EVALUATION

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

2015/5

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

Synthesis Report

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ACRONYMS AND ABBREVIATIONS

AC	Attached Classes
AIDS	Acquired Immune Deficiency Syndrome
CRDP	Convention on the Rights of Persons with Disabilities
DfID	Department for International Development
DPMG	Development Portfolio Management Group
DPO	Disabled People's Organization
EIBAMAZ	Bilingual Intercultural Education for the Amazon Region
ESDP	Education Sector Development Plan
EU	European Union
FSDEK	Finnish Support to the Development of the Education Sector in Kosovo
GDP	Gross Domestic Product
GEQIP	General Education Quality Improvement Program
GPE	Global Partnership for Education
HIV	Human Immunodeficiency Virus
HRBA	Human Rights-Based Approach
IBE	Intercultural Bilingual Education
IE	Inclusive Education
IEP	Individual Education Plan
ITs	Itinerant teachers
MEST	Kosovo's Ministry of Education, Science, and Technology
MFA	Finnish Ministry for Foreign Affairs
MoE	Ministry of Education
MTR	Mid-Term Review
NGO	Non-Governmental Organization
Norad	Norwegian Agency for Development Cooperation
RCs	Resource Centers
SNE	Special Needs Education
SNU	Special Needs Unit

SWAp	Sector-Wide Approach/Program
TOC	Theory of Change
TOR	Terms of Reference
UN	United Nations
UNICEF	United Nations Children's Fund
WHO	World Health Organization

TIIVISTELMÄ

Tämän arvioinnin toteuttajana toimi Development Portfolio Management Group (DPMG) of the University of Southern California. Tämä asiakirja sisältää inklusiivisen opetuksen arvioinnin Suomen kehitysyhteistyössä vuosina 2004-2013. Arvioinnin tarkoituksena on ohjata suunnittelua ja päätöksentekoa Suomen ulkoasiainministeriössä ja auttaa ministeriötä parantamaan ihmisoikeusperustaisen lähestymistavan soveltamista kehitysyhteistyössään. Tämän arvioinnin tueksi suoritettiin kolme tapaustutkimusta: Etiopiassa, Kosovossa ja Amazonin alueella Boliviassa, Ecuadorissa ja Perussa (Bilingual Intercultural Education for the Amazon Region, EIBAMAZ-hanke).

Noin kaksi viikkoa kestäneitä kenttäkäyntejä kuhunkin maahan edelsi laaja asiakirjojen tarkastelu (viikko jokaisessa EIBAMAZ-maassa). Arvioinnissa todettiin, että Suomen tuella on ollut merkittävä vaikutus kumppanimaiden lainsäädäntöjen sekä opetuskäytäntöjen muuttumisessa ja se on johtanut siihen, että nykyisin kaikki tarkastellut maat tunnustavat erityistukea tarvitsevien lasten oikeuden koulutukseen. Ulkoasiainministeriön tukemat hankkeet ovat vaikuttaneet ja muuttaneet monien hallintoviranomaisten, opettajien ja vanhempien asenteita inklusiivisesta opetuksesta. Monet vastaajat totesivat, että Suomi oli johtava kumppani, ja toisinaan myös ainoa kumppani, joka ajoi vahvasti inklusiivista oppimista ja vammaisuuden huomioon ottamista.

Suomen ulkoasiainministeriön rahoittamat kahdenväliset hankkeet Andien alueella, Etiopiassa ja Kosovossa johtivat siihen, että erityisopettajia ja kaksikielisiä opettajia koulutettiin merkittävä määrä ja innovatiivista oppimateriaalia tuotettiin inklusiivista opetusta varten, erityisesti kaksikieliseen ja monikulttuuriseen opetukseen Andien alueella.

Muutokset kumppanimaiden lainsäädännössä ja havaituissa opetuskäytännöissä eivät kuitenkaan ole vielä näkyneet merkittävinä muutoksina oppimistuloksissa lapsilla, joilla on erityistarpeita tai jotka kuuluvat vähemmistöryhmiin. Lapsilla, joilla on erityistarpeita, koulunkäynti- ja valmistumisprosentti on tavallista väestöä huomattavasti jäljessä ja putoaa jyrkästi ylemmillä luokilla.

Avainsanat: arviointi, Suomi, Etiopia, Kosovo, EIBAMAZ, Bolivia, Ecuador, Peru, inklusiivinen koulutus, alkuperäiskansat, vammaisuus, kulttuurienvälinen kaksikielinen opetus

REFERAT

Denna studie, baserad på dokumentation, genomfördes av Development Portfolio Management Group vid University of Southern California. I detta dokument presenteras en utvärdering av inkluderande undervisning i Finlands utvecklingssamarbete i 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. Tre fallstudier genomfördes till stöd för denna utvärdering: i Etiopien, i Kosovo och i Amazonasregionen vid Bolivia, Ecuador och Peru (de tvåspråkiga interkulturella utbildningen för Amazonasprogrammet (EIBAMAZ)).

Omfattande dokumentundersökningar föregick fältbesök på cirka två veckor till varje land (en vecka vardera för EIBAMAZ-länder). Utvärderingen visade att det finska stödet har haft en betydande inverkan på att förändra lagstiftningen och den angivna utbildningspolitiken i partnerländerna som i varje granskat land har rört sig i riktningen mot att erkänna rätten till utbildning för barn med särskilda behov. Programmen som stöds av utrikesdepartementet har bidragit till förändring av attityderna hos många administratörer, lärare och föräldrar när det gäller inkluderande undervisning. Många av de svarande konstaterade att Finland var en ledande partner, och ibland den enda partnern, som starkt förespråkar för ett funktionshinderfokus och inkluderande undervisning.

De bilaterala programmen som stöds av utrikesdepartementet i den andinska regionen, Etiopien och Kosovo ledde till utbildningen av ett stort antal specialundervisande och tvåspråkiga lärare, samt till produktionen av innovativt utbildningsmaterial för inkluderande undervisning, i synnerhet för tvåspråkig och mångkulturell utbildning i den andinska regionen.

Däremot har ändringarna i lagstiftningen och i den angivna utbildningspolitiken i partnerländerna ännu inte översatts till betydande förändringar i utbildningsresultat för barn med särskilda behov och barn från minoritetsgrupper. Skolgång och avslutning för barn med särskilda behov släpar långt efter dem i den allmänna befolkningen och faller kraftigt bakom i de högre graderna.

Nyckelord: utvärdering, Finland, Etiopien, Kosovo, EIBAMAZ, Bolivia, Ecuador, Peru, inkluderande utbildning, inhemsk, funktionshinder, interkulturell tvåspråkig undervisning

ABSTRACT

This evaluation was conducted by the Development Portfolio Management Group of the University of Southern California. This document presents the evaluation of Inclusive Education in Finland's development cooperation in 2004-2013. The evaluation is intended to guide planning and decision making in the Ministry for Foreign Affairs of Finland and to help the Ministry enhance the application of Human Rights-Based Approaches in its development cooperation. Three case studies were carried out in support of this evaluation: in Ethiopia, in Kosovo and in the Amazon Region of Bolivia, Ecuador and Peru (the Bilingual Intercultural Education for the Amazon Region (EIBAMAZ) programme).

Extensive document review preceded field visits of approximately two weeks to each country (one week each for the EIBAMAZ countries). The evaluation found that the Finnish support has had a significant impact in changing the legislation and the stated educational policies of partner countries which in every country reviewed have moved in the direction of recognizing the right to education of children with special needs. The programs supported by the Ministry for Foreign Affairs have contributed to changed attitudes on the part of many administrators, teachers, and parents regarding inclusive education. Many respondents noted that Finland was a leading partner, and sometimes the only partner, strongly advocating for a disability focus and inclusive education.

The bilateral programs financed by the Ministry for Foreign Affairs in the Andean region, Ethiopia, and Kosovo led to the training of significant numbers of special needs education and bilingual teachers, and to the production of innovative education materials for inclusive education, particularly those for bilingual and multicultural education in the Andean region.

However, the changes in legislation and in the stated educational policies of partner countries have not yet translated into significant changes in educational outcomes for children with special needs and children from minority groups. School enrolment and completion rates for children with special needs lag far behind those of the general population and fall off sharply in the higher grades.

Keywords: evaluation, Finland, Ethiopia, Kosovo, EIBAMAZ, Bolivia, Ecuador, Peru, inclusive education, indigenous, disability, Intercultural Bilingual Education

YHTEENVETO

Tässä asiakirjassa esitetään arviointi inklusiivisesta opetuksesta Suomen kehitysyhteistyössä vuosina 2004-2013. Arvioinnin tarkoituksena on palvella Suomen ulkoasiainministeriön suunnittelu- ja päätöksentekotarpeita. Siinä esitellään havaittuja ongelmia, opittuja asioita sekä suosituksia, joiden tarkoituksena on auttaa ministeriötä vahvistamaan inklusiivisen koulutuksen kehitysyhteistyötään ja kehittämään vammaislähestymistapaan liittyvää yhteistyötä. Suositukset on suunniteltu auttamaan ministeriötä parantamaan ihmisoikeusperustaisen lähestymistavan soveltamista kehitysyhteistyössään sekä vahvistamaan inklusiiviseen opetukseen liittyvää yleistä lähestymistapaansa, ottaen huomioon koulutuksen tärkeyden ihmisoikeutena ja prioriteettina Suomen kehityspolitiikassa ja yhteistyössä.

Koko arvioinnin tavoitteena oli (i) arvioida ihmisoikeusperustaisten lähestymistapojen toteutumisen vahvuuksia ja heikkouksia Suomen kehitysyhteistyössä vammaisuuden huomioon ottamisessa ja inklusiivisessa opetuksessa, (ii) arvioida inklusiivista opetusta ja antaa kattava kokonaiskuva sen saavutuksista, vahvuuksista ja heikkouksista, ja (iii) arvioida vammaislähestymistapaan liittyvän yhteistyön saavutuksia, vahvuuksia ja heikkouksia ja tarjota esimerkkejä vammaisuuden valtavirtaistamisen onnistumisista ja epäonnistumisista. Arviointi itsessään on myös merkittävä tilivelvollisuuden työkalu, sillä sen avulla välitetään tietoa julkisuuteen kehityspolitiikan välittömän sisäpiirin ulkopuolelle esimerkiksi kansanedustajille, korkeakouluille ja kehitysyhteistyön ammattilaisille siitä, mitä julkisten varojen käytöllä on saavutettu.

Arviointi toteutettiin vuoden 2015 tammi-huhtikuussa ja siihen kuului kenttäkäyntejä viiteen maahan: Etiopiaan, Kosovoon, Boliviaan, Ecuadoriin ja Peruun. Kenttäkäynnit kestivät yhdestä kahteen viikkoa. Ne on kuvailtu kolmessa tapaustutkimusraportissa (Etiopia, Kosovo ja Andien alue). Tämä yhteenvetoraportti kattaa kaikki kolme tapaustutkimusta sekä tulokset kahdesta tausta-analyysista, joista toinen koskee inklusiivista opetusta ja toinen ulkoasiainministeriön tukea vammaisille.

Inklusiivisen opetuksen analyysia varten tuotimme neljä julkaisematonta taustapaperia. Ensimmäinen taustapaperi sisälsi "inklusiivisen opetuksen" määritelmät. Toinen tutki Suomen ulkoasiainministeriön inklusiivisen opetuksen kehitysyhteistyötä ympäri maailmaa. Kolmas pohti, missä määrin ihmisoikeusperustaista lähestymistapaa oli sovellettu Suomen kehitysyhteistyössä inklusiivisen opetuksen tukena, ja neljäs taas tarkasteli sitä, missä määrin Suomen yhteistyö inklusiivisessa opetuksessa on ollut merkityksellistä kumppanimaiden kehitystavoitteille. Nämä analyysit muodostivat yhdessä tärkeän osan kenttätutkimusten taustakehystä.

Nämä analyysit yhdessä Development Portfolio Management Groupin (DPMG) muutosteorian kanssa muodostivat arvioinnin teoreettisen viitekehyksen. Suomen ulkoasiainministeriöllä ei ollut valmista inklusiivisen opetuksen mallia

Suomen tukemat hankkeet ovat tuoneet merkittävää lisäarvoa ja myönteisiä vaikutuksia inklusiivisen opetuksen toimintaperiaatteisiin ja käytäntöihin.

kumppanimaihin mennessään. Sen sijaan maakohtaiset mallit muotoiltiin pitkäaikaisessa yhteistyössä kunkin maan asiantuntijoiden ja päätöksentekijöiden kanssa. Tämä on johtanut innovatiivisiin (hybridi)malleihin, joita edelleen viimeistellään ja institutionalisoidaan kyseissä maissa tai alueilla. DPMG:n arvioinnissa verrattiin näitä kehittyviä malleja ja niiden ominaisuuksia DPMG:n muutosteorian "ideaalimalliin". Tämä vertailu auttoi kohdistamaan arvioinnin esimerkiksi tehostetun opiskelun ja oppimisen tuomiin koulutustuloksiin ja opettajankoulutukseen, luokkahuoneiden sopeuttamiseen ja muokkaamiseen, eriytettyihin opetusmenetelmiin ja suotuisien olosuhteiden luomiseen. Yksi tämän harjoituksen tärkeimmistä löydöksistä oli se, että Salamancan julistuksen yksi keskeisimmistä tavoitteista (kaikki vammaiset oppilaat käyvät koulua tavallisilla luokilla) ei ole helposti sovellettavissa kaikissa tapaustutkimusmaiden olosuhteissa. Nämä teoreettiset kysymykset ja mallit muodostivat taustan tälle arvioinnille ja sen keskeisille havainnoille, päätelmille ja suosituksille.

Arvioinnissa todettiin, että Suomen tukemat hankkeet kaikissa tutkituissa maissa keskittyivät merkittävän tuen tarpeessa olleisiin kohteisiin, joilla oli aiemmin vain vähän suoraa tukea. Suomen tukemat hankkeet ovat tuoneet merkittävää lisäarvoa ja myönteisiä vaikutuksia inklusiivisen opetuksen toimintaperiaatteisiin ja käytäntöihin. Esimerkiksi alhaalta ylöspäin suuntautunut lähestymistapa Andien alueella, joka sisälsi vanhempien, yhteisöjen ja paikallisten kielivähemmistöjen puolestapuhujien ja kansalaisjärjestöjen työskentelyä ja näiden ryhmien valtaistamista, oli erittäin menestyksekäs. Hankkeen avulla sidosryhmät pystyivät tekemään muutoksia kaksikielisen opetuksen toimintaperiaatteisiin.

Tässä arvioinnissa tarkastellut hankkeet antoivat johdonmukaista näyttöä ihmisoikeusperustaisen lähestymistavan tärkeydestä Suomen inklusiivisen opetuksen tuessa. Suomen tukema lähestymistapa on yhdenmukainen Development Portfolio Management Groupin kehittämän laajan muutosteorian kanssa, sillä se pyrkii luomaan suotuisan ympäristön ja olosuhteet paremmalle opetukselle ja oppimiselle ja poistamaan esteet, jotka aiheuttavat vammaisten lasten poissulkemisen koulutuksesta. Arvioinnissa todettiin kuitenkin, että hankkeet eivät ole saaneet aikaan laajoja muutoksia osallistumismalleihin tai oppimistuloksiin vammaisilla lapsilla (Etiopia ja Kosovo) tai alkuperäiskansojen yhteisöjen lapsilla (Andien alue). Palveluiden järjestämisen kysymyksiin ei ole kiinnitetty riittävästi huomiota.

Arviointiryhmä suosittelee, että Suomen ulkoasiainministeriön tulisi keskittyä aiempaa enemmän luokkatasolle sekä sellaisten lasten oppimistuloksiin, joilla on erityistarpeita. Lisäksi arvioinnissa ehdotetaan, että koska Suomen resursseilla ei saavuteta suuria vaikutuksia oppimistuloksiin pelkän suoran tuen avulla, Suomen tulisi lisätä yhteistyötä muiden kehitysyhteistyökumppaneiden kanssa inklusiivisen koulutuksen priorisoimiseksi. Kaikissa näissä maissa, osana inklusiivisen koulutuksen tukiohjelmia, pitäisi tehdä kartoitus lapsista, joilla on kielellisiä tai muita erityistarpeita. Kartoituksen tarkoituksena olisi ohjata ja tukea toimintaperiaatteita ja palveluntarjontaa. Suomen ulkoasiainministeriön pitäisi vahvistaa kiertävien opettajien roolia ja edistää korkealla tasolla ihmisoikeusperustaisen lähestymistavan ja inklusiivista opetuksen toteutumista yhdessä kumppanimaiden kanssa. Lopuksi suositellaan

myös Suomen kahdenvälisten tukiresurssien täydentämistä inklusiivisessa opetuksessa. Uusissa hankkeissa pitäisi jatkaa paikallisten sidosryhmien (ml. vammaisjärjestöt) osallistamista. Ohjelmien tulisi keskittyä vahvistamaan hallintokapasiteettia ja tilivelvollisuutta alueellisella, paikallisella ja kansallisella tasolla.

Seuraavat ovat yleisiä suosituksia:

1. Koska toimintaperiaatteiden ja asenteiden muuttamisessa on jo saavutettu huomattavaa menestystä, painopisteen tulisi siirtyä tukemaan kumppanimaiden hallituksia ja kansalaisjärjestöjä sellaisten hankkeiden toteuttamisessa, jotka on suunniteltu erityistarpeita ja sosiolingvistisiä tarpeita omaavien lasten oppimistulosten parantamiseen. Lisäksi suurempi osa ulkoasiainministeriön kansalaisjärjestöille korvamerkitystä tuesta tulisi kohdentaa strategisesti erityistarpeisiin. (Ulkoasiainministeriö / kansalaisjärjestöt)

2. Ulkoasiainministeriön on tehtävä vammaisten henkilöiden tukemisen valtavirtaistamisesta pakollista kaikissa asiaankuuluvissa ohjelmissa tai hankkeissa ja asettaa vammaisia henkilöitä ja vammaisasiantuntijoita ulkoasiainministeriön ylempiin virkoihin. (Ulkoasiainministeriö)

3. Ulkoasiainministeriön tulisi varmistaa tarkkojen tilastotietojen saatavuus yhteistyömaissa, joissa se toimii. Sen pitäisi tilata ositettuja otantatutkimuksia näkö-, kuulo-, kielellisten tai muiden erityistarpeita omaavien lasten lukumäärän arvioimiseksi valituissa maissa (mahdollisesti yhteistyössä muiden virastojen kanssa). Ulkoasiainministeriön, sen kumppanuusvirastojen ja yksityissektorin varoilla on tuettava vammaisten henkilöiden lukumäärän ja vamman tyypin kartoittamista valituissa maissa. Kartoituksen avulla voidaan ohjata politiikan kehittämistä ja palveluntarjontaa. Tulokset voivat motivoida kumppaneita, monenkeskisiä järjestöjä ja kansalaisjärjestöjä priorisoimaan inklusiivista koulutusta sekä osoittaa, miten nämä sidosryhmät voivat yhdessä vanhempien ja koulujen kanssa parhaiten hyödyntää tukiresursseja. (Ulkoasiainministeriö / kumppanivirastot)

4. Ulkoasiainministeriön tukemien inklusiivisen opetuksen hankkeiden pitäisi yhdistää erityisoppilaat tavalliseen opetussuunnitelmaan ja luoda tavallisiin raportointijärjestelmiin (esim. kouluhallinnon tietojärjestelmät) mekanismeja erityisoppilaiden ja kielivähemmistöihin kuuluvien oppilaiden edistymisen seuraamiseksi. (Ulkoasiainministeriö, kumppanimaiden opetusministeriöt)

5. Ulkoasiainministeriön kahdenvälisen tai kansalaisjärjestöjen kautta annetun tuen tulisi keskittyä parantamaan inklusiivisen opetuksen laatua, ml. kiertävien tukiopettajien työpanos ja sen seuranta, tukimateriaalien ja -välineiden sekä henkilökohtaisten opetussuunnitelmien käyttö, viestintä koulun sisällä, koulujen välillä ja vanhempien kanssa. (Ulkoasiainministeriö, asiaankuuluvat kansalaisjärjestöt ja kansalaisjärjestöjen kumppanit)

6. Hankkeiden suunnitteluun ja toteutukseen tulisi jatkossakin ottaa mukaan paikalliset sidosryhmät, vammaiset henkilöt ja heidän järjestönsä sekä huomioida niiden johtamiskapasiteetin ja tilivelvollisuuden kasvattaminen niin kansallisella kuin alue- ja paikallistasolla. (Ulkoasiainministeriö, kumppanimaiden opetusministeriöt ja kansalaisjärjestöt sekä vammaisjärjestöt)

7. Ulkoasiainministeriön tulisi täydentää kahdenvälisen tuen resursseja inklusiivisessa koulutuksessa muutamassa strategisessa maassa tai hankkeessa, jossa tuen laajentamisen mahdollisuudet ovat hyvät. Tällä tavoin se voi pitää strategisen tuen, mallien luomisen ja kokeilut toiminnassa sekä vaatia lisää valtavirtaistamista muilla sektoreilla. (Ulkoasiainministeriö)

8. Ottaen huomioon kahdenvälisen tuen todennäköiset määrärahaleikkaukset hankkeissa, joita on tuettu viimeisen vuosikymmenen ajan, ulkoasiainministeriön pitäisi edistää kansalais- ja vammaisjärjestöjen, monikansallisten tahojen, yliopistojen, kuntien ystävyystoiminnan ja yksityisen sektorin resurssien kohdentamista kiireellisten tarpeiden tukemiseen kyseisissä maissa. Ulkoasiainministeriön tulisi myös hyödyntää näissä maissa toimivia edustustoja täydentävyyden edistämiseksi (esim. johtavien inklusiivisen opetuksen työryhmien,"Task Forces", kautta). Ulkoasiainministeriön tulisi myös kiinnittää enemmän huomiota yhteistyön luomiseen samanhenkisten kumppaneiden kanssa, jotta uusia tukikanavia avautuisi inklusiivisen opetuksen toteuttamista varten. (Ulkoasiainministeriö, kansalaisjärjestöt, yliopistot, yksityinen sektori, kuntien ystävyyshankkeet)

SAMMANFATTNING

I detta dokument presenteras en utvärdering av inkluderande undervisning i Finlands utvecklingssamarbete 2004-2013. Syftet med utvärderingen är att tjäna planering och beslutsfattande behov i det Finländska utrikesministeriet. Den tar upp frågor och lärdomar, tillsammans med rekommendationer som syftar till att hjälpa ministeriet att stärka sitt utvecklingssamarbete i inkluderande undervisning och att förbättra samarbetet med funktionshindersstrategin. Rekommendationerna är avsedda att hjälpa ministeriet att förbättra tillämpningen av mänskliga rättighetsbaserade strategin i utvecklingssamarbetet, och att stärka den övergripande strategin för inkluderande undervisning, med tanke på vikten av utbildning som en mänsklig rättighet och en prioritering i Finlands politik och utvecklingssamarbete.

Målen för utvärderingen var att: (I) bedöma styrkor och svagheter i förverkligandet av de mänskliga rättighetsbaserade strategierna i Finlands utvecklingssamarbete i inkluderande undervisning och i samarbete med funktionshinderfokus, (ii) bedöma inkluderande utbildning i Finlands utvecklingssamarbete och ge en övergripande syn på prestation, styrkor och svagheter, och (iii) bedöma prestationer, styrkor och svagheter i samarbetet med exempel på funktionshinderstrategin och för att ge funktionshinderintegrering av framgångar och misslyckanden. Eftersom utvärderingen i sig också är ett viktigt verktyg för ansvarsskyldighet, kommer utvärderingen att informera allmänheten, parlamentariker, den akademiska världen, och professionell utveckling utanför den innersta sfären av beslutsfattare inom utvecklingspolitik för vad som uppnåtts genom användning av offentliga medel.

Utvärderingen genomfördes mellan januari och april 2015 och inkluderar fältbesök till fem länder: Etiopien, Kosovo, Bolivia, Ecuador och Peru. Studiebesöken var från en till två veckor i längd. De beskrivs i tre fallstudierapporter (Etiopien, Kosovo, och Andean-regionen). Denna sammanfattande rapport omfattar alla tre fallstudier samt resultaten av två skrivbordsstudier, en på inkluderande undervisning och den andra på UD-stöd för funktionshindrade.

För skrivbordsstudien om inkluderande undervisning har vi en serie av fyra opublicerade anteckningar. Den första noterar definitioner av "inkluderande undervisning." Den andra omfattade det Finländska utrikesministeriets utvecklingsstöd för inkluderande undervisning runt om i världen. Den tredje ansåg i vilken utsträckning en människorättsbaserad strategi har tillämpats på Finlands utvecklingssamarbete till stöd för inkluderande undervisning, medan det fjärde ansåg i vilken utsträckning Finlands samarbete inom inkluderande undervisning har varit relevant för målen i partnerländernas utveckling. Skrivbordsstudien utgjorde tillsammans en viktig del av bakgrundsarbetet för fältstudierna.

Skrivbordstudierna noterar, tillsammans med Development Portfolio Management Groups (DPMG) Theory of Change, utgjorde den teoretiska ramen för

Finskt stödda insatser har haft betydande mervärde och en positiv effekt på inkluderande utbildningspolitik och praktik.

denna utvärdering, men i verkligheten gick inte finska utrikesministeriet till partnerländerna med en fast modell för inkluderande utbildning. Istället engagerade de landsexperter och beslutsfattare i en långsiktig dialog för att formulera en lämplig modell på landsnivå. Detta har resulterat i några innovativa (hybrid-) system, som i fallet med studiens länder / regioner, är fortfarande i färd med att färdigställas och institutionaliseras. DPMG:s bedömning av detta arbete jämförde dessa utvecklande modeller och deras funktioner till dess "ideal", som representeras i deras Theory of Change. Denna jämförelse hjälpte till att rikta utvärderingen, till exempel, runt de utbildningsresultat av förbättrat deltagande och inlärningsamt insatser i lärarutbildningen, klassrumsanordning och anpassningar, differentierade undervisningsmetoder och en uppsättning av gynnsamma villkor. En viktig insikt i denna övning är att ett centralt inslag i Salamanca-avtalet (alla funktionshindrade barn i vanliga klassrum) är att det för närvarande inte går att tillämpas några miljöer för fallstudieländerna. Dessa teoretiska frågor och modeller var ständigt i bakgrunden av denna utvärdering och dess viktigaste resultat, slutsatser och rekommendationer.

Utvärderingen visade att de finländskt stödda programmen i alla de granskade länderna, riktade sig till en värld av stora behov där det tidigare varit väldigt lite direktgivarstöd och att finskt stödda insatser har haft betydande mervärde och en positiv effekt på inkluderande utbildningspolitik och praktik. Till exempel hade ministeriets underifrånperspektiv i den andinska regionen, som arbetar med och ge föräldrar, samhällen, lokala förepråkare för språkliga minoriteter, och icke-statliga organisationer, stora framgångar i att möjliggöra att dessa intressenter kunde frammana policy-förändringar i tvåspråkig undervisning.

Programmen som granskats i denna utvärdering gav samstämmiga uppgifter om företräde för de mänskliga rättighetsbaserade strategierna i Finlands stöd för inkluderande undervisning. 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 en gynnsam miljö och förutsättningar för förbättrad tillgång och bättre undervisning och lärande, samt att undanröja hinder som bidrar till utslagning av barn med funktionshinder från utbildning. Men utvärderingen konstaterade att dessa ansträngningar inte har skapat stora förändringar i närvaromönster eller i studieresultat för barn med funktionshinder (Etiopien och Kosovo) eller från ursprungsbefolkningar (Andean-regionen). Otillräcklig uppmärksamhet har ägnats åt att serva leveransproblem.

Utvärderingsgruppen rekommenderar att Finlands utrikesdepartementet ger ökat fokus på klassrumserfarenheter och studieresultat för barn med särskilda behov. De föreslår vidare att eftersom Finland saknar resurser att ge en stor inverkan på utbildningsresultat genom direkt tillhandahållande av stöd, ska de öka sina ansträngningar med andra utvecklingspartners för att göra inkluderande undervisning till något som bör prioriteras. En noggrann inventering av antalet barn med språkliga eller särskilda behov bör ingå i stödprogrammen till inkluderande undervisning i alla länder som en guide för policy och tjänstleverans. Finlands utrikesministerium bör samarbeta med partnerländerna för att stärka rollen för ambulerande lärare och bör också engagera sig på en hög nivå för att främja hållbarheten i en mänskliga rättighetsbaserad strategi samt

Ett centralt inslag i Salamanca-avtalet (alla funktionshindrade barn i vanliga klassrum) är att det för närvarande inte går att tillämpas några miljöer för fallstudieländerna.

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inkluderande undervisning. Slutligen rekommenderas en komplettering av Finlands bilaterala stöd-pipeline för inkluderande undervisning. Program som resulterats från denna komplettering bör fortsätta engagera lokala intressenter, inklusive personer med funktionshinder och deras organisationer. De bör skapa uppmärksamhet åt att bygga upp ledningskapacitet och ansvar på regional, lokal samt nationell nivå.

Övergripande rekommendationer är följande:

1. Nu när betydlig framgång har uppnåtts inom policy- och attitydförändringar, bör tonvikten bytas till att stöda partnerländernas regeringar och NGO i implementeringen av programmen som har utformats för att förbättra utbildningens resultat för barn med särskilda och socio-lingvistiska behov. Mera öronmärkt MFA-stöd genom finska NGO borde inriktas strategiskt för att ta itu med specifika trånga sektioner och behov. (MFA/ NGO)

2. MFA bör göra integreringen av stöd för personer med funktionsnedsättning obligatoriskt i alla relevanta program/ projekt och bör placera personer med funktionsnedsättningar och handikappsexperter i ledande positioner vid MFA. (MFA)

3. MFA bör försäkra tillgängligheten av korrekt data i länderna där det fungerar, inkluderat utredningen av skiktade urvalsundersökningar för användning vid uppskattning av antalet barn med socio-lingvistiska, visuella, auditiva och övriga särskilda behov i selektiva länder (kanske genom samverkan med andra organ). Mobilisering av resurser från MFA, partnerbyråer och den private sektorn bör stöda kartläggning av storleken och egenskaperna hos den funktionsnedsatta populationen i selektiva länder som en guide för policy-utveckling och tillhandahållande av tjänster. Resultaten kan både motivera partners, multilaterala organisationer och NGO för att göra inkluderad utbildning en prioritet och identifiera hur dessa intressenter, med hjälp av föräldrar och skolor bäst kan använda resurserna. (MFA/ Partnerbyråer)

4. Inkluderande utbildningsprogram stödda av MFA behöver koppla SNE-studerande till den vanliga läroplanen och bygga mekanismer för att spåra framstegen för SNE- och lingvistiska minoritetsstuderande in i vanliga rapporteringssystem (t.ex. utbildningsförvaltningens informationssystem). (MFA/ Utbildningsministerier)

5. MFA-stöd, antingen bilateralt eller genom NGO, bör fokusera på förbättringen av kvaliteten på inkluderad utbildningsimplementering, inkluderat utförande och övervakning för kringresande lärare, användning av adaptiva material och utrustning (inkluderat individuella utbildningsprogram (IEP)), och förbättrad kommunikation inom och mellan skolor och med föräldrar. (MFA; relevanta NGOs och NGO-partners)

6. Programutformning och implementering bör fortsätta att engagera lokala intressenter, inkluderat funktionsnedsatta personer och deras organisationer, och bör uppmärksamma uppbyggningen av ledningens kapacitet och tillit vid regional och lokala nivåer utöver den nationella. (MFA/ Utbildningsministerier, lokala NGO och DPO)

7. MFA bör fylla på det bilaterala stödets kanal inom inkluderande utbildning vid ett antal strategiska lägen/program där löftet för ökad skalighet är högt för att behålla strategiskt stöd, modellbyggande och experimentering vid liv; och tryck för mer integrering i andra sektorer. (MFA)

8. Givna sannolika reduceringar gällande spendering för nödvändigt bilateralt stöd (t.ex. inom fortsättande av nationella program understödda under det senaste årtiondet) bör MFA vara pådrivande inom kanaliseringen av NGO/DPO, multinationella, universitets-, kommunala "partnersamverkan" och den private sektorns resurser för de brådskande implementeringsbehoven i de länderna. MFA bör utnyttja relevanta finska ambassader för att assistera i byggande av komplementariteter (t.ex. genom att leda arbetsgrupper för den inkluderande utbildningen). MFA bör också ge mycket mer uppmärksamhet till kompanjonskap med andra likasinnade byråer för att öppna nya dörrar till understöd för implementering av inkluderande utbildningspolicyn. (MFA, NGO [finska och lokala] universitet [finska och lokala], private sektorn [finska och lokala], kommunala vänortsprogram)

SUMMARY

This document presents the evaluation of inclusive education in Finland's development cooperation from 2004-2013. The purpose of the evaluation is to serve planning and decision-making needs in Finland's Ministry for Foreign Affairs. It presents issues and lessons learned, along with recommendations intended to help the Ministry strengthen its development cooperation in inclusive education and to enhance cooperation with the disability approach. The recommendations are designed to help the Ministry enhance the application of a Human Rights-Based Approach in development cooperation, and to strengthen its overall approach to inclusive education, given the importance of education as a human right and as a priority in Finnish development policy and cooperation.

The objectives of the evaluation were to: (i) assess the strengths and weaknesses in the realization of Human Rights-Based Approaches in Finland's development cooperation in inclusive education and in cooperation with a disability focus; (ii) to assess inclusive education in Finland's development cooperation and provide a comprehensive overall view on achievements, strengths and weaknesses; and (iii) to assess the achievements, strengths and weaknesses of the cooperation with a disability approach and to provide examples of disability mainstreaming successes and failures. Since evaluation itself is also a major tool for accountability, 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 with the use of public funds.

The evaluation was conducted between January and April 2015 and included field visits to five countries: Ethiopia, Kosovo, Bolivia, Ecuador and Peru. The field visits were each from one to two weeks in length. They are described in three case study reports (Ethiopia, Kosovo, and Andean Region). This synthesis report covers all three case studies as well as the results of two desk studies, one on inclusive education and the other on Ministry for Foreign Affairs support for disabilities.

For the inclusive education desk study, we produced a series of four unpublished notes. The first note outlined definitions of "inclusive education." The second scoped Finland's Ministry for Foreign Affairs development support to inclusive education around the world. 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 has been relevant to the development objectives of partner countries. The desk study notes collectively constituted an important part of the background framework for the field studies.

The desk study notes, together with the Development Portfolio Management Group's (DPMG) Theory of Change, set the theoretical framework for this evalu-

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

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ation, but in reality the teams of Ministry for Foreign Affairs of Finland did not go to the partner countries with a fixed model of inclusive education. Instead, they engaged country experts and decision makers in a long-term dialogue to formulate an appropriate country level model. This has resulted in some innovative (hybrid) systems, which, in the case of the study's countries/regions, are still in the process of being finalized and institutionalized. DPMG's assessment of this work compared those evolving models and their features to its "ideal" system represented in its Theory of Change. This comparison helped to target the evaluation, for example, around the educational outcomes of improved participation and learning, and interventions in teacher training, classroom accommodations and adaptations, differentiated teaching methods, and a set of enabling conditions. One main realization from this exercise is that a central feature of the Salamanca Agreement (all disabled children in regular classrooms) is currently not readily applicable in some settings in the case study countries. These theoretical issues and models were constantly in the background of this evaluation and its Key Findings, Conclusions and Recommendations.

The evaluation found that Finnish-supported programs in all of the countries reviewed targeted a realm of significant need where there had previously been little direct donor support, and that Finnish-supported interventions have had significant value-added and a positive effect on inclusive education policy and practice. For instance, the Ministry's bottom-up approach in the Andean region, working with and empowering parents, communities, local advocates for linguistic minorities, and nongovernmental organizations, had considerable success in enabling these stakeholders to bring about policy changes in bilingual education.

The programs reviewed for this evaluation provided consistent evidence of the primacy of Human Rights-Based Approaches in Finland's support for Inclusive Education. 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 to remove barriers that contribute to exclusion of children with disabilities from education. However, the evaluation found that these efforts did not create wide shifts in attendance patterns or in learning outcomes for children with disabilities (Ethiopia and Kosovo) or from indigenous communities (Andean Region). Insufficient attention has been given to service delivery issues.

The evaluation team recommends that Finland's Ministry for Foreign Affairs provide greater focus on the classroom experiences and learning outcomes of children with special needs. It suggests further that since Finland lacks the resources to have a big effect on educational outcomes through direct provision of aid, it should increase its efforts with other development partners to make inclusive education a priority. An accurate census of the number of children with linguistic and special needs should form part of support programs to inclusive education in all countries as a guide to policy and service delivery. Finland's Ministry for Foreign Affairs should work with partner countries to strengthen the role of itinerant teachers and should engage at a high level to promote the sustainability of a Human Rights-Based Approach and inclusive

A central feature of the Salamanca Agreement (all disabled children in regular classrooms) is currently not readily applicable in some settings in the case study countries.

The programs reviewed for this evaluation provided consistent evidence of the primacy of Human Rights–Based Approaches in Finland's support for Inclusive Education.

Insufficient attention has been given to service delivery issues.

education. Finally, a replenishment of Finland's bilateral support pipeline in inclusive education is recommended. Programs resulting from this replenishment should continue to engage local stakeholders, including disabled persons and their organizations. They should give attention to building management capacity and accountability at regional and local as well as national levels.

Overall recommendations are as follows:

1. Now that considerable success has been achieved in changing policies and attitudes, the emphasis should shift to supporting partner country governments and NGOs in implementing the programs that have been designed for improving the educational outcomes of children with special and socio-linguistic needs. More earmarked MFA support through Finnish NGOs should be targeted strategically to address specific bottlenecks and needs. (MFA/NGOs)

2. MFA should make mainstreaming of support for disabled persons obligatory in all relevant programs/ projects and should place persons with disabilities and disability experts in senior MFA positions. (MFA)

3. MFA should ensure accurate data availability in the countries where it works, including the commissioning of stratified sample surveys for use in estimating the number of children with socio-linguistic, visual, auditory, and other special needs in select countries (perhaps in partnership with other agencies). Mobilization of resources from MFA, partner agencies, and the private sector should support mapping the size and characteristics of the disabled populations in select countries as a guide to policy development and service provision. The results can both motivate partners, multilateral organizations and NGOs to make inclusive education a priority and identify how these stakeholders can, with parents and schools, make best use of resources. (MFA/Agency Partners)

4. Inclusive education programs supported by MFA need to connect SNE students to the regular curriculum and build mechanisms for tracking progress of SNE and linguistic minority students into regular reporting systems (e.g., education management information systems). (MFA/Ministries of Education)

5. MFA support, either bilateral or through NGOs, should focus on improving the quality of inclusive education implementation, including itinerant teacher performance and supervision, use of adaptive materials and devices (including individual educational programs (IEP)), and improved communications within and across schools and with parents. (MFA; relevant NGOs and NGO Partners)

6. Program design and implementation should continue to engage local stakeholders, including disabled persons and their organizations, and should give attention to building management capacity and accountability at the regional and local levels in addition to the national one. (MFA/Ministries of Education, local NGOs and DPOs)

7. MFA should replenish the bilateral support pipeline in inclusive education in a few strategic locations/programs where promise of scaling up is high to keep strategic support, model building and experimentation alive; and press for more mainstreaming in other sectors. (MFA)

8. Given likely cut-backs in spending for needed bilateral support (e.g., in continuing national programs supported over the past decade) MFA should be proactive in channeling NGO/DPO, multinational, University, municipal "twinning," and private sector resources to the urgent implementation needs in those countries. MFA should draw upon relevant Finnish embassies to assist in building complementarities (e.g., through leading inclusive education "task forces." MFA should also give far greater attention to partnering with like-minded agencies to open new channels of support for implementation of inclusive education policies. (MFA, NGOs [Finnish and local], Universities [Finnish and local], private sector [Finnish and local], municipal twinning programs)

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Target entity for the recommendation in parentheses.

Findings	Conclusions	Recommendations
Evaluation Question #1: Application of Human Rights–Based Approach (HRBA)		
Education legislation and policies of partner countries in every case studied have moved to recognize the right to education of children with special and socio-linguistic needs.	Ministry for Foreign Affairs (MFA) efforts deserve credit for contributing to these changes; in some cases MFA was the leading aid partner or even the only partner strongly advocating for inclusive education. Programs supported by MFA have been also effective in changing the attitudes of many (but not all) administrators, teachers, and parents regarding inclusive education.	1. Now that considerable success has been achieved in changing policies and attitudes, the emphasis should shift to supporting partner country governments and Non-Governmental Organizations (NGOs) in implementing the programs that have been designed for improving the educational outcomes of children with special and socio-linguistic needs. More earmarked MFA support through Finnish NGOs should be targeted strategically to address specific bottlenecks and needs. (MFA/NGOs)
Evaluation Question #2: Success of MFA Development Cooperation in Promoting the Rights of Persons with Disabilities		
MFA has doubled its disability-oriented projects in the past decade, with rough balance in funding levels between bi/multi- lateral and NGO channels, but the bilateral pipeline is now almost empty; MFA achieved an estimated 25% success rate in mainstreaming disabilities in relevant bilateral projects.	MFA has been successful in doubling its disability portfolio but mainstreaming, though increasing, is still weak in part due to there being few high level disabled persons and disability experts in the MFA and because mainstreaming disabilities is not yet obligatory.	2. MFA should make mainstreaming of support for disabled persons obligatory in all relevant programs/ projects and should place persons with disabilities and disability experts in senior MFA positions. (MFA)

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Findings	Conclusions	Recommendations
Evaluation Question #3: Success in Promoting Increased Basic Education Participation and Learning Gains		
School enrolment rates for boys and girls with special and linguistic needs have improved modestly, but only a small fraction of the population attend, let alone complete basic education, especially at the lower secondary level; the lack of accurate data on the size and nature of the population hampers program and policy development in this area.	Finnish-supported inclusive education programs have been more successful at changing educational policies for those with special needs than at changing educational outcomes (participation and learning) for these children, and large unmet needs remain.	3. MFA should ensure accurate data availability in the countries where it works, including the commissioning of stratified sample surveys for use in estimating the number of children with socio-linguistic, visual, auditory, and other special needs in select countries (perhaps in partnership with other agencies). Mobilization of resources from MFA, partner agencies, and the private sector should support mapping the size and characteristics of the disabled populations in select countries as a guide to policy development and service provision. The results can both motivate governments, multilateral organizations and NGOs to make inclusive education a priority and identify how these stakeholders can, with parents and schools, make best use of resources. (MFA/ Agency Partners)
Among the five countries where inclusive education was studied, in only one (Peru) was there evidence of improved learning gains among inclusive education program participants; in Kosovo and Ethiopia SNE students have often not been engaged with the mainstream curriculum.	Promoting and measuring student learning outcomes in MFA-supported inclusive education programs has not yet become a priority.	4. Inclusive education programs supported by MFA need to connect SNE students to the regular curriculum and build mechanisms for tracking progress of SNE and linguistic minority students into regular reporting systems (e.g., education management information systems). (MFA/Ministries of Education)
Evaluation Question #4: Success of Finnish-Supported Inclusive Education Interventions		
MFA support has trained thousands of teachers and produced many thousands of teaching and support materials; in Ethiopia and Kosovo there has been a partial shift from special schools to resource centers and itinerant teachers, but there has been relatively little emphasis on the quality of the teaching-learning process at the classroom level.	Many structural elements of an inclusive education system are in place (e.g., training of teachers; production materials), but many do not function as intended and are of low quality.	5. MFA support, either bilateral or through NGOs, should focus on improving the quality of inclusive education implementation, including itinerant teacher performance and supervision, use of adaptive materials and devices (including individual educational programs (IEP)), and improved communications within and across schools and with parents. (MFA/ relevant NGOs and NGO Partners)

Findings	Conclusions	Recommendations
Evaluation Question #5: Sustainability of Finnish-Supported Inclusive Education Interventions		
Sustainability varied across countries, programs, and levels of government. Changes at the federal level were more sustainable than those at the local level. Policy changes started slowly in Peru but gained sustainability, while policies that started with political support in Ecuador are now at risk.	Inclusive education programs that had support from local stakeholders, including marginalized groups and NGOs as well as governments, proved more sustainable. This factor will increase in importance if governments devolve education responsibilities to local levels, as they are in Kosovo and Ethiopia.	6. Program design and implementation should continue to engage local stakeholders, including disabled persons and their organizations, and should give attention to building management capacity and accountability at the regional and local levels in addition to the national level. (MFA/Ministries of Education, local NGOs and DPOs)
Evaluation Question #6: Effectiveness of different aid modalities (NGO, bilateral, multilateral) in promoting inclusive education outcomes		
In the past decade there was notable progress in balancing support across triple-track strategies, but relatively few cases of in-country complementarities across modalities. Sector-Wide Approach programs (SWAps) so far have not been good at keeping support to inclusive education alive, requiring complementary bilateral support; more multilateral programs are supporting disabilities/inclusive education and policy dialogue, but the number of bilateral projects (especially in education) has been waning.	There is no ideal mix of modalities for Finnish MFA support to inclusive education, but it does seem important for the mix to cover the three tracks of the triple track strategy and for it to optimize complementarity across them. Since the main strategy for mainstreaming at the country level, bilateral support, is withering, it should be revitalized, even if only in a few strategic locations. Disability mainstreaming is also found in sectors other than education but is still rare.	7. MFA should replenish the bilateral support pipeline in inclusive education in a few strategic locations/programs where promise of scaling up is high to keep support, model building and experimentation alive; and press for more mainstreaming in other sectors (MFA). 8. Given likely cut-backs in spending for needed bilateral support (e.g., in continuing national programs supported over the past decade) MFA should be proactive in channeling NGO/DPO, multinational, University, municipal "twinning," and private sector resources to the urgent implementation needs in those countries. MFA should draw upon relevant Finnish embassies to assist in building complementarities (e.g., through leading inclusive education "task forces"). MFA should also give far greater attention to partnering with like-minded agencies to open new channels of support for implementation of inclusive education policies. (MFA, NGOs [Finnish and local], Universities [Finnish and local], private sector [Finnish and local], municipal twinning programs)

1 INTRODUCTION

This evaluation reviews inclusive education in Finland's development cooperation from 2004–2013. The objectives of the evaluation were to: (i) assess the strengths and weaknesses in the realization of Human Rights-Based Approaches (HRBA) in Finland's development cooperation in inclusive education (IE) and in cooperation with a disability focus; (ii) to assess inclusive education in Finland's development cooperation and provide a comprehensive overall view on achievements, strengths and weaknesses; and (iii) to assess the achievements, strengths and weaknesses of the cooperation with a disability approach and to provide examples of disability mainstreaming successes and failures. The evaluation Terms of Reference are presented in Annex 1. The evaluation was conducted between January and April 2015 and included field visits to five countries: Ethiopia, Kosovo, Bolivia, Ecuador and Peru. The field visits were from one to two weeks in length. They were undertaken in the context of three case study reports (Ethiopia, Kosovo, and Andean Region) that are available separately. This report constitutes a synthesis report covering all three case studies as well as two desk studies, one on inclusive education and the other on Ministry for Foreign Affairs (MFA) support for persons with disabilities (the latter written up in the Component 1 report).

This report presents the methodology used for the evaluation, the findings, the conclusions and the recommendations. The findings, conclusions and recommendations are organized as a function of six core questions that guided the evaluation:

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 of persons with disabilities?

The core evaluation questions are also informed by the Theory of Change (TOC) devised by the research team (see Figure 1). The questions were designed to gather information on program inputs (changes to legislation and rules, teacher training programs, pedagogical materials produced, etc.) and contextual variables such as funding by local governments. With some notable exceptions, the findings validated the original model.

Figure 1. Theory of Change
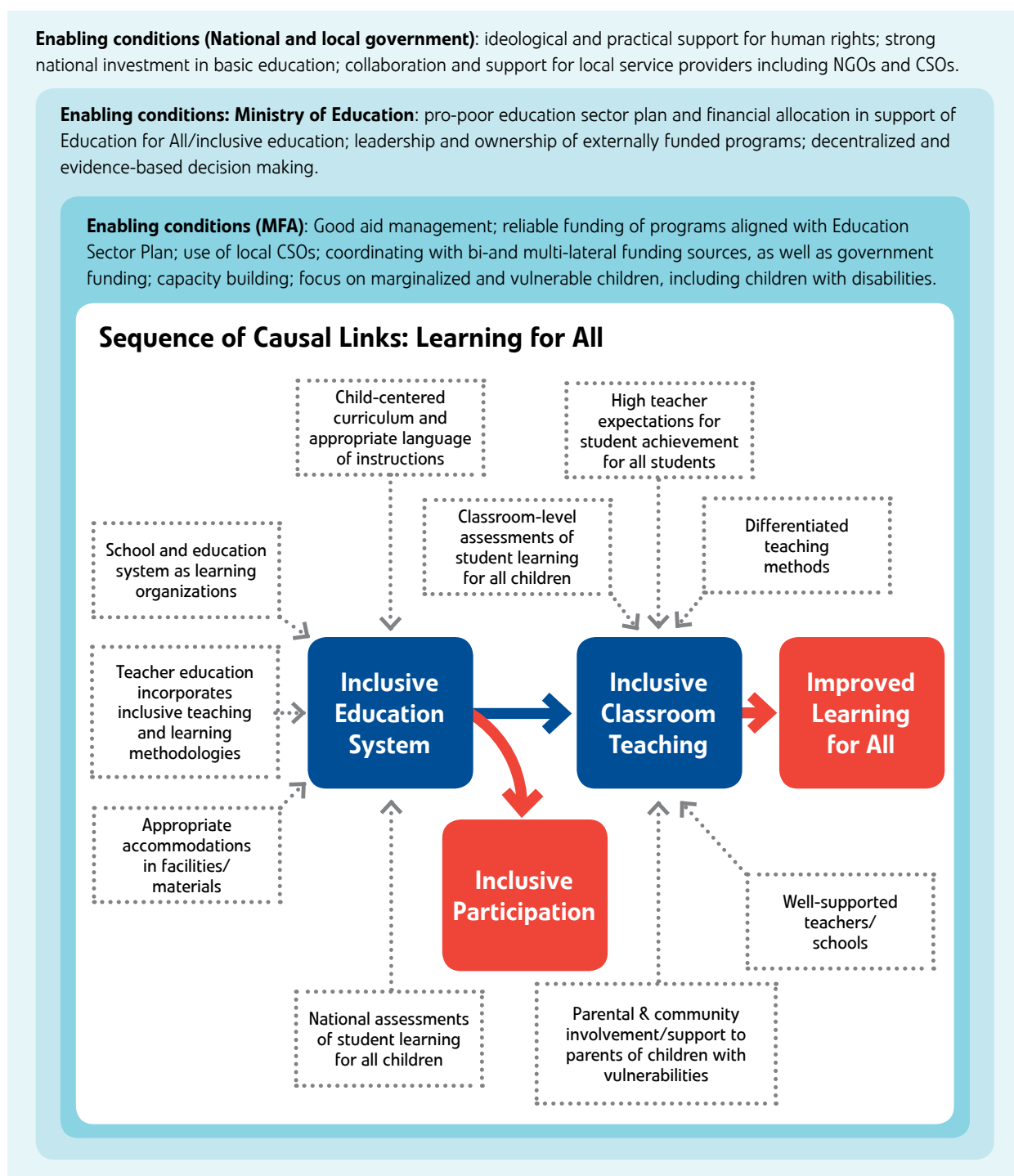
Source: Adapted from Save the Children/ Enabling Education Network (2006), Schools for All: Including Disabled Children and Young People in Education

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Chapter 2 of this report discusses the approach, methodology and limitations. It reviews the desk study notes, the document review, and the field studies, all of which contributed important elements of the evaluation. Chapter 3 presents the context analysis, including commonalities and differences across the five countries that were visited in the course of the evaluation. Chapter 4 presents the major findings in the context of the core evaluation questions identified in the Inception Report for this evaluation. Chapter 5 gives the team's conclusions, while Chapter 6 presents the team's recommendations.

2 APPROACH, METHODOLOGY AND LIMITATIONS

Three case studies were undertaken to examine 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 the six core evaluation questions derived from the overall evaluation objectives (see previous page). 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 Approach

The case studies draw upon three information sources to address these questions: desk study notes, a document review, and field research. Each case study developed its own specific elements within the framework of a shared perspective. For illustrative purposes, the overall approach of the evaluation for Kosovo is shown in Figure 2. The approaches taken by the other case studies are available separately in the case study reports. The illustration links the project result areas and intervention strategies for Kosovo with the Theory of Change, which was developed by the Development Portfolio Management Group (DPMG) for the overall evaluation of Finnish Support to Inclusive Education in Finland's development cooperation 2004-2013 (see Figure 1). The Finnish projects aimed at supporting development of inclusive policies and capacity development as well as making a foundation for individualized service delivery. The Finnish contribution was targeted to transform special schools into resource centers for regular schools, and to introduce inclusive education into teacher training, which in turn was to feedback information to policy development. Figure 2 also illustrates that there are areas such as curriculum development and related adaptations in learning outcome assessment methodologies, as well as strategies at the school level, which still need to be developed.

Figure 2. Evaluation Approach

Inclusive Education System

Finnish contribution: Transition of special schools to resource centres; itinerant teachers; Resource Teachers; support to establishment of Municipal Assessment Teams

Pupil assessment
Multi-professional support
Appropriate accommodations in facilities, materials, curriculum, assessment; school level support

Finnish contribution: Support to Faculty of Education; Tools and capacities to assess and improve reading and writing skills

Inclusive Teaching

Service Delivery

Policy Development

Capacity Development

Education sector plan and financial allocations in support of inclusive Education; evidence-based decision making; decentralization; collaboration and coordination with other actors

Well supported teachers/schools; Differentiated teaching (IEP); High Expectations for achievement for all students; Classroom-level assessment of student learning for all students

Policy Reforms

In Kosovo the Finnish contribution was targeted to transform special schools into resource centers for regular schools, and to introduce inclusive education into teacher training, which in turn was to feedback information to policy development.

2.2 Methodology

2.2.1 Desk Study Notes

In preparation for the case studies, the research team wrote four desk study notes. 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 for participation of persons 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 study notes, together with information from interviews with MFA staff, informed the case studies. The desk study covering the rights and opportunities of persons with disabilities had its own methodology and was written up as a stand-alone document (Component 1 report). Its findings and conclusions informed the answers to evaluation questions 2 and 6 (sections 4.2 and 4.6 in this synthesis report).

2.2.2 Document Review

Each of the case study field research teams reviewed the following kinds of documents (specific examples are referenced in individual case studies): basic program documents; academic writings; country support strategies and education sector strategic plans; the strategy documents of partner agencies (e.g., World Bank, Global Partnership for Education, United Nations Children's Fund, European Union, Department for International Development (UK), and Norwegian Agency for Development Cooperation); program progress reports and annual reports; mid-term reviews and evaluations; global reports; and country level reports. The list of documents consulted is presented in Annex 3.

2.2.3 Field Research

In their field research, the case study teams first sought to identify what policy interventions were planned and implemented regarding IE in each country from 2004–2013, and what budgets were spent on these programs, by MFA, local governments, and other actors. Next, the teams used their document reviews, and interviews with and documents from respondents, to seek to establish pre-program baseline measures of key indicators. These included: data on rules, regulations, and legislation relating to IE; completion, and achievement rates for students and for sub-groups of students with disabilities, students from minority linguistic or ethnic groups, girls, and students from rural and poor districts or families; and data on enrollment 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 (MoE) personnel, school administrators, teachers, parents, students, NGO staff, civil society groups, and personnel at teacher training programs. The case studies also included school site visits and classroom observations. The schools visited included both urban and rural schools, and the respondents interviewed included both individuals who had received program assistance and individuals who had not. The list of interviewees is provided in Annex 2.

Comparisons of pre-program baselines and post-program outcomes provided one source of information on whether the programs had the desired effects. In addition, the case studies used process tracing to assess whether the outcomes were 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.

2.3 Limitations

Limitations in time and geographical access prevented the various field study teams from visiting a fully representative sample of schools that were served by the programs. A limited number of classrooms were observed in the visited schools and a relatively small number of teachers and parents were interviewed. Given the triangulation of findings, however, within and across case studies and data collection methods, we are confident in the findings.

The teams collected original data wherever possible on classroom-level issues: use of local languages in the Andean Region, reading outcomes in Kosovo and Ethiopia. These data were for illustrative purposes only; more rigorous evaluation studies would be needed in order to verify the incipient patterns emerging from the data.

One of the major limitations encountered in Ethiopia was an inability to conduct thorough classroom observations to assess teaching methods and the levels of inclusion of children with disabilities in the classroom in integrated schools. This was due to the fact that very few or no children with disabilities and impairments were present when classroom observations were done even though students with disabilities were registered as enrolled in these classrooms.

In the Andean Region, it was simply not possible to visit schools for all indigenous groups served by EIBAMAZ. The classroom challenges identified in those bilingual schools that were visited may underestimate the severity of the problems in more remote communities that have received less international collaboration, as well as diminished support from national governments.

In Ethiopia very few children with disabilities registered as enrolled, were present in classrooms.

3   CONTEXT ANALYSIS

3.1 Inclusive Education

A challenge in evaluating Finland's support to inclusive education programs is that there are a number of competing definitions of the term 'inclusive education.' The UN Convention on the Rights of Persons with Disabilities states that the special education needs of persons with disabilities should be met within mainstream educational facilities. This is a widely-used proxy for 'inclusive education'. Others have defined it more narrowly as meeting the needs of marginalized or vulnerable groups, irrespective of the particular mode of delivery of services. A third, more recent approach proposes that inclusive education should stress approaches for supporting heterogeneous populations while avoiding classification schemes altogether. Finnish development co-operation adds a particular definitional nuance in that it uses the term 'inclusive education' to encompass programs that address the needs of linguistic and ethnic minorities, as well as those of children with disabilities.

Finland has been criticized both domestically and internationally by some observers for supporting an approach to inclusive education through which many children receive specialized 'pull-out' support. Several interviewees within the Finnish NGO community voiced similar concerns, although others supported Finland's pragmatism and results focus The evaluation team finds that Finland's approach doesn't fit neatly into any one of the three categories, falling somewhere between the first and second definition—i.e. the general policy prescriptions that Finland has supported typically call for an approach to education of children with special needs that is integrated into mainstream classrooms, whereas the actual programs supported have been somewhat broader in scope, including both mainstreaming and 'pull-out' services, depending on the perceived capacity of the country to provide services.

The DPMG Theory of Change for this evaluation drew heavily on the Salamanca Statement (1994) and its assertion that "regular schools with this inclusive orientation are the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving education for all." During the course of this evaluation, we have come to realize that this definition is not fully applicable in country settings where, for example, the student to classroom ratio is extremely high and teachers are poorly trained. We have also noted in our case studies the results of country dialogue between government officials and MFA-supported design teams that have moved the definition towards a more flexible one designed to evolve over time as capacity is increased. Thus, one result of this evaluation is DPMG's understanding of the need to modify its own initial definition of inclusive education implicit in its Theory of Change.

3.2 Country Background

The three case studies across five countries that form the background for this analysis share several important attributes in common: all of the programs described here were targeted to marginalized populations and in each case, those populations are poor.

Ethiopia. Ethiopia is one of the world's oldest civilizations. It is the second-most populous country in Sub-Saharan Africa, with a population of 94.1 million in 2013, and one of the world's poorest countries, with a 2013 gross domestic product (GDP) per capita of $505. Ethiopia's economy has experienced strong and broad-based growth over the past decade, however, averaging 10.8 percent per year in 2003- 2012. Growth has reduced poverty, and in the past two decades the child mortality rate has been cut in half. Growth has also contributed to educational gains in Ethiopia. With the commitment to fee-free primary school education, primary school enrolment rose dramatically from 3.7 million in 1997 to 15.8 million in 2009/10. Despite this remarkable expansion of access to education, Ethiopia in 2006 was estimated to have 3.9 million children not in school. Ethiopia has 80 ethnic groups and over 80 languages, with about one-third of the population speaking Oromo and another third speaking Amharic.

In 2010, Finland was the fourth largest bilateral donor in the Ethiopian education sector. Finland has supported the sector through two channels: a multi-donor program and a series of four bilateral technical assistance projects, the last of which is due to close in 2017. 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 the first General Education Quality Improvement Program (GEQIP-I) (and from July 2013 in GEQIP-II). GEQIP is supervised by the World Bank and combines funding from the following donors: IDA, DFID, USAID, Finland, Italy and the Global Partnership for Education. In particular, Finnish participation in the policy dialogue has supported mainstreaming of SNE/inclusive education in GEQIP and government's Education Sector Development Plan (ESDP). Technical assistance from Finland has been provided through the bilateral SNE/inclusive education projects, which are aligned with the wider multi-donor program GEQIP-II. Small projects implemented by Finnish and Ethiopian NGOs have been financed as well.

This evaluation focuses in particular on two phases of the assistance (2004–2007) and (2008–2012) (the project which is running from 2013 to 2017 is outside of the scope of this evaluation). The aim of the 2004–2007 support was to build an inclusive education system for those with special needs. The 2008–2012 support sought to strengthen the institutional basis for cooperation among 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 multileveled 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 Program (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.

Kosovo. Kosovo is the youngest and poorest country in Europe. It is a Lower Middle Income country, with a GDP per capita in 2013 of $3,877, lower than Peru and Ecuador but higher than Bolivia and much higher than Ethiopia. Kosovo had a poverty rate of almost 30 percent in 2011, and a 45 percent unemployment rate. Kosovo also experienced a civil conflict in the late 1990s as it emerged from Serbian rule. It declared its independence in February 2008 after being under the administration of a United Nations Interim Administration in Kosovo (UNMIK) since 1999. Kosovo has a population of 1.8 million, 92 percent of whom are ethnic Albanians, 5 percent of whom are ethnic Serbs, and 1.1 percent of whom are Roma. In Kosovo, the municipalities have responsibility for education, including that for students with disabilities.

Finnish support to the education sector in Kosovo began in 2000, just after the end of the war. Its primary goal was to support development of an inclusive education system for the benefit of children who faced particular barriers to learning. Funding from the MFA in the ensuing years was project-based, with four separate projects lasting from three to five years. The first two projects worked primarily with special schools, aiming to help them move toward more inclusive approaches, and the last two projects were geared toward mainstream schools:

- *Finnish Support to the Education Sector in Kosovo (FSDEK) 2000–2003*, with a budget of 1.7 million Euros, focused on increasing the quality of special needs education in Kosovo by professionalizing teacher in-service training;

- *Finnish Support to the Education Sector in Kosovo (FSDEK II) 2004–2008*, with a budget of 3.3 million Euros, sought to make an inclusive education philosophy central to all teachers' professional development programs;

- *Finnish Institutional Support to Kosovo Ministry of Education, Science and Technology* in 2009-2010, with a budget of 3.7 million Euros, aimed at developing capacities and supporting the resource center reform that had started during FSDEK II;

- *Finnish Support to the Inclusive Education System in Kosovo (FSIESK)* was a two-year project implemented in 2011-2013 with a budget of 500,000 Euros. It was designed to support the implementation of Inclusive Education in Kosovo Education Strategic Plan (KESP) 2011-2016 and Strategic Plan for Organizing Inclusive Education for Children with Special Education Needs in Pre-University Education in Kosovo 2010-2015.

Each of the projects addressed three results areas: policy development, capacity development and service delivery accompanied by awareness-raising activities.

The Andean Region. In the Andean region, EIBAMAZ worked in the most remote geographical areas in the upper Amazon. The indigenous groups supported live in rural areas characterized by extreme poverty. In Ecuador, the national poverty level in 2014 was estimated at about 50 percent in the rural areas. In Bolivia, just over 70 percent of the population had insufficient hous-

ing and electricity–two poverty indicators established by the government. In Beni (Peru), one of the areas where EIBAMAZ had an important focus, 85 percent of the population lives in poverty (INE, 2014). Among the Ucayali population supported by the project, about 60 percent of the population was living in poverty.

In Bolivia, the project started at the same time that President Evo Morales, a member of an indigenous group, came to office. Intercultural and bilingual education (IBE) was an important priority for the new government. On the other hand, in Peru, legislation was favorable to IBE, but at the beginning there was very little government support, which grew only later. In Ecuador, government support started out strong but later dropped.

The focus of EIBAMAZ was to develop institutional capacity to support linguistic/ethnic groups. Sponsored projects focused on the creation of teaching and learning materials in indigenous languages, training of teachers in IBE, and outreach through community organizations to involve local families in curriculum development. The project prioritized the selection of whole districts, or even wide geographical areas, as beneficiaries, rather than the classroom. In Ecuador, EIBAMAZ worked across the Amazonian region. In Bolivia, two areas were chosen: educational districts in the province of La Paz, and six of the 19 municipalities in the Beni area. In Peru, the work of EIBAMAZ was more narrowly focused on two provinces in the region of Ucayali: Coronel Portillo and Yarinacocha. Cuglievan & Alaluusua (2014) indicate that in seven years (2007-2014) EIBAMAZ served 141 schools, 287 teachers, and 7,654 indigenous children in Ucayali.

In Ecuador, EIBAMAZ began in 2004; in Bolivia and in Peru, project components were delayed at the initial stages due to legal and political problems, and activities started in 2006 and in 2007 respectively.

4   FINDINGS

4.1 To what extent has a Human Rights–Based Approach been applied in Finland's development cooperation in support of inclusive education? (Core Question 1)

One of the main objectives of this evaluation according to MFA's Terms of Reference (TOR) is to "assess the strengths and weaknesses in the realization of Human Rights-Based Approaches 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." This question will be addressed by considering the findings of the three case studies, as well as those of the desk study on HRBA and the report on cooperation with a disability focus, "Desk Study on Finland's Cooperation to Enhance the Rights and Equal Opportunities of Participation of People with Disabilities" that were prepared for this evaluation.

Within international development cooperation, HRBA is typically defined in terms of those who bear responsibility for ensuring that human rights are respected (duty-bearers) and those whose capacity to claim their human rights must be strengthened and protected (rights-holders). Promotion of human rights could be seen as the core objective for Finnish development policy over the evaluation period and for almost a decade previously. The Finnish Development Policy Committee's 2013 report states flatly that there is 'no development without human rights.'

4.1.1 Ethiopia

The 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.

Some persons with disabilities were consulted and participated in the design of the Special Needs Education (SNE)/IE Strategy. However, little effort was made to include persons with disabilities in the implementation stage.

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. 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 is that those few children with disabili-

ties enrolled in school receive very little or no support in terms of provision of assistive devices or adapted learning materials.

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.

4.1.2 Kosovo

From a policy perspective, the commitment to HRBA was consistent over the course of the evaluation period. Finnish support was targeted to a neglected area of education of children with disabilities, who constitute a very significant number of children out-of-school. HRBA has been applied as a means and as an objective in the Finnish support to the Education Sector in Kosovo; Finnish support has enhanced the capacities of rights-holders and duty-bearers and parallel work has been done in supporting the local disability organizations in advocacy. The policy work was supported by *awareness raising* which aimed at increasing the knowledge about the abilities of persons with special educational needs and promoting their right to education.

However, significant increases in the enrolment of children with disabilities have not been achieved. This reflects a lack of capacity and resources in municipalities and at schools. One example of implementation weakness can be seen in the failure to effectively build the capacity of teachers to identify and assess additional support needs within a flexible curricula. Though Individual Educational Plans (IEP) are introduced, they are not effectively used as pedagogical documents or as a reference to guarantee access to necessary support. The evaluation team found that the IEPs have not been an effective tool in helping children to claim their rights to a good education and are rarely followed up. Without appropriate resources for provision of services, the IEPs may serve only to highlight differences without truly addressing them.

The education policies developed during the period 2000–2013 reflect human rights principles and they form a sound legal basis for inclusive education. However, the plan of making the special school an education institution for more severely disabled persons needs to be reconsidered in the light of the Convention on the Rights of Persons with Disabilities (CRDP), which emphasizes the right for the child to go to school in their community. The principle of participation of the rights-holders could have been applied in the project organization as well. The project decision-making bodies (Supervisory Board and Steering Committee) consisted of "duty-bearers" with no participation of the "rights-holders," though NGO support had explicitly addressed strengthening this capacity.

There are still numerous barriers such as long distances to schools and inaccessible school buildings, which prevent full participation for persons with disabilities. Also, teachers and schools have limited capacity to support learning. Attitudinal barriers persist as well; there are parents of children with disabilities who prefer having their children at home, and parents who do not want their children to be educated in inclusive settings with persons with special educational needs for fear that the quality of education or safety of children will suffer. The evaluation team believes that there is a need to move to the

The project decision-making bodies (Supervisory Board and Steering Committee) consisted of "duty-bearers" with no participation of the "rights-holders".

"next level of awareness-raising" - to dissemination and sharing good practices, which will show how inclusive education works and benefits all learners. This would also entail putting more focus on quality measures and learning outcomes.

4.1.3 Andean region

EIBAMAZ has made clear contributions to the application of HRBA within the education sector. Activities supported by EIBAMAZ have strengthened the ability of rights-holders to claim the right to a good education, in part by contributing to a renewed identity, self-esteem, and inter-culturality in Amazonian communities as reported by the beneficiaries themselves in Bolivia, Ecuador and Peru. The bottom to top scheme for project design was highly praised by most of our interviewees who expressed appreciation to Finland and the MFA for the respect they showed for the interests of indigenous groups and for their human rights. The project also strengthened the awareness of duty-bearers, including governments, of their responsibilities for ensuring the right to a good quality education for all children. However, the project design gave insufficient attention to increased capacity of duty-bearers around classroom-level issues, a problem that was exacerbated by weaknesses in implementation of the training programs. This meant that the project did not lead to significant change in teachers' behaviors within the timeframe of the project, or a more substantial improvement in learning in the classroom.

4.1.4 Summary findings for Question 1

- Finnish development policy has moved transparently toward an approach that invites greater accountability for results around HRBA, while accepting practical limitations around the use of Human Rights-Based Approaches.

- The programs reviewed for this evaluation provided consistent evidence of the primacy of Human Rights-Based Approaches in Finland's development cooperation in support of Inclusive Education. There was further evidence of such a focus in broader policy dialogue and support to NGOs.

- Finland's support for HRBA did not consistently result in children as rights-holders being able to claim their right to a better education.

4.2 How successful has Finland's development cooperation been in promoting the rights of people with disabilities and mainstreaming a disability focus? (Core Question 2)

As per the evaluation TOR, this question was addressed by a major *desk study*, also referred to as Component 1. The desk study was undertaken by DPMG through the review of MFA documents, declarations, evaluations, policies, and guidelines; the use of MFA archives in creating lists of disability-related projects/programs channeled bilaterally, multilaterally, and through NGOs; and interviews with key informants in MFA, other government agencies, NGOs and Disabled Persons' Organizations, and embassies.

The core question was framed to cover MFA's success in promoting the rights of persons with disabilities and in mainstreaming a disability focus. The Component 1 TOR had a somewhat different focus, namely on "how the entire cooperation portfolio and the related policy dialogue have supported the promotion of rights and possibilities of persons with disabilities." Our review is more oriented towards the Component 1 question, although we do carefully cover the mainstreaming challenge.

Strengthening of MFA development policies and strategies concerning the rights of persons with disabilities.

Finland was an early leader – starting in the early 1990s – in bringing the human rights of persons with disabilities to the attention of domestic and international development cooperation leaders, and since then has developed progressively more detailed and more demanding policies and strategies for development support for disabled persons. The pinnacle is the recent (2013-2015) Human Rights Action Plan of the Foreign Service of Finland that accompanies the new Foreign Service Human Rights "Strategy" which places a "special emphasis on the rights of the most vulnerable groups," including persons with disabilities, and gives explicit instructions to MFA officials on what their responsibilities are. During the course of this evolution in policy and principles, the country endorsed the *United Nations (UN) Standard Rules on the Equalisation of Opportunities for People with Disabilities* (1993) and not long after promulgated its own Decision in Principle (1996), in which the Finnish government made official its intention to highlight this emphasis in its programs of development cooperation with developing countries.[1] The Finnish government turned this intention into a "set of commitments" leading out with the statement: *Promoting human rights and equal opportunities of participation of people with disabilities is an integral part of Finland's human rights policy – this is a concrete goal that Finland pursues both at home and in her international cooperation* (Policy on the Promotion of the Rights and Equal Opportunities of Participation of People with Disabilities, 2003).

By 2004, the extent to which mainstreaming of disability concerns had entered into Finnish development cooperation policy was apparent in the series of MFA Development Policy Programme statements (2004, 2007, and 2012). In particular the 2007 and 2012 Development Policy Programmes included the *promotion of the rights of disabled persons* as one of the Ministry's cross-cutting themes or objectives, and was thus expected to be addressed in every MFA program and initiative. Subsequently, the Ministry directed that cross-cutting objectives should be integrated into Finland's official development assistance using a triple-track strategy, including: a) mainstreaming in all sectors; b) targeted additional support and services; and c) policy dialogue.

Evaluations (2003 and 2014)

Evaluation 2003. The first decade of Finland's development cooperation on disability issues was evaluated in 2003 by the National Research and Development Centre for Welfare and Health. Its main finding was that 70 percent of the MFA portfolio of support for disabled persons was channeled through NGOs and

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1   The Standard Rules were superseded in 2008 by the UN Convention on the Rights of Persons with Disabilities, which Finland supports but has not yet formally ratified.

Finland early and prominent in promoting the equal opportunities of disabled people in developing countries.

that the NGO projects were mostly about specific short-term technical problems. On the other hand, there had been very few bilateral and multilateral programs about disabilities (six and two, respectively) which would have provided a wider reach into national policies and strategic programs. Its main conclusion was that "Finland could focus its co-operation more on including people with disabilities in mainstream development, rather than just supporting … isolated efforts," and then recommended greater support for "policy advocacy work;" more financing of bilateral and multilateral programs, and a wide range of capacity development efforts involving MFA officials to partner-country Disabled People's Organization (DPO) leaders.

The 2003 evaluation was followed by *substantial policy shifts* in the MFA to **mainstreaming** disability as a cross-cutting theme (Development Policy Program 2007) and the related **Triple-Track Strategy** (calling for *mainstreaming* and *policy dialogue* in addition to *targeted support services*). These changes were consistent with the recommendations of the evaluation.

Evaluation 2014. Another insight into MFA's progress in supporting disability rights was the 2014 Åbo Akademi University's *Reducing Inequalities*, covering MFA's development cooperation on gender and disability. The main finding of this study was that human rights-based approaches (HRBA) were *not* operationalized in Finnish gender-equity and disability programs, especially in the *processes* of development support (e.g., p*articipation, ownership and accountability*). The study echoed the 2003 evaluation's conclusion about the imbalance of MFA support – that it is imbalanced in the direction of NGO projects – but praised many NGO and Local Community Funds (embassy-supported) projects for exemplifying good HRBA *process* principles. The evaluation's recommendations were heavily loaded towards improving MFA management's use of HRBA principles and mainstreaming inequality reduction in all of its programs, e.g., by creating the binding and systematic mechanisms that had been missing, and by upgrading the HRBA credentials of those who create and manage programs (either by capacity development or recruitment). Its recommendations also covered strengthened political dialogue and negotiations at the country and global levels, bolstering representative organizations of disadvantaged groups, and more research and impact evaluation.

A Review of the MFA Disability Portfolio 2003–2013 (by the DPMG team)

Similar to the 2003 evaluation, this effort was constrained by less than readily accessible data on MFA support to disabilities through the various channels (data had to be patched together from various sources and was sometimes incomplete or confusing). The main source of information on bilateral and multilateral support was personal contact with key informants within the Ministry with the caveat that many programs are likely to have been missed. The following is a summary of the number of projects identified, compared to numbers in the 2003 evaluation (see Table 1).

Table 1. Number of Projects Identified

	1992–2001	2004–2013
NGO-mediated projects	115	206
Bilateral projects	6	16
Multilateral support	2	10

Comparing the two decades of support, it is immediately apparent that there has been growth in the total number of disability projects mounted during the two periods, by almost double. It is also readily apparent that NGO projects still predominate numerically by a similar margin (89%). This can be explained in various ways, but perhaps the most obvious explanation is that *bilateral programs are usually initiated by proposal from the partner country Ministry of Finance and/or Foreign Affairs and if disability issues are not among their priorities these issues are not "taken to the table."* Comparing project numbers by modality is not the only way to look at balance, however; perhaps not even the best one, an issue that will be taken up later in this section.

NGO-mediated. Our compilation revealed other details about NGO-mediated programs such as their timing, the region and countries of grant recipients, and project sectors, and in some cases sub-sectors:

- *Numbers:* Table 1 and the Matrix found in the report for evaluation Component 1 (disabilities) show 206 projects being launched during 2004-2013, but in a way there is significant undercounting, given the fact that the funding channeled through an MFA partner organization, the Abilis Foundation, is recorded by MFA as an envelope of funds, which in recent years has been valued between 1.5 and 2.7 million euro and covers around 250 small grants to NGOs (averaging around 6000 euros each).

- *Timing.* The number of new projects ranged from about 4 to 13 per year until 2012 and 2013 when the numbers spiked to 40 and 55. Various reasons were given for this surge including the increased stature of internationally-oriented DPOs represented by the creation, in 2010, of the Disability Partnership Finland, that appears to have stimulated a surge in international outreach, and a return to a strong human rights focus brought on by a change (in 2011) in Minister for International Development.

- *Region and Countries.* The most common region for NGO support was Africa (57%), although its share was significantly down from the previous decade. Within Africa, Zambia, Ethiopia and Tanzania accounted for about one-third of the projects.

- *Sector and subsectors.* The most common sector for support was "social" and within that a large number of projects were about civil society strengthening/empowerment/social inclusion/NGO cooperation, a sign that the portfolio has become more strategically and advocacy oriented. The next most common sector was education and within it, support for education of the deaf and inclusive education.

There has been growth in the total number of disability projects.

NGO projects predominate numerically.

Bilateral. The number of bilateral projects addressing the rights and participation of persons with disabilities was far greater than in the previous decade (16 vs 6). Ten of these were in the education sector, with nine of these ten in the field of "inclusive education". Only one inclusive education project was set to continue after 2013. There were also three health sector projects, and three in the social sector." Two in the social sector are recent, set to continue until 2016 and 2017.

Mainstreaming Disabilities: Bilateral Context. This set of projects exemplifies two kinds of mainstreaming. The first involves the more established, longer-term projects in Ethiopia, Kosovo and Nicaragua in their strategic roles as facilitators of/contributors to the formation of national plans, policies, legal documents, and councils, assuring that support for persons with disabilities is firmly institutionalized and set in national priorities. The second kind is that in which disability concerns are treated as cross-cutting objectives, making sure disabled persons are considered along with others as recipients of program benefits and services. As such, in the Palestinian-Finnish Education program disabled persons are expected to benefit (among other groups), as also are those in the labor market project (Kosovo), the social protections one (Zambia), the human rights one (Afghanistan), and the health support one (Mozambique). The record does not make it clear how these disability concerns were mainstreamed into these projects, but the MFA has provided guidelines and tools on this since early in the last decade (Wiman, 2003).

Multilateral. The funding modality that has grown the most during the past decade is that of multilateral support, numbering 10 in 2013 compared to 2 in 1992-2001. Finland's Development Policy Programme of 2012 explicitly supports the use of the multilateral channels of UN organizations as well as those through global and regional financial institutions, such as the World Bank and regional development banks (including the African Union) – there are seven of these in the table. This review also lists three programs that could be considered **multi-bilateral programming**, including one sector-wide program (which supported inclusive education, among other themes, in Zambia), one regional legal rights program through the Eurasia Programme in Central Asia, and one jobs program in Central Asia, supported within the ILO framework and its "wider Europe Initiative."

Mainstreaming Disabilities: Multilateral Context. Five of the seven multilateral programs are dedicated to supporting the rights of disabled persons: the three UN trust funds, the UNHCR program, and the African Union Disability Architecture program, including high level policy dialogue and advocacy work. The other two multilateral programs, the UNESCO and the Inter-American Bank ones, concern mainstreaming in another sense: assuring that disabled persons are among the *beneficiaries* of their Education for All and social development programs.

Mainstreaming Disabilities: Multi-bilateral Context. The three projects of this sub-modality are all designed to support disabled persons *in addition to other beneficiaries.* Building disabilities in (mainstreaming) has been the result of an advocacy process.

Alternative conceptions of balance across modalities

Balance in Funds delivered. During the decade 2004-2013, bilateral and multilateral programs (combined) were almost at par in their funding levels with projects mediated by NGOs; the average financing for an NGO-mediated program was about one-tenth that of the bilateral and multilateral programs.

Balance within a Country. Although at the global level, NGO-mediated programs were roughly in balance with other programs, this was generally not the case at the country level where in some countries the balance (in terms of funds delivered) favored NGOs; in others, it leaned towards bilateral/multilateral and in still others the mix was balanced.

Balance across Triple-Track Strategies. In general, there appears to be better coverage of the triple-track strategy than there was in the past decade in part because the strategy was only formally introduced late in the century's first decade, but also because NGOs are taking up more mainstreaming and policy dialogue roles, and mainstreaming is moving ahead, however slowly, through bilateral and multilateral organizations. Serious imbalances still exist in partner countries where there is no bilateral program, and considering the fact that the current trend is towards reduced numbers of bilateral projects (there are only 3 in the portfolio now), it may be that strategic support through bilateral projects will start to wane.

Complementarity across Modalities

The case studies of inclusive education in Kosovo and Ethiopia show different kinds and degrees of complementarity across modalities. In Kosovo, disability NGOs supported by MFA were engaged in awareness-building on inclusive education, in cooperation with the MFA's bilateral education support Project, almost from its beginning; and local advocacy organizations were also involved with that Project and the United Nations Children's Fund (UNICEF) in creating a "dictionary" of updated terms for disability and disability education issues. Some MFA-supported NGOs in Kosovo have also been involved in SNE/IE program implementation, for example, Local Cooperation Funds have been used by the Finnish embassy to support a local NGO in broadening the number of "model schools" providing mainstreaming opportunities for disabled students.

DPMG's evaluators in the Ethiopian case study examined the "map" of organizations focusing on children with disabilities that the Finnish embassy had made and contacted the most active NGOs. The team concluded that in general the materials and information generated by these NGOs "are not systematically utilized in implementation of the [Special Needs Education/Inclusive Education Project] strategy and overall did not appear aligned with MFA strategies". As one example, not all organizations working with disabled children support the idea of "inclusive education."

Two recent examples from Ethiopia, however, show more promise for complementarity with the more strategic bilateral efforts. In the first, the district of Amhara has recently asked a Finnish-supported NGO to train 500 regular teachers on how to work with the hearing impaired (the DMPG evaluation of the SNE/IE project shows very large gaps in local level capacity to provide

Bilateral and multilateral programs (combined) were almost at par in their funding levels with projects mediated by NGOs.

Improvement in balance across 3 strategic tracks: NGOs taking up more mainstreaming and policy dialogue roles.

Complementarity across modalities weak but with some bright spots.

appropriate learning materials and teacher training that urgently need to be filled). In the second, one of the recent *Disability Partnership Finland* projects in Ethiopia is called "Providing Support Services for the inclusion of children/youth with visual impairment in the regular school system in Ethiopia." This project is more aligned with the MFA's strategic work in helping sight-impaired children study in the regular classroom with the help of assistive devices and teacher training.

In Ethiopia, the Finnish Embassy leads a network of agencies in an "Inclusive Education Task Force" which has been a forum of NGOs, bilateral program implementers, and government officials for exchanging information and coordinating efforts. This does not yet herald a new era of complementarity across modalities in support of the rights and opportunities of disabled persons. The general pattern is still one of disconnectedness and sometimes even cross-purposes across project types, but these examples do suggest a promising beginning, one that could develop into a good model for promoting complementarity.

4.2.1 Summary findings for Question 2

- Based on the Human Rights-Based Approach to development support and its embrace of the UN Convention of Human Rights of People with Disabilities, Finland has developed an exemplary legal and policy framework for advancing the rights and opportunities of disabled persons, and has worked to mainstream this issue in all sectors as a cross-cutting objective. In doing so, it promotes a triple-track strategy, which involves mainstreaming, targeted support and services, and policy dialogue;

- MFA support for disability-related programs has significantly increased compared to the previous decade;

- In numerical terms, this decade's portfolio of NGO, bilateral and multilateral projects is as unbalanced as the one preceding it, with a much greater prevalence still among NGO-mediated projects;

- A majority of NGO projects still go to African countries (but there was a jump in numbers going to Balkan states); the largest number are in the social sector and among them, over half are about civil society strengthening and empowerment;

- The number of bilateral programs on disabilities increased, more than doubling the number of the previous decade, originating in the education, health, and social affairs sectors, but only three are active now (all but one of the ten education projects have closed);

- Multilateral programs increased five-fold and are dedicated to disability issues or to the mainstreaming of disability into projects in a number of sectors;

- In terms of total funds allocated on a global basis, bilateral and multilateral programs are almost at par with the NGO-mediated programs;

- In some countries the balance across modalities favors NGOs, in others it favors bi-lateral/multilateral, and in still others the mix is balanced;

- The case studies of inclusive education in Kosovo and Ethiopia show different kinds and degrees of complementarity across modalities. In Kosovo, disability NGOs supported by MFA were engaged in awareness-building on inclusive education, in cooperation with the MFA's bilateral education support Project, almost from its beginning. In Ethiopia, NGO efforts were not consistently aligned with MFA policies.

4.3 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? (Core Question 3)

4.3.1 Kosovo

The Kosovo case study, covering three successive MFA financed projects, addressed the core evaluation questions, including the one that it summarizes as "Rights to Participation and learning gains" (question 3). The MFA Projects examined in this case study all have somewhat different objectives, but were summarized as "policy development, capacity building, and service delivery." Its question about "rights to participation and learning gains" were examined under *service delivery*.

Findings: Participation. The case study results revealed that access to schooling by children with disabilities almost doubled between 2000 and 2013; however, the 2013 figure is less than one percent of the age group, and the World Health Organization (WHO) estimates are that the size of the disabled children's cohort is generally around 10-15 percent. Also, of the disabled children who attend school, only 23 percent are in regular classes; the majority are in attached classes in regular schools (50%) or special schools (27%). The study concludes that "the intended aim of inclusiveness, i.e. educating children with special needs in regular schools has not been satisfactorily met."

Findings: Learning. The child beneficiaries in the study were spread thinly through the education system (a few per school) and thus a comparative assessment of their learning levels could not be done. However, some classroom observations and interviews led to the conclusion that those mainstreamed in regular classes did not receive special accommodations and were often not involved in education related to the regular curriculum (putting their school subject achievement levels in doubt.) The same observations were made about the learning activities in the attached classes – usually not curriculum related. However, classroom observations of classes with mainstreamed students showed that they generally had a "positive atmosphere," and that other students were treating the students with special education needs the same as others. With no special programming for these students, there was no negative impact on the regular students; in fact, they seemed to have gained from an increased awareness and appreciation of their special needs classmates.

"The intended aim of inclusiveness, i.e. educating children with special needs in regular schools has not been satisfactorily met."

Those mainstreamed in regular classes did not receive special accommodations and were often not involved in education related to the regular curriculum.

In a reading test administered by the research team, there were a few children who read very few words but were not considered by a teacher and school principal as having special education needs. These results are consistent with the findings of the FSDEK study that there are students with special education needs in every class even though they may not be identified, who would benefit from additional support.

Cross-cutting objectives. Since support for persons with disabilities is a part of the "equity" cross-cutting objective, the inclusive education projects themselves represent the mainstreaming of a cross-cutting objective, but this could have gone even further, since there are still issues of other cross-cutting themes, like gender and ethno-linguistic identity. These other themes were not a focus of the Kosovo inclusive education projects, although the research team did pay attention to the gender breakdown of participants with special education needs (more boys) and did note some ethnic minorities among the mainstreamed students.

Unintended consequences. Two unintended consequences could be inferred from the analysis: first, the regular students gaining an understanding and appreciation of their disabled classmates; and second, the attractiveness of schooling for those in the attached classes, who were mainly engaged in non-curricular activities that kept up their interest and enjoyment, and thus, their attendance.

4.3.2 Ethiopia

The Ethiopian case study, covering three successive MFA financed inclusive education projects, including one which is active until 2017, explicitly addressed the core evaluation question: "How successful have Finland-supported interventions in inclusive education been in promoting increased participation in basic education and improved learning gains ..." The MFA Projects that the study examines all have somewhat different objectives, but can be generally summarized by those articulated in the first (2004-07) project: *to build an inclusive system intended to provide quality, relevant and equitable education and training to all children, youth and adults with SEN"* It is under this objective that we examine participation in education and improved learning by disabled children.

Findings: Participation. There are 68,000 plus disabled children in primary schooling and fewer than 5,000 in secondary, indicating a sharp decline in enrollments as children move to higher grades (also attributable to high dropout). A major discrepancy is found in the government reported disability prevalence rate, 1.09 percent , and the 10 percent or 15 percent used by the World Health Organization for estimating the number of children with disabilities. The 1.09 percent rate is also inconsistent with the pre-2010 10 percent estimated prevalence rate that disability advocates, NGOs and development partners typically use to assess the extent of special needs education challenges in Ethiopia. Depending on the actual rate, as many as 97 percent of children with special needs in Ethiopia are not enrolled in school. Equally worrisome, the team's school visits suggest that even those listed as enrolled with identified special needs are frequently absent from school.

Findings: Learning. In spite of a support structure that includes 85 resource centers, 20 of which are supported by MFA, observations and interviews made the evalu-

The regular students gaining an understanding and appreciation of their disabled classmates.

In Ethiopia appr. 97% of children with special needs are not enrolled in school.

Those listed as enrolled with identified special needs are frequently absent from school.

ation team aware that the disabled children in regular classes generally receive very little support in terms of assistive devices or adaptive learning materials, and that the regular classroom teachers often don't even know when a child with special education needs is assigned to his/her class. Also, identifying a special needs student and diagnosing her/his disability is generally not systematically done (there are no instruments for screening). Although the team was not able to conduct any learning assessments of the cohort, the findings suggest that these children are not thriving academically; the team presumes for that reason that there is a high dropout rate of students with special education needs at the primary school level.

Cross-cutting objectives. As noted above for the case of Kosovo, support for persons with disabilities was a core objective of Finnish aid in Ethiopia and the inclusive education projects represent an ambitious effort to mainstream this cross-cutting objective. Gender equality was another cross-cutting objective that received Finnish MFA support, but not through the IE/SNE projects, rather through the large sector-wide project (GEQIP), which contributed towards girls reaching gender parity in primary education over the last decade. Likewise, linguistic minorities received support through Finnish-supported GEQIP which published mother-tongue reading books for grades 1–8 in seven languages (written with support from USAID). Originally, Finland expected all of these cross-cutting themes to be covered in the sector-wide program (GEQIP) but since inclusive/special needs education did not receive the attention anticipated, MFA designed the IE/SNE bilateral projects to fill the gap.

Non-marginalized students. The Ethiopia case study report noted that only three children with disabilities were found in the 16 integrated classrooms visited during the field visits, and that these children received no specific support. The literature review did not reveal any examples of whether regular school students are affected by the presence of disabled students in the classroom, positively or negatively. Given that very few disabled students are present in integrated classrooms at present, the programs do not appear to have had a significant effect on non-marginalized students, either positive or negative.

Unintended consequences. The point made about presumed high dropouts among primary school students with special education needs is an important unintended consequence. Clearly, program managers expect these children to stay in school, but there have rarely been any adaptive programs for these children that would allow them to thrive academically.

4.3.3 EIBAMAZ

The case study of EIBAMAZ countries, covering two successive MFA inclusive education projects for ethno-linguistic minority groups in the Amazonian region of three countries, Bolivia, Ecuador, and Peru, also explicitly addressed evaluation question 3 "Increased participation in basic education and [improved] learning." The Projects themselves were focused on the following general purpose: "to guarantee the rights of Amazonian children and youth in those countries to a better education, by enhancing national and regional capacities on IBE." The Project included three main components: IBE research, material development on IBE, and teacher training, and covered as beneficiar-

ies the less numerous indigenous groups, who live in the most remote and poorest areas, and who have historically suffered significant social and educational exclusion.

Findings: Participation. These projects were not organized to systematically document changes in enrollments and perseverance in program implementation areas, but there is evidence from local informants both inside and outside the Projects showing patterns of improved enrollment in communities supported by the Projects, both for boys and girls (whose enrollments in these communities typically lag behind). For Ecuador, several interviewees stated that the curricular changes in EIBAMAZ produced reductions in repetition and dropout in primary school. These are tentative findings that still need more substantial confirmation, but do hint at some progress towards inclusive participation.

Findings: Learning. While there was no similar enrollment data in Peru, that country did produce some (slender) evidence about learning outcomes. In 2010 and 2012, UNICEF applied a reading comprehension test for students in fourth grade in one of the bilingual regions supported the Project and found a significant improvement in test scores. The results suggest that bilingual students showed a significant improvement, but given the low baseline levels for this community, this improvement is very small in comparison to existing needs. Moreover, these findings, while encouraging, need further confirmation and replication in other areas.

Cross-cutting objectives. As mentioned above, the Project has been attuned to the fact that in the cultural-linguistic communities where it works, girls generally lag behind boys in enrollment, achievement and educational attainment. In EIBAMAZ trainings this is often covered, with parents and teachers being sensitized to the challenges and need of female learners. The assessments and interview data obtained also pay attention to enrollment outcomes for both boys and girls. This has not been fully systematized yet, mainly because of the education system's limited statistical and information systems. Concerning persons with disabilities, this was not a focus for EIBAMAZ nor was it a concern of the original (parent) project. Some disabled students have been observed to be in EIBAMAZ classrooms but there are no special accommodations for their learning needs. Mainstreaming should be a concern for future design teams, especially by including in them persons with disabilities.

Non-marginalized students. The EIBAMAZ project worked only with marginalized children.

Unintended consequences. A corollary of the project was the development of a great deal of cultural awareness and cultural pride. There were improvements to the policy framework in Peru that went well beyond anything anticipated; in Ecuador, there were some unintended negative side-effects, as the government pushed back against some of the project achievements, including a greater sense of cohesion and cultural awareness and self-identity. A further element observed in response to the third research question was the pattern of classroom communications: a consistent pattern of native language use for oral communication was found, as well as for early literacy activities in the three countries.

The curricular changes in EIBAMAZ produced reductions in repetition and dropout in primary school.

Bilingual students showed a significant improvement in reading comprehension tests.

4.3.4 Summary of findings for Question 3

There is little reliable data on learning outcomes of special needs students in the case study countries. Data on enrollment is more consistent but still incomplete in the absence of a thorough census of students with special needs. To the extent that it is available, enrollment data suggests that students with special needs are enrolled at low rates in the Andean region, Ethiopia and Kosovo, and that even these low rates drop sharply in the higher grades. The lack of data has significant implications for DPMG's proposed Theory of Change in two ways: i) the lack of data is itself a disincentive to governments and partner agencies to focus on inclusive education—thus the enabling environment is weakened; and (ii) the lack of data makes it difficult to test the Theory of Change given the uncertainties about who and how many should be served, and to know whether the various inputs have reached potential clients and met their learning needs, which is the ultimate objective.

4.4 What has been the effect of Finnish–supported interventions on inclusive education policy, practice and outcomes? (Core Question 4)

The team divided this broad question into seven sub-questions, each of which is addressed in turn below.

4.4.1 To what extent have institutions (Ministries, special institutes, relevant NGOs) in cooperating countries placed increased emphasis on support for disabled persons and for inclusive education (in policy and practice)?

There is clear evidence from each of the case studies that national and regional institutions have increased their attention to inclusive education policy and programs.

4.4.1.1 Andean Region

In Peru, before EIBAMAZ, the Ministry of Education had no clear policy on who should receive IBE. The Ministry now has identified the needs of IBE teachers and is working on addressing existing gaps. The number of Ministry officials working on IBE has increased tenfold, which interviewees attribute in part to the impact of EIBAMAZ. In Bolivia, EIBAMAZ led to the creation of the "Institutos de Lengua y Cultura" for each indigenous nation. There are sixteen Culture and Language Institutes (ILC) currently working to rescue the knowledge and culture of the indigenous groups. Many indigenous researchers trained by EIBAMAZ at the Universidad de San Simón work at these Institutes. In Ecuador, the material produced by EIBAMAZ to systematize indigenous knowledge is being used by thirty-two educational centers. Among them, three are teacher-training institutes; twelve are CECIB (Centros Educativos Comunitarios Interculturales Bilingües de la Amazonía/Community Educational Centers for IBE), seven are CDC (Centers for Curricula Development/Centros para el Desarrollo Curricular) and six more are municipal offices or centers which implement a curriculum serving specific indigenous groups. Among the thirty-two centers which received EIBAMAZ materials, twenty-eight are part of a network in

charge of in- service teacher training. In all three countries, the research supported by EIBAMAZ transcended the communities where it emerged and made its way to either regional or national leadership groups who are defining language and cultural policy with marginalized communities in the Amazon.

4.4.1.2 Ethiopia

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. The Finnish programs are also 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, a lack of measures for enforcement of SNE/IE contributes to denied access to education for children with disabilities.

4.4.1.3 Kosovo

The policy documents of Kosovo's Ministry of Education, Science, and Technology (MEST), and related legislation, show increasing attention to inclusion of children with special needs in mainstream education. However, some of these documents still take a limited concept of inclusion, equating it with enrolment and overlooking service delivery issues related to special needs. MEST has a Special Education Division working on inclusive education, but the municipalities are responsible for provision of education in the respective municipalities, including education of children with disabilities. An inclusion philosophy is integrated in pre-service teacher training.

4.4.2 How effective have the interventions been in developing institutional and individual capacity for creating and implementing relevant inclusive education programs? Have such capacity development programs included both men and women and diverse social groups?

Aid interventions and policy advocacy contributed to capacity building, especially with regard to indigenous language capacities in the Andean region, but capacity remained thin in partner countries and continues to be a challenge to scaling up even the more successful programs.

4.4.2.1 Andean Region

As a result of EIBAMAZ research, nine groups in Ecuador, five in Bolivia, and three in Peru standardized their alphabets. This accomplishment permitted the subsequent development of classroom materials in indigenous languages. More generally, a Mid-Term Review (MTR) noted that EIBAMAZ produced "276 publications in 17 indigenous languages [that] are being used by teachers, leaders, women, children and public functionaries. Approximately 200,000 copies have been printed and used." At the same time, EIBAMAZ was not able to develop strong technical capacity in education institutions that manage IBE in the Amazonian communities. Especially in Ecuador and Bolivia, few native speakers

Capacity remained thin in partner countries and continues to be a challenge to scaling up even the more successful programs.

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of the original groups supported by EIBAMAZ are high school graduates. The exception was Peru, where the project left a basic level of knowledge of IBE strategies in a cadre of technical assistants in the region of Ucayali.

4.4.2.2 Ethiopia

A lack of government commitment and capacity to provide management and financial services, from federal to regional to woreda levels, is one of the main obstacles to scaling up implementation of SNE/IE in Ethiopia.

4.4.2.3 Kosovo

Municipalities and schools still lack capacities and resources for inclusive education. This is an important challenge, as responsibility for education is increasingly being devolved to the local level.

4.4.3 To what extent have cooperating teacher training institutions created and implemented effective teacher training programs in support of disabled students and inclusive education?

Aid programs led to the training of thousands of teachers in each of the countries or regions studied, yet the skills and numbers of teachers trained in inclusive education, whether with a disability focus as in Ethiopia or a linguistic focus as in the Andean region, remained far short of needs. The teacher training program in Kosovo was larger relative to needs and received more positive feedback from respondents.

4.4.3.1 Andean Region

One final project report of EIBAMAZ (Soto, 2010) mentions that EIBAMAZ contributed to the training of 6,000 Amazonian teachers in the three countries, and of 1,560 non-Amazonian Bolivian teachers who received IBE. This report concluded that at the end of the project, "teachers were prepared to implement interculturality in the classroom." Another report (UNICEF, 2013), written after the consolidation phase–which did not include Peru– asserts that 1593 teachers participated in training activities. However, the research team's document review found limited evidence of training activities, and school visits provided little evidence that skills learned in training, or bilingual materials developed through EIBAMAZ, are systematically applied in the classroom.

4.4.3.2 Ethiopia

A survey of teacher training institutions (Addis Ababa University, Kotebe University College and Sebeta SNE college) conducted by the evaluation team found that 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. Many of these teachers are now working in integrated and regular schools with the knowledge necessary to implement inclusive education. Some of the teachers trained under the program have been selected to work as itinerant teachers whose role is to provide support to teachers in integrated schools. However, classroom vis-

Thousands of teachers trained in inclusive education yet the skills and numbers of teachers still remained short of needs.

its indicated that itinerant teachers varied greatly in their skills. The field visits also found that the effectiveness of SNE/IE teachers is diminished by a lack of availability of assistive devices for students, a lack of in-classroom support, and limited availability of adapted educational materials.

4.4.3.3 Kosovo

In Kosovo, a cadre of nearly 1,500 persons has been trained in inclusive education by Finnish projects, and a new Faculty of Education was established in 2002 and given support to integrate special needs education into teacher pre-service programs. All graduates now complete at least one training module on Inclusive Education/Special Needs Education. In addition there are eleven persons (seven female) with Master of Arts degrees in Special Needs Education obtained from the University of Jyväskylä. A survey of trainees found that most thought their training was useful and continued to draw upon it in their work as teachers or administrators, although respondents also noted the lack of literature and poor quality of local trainers, and complained that the training led only to a certificate rather than a degree. Impacts at the regular school level are still limited, as regular school teachers were addressed only during the last phase of Finnish-supported programs and only 31 teachers from regular schools were trained.

4.4.4 To what extent have participating schools and resource centers effectively implemented inclusive education programs (mainstreaming, accommodations, differentiated teaching, etc.)? What are program strengths and weaknesses?

In the Andean Region, participating schools generally benefited from changes to the curriculum that provided for a more culturally relevant focus, from availability of supplemental IBE materials, and to a limited extent, from improvements in teaching methodologies. In Ethiopia and Kosovo, mainstreaming efforts resulted in a policy shift to transform separate schools for children with special needs into resource centers using itinerant teachers (ITs) to help children with special needs participate in regular classrooms. In practice, however, the implementation and results of this policy shift have been uneven at best. Supervision of itinerant teachers has been limited, regular classroom teachers are often unaware that itinerant teachers exist, and many students with special needs have not been integrated into regular classrooms.

4.4.4.1 Andean Region

Resource centers (RCs) were not a focus of the EIBAMAZ program, but participating schools were intended to benefit from better teaching and wider availability of materials, as well as changes to the curriculum making it more culturally relevant. The evaluation team found that the teacher training component was an area of program weaknesses, resulting in little demonstrable benefit to children at the classroom level, other than a pattern of increased communication in indigenous languages. Interviews and classroom visits confirmed that teachers lack the knowledge and pedagogical basis to implement the IBE curriculum. Consequently, children do not adequately read or write either in their native language or in Spanish. A strength, however, was the development

of extensive teaching and learning materials based on IBE in all three countries, and an opening up of the curriculum to include more culturally relevant approaches and substance.

4.4.4.2 Ethiopia

There are 85 functioning Resource Centers to identify and provide services for children with disabilities. Twenty of these Centers are supported by the Finnish project. 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. A clear strength of the program has been that 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. Oversight of itinerant teachers is lax, however, and school visits and interviews suggest that they do not consistently provide support to classroom teachers who have students with special needs.

4.4.4.3 Kosovo

In visits to five resource centers, the evaluation team's expectation as to how such a center should function was not met. None of the buildings of the resource centers were fully accessible, and the centers had limited capacity. In the school for the deaf in Peja, for example, only half of the teachers know Sign Language, which – according to Law – should be used in instruction. There is limited follow-up by the MEST on the services delivered by the RCs.

The creation of the program is of itself an important accomplishment. There is widespread support for the idea that regular classrooms can and should provide support to children with special education needs. ITs interviewed believe their work is successful as they have identified children with special education needs, and teachers from regular classrooms increasingly invite assistance from ITs. The feedback from the teachers in regular schools was mixed. The evaluation team met teachers who had benefitted from the work of the IT, but also teachers who were not aware of the purpose of their work and teachers who were not very satisfied with the work of the IT. Not all teachers interviewed knew about the IT. These observations are in line with the findings of a study undertaken for the Kosovo Pedagogical Institute that concluded that only 12 percent of teachers working with children with special education needs were satisfied with the support provided by itinerant teachers and that one third of teachers working as inclusive education support teachers in regular schools were not aware that there are itinerant teachers (Recica 2013).

4.4.5 How have Finnish-supported inclusive education programs in participating countries adapted to country circumstances over time? What mix of mainstreaming and targeted instruction has been found to be effective in the various settings?

The focus in the Andean region on inclusion of linguistic minorities was appropriate to address the long-standing exclusion of indigenous communities. In

The focus in the Andean region on inclusion of linguistic minorities was appropriate to address the long-standing exclusion of indigenous communities.

Ethiopia and Kosovo, ambitious efforts at mainstreaming children with special needs had mixed results at best.

4.4.5.1 Andean Region

In the Andean region, the program focus was on providing intercultural bilingual education for students from minority language groups. This was appropriate to the diverse mix of linguistic groups in the region, many of whom previously lacked any native language instructional materials.

4.4.5.2 Ethiopia

With support from Finland, Ethiopia has been moving from a model of having separate special schools for children with disabilities, such as children with vision or hearing impairments, to using these schools as resource centers with itinerant teachers who can help special needs children integrate into regular classrooms. As noted above, however, this policy has had mixed success, and was ambitious for a country with a low level of resources and without other major donors providing assistance to IE.

4.4.5.3 Kosovo

In addition to mainstreaming children with special needs with the assistance of itinerant teachers, Kosovo uses instruction in attached classes (AC) in regular schools (integrated class). These classes contain a diversity of children with different special needs and are taught by a special education teacher. The number of schools with attached classes has increased from 2002 to 2013 from 27 to 50. Attached classes were intended to provide an easy step to a mainstream classroom. However, on aggregate, the policy has had the opposite effect: The data received from the resource centers and schools shows that 28 children were transferred from attached classes to mainstream classes, whereas 133 were transferred from regular classes to attached classes. Research conducted by the Pedagogical Institute (Cërmjani et al. 2008) showed similar findings. Since 2014 the MEST has decided not to open any more attached classes and to transfer the current students to regular classes or support them until grade 9. This puts more pressure on the municipalities.

4.4.6 What contextual variables (or enabling conditions) are particularly influential in the country/regional programs?

As Finland has limited resources, commitments and resources from partner governments and other donors are critical to scale up IE programs. Where these commitments materialized, as in Bolivia, programs have been more successful and sustainable. Where they have not, as in Ethiopia, there has been a gap between aspirations and actual outcomes. Economic growth does not automatically translate into gains in IE unless governments make such gains a priority.

4.4.6.1 Andean Region

At the onset of EIBAMAZ, the situation in Bolivia, though favorable to IBE, was not as advanced as that in Ecuador. Linguistic and cultural policies did not have strong and explicit guidelines in this country (López, 1999). Yet, the pro-

Commitments and resources from partner governments and other donors are critical to scale up IE programs.

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ject started at the same time as the coming to power of President Evo Morales, himself a member of an indigenous group, and IBE was an important priority for the new government and also had strong international support and high participation of indigenous community leaders. Programs in Bolivia appear to be largely sustainable. On the other hand, in Peru where legislation was initially favorable, there was little government support at first, but support grew significantly over the course of implementation. In contrast, in Ecuador government support has dropped substantially and sustainability now appears at risk.

4.4.6.2 Ethiopia

Ethiopia's economy has experienced strong and broad-based growth over the past decade, averaging 10.8 percent per year in 2003-2012, but the country started at a low base and its per capita income is only $505. Growth has reduced poverty and contributed to educational gains overall. Primary school enrolment rose from 3.7 million in 1997 to 15.8 million in 2009/10. 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 (as of 2011 estimated, in an MOE/UNICEF study, to be 3 million), and the government has not yet made IE a main focus of educational funding. For example, the government continues to use an unrealistically low estimate of only 1.09 percent of children as having special educational needs.

4.4.6.3 Kosovo

Kosovo is one of the poorest areas in Europe, and it had to develop a new set of governing institutions after the civil conflict that resulted in its separation from Yugoslavia. Still, Kosovo is far higher in GDP per capita than most developing countries, and the resource challenges it faces regarding inclusive education are far less severe than those of the poorest countries in Africa, including Ethiopia.

4.4.7 To what extent have the Finnish-supported inclusive education interventions influenced (led to) improvements in the participation and learning of target group students? (Testing and adjusting the Theory of Change).

Note: Material for this section was covered under core evaluation questions #3, section 4.3.

4.4.8 Summary findings for Question 4

In all three countries or regions, Finland has contributed to increased emphasis on inclusive education in ministries of education and their stated policies. A sustained effort to develop linkages with universities, and to empower NGOs working with indigenous groups and children with disabilities has led to greater emphasis on inclusive education, though not yet to development of strong technical capacity. Many teachers were trained and many materials developed through the programs supported by Finland, but with few exceptions, this has not yet led to major changes in classroom practices or learning outcomes for children. This appears to have been a design flaw in that there was minimum provision for monitoring classroom level changes in teacher behavior or in stu-

Design flaw in that there was minimum provision for monitoring classroom level changes in teacher behavior or in student learning.

dent learning. The project design also appears to have underestimated the lag that typically occurs in reform efforts between introduction of changes in training and materials, and the translation of those changes into improved learning outcomes. An example would be that the EIBAMAZ countries registered systematic improvements in classroom communication patterns, with far greater use of indigenous languages. These improvements can be expected over time to contribute to increased student learning.

4.5 How sustainable have Finnish-supported inclusive education programs been? (Core Question 5)

The fifth evaluation question developed by DPMG for this study explores the issue of long-term impact: "How sustainable have Finnish-supported inclusive education programs been?" This question will be addressed in this report by considering the findings of the three case studies, as well as the desk study notes that were prepared for this evaluation.

Sustainability is often confused with scalability but the distinction between the two is important in a consideration of Finnish programs. A program can be considered sustainable if it contributes to permanent change in processes, belief systems, service delivery or outcomes. Scalability is one aspect of sustainability where the goal is to extend initial findings or outcomes to a broader group.

4.5.1 Ethiopia

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.

1. Greater attention must be given to creating management capacity for SNE/IE from federal to regional and woreda levels;

2. 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.

4.5.2 Kosovo

Respondents consistently state that Inclusive Education is included as a priority in the core education strategies and laws largely due to Finnish support. The FSDEK project supported development of in-country expertise and there

is an operational Special Needs Unit (SNU) in the MEST. The majority of the teachers trained by the Finnish projects work in the education sector. However, financial sustainability and the sustainability of capacity development efforts remain a concern. After Finnish support ended, the Professional Development Programmes were not continued, and Reading Clubs, which seemed to have an impact on reading skills, were discontinued. However, negotiations between with the MEST and the Faculty of Education of the University of Pristina are underway to review the Professional Development Programme with the goal that it be delivered by the newly established In-Service Training Centre.

4.5.3 Andean region

According to interviews conducted as part of this evaluation, there are many new educators formed with EIBAMAZ who are strong advocates of their culture. There are rural networks supporting indigenous teachers, something that didn't exist before EIBAMAZ. These individuals are now called on regularly by the Ministry of Education and by other projects to provide their expertise on IBE. In Peru in particular, materials are produced by indigenous centers on a regular basis and are available in schools, even if teachers need more support on how to use them. This is an important development consistent with the Theory of Change developed by DPMG for the Inception Report of this evaluation: the strength of indigenous organizations is an enabling condition that will be a long-term determinant of sustainability.

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

4.5.4 Good Practices that Should Be Kept Operational

Sustainability means in part keeping in operation practices that have proven to be effective and desirable. Our desk and case studies, and the conclusions we have drawn from them, suggest a number of good practices that MFA would do well to sustain (and perhaps build on) in the future. The list draws from this synthesis report as well as the three case studies.

Box 1. Good practices that should be kept operation

- Efforts by MFA's NGO partners to encourage partner country NGOs/DPOs to take stronger positions and more active roles in inclusive education mainstreaming and influencing national policies and plans; deepening these agencies' knowledge and expertise in inclusive education (policies, strategic plans, and interventions).
- MFA's NGO partners providing grants for NGO/DPO empowerment especially concerning strategic issues (advocacy for persons with disabilities and support

Financial sustainability and the sustainability of capacity development efforts remain a concern.

In Peru in particular, materials are produced by indigenous centers on a regular basis and are available in schools.

programs; relevant national policies, better funding in support of disabled persons/inclusive education).

- Embassy professionals supporting communications and complementarities across NGOs, bilateral program implementers, and government decision-makers in support of the rights of disabled persons and/or inclusive education (e.g., through inclusive education "task forces").

- The lobbying by MFA headquarters professionals in key sectors (at least education, health and social) for the mainstreaming of support for disabled persons at the project design and approval stage in disability relevant projects (bilateral/multilateral/multi-bilateral).

- Finnish international leadership as champions for the human rights of disabled children (e.g., through Global Disability Diplomacy) to keep/strengthen the rights of disabled persons on UN agency agendas and those of other multilateral (like UNICEF and GPE), bilateral, SWAps, and global nongovernmental organizations, emphasizing the urgency of the cause and examples of policy alignment/mainstreaming.

- Local NGO work on inclusive education in remote regions (out of the reach of government programs) through the Finnish grant-making foundations.

- Engaging students with special needs and their families, with the help of local organizations advocating on their behalf, to learn of their needs and to empower them by making them aware of their legal rights, of programs and resources, and of information that they can use to get teachers, schools, NGOs, donors, and governments to respond to their needs. Empowering families to be their own best advocates (example: EIBAMAZ).

- MFA supported programs in universities (those in Finland and in partner countries) to create a critical mass of national experts in inclusive education and other fields with a disability focus, having the capacity to replicate and expand itself (train a new generation).

- "South-south" sharing and mutual support across a growing community of inclusive education/disability experts in regions where MFA is active.

- Inclusive teacher training programs in partner countries which could be shared with neighboring countries (training modules, etc.) via workshops and regional training programs.

- Scholarships for persons with disabilities to become teachers (as role models). There are "godmother programmes" run by partner organizations focusing on school age kids, but such programs could be targeted at higher education also.

- Giving talented indigenous scholars in culturally marginalized areas opportunities to do research and use their epistemological knowledge as an important research tool.

- Validating and elevating the contribution of the indigenous scholars by supporting the recording and publication of their research findings.

- Providing indigenous people with opportunities to study at the tertiary level (three universities in the three EIBAMAZ countries have already done so) and continue the building of networks of indigenous professionals in the social sciences.

4.5.5 Summary findings for Question 5

- Finnish contribution to the eventual extension of human rights to a broader group of beneficiaries is an appropriate consideration in the evaluation of sustainability. Such contributions have been found in the form of proof-of-concept interventions, advocacy campaigns, establishment of policy frameworks, etc.

- Given the limited scale of Finnish development cooperation, the actual scaling up of proven approaches did not occur and may have been unrealistic.

- A number of good practices in inclusive education and in other ways supporting the rights of disabled persons have been identified through this evaluation which it would be advisable to sustain into the future.

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

This core question is addressed below drawing from Desk Study #2 (Disability) and our three inclusive education case studies.

4.6.1 Modality mixes and their effectiveness

Over the decade 2004–2013, MFA supported countries in their efforts to expand and improve inclusive education through many different mixes of modalities (NGO-mediated, bilateral, multilateral). In some countries, there was only one modality used (e.g., Kenya only NGO; Montenegro only bilateral); in others, two or all three (NGO and bilateral: Kosovo and Ethiopia; NGO, bilateral, and multilateral: Ecuador) It was not necessarily the case that the confluence of NGO and bilateral support means more effectiveness: in Kosovo it did so, in the sense that bilateral and NGO support complemented one another in ways that strengthened the overall effort; however, in Ethiopia this was mainly not the case – work though the two modalities (except the most recent) was not connected. In the example of Ecuador, support through both Finnish NGOs and the Inter-American Development Bank was for disabled children; but the bilateral grant from Finland was in support of multicultural bilingual education (EIBAMAZ), and therefore not related. Clearly, these examples do not suggest that one mix is better than the other or that the more modalities the better. The important lesson is that the best mix is the one that most effectively covers all three tracks of the triple-track strategy. Comprehensive bilateral programs can cover all three (like those in our case studies), but they can be strengthened by complementary NGO support (as in the case of Kosovo) which can contribute more (local) advocacy work and targeted additional support and services.

4.6.2 Different modalities in mainstreaming inclusive education

Mainstreaming inclusive education has taken many forms, for example, working with governments to highlight inclusive education (and related human rights concerns) in national education plans or poverty reduction strategies. For this, all three modalities have played their roles: NGOs and bilateral though local advocacy work and policy dialogue, and multilateral by creating UN conventions and/or international fora (like the African Union "Disability Architecture"). In the early days of Kosovo's independence, the MFA project helped the government to create a new special needs education strategy and put it into the education sector plan; involved also were local NGOs, some also supported by MFA, like HANDIKOS.

4.6.3 Mixes in mainstreaming inclusive education as a cross–cutting objective

The mainstreaming of inclusive education of the kind envisioned in MFA development policy documents where concern for disabled children is a cross-cutting objective in all kinds of disability-relevant programs has been rare – there were only a handful of them on record last decade (including the two SWAps and bilateral programs in Palestine and Mozambique) and some multinational ones this decade (including one supported by the Inter-American Development Bank) but these are not as prevalent as they could be. The Social Sector has put forward three projects that have exemplary features in which disabled persons are mentioned among the possible client groups. The education sector could be more proactive about getting disability issues addressed in more education programs that are not mainly about disability.

4.6.4 The Sector–Wide Approach (SWAp) as a mixed modality for inclusive education

Finnish development cooperation has also been drawn into multi-agency collaborations at the country level (Sector-Wide Approaches) whose contributors include bilateral and multilateral agencies and NGOs, and which employ the strategies of pooled funding and budget support. A decade ago, Finland's bilateral support for inclusive education in Zambia morphed into participation in a large Sector-8Wide Program (SWAp), under the assumption that the partnership would continue supporting inclusive education in that modality; likewise, Finland joined the SWAp in Ethiopia (General Education Quality Improvement Program – GEQIP) under the assumption that it would keep up an interest in inclusive education. In both cases, the SWAps concentrated on their large-scale development objectives and strategies and left inclusive education programs and outreach to disabled children on the margins. In both cases, to keep education for disabled children alive, the MFA created complementary bilateral programs focused on inclusive education. A second phase of GEQIP was preceded by a "Social Assessment" (funded by DfiD) which covered educational participation of disabled children, but the project still did not pick the theme up in any substantial way, which means that MFA support to inclusive education will continue mainly through its current bilateral program through its completion in 2017, after which, according the Embassy staff, MFA is keeping its options open.

4.6.5 Mix of modalities and improved educational outcomes for the marginalized?

The part of the question about improving inclusive education outcomes is a sensitive one in this evaluation since MFA's long-lasting bilateral support programs (accompanied by NGO contributions) have not been found to have created a healthy surge in participation and learning by the formerly excluded groups. This suggests the need for a recommitment to increased participation and learning outcomes for linguistic minorities and persons with disabilities.

4.6.6 Summary findings for Question 6

The most effective mix of modalities for inclusive education is the one which covers all three tracks of the triple-track strategy. Bilateral projects can cover all three but are often strengthened in that purpose by adding coordinated NGO support particularly for strengthening advocacy at the local level and targeted additional support and services. Multiple modalities have been used for mainstreaming special needs/inclusive education but instances of mainstreaming them as cross-cutting objectives are not as prevalent as they could be. SWAps have so far not been a successful modality mix for supporting inclusive education and when they have been invested in by MFA they have had to be supplemented by bilateral projects to keep inclusive education alive.

4.7 Emerging Policy Issues from the Discussion of Evaluation Findings in Helsinki, June 9–10, 2015

Over two presentations and one webinar in Helsinki on June 9-10 and the discussions that followed, important policy issues emerged, in part addressing the possible consequences of impending substantial budget cuts in the coming fiscal year at the MFA (and all other government agencies). Adding the points made during the meeting to our evaluation findings and conclusion, we have elaborated some emerging general policy concerns and implications. With reference to DPMG's Theory of Change, these policy implications are particularly significant in clarifying the enabling conditions needed for MFA to contribute fully to the emergence of inclusive education systems, inclusive classroom teaching, and improved learning for all children.

Within the context of potential near-term budget cuts in development support, Finland will have to decide whether to continue its global leadership role in supporting inclusive education for marginalized children. Our evaluation of donor influence in this policy arena indicates that Finland has been a leading light around the world, and sometimes the only prominent donor promoting this crucial agenda in certain countries. Very few countries, if any, have the comparative advantages that Finland has to provide world leadership in this field (see section 2.3 in the Component 1 report for this evaluation). Meanwhile, unmet needs for inclusive education remain high in the developing world; all estimates in recent years suggest that being a person with disabilities is one of the two most formidable barriers to school participation and achievement (the other being social conflict). Our inquiries around Question 1, the application of HRBA, find that Finland is well-placed to continue to play a critical role in this arena.

In view of the huge scale of inclusive education needs in the developing world, as a relatively small country Finland does not have the resources to achieve fully scaled up results through direct bilateral provision of aid. The main policy position that our findings suggest would be for Finland to continue to capitalize on the expertise, moral authority and global prestige that it possesses, and, as a recognized leader in this field, leverage more material and intellectual resources from the many partners who do have the capacity to make a game-changing difference in global inclusive education.

Finland will have to decide whether to continue its global leadership role in supporting inclusive education for marginalized children.

This could start with Finland's own NGO community, which is unique in the world in the degree to which it is led by people with disabilities. Our inquiries around Question 6 have noted the important role, and potentially more strategic role, of the NGO community. This community is already channeling more than 5 million euros a year to hundreds of civil society and disabled people's organizations, but little of that money is connected directly to the bottlenecks (partly financial and partly human resources) that governments experience in implementing their well-designed, school-based programs. This low-cost solution would require that much of the NGOs work supported by MFA be targeted to key priorities and gaps identified by the leading inclusive education professionals in each country. Some of the low-cost solutions that NGOs could be involved in would be to help with the creation of needed accommodations in buildings for the movement impaired; assistance in the diagnosis of disabilities; and help with the provision of adaptive equipment such as eyeglasses and wheelchairs. This is already being done, but in a scattered way; with the help of motivated Finnish Embassy staff and the engagement of like-minded sister agencies such support could be organized so that it gradually and systematically covers the bulk of students' adaptive needs in a partner country.

Another low-cost effort would be the collection of data on the specific numbers of disabled children, the nature of their disabilities, the extent of their met and unmet needs, and basic demographic correlates (gender, age, family income, urban versus rural location, socio-linguistic identity, etc.). Our findings around Question 3–Finland's contribution to improved participation and learning gains–find that the impact has been muted in part because of a lack of data. Better data can be obtained through relatively inexpensive stratified sample surveys, something that could be partially funded by governments and other partner agencies (bilateral, multilateral (e.g., UNICEF), and NGOs). In any such surveys, care must be taken to accurately sample the children who are most difficult to find: disabled children who are not in school and who have been marginalized in society more broadly.

This would provide clearer guidance for programming and planning, and it would help resolve the huge differences in estimates on special needs children, as this is an issue area where some policy advocates have given very high estimates and some governments have given very low ones, but neither have offered detailed breakdowns by the kind and degree of disability and by basic demographic variables. In the evaluation, this gap in estimates was most dramatic in the case study on Ethiopia, where the World Health Organization suggested that 10-15 percent of children have some level of disability but the Ethiopian government estimates the rate to be 1.09 percent. Like the recent round of early grade reading assessments that revealed appallingly low reading fluency and high illiteracy rates in the developing world and motivated new policy interventions, credible, accurate, and detailed data on disabled and marginalized children can stimulate greater and more effective policy responses to this human rights issue by partner countries and their agencies, multilateral donors and organizations, NGOs, and SWAps. For example, the second phase of the GEQIP SWAp in Ethiopia is due for its mid-term review next year, and if Finland could enter the joint review with credible new data, this could unlock the support for disabled learners that it was originally committed to.

Finland could also strengthen connections with other groups such as the Global Partnership for Education, UNICEF, British DfID, USAID, Norway, and other Nordic countries, consistent with the importance of an enabling environment which leverages increased financing and stronger policy dialogue as referenced in DPMG's Theory of Change. These outreach efforts face a challenging funding environment, as after the global economic crisis many donors have cut back their support of education in the developing world. Since 2010, only one of the top ten biggest international donor countries has consistently increased its annual funding for education in developing countries, namely, Norway. Norway is a particularly promising partner for Finland's efforts on inclusive education, since in 2014 it pledged to double its aid to education and it has made "equity for marginalized children" one of its three highest priorities in the sector.

Diplomacy is further bolstered by Finnish involvement in multinational programs and trust funds. Finland was one of the first supporters of the UNDP-based Partnership to Promote the Rights of Persons with Disabilities (UNPRPD), is currently its biggest financer, and has a seat on its board. From this place of influence, Finland is able to influence the global policy dialogue and should be able to provide leadership for significantly gearing up the focus on inclusive education (equipped with new data it could soon have concerning the seriousness of the absence of disabled children from the world's schools).

National and international conferences are also relatively low-cost ways to stimulate interest and support. This may be a good time for a national conference on inclusive education in Finland, focusing on development cooperation and the furthering of cooperation and complementarities across government, non-government (including DPOs), university, and private sector actors. Regional (Nordic) and global conferences would also be timely, especially following major data gathering efforts that Finland could lead.

5 CONCLUSIONS

The following are this evaluation's conclusions based on the findings described above:

1. MFA efforts deserve credit for contributing to changes in legislation supporting inclusive education and related educational policies of partner countries; in some cases MFA was the leading aid partner or even the only partner strongly advocating for inclusive education. The programs supported by the MFA have been also effective in contributing to changed attitudes of many (but not all) administrators, teachers, and parents regarding inclusive education.

2. MFA has been successful in doubling its disability portfolio in the past decade but mainstreaming, though increasing, is still weak in part due to there being few high-level disabled persons and disability experts in the MFA and because mainstreaming disabilities is not yet obligatory.

3. Finnish-supported inclusive education programs have been more successful at changing educational policies for those with special needs than at changing educational outcomes (participation and learning) for these children, and large unmet needs remain.

4. Promoting and measuring student learning outcomes in MFA-supported inclusive education programs has not yet become a priority.

5. Many structural elements of an inclusive education system are in place (e.g., training of teachers; production of materials) but many do not function as intended and are of low quality.

6. Inclusive education programs that had support from local stakeholders, including marginalized groups and NGOs as well as governments, proved more sustainable. This factor will increase in importance if governments devolve education responsibilities to local levels, as they are in Kosovo and Ethiopia.

7. There is no ideal mix of modalities for Finnish MFA support to inclusive education, but it does seem important for the mix to cover the three tracks of the triple-track strategy and for it to optimize complementarity across them. Since the main strategy for mainstreaming at the country level, bilateral support, is withering, it should be revitalized, even if only in a few strategic locations.

6 RECOMMENDATIONS

Derived from our evaluation's findings and conclusions are the following recommendations (the entities to which the recommendations are directed are in parentheses):

1. Now that considerable success has been achieved in changing policies and attitudes, the emphasis should shift to supporting partner country governments and NGOs in implementing the programs that have been designed for improving the educational outcomes of children with special and socio-linguistic needs. More earmarked MFA support through Finnish NGOs should be targeted strategically to address specific bottlenecks and needs. (MFA/NGOs)

2. MFA should make mainstreaming of support for disabled persons obligatory in all relevant programs/ projects and should place persons with disabilities and disability experts in senior MFA positions. (MFA)

3. MFA should ensure accurate data availability in the countries where it works, including the commissioning of stratified sample surveys for use in estimating the number of children with socio-linguistic, visual, auditory, and other special needs in select countries (perhaps in partnership with other agencies). Mobilization of resources from MFA, partner agencies, and the private sector should support mapping the size and characteristics of the disabled populations in select countries as a guide to policy development and service provision. The results can both motivate partners, multilateral organizations and NGOs to make inclusive education a priority and identify how these stakeholders can, with parents and schools, make best use of resources. (MFA/Agency Partners)

4. Inclusive education programs supported by MFA need to connect SNE students to the regular curriculum and build mechanisms for tracking progress of SNE and linguistic minority students into regular reporting systems (e.g., education management information systems). (MFA/Ministries of Education)

5. MFA support, either bilateral or through NGOs, should focus on improving the quality of inclusive education implementation, including itinerant teacher performance and supervision, use of adaptive materials and devices (including individual educational programs (IEP)), and improved communications within and across schools and with parents. (MFA; relevant NGOs and NGO Partners)

6. Program design and implementation should continue to engage local stakeholders, including disabled persons and their organizations, and should give attention to building management capacity and accountability at the regional and local levels in addition to the national one. (MFA/Ministries of Education, local NGOs and DPOs)

7. MFA should replenish the bilateral support pipeline in inclusive education in a few strategic locations/programs where promise of scaling up is high to keep strategic support, model building and experimentation alive; and press for more mainstreaming in other sectors. (MFA)

8. Given likely cut-backs in spending for needed bilateral support (e.g., in continuing national programs supported over the past decade) MFA should be proactive in channeling NGO/DPO, multinational, University, municipal "twinning," and private sector resources to the urgent implementation needs in those countries. MFA should draw upon relevant Finnish embassies to assist in building complementarities (e.g., through leading inclusive education "task forces." MFA should also give far greater attention to partnering with like-minded agencies to open new channels of support for implementation of inclusive education policies. (MFA, NGOs [Finnish and local], Universities [Finnish and local], private sector [Finnish and local], municipal twinning programs)

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THE EVALUATION TEAM

H. Dean Nielsen is the evaluation team leader and provided intellectual leadership and coordination. He had overall responsibility for the reports produced for this Evaluation.

Bob Prouty is the deputy leader of the evaluation team. He coordinated the country case studies by providing guidance to the case study design, preparation and planning for the field visits, as well as inputs to the case study reports.

Raisa Ahtianen worked as a field researcher supporting the work of the team leader.

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. He provided major contributions to the various reports including the synthesis report.

Vanessa Castro was the team leader for the Andean Region case study. She was responsible for carrying out the field work in Ecuador. She worked jointly with Desirée Pallais to carry out the field work in Bolivia and to write the Andean Region case study report

Desirée Pallais was the deputy team leader for the Andean Region case study. She was responsible for carrying out the field work in Peru. She worked jointly with Vanessa Castro to carry out the field work in Bolivia and to write the Andean Region case study report.

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 Fountain Management Consultancy based in Addis Ababa, Ethiopia. She had the responsibility of drafting the Ethiopia case study.

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

Raisa Venäläinen was the team leader for the Kosovo case study, and for leading the field visit which was implemented in collaboration with Ardiana Gashi. She had the responsibility of drafting the Kosovo case study.

Ardiana Gashi was a member of the Kosovo evaluation team, with responsibility for data collection at the local level.

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 inclusive education in Kosovo and the Andean region (Components 2 and 3) cover the entire time frame of Finland's development cooperation in those countries/regions (please see below).

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

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

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

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

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

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

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

5 ISSUES BY EVALUATION CRITERIA

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

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

Effectiveness

- Considers how the HRBA has been applied in Finland's development cooperation and identifies main lessons to enhance the application of HRBA.

- Assesses the choice and mix of development cooperation modalities to enhance inclusive education.

- Considers the extent to which the promotion of rights of people with disabilities has been mainstreamed in Finland's development cooperation how it can be strengthened.

- Analyses the extent to which the cross-cutting objectives have been incorporated into the cooperation and how this has affected the results and the inclusiveness of the cooperation.

Sustainability

- Assessment focuses on if leadership, ownership and capacity have been supported to strengthen sustainability of development cooperation in the partner countries. Analysis also considers how participation of men and women as well as different beneficiary groups has been organized.

- Analyses the extent to which the Finnish cooperation in inclusive education is integrated in the partner countries overall policy/strategy and programmes.

Impact

- Assesses to the extent possible the wider achievements of the Finnish cooperation in strengthening inclusiveness and especially inclusiveness in education as well as the reduction of poverty and inequalities.

- For Components 2 and 3 only: Assesses to the extent possible the impact of Finnish development cooperation in Kosovo and Andean region.

Relevance

- Considers what is understood by inclusive education in Finland's development policy and cooperation and how the thinking of inclusive education and inclusive development has evolved. The analyses also consider if the thinking is aligned with international understanding of inclusive development and education.

- Analyses the extent to which Finland's cooperation is in line with contemporary best practices and international understanding on inclusive development and inclusive education.

- Analyses the extent to which Finland's cooperation in inclusive education is relevant to the development objectives of the partner countries/regions and the extent to which Finland's cooperation is coordinated with other development partners and partner countries' programmes.

- Analyses the extent of which Finland's cooperation to promote rights and possibilities of persons with disabilities is relevant to the objectives of partner countries/regions.

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

Effectiveness

- Focuses on the achievement of project's immediate objectives.

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

Sustainability

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

- Assesses if the project/programme exit has supported the sustainability of the benefits produced.

Impact

- Assesses the progress towards achieving the overall objectives of the projects/programmes taking also into account the aspects of strengthening regional integration.

- Analyses the overall impact of the projects/programmes, intended and unintended, positive and negative.

- Focuses on how the impact is perceived by the different beneficiary groups with the particular focus on the final users and groups.

Relevance

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

Efficiency

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

6 GENERAL APROACH 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

Anttila, Ulla, Executive Director, KIOS (Finnish NGO Foundation for Human Rights)

Eskonheimo, Anu, Programme Officer, Horn of Africa, MFA

Heinonen, Marjo, Executive Director, Abilis

Karakoski, Jussi, Senior Adviser, Development Policy, MFA

Katsui, Hisayo, Adjunct Professor, Helsinki University; Research and Development Manager, Abilis Foundation

Koistenen, Mari, Programme Advisor, Disability Partnership Finland (former FIDIDA)

Konkkola, Kalle, Abilis

Lahtinen, Matti, Senior Officer, Unit for Civil Society, MFA

Lehtomäki, Elina, Senior Researcher, University of Jyvaskyla

Malm, Anja, Executive Director, Disability Partnership Finland (former FIDIDA)

Nevalainen, Helena, KEPA

Nissilä, Jyrki, Director, Unit for Civil Society, MFA

Pulkkinen, Jyrki, Director, Development Evaluation, MFA

Sario, Katariina, Senior Advisor, Development Policy, Vulnerable groups, MFA

Takala, Sanna, Senior Advisor, Development Evaluation, MFA

Tan, Susanna, Head of Program Development and Quality, Save The Children Finland

Wallendahl, Asa, Senior Adviser, Development Policy, The rule of law and human rights, MFA

Wiman, Ronald, Development Manager, National Institute for Health and Welfare (THI), Ethiopia

ANNEX 3: DOCUMENTS CONSULTED

Andean Region

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