in all activities is one of the most important measures. Value-based development policy promotes the core human rights principles such as universality, self-determination, non-discrimination and equality.

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

2.3 Inclusive education in Finland’s development policy

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

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

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

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

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

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

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

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

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

3 PURPOSE AND OBJECTIVE OF THE EVALUATION

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

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

The objectives of the evaluation are:

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

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

4 SCOPE OF THE EVALUATION

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

The temporal scope of the evaluation is 2004-2013 covering the three Development Policy Programmes of 2004, 2007 and 2012. As an exception, the final evaluations of the development cooperation in inclu-

sive 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

Mohamed Abubeker, Ministry of Education, Director of Special Support and Inclusive Education

Alemayehu W/Kirkos, Ministry of Education, Team Leader of SNE/IE

Dr. Tilahun Achaw, Addis Ababa University, Chair, Department of SNE

Degefa Abdi, Addis Ababa Bureau of Education, Regional advisor of SNE/IE

Keralem Mengistu, Kotebe University College, Chair, Department of SNE

Bahiru Tilahun, Alpha school for the Deaf, Director

Elisabet Shiferaw, Alpha school for the Deaf, Itinerant teacher

Demme Sani, Sebeta School for the Deaf, Director

Meseret Tafese, Sebeta School for the Deaf, Itinerant teacher; Dima Primary School, Director

Negera Anbesse, Dima Primary school, Itinerant teacher

Besufekad Anbesse, Dekabora primary school, Itinerant teacher

Seffa Worku, Tesfa Kokeb, Director

Elsabet Mitiku, Tesfa Kokeb, Itinerant Teacher

Letebirhan Gebre, Kokebetsibah, Director

Birhanu Mekoya, Kokebetsibah, Itinerant Teacher

Biruknesh Negash, Yeka Primary Satellite School, Focal Person, SNE

Getu Tufa, Yeka Sub-city Education Office, Head, Yeka Sub-city Education Office

Membre Hailu, District Education office, District Education officer

Mekonen and Miriam, ECCMY, Social and education services for Deaf, Project Leader

Fasil, Cheshire Service Ethiopia, Officer

Abebe Yehuwala work, HDPO, Manager

Alemtshay Duguma, Oromia Education Bureau, Focal person for SNE/IE

Satu Pehu-Voima, Embassy of Finland

Scholini Pather, Ministry of Education, Technical advisor

Rahel Yergashewa, DFID, Senior Education Specialist

Thang Thi Mai, The World Bank, Senior Education Specialist

Dr. Elina Lehtomäki, University of Jyväskylä, Senior Researcher

Jussi Karakoski, Ministry for Foreign Affairs of Finland, Senior Education Adviser

ANNEX 3: DOCUMENTS CONSULTED

Ethiopia Case study: List of Documents Consulted

Ethiopian Federal Ministry of Education, "Education Statistics Annual Abstract: 2003-2004, 2004-2005, 2005-2006, 2006-2007, 2007-2008, 2008-2009, 2009-2010, 2010-2011, 2011-2012, 2012-2013;

Study on Situation of Out of School Children in Ethiopia, Ministry of Education and UNICEF (as part of Global Out of School Initiative);

Early Grade Reading Assessment (EGRA);

Special Needs/Inclusive Education Strategy, Ethiopian Federal Ministry of Education (July 2012);

Special Needs/Inclusive Education Strategy Implementation Guide, Ethiopian Federal Ministry of Education (July 2012);

Special Needs Education Programme in Ethiopia: 2008-2012;

Project Document: Enhancing Capacity in Teacher Education and Resource Centres in Implementing SNE/Inclusive Education Strategy in Practice (November 2012);

Special Needs Education Program Strategy, MOE 2006;

Annual Results Report on Development Policy and Cooperation (2013);

Program Document Proposal: Special Needs Education Program in Ethiopia (November 2007);

Quarterly Progress Report: Special Needs Education Programme in Ethiopia (January-March 2010);

Quarterly Progress Report: Special Needs Education Programme in Ethiopia (October-December 2009);

Quarterly Progress Report: Special Needs Education Programme in Ethiopia (July-September 2010);

Program Document: Special Needs Education in Ethiopia (April 2008);

Proposal for the Steering Committee on the changes inside the program components (annex 3);

Logical Framework Matrix (Annex A): Special Needs Education Program in Ethiopia;

SNE Ethiopia Logical Framework (2007);

Suggested division of responsibilities between GEQIP and SNE Program Document Proposal linked to the results in the Program Document Proposal of the Finnish support on Special Needs Education Program in Ethiopia July 2008-June 2012 (Annex 6);

Budget: Special Needs Education Programme in Ethiopia (2008-2011);

Budget: Special Needs Education Programme in Ethiopia (2008-2012);

Agreement between the government of the republic of Finland and the government of the federal democratic republic of Ethiopia on the co-operation in special needs education program in Ethiopia;

Mapping of inclusive education interventions in Ethiopia (2014);

Gender issues in education in Ethiopia: inputs to JRM of ESDP (November 2013)

Inception Report: Enhancing capacity of teacher education and resource centers in Ethiopia 2013-2017 (October 2013-December 2013);

Aide Memoire: Ethiopia General Education Quality Improvement Program Mid-Term Review Mission (May 2-26, 2011);

Aide Memoire: Ethiopia General Education Improvement Program Phase 1 Joint Implementation Support Mission (February 21-28, 2013);

GEQIP: Third Annual performance report (July 2011-July 2012);

GEQIP: Third Annual performance report (July 2012-July 2013);

GEQIP: Third Annual performance report (July 2009-July 2010);

FTI report 2007;

Quarterly Financial Report Sept-Dec 2013;

Identification Report: Technical Assistance to Special Needs Education/Inclusive Education in Ethiopia (FCG International, September 2012);

Evaluation: Development Cooperation with Ethiopia 2000-2008;

Financing plan and disbursements 2013-2016;

Results monitoring framework 2012-2013;

Overview of Special Needs Education in Ethiopia (Elina Lehtomäki, 2004);

Mid-term review of SNE program 2008-2012;

Country Strategy for development cooperation with Ethiopia 2013-2016;

Comments on Ethiopian IE strategy;

Situation Analysis of Resource Centers (Sulochini Pather);

SNE program budget: 2008-2012;

TORs: for an international advisor to revise the Special Needs Education Strategy Plan aiming to create Inclusive Education Strategy of Ethiopia;

TORs: for local Inclusive Education Advisors Terms of Reference for local advisors on Inclusive Education;

TORs Ethiopia, Technical Assistance to Special Needs Education/Inclusive Education in Ethiopia;

TORs: for formulation of SNE program.

ANNEX 4: FIELD GUIDE AND NOTES FOR ETHIOPIA CASE STUDY

Background

Finnish education sector cooperation with Ethiopia dates back to the eighties and early nineties to the teacher training program implemented by Jyväskylä University for the training of African special needs education teachers. The support to Special Education in Ethiopia Project from 1994-1998 contributed to developing special needs education through the establishment of Sebeta Special Education Teacher Training Center and capacity building and quality improvement in the Amhara and Benishangul Gumuz regions as well as at the federal level in the Ministry of Education.

The overall objective of the Finnish funded SNE program (years 2008-2012) is to support the Ministry of Education in its attempts to implement the Special Needs Education Program Strategy titled “Emphasizing Inclusive Education to Meet the UPEC and EFA Goals”, endorsed by the Federal Government of Ethiopia in 2006. The program is divided into two components: Component 1 supports the implementation of the Special Needs Education Program Strategy and Component 2 supports the establishment of the multilevel support system of SNE.

The main purpose of the program is to *strengthen the institutional basis and cooperation of different stakeholders for implementation and mainstreaming of special needs and inclusive education in Ethiopia*. The Special Needs Education program aims to:

Implement the Special Needs Education Program Strategy and ensure that special needs and inclusive education are part of all professional development program for teachers (pre-and in-service teacher education) and other education professionals in the Ministry of Education and at all levels of the education system in Ethiopia.

Create a multi-level support system in special needs education (federal, regional, Woreda and school levels) in order to support learning of all students through enhancing the cooperation among the different Ministries and other stakeholders.

Time Span and Plan for Case Study

The evaluation will cover the period of 2004-2013. Field work will take place during March 2-13, 2015. The team will visit partner organizations, interview stakeholders and beneficiaries at:

1. Federal Ministry of Education (SNE project manager and SNE project staff);
2. Embassy of Finland;
3. Addis Ababa University;
4. Sebeta teacher training college;
5. Six resource schools/cluster centers: in Addis Ababa region- Alpha Deaf School and resource center; Kokebe Tsibah School and resource center; Tesfakokeb School and resource center; in Oromia region- Sebeta School for the Blind and resource center; Dima School and resource center; Dkabora School and resource center;
6. Non-resource schools (in Addis Ababa region);

7. Education bureaus: Addis Ababa and Oromia Education bureaus;
8. Woreda education office.

In addition, student learning will be assessed as part of the evaluation. 250 students from each region will take a Language and Mathematics test. These tests have been prepared using the Minimum Learning Competencies set for each grade and subject with items from the Ethiopian General Reading Assessment (EGRA) incorporated into the Language test.

A detailed draft timetable of the field visit is included below.

Evaluation Questions

The main questions guiding the evaluation are:

1. To what extent has a Human Rights-based Approach (HRBA) been applied in Finland's development cooperation in support of inclusive education (policy and practice)?
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; and addressing MFA's cross-cutting objectives?
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 private sector - been in promoting inclusive education outcomes and outputs and the mainstreaming of programs in support for those with disabilities?

Evaluation Criteria

The evaluation is guided by the following criteria:

- Relevance
- Efficiency
- Effectiveness
- Impact
- Sustainability
- Accountability
- Participation

Overall Evaluation question	Source of information	Data collection Methodology	Data availability / Status
<p>Relevance:</p> <p>How is the aim of the Finish support relevant for the target group?</p>	<p>Documents (annual reports and program documents from MOE, reports on inclusive education in Ethiopia, etc.)</p> <p>Staff at MOE, Regional Education Bureaus and Schools,</p> <p>Target groups (school principals, teachers and students)</p>	<ul style="list-style-type: none"> - Document reading - Semi-structured interviews - Observations - Focus Group Discussions (FGD) 	<ul style="list-style-type: none"> - Midterm evaluation report of MOE received <p>Interviews and FGDs planned</p>
<p>Effectiveness:</p> <p>To what extent have goals and objectives been achieved?</p>	<p>Documents (annual reports and program documents from MOE, etc.)</p> <p>Staff at MOE, Regional Education Bureau and Schools</p> <ul style="list-style-type: none"> - Target groups (school principals, teachers and students) 	<ul style="list-style-type: none"> - Document reading - Semi-structured interviews - Observations - Focus Group Discussions (FGD) 	<ul style="list-style-type: none"> - Midterm evaluation report of MOE received <p>Interviews and FGDs planned</p>
<p>Impact:</p> <p>What has the impact been on the target group?</p> <p>In what way have the schools made a difference for the children</p>	<p>Documents (annual reports and program documents from MOE, etc.)</p> <p>Staff at MOE, Regional Education Bureau and Schools</p> <ul style="list-style-type: none"> - Target groups (school principals, teachers and students) 	<ul style="list-style-type: none"> - Document reading - Semi-structured interviews - Observations - Focus Group Discussions (FGD) 	<ul style="list-style-type: none"> - Midterm evaluation report of MOE received - Interviews and FGDs <p>Interviews and FGDs planned</p> <p>Information on progress missing (children's reports, results documentation etc.)</p>
<p>Efficiency:</p> <p>How are resources being used?</p> <ul style="list-style-type: none"> - What has been the added value of Finnish support? 	<ul style="list-style-type: none"> - Documents (accounts, annual reports) - Staff at MOE, Regional Education Bureau and Schools 	<ul style="list-style-type: none"> - Document reading - Semi-structured interviews 	<ul style="list-style-type: none"> - Information is yet missing - Interviews planned with MOE experts and regional education bureau
<p>Sustainability:</p> <ul style="list-style-type: none"> - What aspects/components make the inclusive education support sustainable? - What measures are MOE and Regional Education Bureaus taking in order for the inclusive education support program to become sustainable? - Are the results as experienced by the school community sustainable? 	<ul style="list-style-type: none"> - Documents (accounts, annual reports) <p>Staff at MOE, Regional Education Bureau and Schools</p> <ul style="list-style-type: none"> - Target groups (school community) 	<ul style="list-style-type: none"> - Document reading - Semi-structured interviews - Focus Group Discussions (FGD) 	<ul style="list-style-type: none"> - Information is missing - Interviews planned with MOE Experts)

Overall Evaluation question	Source of information	Data collection Methodology	Data availability / Status
Accountability: - How have schools in regional education bureaus participated in decisions that affect them throughout the period 2003-2013?	- Documents (annual reports and program documents from MOE, etc.) - Staff at MOE, Regional Education Bureau and Schools - Target groups (school community)	- Document reading - Semi-structured interviews - Observations - Focus Group Discussions (FGD)	- Midterm evaluation received - Interviews and FGDs planned,
Participation: - What methods for participation are applied at the MOE?	- Documents (annual reports and program documents from MOE, etc.) - Staff at MOE, Regional Education Bureau and Schools - Target groups (school community)	- Document reading - Semi-structured interviews - Observations - Focus Group Discussions (FGD)	- Midterm evaluation received - Interviews and FGDs planned,

TYPE/SOURCES OF DATA AND INTERVIEW QUESTIONS

(1) Federal Ministry of Education

Data to gather:

- Enrollment and completion data from 2004-2013, including if available breakdowns by disability, gender, linguistic group, and socio-economic status; if available, data aggregated at the level of individual schools will be collected to be able to compare schools that received focused program aid to those that did not (EQ1, EQ2);
- Data on numbers of school-age children not enrolled in public or private schools by age, gender, disability status, and linguistic group (from schools or household surveys);
- Academic achievement data for 2004-2013, including if available breakdowns by disability, gender, linguistic group, and socio-economic status; if available collect data aggregated at the level of individual schools to be able to compare schools that received focused program aid to those that did not. Include both routine testing done by the MOE and any relevant one-off testing, especially reading tests of linguistic minority groups (EQ3);
- Documents outlining MOE policies on IE, gender inclusivity, linguistic inclusivity, attention to inequality and environmental issues, HIV-AIDS; if available, get baseline 2004 documents to compare to 2013 documents/current policies (EQ1, EQ2);
- Any MOE data or survey data on teacher training in IE (numbers of teachers with IE or SNE training) and attitudes on IE;
- Any MOE survey data on parent or student attitudes about IE/sensitivity to their linguistic group;
- MOE curriculum guidelines, particularly those related to IE, HRBA, and cross-cutting objectives (EQ1, EQ2);

- Data and information about resource schools (how many, types of support, budgets, number of students benefitted, information about facilities, etc.).

Interview questions (to be adapted to specific individuals if and as needed):

1. Can you summarize your understanding of Finland's aid policy priorities?
2. Can you summarize your understanding of Finland's cross-cutting objectives in its development policies?
3. How well do you think Finnish aid personnel and Finnish Foreign Ministry personnel understand MOE's priorities?
4. What differences, if any, have you seen between MOE priorities and Finnish priorities and how have any such differences been managed?
5. How often have you had contact with Finnish MFA or embassy personnel, or development program personnel, regarding IE?
6. Can you give an example where interaction with Finnish officials led to changes in your IE policies? Policies on linguistic minorities? Policies on gender inclusion? Policies on inclusion of children with disabilities? Policies on inclusion of students from disadvantaged backgrounds? Policies on environmental sustainability? Policies on HIV-AIDS?(EQ1)
7. What have been the most successful MFA programs in promoting IE? Why? What have been the least successful? Why? (EQ3)
8. Have there been unintended consequences, either good or bad, of MFA programs on IE? (after the respondent has addressed the previous open-ended question, you might ask a follow up, such as: "For example, students or teachers might change which schools they go to because of new IE programs - do you think this has happened?")
9. What has been the effect of MFA-supported teacher training programs? (EQ4)
10. What has been the effect of MFA-supported curriculum materials in IE? (EQ4)
11. What MFA-supported IE programs have been discontinued? Why? (EQ5)
12. I have heard that earlier there was a practice of appointing a point person on inclusive education or special needs education in each bureau of the MOE. Is this correct and has it continued in practice?
13. Is the steering committee established on education issues still active?
14. I have heard that the Sebata teacher training college has cut back its program on special needs education. Is this correct? Have other teacher training programs cut back or expanded their programs or emphasis on IE/SNE?
15. What other MFA-supported programs have been sustained or continued? Has the mix of MFA and local funding for these programs changed? (EQ5)
16. What have been the most successful MFA bilateral programs in IE? What have been the least successful? (EQ6)
17. What have been the most successful multilateral programs in IE? What have been the least successful? (EQ6)
18. What special advantages does Finland bring to IE that other donors and organizations do not? Were there additional challenges involved in working with Finland on IE compared to other donors? If so, what were they? (EQ6)

19. Overall, what do you think are the most important lessons learned for Finland to strengthen its IE and HRBA programs?
20. Were there local circumstances that made implementation of IE more difficult or less successful in some places than others?
21. Are there important questions I have not asked?
22. Who else should I interview who knows a lot about these issues over the last decade?

(2) Embassy of Finland in Addis Ababa

Data to gather:

- Data on MFA, GEQIP/UNICEF and other programs on IE from 2004-2013: budgetary data, internal data or metrics measuring outputs and outcomes (EQ1, EQ2);
- Any survey data on teacher training in IE and attitudes on IE;
- Any survey data on parent or student attitudes about IE/sensitivity to their linguistic group.

Interview questions (to be adapted to specific individuals if and as needed):

1. How well do personnel in the Ethiopian MOE understand Finland's HRBA and its policies on IE?
2. How often have you had contact with MOE personnel regarding IE?
3. Can you give an example where interaction with MOE officials led to changes in their IE policies? Policies on linguistic minorities? Policies on gender inclusion? Policies on inclusion of children with disabilities? Policies on inclusion of students from disadvantaged backgrounds? Policies on environmental sustainability? Policies on HIV-AIDS?(EQ1)
4. What have been the most successful MFA programs in promoting IE? Why? What have been the least successful? Why? (EQ3)
5. What has been the effect of MFA-supported teacher training programs? (EQ4)
6. What has been the effect of MFA-supported curriculum materials in IE? (EQ4)
7. What MFA-supported IE programs have been discontinued? Why? (EQ5)
8. I have heard that the Sebeta teacher training college has cut back its program on special needs education. Is this correct?
9. What MFA programs have been sustained or continued? Has the mix of MFA and local funding for these programs changed? (EQ5)
10. What differences, if any, have you seen between Finnish priorities and MOE priorities and how have any such differences been managed?
11. What have been the most successful MFA bilateral programs in IE? What have been the least successful? (EQ6)
12. On what issues or in what ways has MFA been successful in working with GEQIP and other multilateral donors and programs to mainstream Finnish priorities on IE? On what issues or in what ways as MFA been less successful in getting multilateral donors to coordinate priorities and programs with those of the MFA? (EQ6)
13. Were there local circumstances that made implementation of IE more difficult or less successful in some places than others?

14. Overall, what do you think are the most important lessons learned for Finland to strengthen its IE and HRBA programs?
15. Are there important questions I have not asked?
16. Who else should I interview who knows a lot about these issues over the last decade?

(3) Addis Ababa University (questions about training in inclusive education)

Data to gather:

- Data on number, qualifications, and gender of applicants to IE programs 2004-2013, including skills in minority languages;
- Data on numbers and gender of students enrolled in and graduated from IE programs 2004-2013;
- Data on in-service training in IE 2004-2013;
- Data on their curriculum and course offerings in IE from 2004-2013;
- Any data on how many graduates got jobs, where (urban versus rural), and how many are still teaching.

Interview questions (to be adapted to specific individuals as and if needed):

1. What are the most important changes in your training programs relating to IE since 2004?
2. How often do you talk to Finnish officials about IE programs?
3. What curricular materials on IE, both for your training programs and for the local schools where teachers will be employed, were developed or produced with MFA assistance?
4. What challenges did this involve in the development, production, or dissemination of these materials?
5. Did IE target groups, including both learning disabled groups and linguistic minorities, participate in the development of curricular materials or in other decisions about IE programs? If so, what role did they play?
6. In what ways did support from Finland affect the number of students you train in IE, and the ways you train them?
7. To what extent does your admissions process emphasize selecting students who already have language skills in minority languages, and to what extent do you emphasize taking the best candidates regardless of language skills and then training them in minority languages?
8. How does your curriculum address inclusion of linguistic minorities? Of girls? Of disabled students? Of economically disadvantaged students? How does it integrate environmental sustainability? How does it address HIV-AIDS?
9. Were there local circumstances that made implementation of IE more difficult or less successful in some places than others?
10. Do you have any indication of whether teachers with IE skills, whether linguistic skills or specialized training for students with disabilities, are seen as higher or lower status and have better or worse job opportunities than teachers without specialized skills?
11. Do you have any information on whether graduates of your program have shared their training with other teachers? Are there ways in which your program encourages or enables this?

12. To what extent has your program been involved in research on IE? What are the most important studies of IE practices and outcomes in your country?
13. Do you anticipate that the number of students you are training in IE will increase, decrease, or stay the same in the next few years? Why?
14. What have been the most successful Finnish inputs into your program? What have been the least successful? Why?
15. Are there important questions I have not asked?
16. Who else should I interview who knows a lot about these issues over the last decade?

(4) School visits (resource and non-resource schools for comparison)

Data to gather:

- Enrollment and completion data from 2004-2013, including if available breakdowns by gender, linguistic group, and socio-economic status (EQ1, EQ2);
- Academic achievement data for 2004-2013, including if available breakdowns by gender, linguistic group, and socio-economic status. Include both routine testing done by the MOE and any relevant one-off testing, especially reading tests of linguistic minority groups (EQ3);
- Documents outlining school policies on IE, gender inclusivity, linguistic inclusivity, attention to inequality and environmental issues, HIV-AIDS; if available, get baseline 2004 documents to compare to 2013 documents/current policies (EQ1, EQ2);
- Data on training and qualifications of teachers, including if possible the languages they speak and read and their levels of proficiency in these languages, and dates of their employment.

Data to gather (from resource schools):

- Data on the inputs (budgets, staffing) of the center since it opened;
- Data on the outputs (number of teachers trained and amount of training they received, provision of curricular materials, etc) of the center since it opened;
- Data, if available, on outcomes: achievement of students and teachers who have received focused help from the center since it opened.

Interview questions for administrators of resource centers:

1. What is the history of the resource center since 2004? How have its programs changed over time? How has program implementation changed over time?
2. What assistance does the center provide to schools and teachers?
3. What kind of requests for assistance does the center get from schools and teachers?
4. What regular or scheduled annual programs does the center carry out? What ad hoc kinds of assistance does it provide?
5. What previous center programs are no longer being carried out? Why?
6. What are the most important needs for each of the following groups that are not being met by the schools served by the center: linguistic groups, children with disabilities, girls, students from economically disadvantaged families?
7. What are the most important lessons learned for the center regarding inclusive education?

8. Are there important questions I have not asked?
9. Who else should I interview who knows a lot about these issues over the last decade?

Interview questions for administrators:

1. How have your school's policies changed since 2004 on the following:
 - Inclusion of students from linguistic minority groups: policy changes? Changes in curriculum and materials? Changes in teacher training or development? Changes in accommodations? Did these changes emerge as a result of MOE initiatives, initiatives by the school, or initiatives by an aid donor or other source? Are there measures or examples that indicate whether these policy changes have changed outcomes?
 - Inclusion of students with disabilities: Policy changes? Changes in curriculum and materials? Changes in teacher training or development? Changes in accommodations? Did these changes emerge as a result of MOE initiatives, initiatives by the school, or initiatives by an aid donor or other source? Are there measures or examples that indicate whether these policy changes have changed outcomes?
 - Inclusion of students from economically disadvantaged groups: Changes in curriculum and materials? Changes in teacher training or development? Changes in accommodations? Did these changes emerge as a result of MOE initiatives, initiatives by the school, or initiatives by an aid donor or other source? Are there measures or examples that indicate whether these policy changes have changed outcomes?
 - Issues of gender equality: Changes in curriculum and materials? Changes in teacher training or development? Did these changes emerge as a result of MOE initiatives, initiatives by the school, or initiatives by an aid donor or other source? Are there measures or examples that indicate whether these policy changes have changed outcomes?
 - Environmental sustainability: Policy changes? Changes in curriculum and materials? Changes in teacher training or development? Did these changes emerge as a result of MOE initiatives, initiatives by the school, or initiatives by an aid donor or other source? Are there measures or examples that indicate whether these policy changes have changed outcomes?
 - HIV-AIDS: Policy changes? Changes in curriculum and materials? Changes in teacher training or development? Did these changes emerge as a result of MOE initiatives, initiatives by the school, or initiatives by an aid donor or other source? Are there measures or examples that indicate whether these policy changes have changed outcomes?
2. Are there policy changes in these areas since 2004 that are no longer in place? If so, which ones? Why have they not been continued?
3. What are the biggest unmet needs at your school regarding IE? What kind of help would you need to address those needs?
4. Do you find it harder to find and hire qualified teachers with skills in minority languages or other kinds of IE than to hire teachers without these skills? What steps have you taken to find or attract teachers with IE skills?
5. Are there important questions on IE at your school that I have not asked?
6. Can you identify teachers I should interview, including both teachers who have received special IE training and those who have not?
7. Who else should I interview, whether former administrators, NGO representatives, or local experts who know a lot about these issues at your school over the last decade?

Interviews and data gathering with teachers: include both teachers who received IE training through MFA-assisted programs and teachers who did not

- Ask teachers about their curriculum, and their IE curriculum. Start with open-ended questions about their curriculum and then move to specific questions on whether and how they use the specific curricular materials developed or produced with MFA support.
- Ask to see the curricular materials used: books, workbooks, audio or visual resources, etc.
- Ask teachers who received MFA-supported IE training if they engaged in formal training or informal mentoring of other teachers who did not receive MFA-supported IE training. If so, what success did they have and what challenges did they encounter? Did they have administrators' support and encouragement in helping others adopt IE best practices and materials?
- Ask: "If you need help improving curriculum materials for linguistic minorities or disabled students, how would you get help? Was there a time when you asked for this kind of help? If so, what was the outcome?"
- What are the biggest unmet needs at your school regarding IE? What kind of help would you need to address those needs?
- Do you think teachers with IE skills, whether linguistic skills or specialized training for students with disabilities, are seen as higher or lower status and have better or worse job opportunities than teachers without specialized skills?
- Are there important questions on IE at your school that I have not asked?
- Can you identify teachers I should interview, including both teachers who have received special IE training and those who have not?

Classroom observations: include both classes whose teachers received IE training through MFA-assisted programs and classes whose teachers did not receive this training.

- Are teachers using curricular materials developed or produced with MFA assistance?
- Are teachers using best practices techniques to include and engage linguistic minorities, students with disabilities, and girls?
- Other relevant checklist items from standard classroom observation templates.

Interviews or focus groups with children and parents: include, if feasible, those who have dropped out of school

- Gather, by interview or survey, demographic data: ages and school years of children, genders of children, languages the children and parents speak and read, level of education of parents, urban versus rural residency;
- Gather, by interview or survey, level of satisfaction with schooling in general and with inclusive education in particular. Specific topics include quality and responsiveness of teachers, quality of curriculum and curricular materials, quality and responsiveness of administrators.
- Ask: what are the most important ways your local school could be better? What are the ways it can be more helpful to students who speak minority languages or have disabilities? How can it be more helpful to girls?
- For students who have dropped out or their families: When did they drop out? Why? What would have to change for them to go back to school?

Work Plan and Timeline:

- *December/January* - desk review, background summary report covering the history of Finnish support in the area of Inclusive Education in Ethiopia to determine (a) how inclusive education is defined; (b) which marginalized groups it focuses on; (c) how it is implemented - deadline: January 23, 2015
- *January 26–February 13* - Preparation of a detailed work plan with deliverables and timeline (division of labor between Natasha Graham and Fountain Management); deadline February 13, 2015
- *February 2–27* - Preparations for field visit (clearances to interview MOE personnel, scheduling interviews/appointments, preparing for school visits) - Fountain Management/Natasha Graham
- *March 2–13* - Field visit (Natasha Graham) to conduct interviews and collect data;
- *March 16–20* - Data collection (continues) by Fountain Management;
- *March 23–April 3* - Data analysis and draft Country Case Study Report preparation (Fountain Management); deadline: April 3, 2015
- *April 6–30* - Draft Country Case Study Report preparation for submission to MFA (Natasha Graham with inputs from Fountain Management); deadline: April 30, 2015
- *May 1–June 15* - Revisions/comments on Country Case Study Report; deadline: June 15, 2015

EVALUATION

FINLAND'S DEVELOPMENT COOPERATION IN INCLUSIVE EDUCATION 2004-2013



MINISTRY FOR FOREIGN
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