EVALUATION OF INCLUSIVE BASIC EDUCATION IN THE UNICEF COUNTRY PROGRAMMES 2012-2016 AND 2017-2021

Evaluation Report

Cover: CDC student from Moron school

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PROMAN

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DEFINITIONS

Diversity	People's differences – which may relate to their race, ethnicity, gender, sexual orientation, language, culture, religion, mental and physical ability, class or immigration status.
Equity	Ensuring that there is a concern with fairness, such that the education of all learners is seen as being of equal importance.
Gender equality	The understanding that women and men have equal conditions for realizing their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development.
Inclusion	A process that helps to overcome barriers limiting the presence, participation and achievement of learners.
Inclusive education	The process of strengthening the capacity of the education system to reach out to all learners.
Individual education plan	Written plan/programme with input from the parents that specifies the student's academic goals and the method to obtain these goals.
Integration	Learners labelled as having 'special educational needs' are placed in mainstream education settings with some adaptations and resources, but on condition that they can fit in with pre-existing structures, attitudes and an unaltered environment.
Mainstreaming/ Mainstream education	The practice of educating students with learning challenges in regular classes during specific time-periods based on their skills.
Special education	Classes or instruction designed for students categorized as having special educational needs.
Special educational needs	A term used in some countries to refer to children with impairments that are seen as requiring additional support.
	UNESCO 2017

ACRONYMS

ADB	Asian Development Bank
CDC	Child Development Centres
CFS	Child-Friendly School
CO	Country Office
DSSC	Development Support Service Centre
CP	Country Programme
CRPD 2006	United Nations Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organisation
EAPRO	East Asia and Pacific Regional Office
ECD	Early Childhood Development
ECE	Early Childhood Education
EMIS	Education Management Information System
ESIS	Education Sector Information System
GFA	Geographical Focus Areas
GRAH	Gender-Responsive Adolescent Health
GoM	Government of Mongolia
HRBA	Human Rights Based Approach
IEP	Individual Educational Plan
ITPD	Institute for Teachers' Professional Development
JICA	Japan International Cooperation Agency
MDG	Millennium Development Goal
MECSS	Ministry of Education, Culture, Sports and Science
MNT	Mongolian Tughrik
MSUE	Mongolia State University of Education
NFC	Non-formal Education Centres
NFE	Non-formal Education
NGO	Non-governmental organisation
OOSC	Out of School Children
PCA	Programme Cooperation Agreement
SDG	Sustainable Development Goal
ToR	Terms of Reference
UNICEF	United Nations International Children's Emergency Fund
WB	World Bank
WASH	Water, Sanitation and Hygiene
WHO	World Health Organisation

Map of Mongolia and Programme target areas

Targeted Province and Districts of Country Programme 2012 – 2016

Targeted provinces of Country Programme 2017 – 2021

EXECUTIVE SUMMARY

Purpose and Objectives of the Evaluation

The purpose of this formative "Evaluation of Inclusive Basic Education in the UNICEF Country Programmes 2012-2016 and 2017-2021" is to provide evidence-based information about the results achieved as well as lessons learned. The evaluation findings and recommendations will feed into the forthcoming UNICEF Mongolia's Mid-term Review and the next country programming as well as into decision-making on education policies and processes in Mongolia. The intended users of this evaluation are UNICEF Mongolia, Ministry of Education, Culture, Science and Sports (MECSS) and development partners. It is also aimed to help the other stakeholders such as line ministries and Civil Society Organisations as well as development partners engaged in the education sector to plan, implement and monitor their inclusive education related interventions.

The objectives of the evaluation are to:

1. Examine UNICEF Mongolia's engagement in policy level activities for improving a policy environment for supporting inclusive education;
2. Analyse UNICEF Mongolia's technical assistance and support for review and improvement of pre-service and in-service teacher training curricula and teacher training institutes' liaison with regular general education schools for supporting special education within inclusive education settings;
3. Assess UNICEF Mongolia's inclusive basic education interventions implemented in its geographical focus areas (GFA); and
4. Assess the complementarity of UNICEF's interventions to the overall Mongolia's agenda for universal education.

The evaluation has both summative and formative elements. Firstly, the evaluation assessed the end results of the Inclusive Basic Education interventions implemented during Country Programme (CP) period 2012-2016, and secondly, it assessed the status of Inclusive Basic Education interventions of the current CP 2017-2021, which is currently half way through its implementation.

Description of the intervention evaluated

The overall objective of the Inclusive Basic Education interventions is to promote universal access to education for the most disadvantaged children in Mongolia. Activities have been targeted to children from ethnic-linguistic minorities and monk boys, and the main focus of the interventions is children with disabilities, who, according to UNICEF, are the most disadvantaged in terms of education access in Mongolia. The interventions were implemented by UNICEF Mongolia Country Office (CO) in partnership with MECSS and local partners.

The main implementation strategies include evidence creation, policy dialogue and advocacy; capacity development and support to local level interventions. Local level interventions were implemented during 2012-2016 in six general education schools and four Non-formal Education Centres (NFC) in Khuvsgul province and Nalaikh district (a remote district of Ulaanbaatar). During the current CP 2017-2021 six schools in Bayankhongor, Gobi- Altai and Zavkhan provinces and Bayanzurkh district are supported. These local level interventions include conducting out-of-school children studies, the training of education officials and supporting the establishment of Child Development Centres (CDCs) in selected mainstream schools. In addition, four Non-formal Education Centres (NFC) have been supported in the target areas to provide an enabling environment to students enrolled in equivalency programmes of out-of-school-children. The upstream activities at national and subnational level included the provision of technical assistance to policy dialogue, capacity development and the review of teacher pre-service and in-service training curricula. Comprehensive financial data on the interventions was not available to the evaluators as the activities were financed from different programmes.

Evaluation Methodology

The evaluation used mixed-methods including in-depth document review, policy analysis, semi-structured interviews, focus group discussions and observations to gather information from a broad range of stakeholders. Data on enrolment of students with disabilities was collected from all supported schools. Students, their parents, and teachers in CDCs as well as school administrators and support staff of the supported schools were interviewed. A teacher survey was conducted among mainstream teachers in nine targeted schools to get an overview on how they perceive inclusive education. For the purpose of this evaluation, a total of 29 policy documents and laws were reviewed, and a total of 351 individuals were engaged as informants in 150 face-to face interviews and 7 focus groups. The Outcome Harvesting method was employed in the interviews and focus groups to collect evidence of what has changed ("outcomes") and then, working backwards, to determine whether and how the intervention has contributed to these changes. The evaluators visited nine out of 12 educational institutions (schools and NFC) supported by UNICEF covering schools both in urban centres and rural soums (districts) equally. The evaluation criteria of relevance, effectiveness, efficiency and sustainability, and equity issues were applied and triangulation was used for data analysis.

Main Findings and Conclusions

Relevance: The objectives of UNICEF's support to inclusive education have been, and are still valid, particularly since the presence of groups of children whose right to education is not being realised. The relevance for supporting inclusive education might indeed be even higher than before as inclusion and equity are at the emerging stage in education sector development in Mongolia. However, a common framework for Inclusive Education is needed, taking into consideration the specificities of Mongolia being a least densely populated country with a nomadic population. This framework should be developed in line with the current understanding of inclusive education, which refers not only to the enrolment of a child in an education institution but also takes into consideration the removal of all barriers for learning and social inclusion.

Effectiveness. The MECSS data shows a decline of enrolment of children with disabilities during the evaluation period 2012 – 2018. This finding may well be related to the improved data recording mechanisms as, since 2016, there have been more specific definitions available for teachers to record students with disabilities in the education data-base. Despite these declining trends in enrolment, the evaluation found evidence that the provision of learning opportunities has brought to many school children who formerly would have been excluded from the education services.

Currently, 229 children with disabilities are registered (39% female) in the supported schools. Most of them (68%) study both in Child Development Centres (CDCs) established through UNICEF support and in mainstream classes in the regular schools. However, the evaluation found that only 37% of those children attend school regularly and this obviously affects learning outcomes. Furthermore, it was observed that support is targeted to the CDCs in a segregated education setting rather than to the mainstream classes where inclusion is expected to take place. More efforts are needed to ensure that the concept of inclusive education is translated into pedagogical practices and learning outcomes both in CDCs and in regular classrooms.

UNICEF Mongolia has also supported the production of textbooks and instructional materials in minority languages and training of teachers in bilingual teaching methodologies. The follow-up survey showed that mother tongue reading and writings skills have improved and the survey reveals that those improvements can be attributed to UNICEF's interventions. Notwithstanding this relevant achievement, it is necessary to underline that the performance in the Mongolian language within this targeted group has declined.

At the policy level, the value-added from the UNICEF Mongolia has been the contribution to the adoption of a rights-based inclusive policy/legal framework for Mongolia's education sector, although the overall achievements at the policy level are modest. The implementation approaches need to be closely examined

as, for instance, the support to EMIS to track categories of children with disabilities effectively is not in line with the principles of inclusive education, which focus more on systemic barriers rather than types of disabilities.

Teacher training and advocacy have yielded positive results in the targeted schools. According to a survey which was conducted as part of this evaluation, teachers in the supported schools (88%, n = 106) are of the opinion that every child should be educated in a mainstream school environment. This finding is different to the results of another survey implemented in schools which have not been engaged in any inclusive education related activities. Indeed, in that baseline survey most of the teachers and parents held the view that, although children with special needs have a right to study at regular schools, studying in special schools would be more beneficial to them.

The mainstream teachers consider that, in order to put inclusive education into practice, clear regulations, tools and instruments for adapted learning are needed. They would also desire to enhance their capacities on how to identify and assess learning difficulties and to adapt learning outcome assessment methods. The evaluation findings also point to the need to focus on social interaction at the school level as, according to the teachers, the mainstream students might have negative attitudes and stereotypes towards children with disabilities.

In terms of the CP 2017-2021, the evaluation found that some progress is being made, but in order to achieve this intermediate outcome as stated, additional actions are needed, for instance to the revision of teacher training curricula. The evaluation also considers that, in order to put the revised teacher training curricula into practice, teacher trainers need to be exposed to different inclusive education models and practices, as the experience and expertise is at present limited.

Efficiency. The capacity development of teachers has been implemented in an efficient manner by engaging local NGOs, but the stakeholders considered that the refurbishment of CDCs was an expensive investment with no clear purpose and that the intervention would have benefitted from better coordination of activities in form of a Steering Committee or Task Force. Committed leadership, support from provincial authorities and committed CDC teachers have been the main factors influencing the achievement of the targets at the local levels. Partnerships with MECSS, development partners and CSOs have successfully been established and used for the implementation of the activities.

The role of special schools in the inclusive education system is not fully recognized. Complementarity with other interventions supported by development partners exists, although more coordination would be needed in the selection of target schools so that better coverage could be achieved. The programme has not taken full advantage of UNICEF's multi-sectoral approach, which would enable reinforcing synergies and coordination including inclusive education as a crosscutting topic for all UNICEF supported programmes, including health, WASH and adolescent programmes.

Equity. UNICEF Mongolia has applied equity-focus in the planning and targeting of its interventions. Out-of-school Children studies were conducted to identify the worst-off children. These studies found that, while children with disabilities overall belong to the most vulnerable, there is also vast diversity within the specific groups of children with disabilities, and between different disability groups. While an equity focus was followed in the planning phase, and some activities were targeted to the most vulnerable, it has not been applied fully in monitoring and reporting.

Sustainability. The activities of CDC have continued in Khuvsgul and Nailakh after the project funding ended although the outreach services, which address the worst-off children, have been scaled down in the absence of additional funding. The operational costs of the CDCs, including CDC teacher salaries, are included in the regular school budgets but no additional funding has been allocated to inclusive education in targeted provinces. With the support from UNICEF, additional funding from the Local Development Funds were obtained in Khuvsgul and Nailakh during 2012-2016, although the projects only marginally funded targeted children with disabilities. In the current target areas, only a few schools plan to apply this funding, which is

available on project basis. So far, initiatives to establish partnerships, for instance with the private sector, have not been reported. The MECSS has issued an administrative order which aims to institutionalise CDCs as resource centres in mainstream schools.

Recommendations

Based on the evaluation findings, and after drawing the conclusions, the evaluation team drafted recommendations targeted at MECSS, UNICEF Mongolia and for the remaining period of the programme implementation until 2021 and beyond. The recommendations are presented below by evaluation criteria and with reference to the implementation period: *short term* (by 2020); *medium term* (by the end of the current programme till 2021) and *long-term* (for the next UNICEF CP period). Categorization by priority (high/ medium) and by type of recommendation (strategic/ operational) is presented in Chapter 8 of this report. Recommendations for the forthcoming Mid Term Review are also provided. The Reference group validated the key conclusions and recommendations and provided its inputs.

RECOMMENDATIONS TO UNICEF

Relevance

Recommendation 1: UNICEF Mongolia should continue supporting the development of inclusive education by prioritizing worst-off children, particularly children with disabilities. Further work is needed to ensure that relevant data on children with disabilities on enrolment and attendance is included in the EMIS. UNICEF should continue supporting the policy development towards the development of comprehensive inclusive education policies (Long Term).

Recommendation 2: UNICEF should support MECSS to develop a Mongolian model and roadmap for inclusive education, which would cover education at all levels, including special schools, NFCs and regular schools **(**Medium term, by end of the current CP 2017 - 2021).

Recommendation 3: UNICEF, together with other development partners should support MECSS in the identification of policy gaps and follow-up ensuring that discriminatory practices are not embedded in policies and administrative orders (Medium term, by end of the current CP 2017 - 2021).

Effectiveness

Recommendation 4: UNICEF should give greater attention to participatory project design and to the setting of relevant and realistic targets and monitoring indicators. The human rights-based approach should be employed at all phases of programme cycle, engaging students with disabilities and their parents, not only as recipients of services but also as active participants in the identification, planning, implementation and monitoring of activities and programme performance.

Recommendation 5: UNICEF should support awareness raising on inclusive education with focus on disseminating information on good practices and benefits of inclusive education. A monitoring system to track the awareness among broad public and specific stakeholder groups should be developed and taken into use (Long Term).

Recommendation 6: UNICEF should review the inclusive education action plan of the current CP and revise its targets and indicators. The objective of "local model for up-scaling" should be achieved in collaboration with other partners who implement similar activities in order to capture lessons learned and for the development of a Mongolian model (Short Term).

Recommendation 7: During the current CP 2017 – 2021, UNICEF together with MECSS, MSUE and ITPD should set up a technical team consisting of national and international teacher trainers and inclusive education experts to jointly review the contents of the teacher training programmes, and with reference to international experiences, benchmark and identify gaps and development needs, to be addressed during the

coming CP period. The same technical group could be engaged in the review of the ITPD training programmes and invited to make suggestions on how to integrate inclusive education aspects in the school principals' training programmes. Similarly, reviewing the other ITPD training programmes based inclusive education principles should commence. Measures for enhancing teacher trainers' capacities should be developed and implemented (Short Term/ Medium Term).

Efficiency

Recommendation 8: UNICEF Mongolia should take advantage of its multi-sectoral programmatic approach and incorporate inclusive education principles as an explicit cross-cutting theme in all relevant UNICEF supported interventions and programmes (adolescent, WASH, social protection), with related monitoring systems (Long Term).

Equity

Recommendation 9: UNICEF should support the development of outreach services targeted to children who are not able to access education institutions. Innovative ways of providing them an opportunity to learn should be applied, such as information technology (Long Term).

Sustainability

Recommendation 10: UNICEF should support the MECSS in the establishment of sustainability measures for CDCs (including budget allocations) and follow-up the sustainability of activities in the targeted areas such as Nailahk and Khuvsgul, particularly of those activities which address the most vulnerable children, and provide advise where needed (Short Term).

RECOMMENDATIONS TO THE MINISTRY OF EDUCATION, CULTURE, SPORTS AND SCIENCE

Relevance

Recommendation 11: The MECSS should develop a comprehensive 'Mongolian model or framework for Inclusive Education' and its implementation plan. A multi-stakeholder committee, including MECSS officials, development partners, line ministries, provincial and school representatives (including special schools) and NGO representatives should be established for this task (Medium term, by end of the current CP 2017 - 2021 linked with Recommendation 2).

Recommendation 12: The MECSS should assign a working group consisting of experts and development partners to conduct a policy gap analysis with regards to inclusive education and to propose changes and amendments (see Recommendation 3), (Mid Term/ Long term, linked with Recommendations 3 and 8).

Effectiveness

Recommendation 13: The MECSS should issue and disseminate guidelines on how curriculum adaptations and adapted assessment methods can be applied both in regular schools and NFCs (Medium term, by end of the current CP 2017 - 2021).

Efficiency

Recommendation 14: MECSS, together with its partners, should review the per-capita funding policy from the inclusive education perspective and provide schools with guidelines on how the additional per-capita funds can be used for the promotion of inclusive education, if made available. Alternative funding modalities could also be explored (Long Term).

Recommendation 15: Teacher remuneration principles should be revisited. Currently, the salary of a special school teacher is 30% higher than the salary of a mainstream teacher. Teaching an inclusive class entails significant amounts of additional work, for instance in terms of lesson planning and the development of adapted materials (Long Term).

<u>**Sustainability**</u>

Recommendation 16: The MECSS should issue guidance for the establishment of the CDCs and develop minimum standards for their operations in collaboration with the development partners engaged in inclusive education development. A monitoring framework to track the implementation of the Ministerial order on CDCs should be developed (Short Term).

RECOMMENDATIONS FOR THE MID TERM REVIEW

Recommendation 17: The Mid Term Review should review how the needs of persons with disabilities at the adolescent age could be incorporated in the adolescent programme.

Recommendation 18: The Mid Term Review could explore the use of IEPs and how they are used for promoting learning gains and inclusion.

1   CONTEXT OF THE EVALUATION

1.1   Country context

Mongolia has, in 2012, a Lower Middle-Income Country status, with population of 3.24 million (NSO, National Statistical Office (2019). Out of the total population, 63.77% are under 35 years of age and 30.94% (1,002,052) are children aged 0-14 years. The majority of the population are Khalkh (85%) followed by the Kazakhs (7%) who mostly live in Bayan-Ulgii aimag. The remaining 8% of the population are all from a range of small minority groups, including the Tuva (Tsaatan), the Darkhad and the Buriad. According to the Mongolian Population and Housing Census of 2010, there are 5,169 Tuva (Tsaatan) citizens in Mongolia, which make up 0.2% of the total population of Mongolia.

Mongolia is the least densely populated country in the world with a large nomadic population. The majority of the total population live in urban and mining centres, leaving just 33.6% in rural areas (UNDAF 2017). The national average population density in 2017 was 2 people per km^2, while in Ulaanbaatar city it was 311.3 person per square km (NSO 2018). Urban centres are burdened with overcrowded classrooms and kindergartens.

Mongolia is divided administratively into Ulaanbaatar and 21 aimags (provinces). Ulaanbaatar itself is divided into districts and khoroos (city wards). The aimags are divided into districts known as soums, and soums, in turn, are divided into baghs (villages). In every aimag there is an Education, Culture and Art Department (ECAD), which oversees schools and kindergartens in their areas, and mentors' teachers on classroom management, teaching methods and student assessment.

The World Bank (2018) reports that Mongolia's economic performance improved with the GDP growth rate increasing from 1.2% in 2016 to 5.1% in 2017 and 6.1% during the first quarter of 2018. Nevertheless, development progress in Mongolia is uneven and marked by disparities between regions and population groups.

The incidence of poverty remains high and regional disparities and challenges of poverty persist. During the period being evaluated, the poverty rate declined from 27.4% (2012) to 21.6% (2015) but as of 2016, 29.6% of the population was living below the national poverty line. In 2018, the national poverty rate in Mongolia stood at 28.4% – a decrease of 1.2 percentage points from the 2016 estimate of 29.6% (World Bank 2018). Furthermore, poverty has become concentrated in urban areas where two-thirds of the total population of Mongolia live. The share of the poor population in urban areas has increased from 62.1% in 2016 to 63.5% in 2018, and more than 40% of the poor lived in Ulaanbaatar in 2018. In that year, Mongolia's human development index (HDI) achieved the 'High' human development category ranking, placed 92th among 189 countries in the global HDI (UNDP 2018).

Table 1 Poverty rate 2010 – 2018 in Mongolia

Poverty headcount (%)					
	2010	2012	2014	2016	2018
National	38.8	27.4	21.6	29.6	28.4
Urban	33.2	23.3	18.8	27.1	27.2
Rural	49.0	35.4	26.40	34.9	30.80
Region					
Western	52.7	32.3	26.3	36.0	31.8
Khangai	51.9	38.5	25.3	33.6	30.8
Central	29.9	28.2	22.2	26.8	26.1
Eastern	42.3	33.4	31.4	43.9	37.4
Ulaanbaatar	31.2	19.9	16.4	24.8	25.9

Source: World Bank 2018

By the end of 2015, Mongolia had achieved its Millennium Development Goal (MDG) targets of reducing under-five child mortality, limiting and preventing the spread of HIV/AIDS, developing new information and communication technologies and building an information society. Mongolia also made significant progress on the MDG targets related to reducing poverty and malnutrition, improving maternal health, and providing universal access to primary education. However, Mongolia fell short of achieving MDG targets such as ensuring environmental sustainability, developing a global partnership for development, promoting gender equality, and improving women's participation in political decision-making.

As a share of GDP, education sector spending has been on average 12.74% (varying from 12.07% in 2014 to 13.49% in 2017) during the evaluation period. Education services are inherently costly because of the low population density, the nomadic lifestyle of the rural population, and harsh weather conditions that necessitate substantial spending on electricity, heating, and transport.

Access to basic education is nearly universal as the Net Enrolment Rates (NER) for primary and secondary education have reached 99.1% and 96.1% (UNESCO 2019). Transition to secondary level is also high at 99% for females and 98% for males. According to UNICEF (2014) the completion rate of primary education is also high, at 97%. However, going beyond national averages and looking closely at available disaggregated data (by sex, location, wealth quintile and other determinants), it is evident that specific groups of children are being marginalized from fully enjoying their right to education in terms of access (enrolment), attendance, attainment and achievement. The main determinants for disparities in education are Income level, rural location, disability, ethno-linguistic status, migration and pre-urban location and Gender (UNICEF 2015).

According to UNESCO (2019), the number of *children out-of-school* has decreased from 7,800 to 3,000 students during the past decade (Figure 1). These children include those who never went to school and children who dropped out permanently. School drop-out rates remain high in rural areas because of the need for all household members to contribute to the household income and share household chores, as well as an inability to cover school supply costs (UNCEF 2014). According to the Education Management Information System (EMIS, there were altogether only 445 students aged 6 – 14 years who dropped out during the school year 2016/17. Nearly 70% (67%) of dropouts are boys and 95% are found in rural areas. Highest drop-out rates are found in the western region where UNICEF implements its current CP and in the Khangai region.

Figure 1 Out-of-School Children in Mongolia (in thousand)
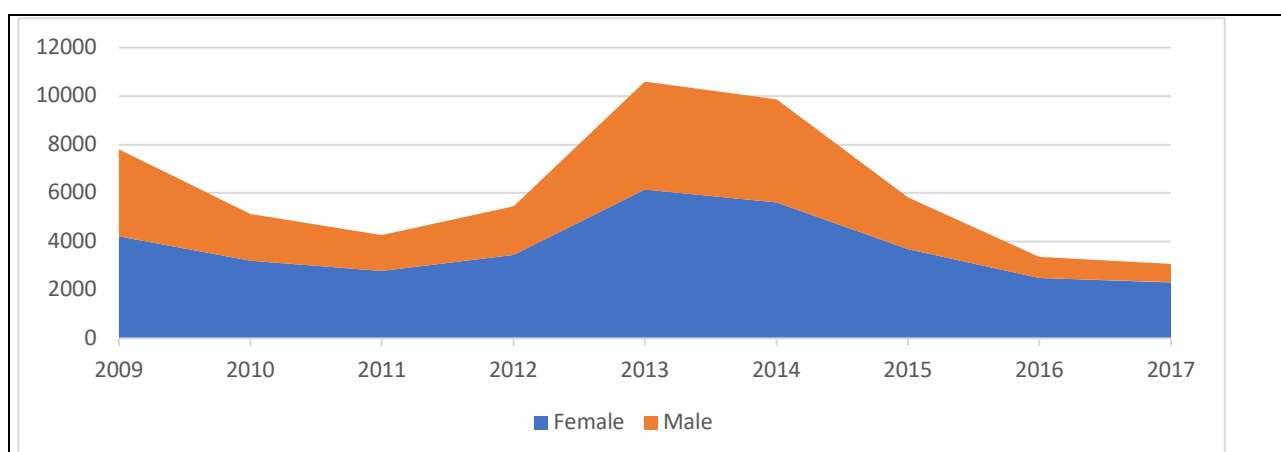
Source: UNESCO 2019

Accurate data on the number of persons with disabilities in Mongolia does not exist. WHO (2011) estimates that, in any population 10 – 15% have a disability, which would translate to 240,000 to 360,000 individuals with disabilities within this age group[1]. Using the NSO 2010 estimate on disability prevalence of 4.10% (See Table 2), in turn, would suggest that there are 98,400 persons with disabilities in this age group. Only a small proportion of this group of people has access to school.

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[1] Calculated based on 24.1% of the total population (2.4 Million) being between the ages of 10-19.

Table 2 Disability prevalence in Mongolia 2010

Disability prevalence	Total%	Female%	Male%
Total country	4.10	3.60	4.50
Urban	3.70	3.30	4.2
Rural	4.80	4.40	5.2

Source: Population and Housing Census 2010 (National statistical Office), presented in UN Disability Statistics
https://unstats.un.org/unsd/demographic-social/sconcerns/disability/statistics/#/countries

1.2 Education system

The Mongolian education system (Table 3) consists of pre-school education (kindergarten and nursery school), general education (primary, lower secondary, upper secondary), technical and vocational and tertiary education (universities). Primary and secondary education are legally free to all. The country has made significant reforms and structural changes to the education system. In 2004, the Government of Mongolia (GoM) implemented a change from a 10-year education system to an 11-year education system and in 2008, again made an amendment to the Education Law, changing the 11-year education system to a 12-year education system. The transition to 12-year education system was completed in 2016. It is, however, reported (see. e.g. ADB 2018) that these reforms have benefited mainly a small number of schools in Ulaanbaatar and aimag centres that are already better off in terms of educational infrastructure and resources.

Table 3. Structure of Primary and Secondary Education System in Mongolia

Age	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Grade					I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
Level	Pre-Primary				Primary						Lower Secondary			Higher Secondary		
Access	Voluntary				Compulsory									Voluntary		
Cost	Free (only in public schools)															

Non-formal education (NFE, also called lifelong learning) is provided to school drop-out children, adolescents and adults, vulnerable groups, and disabled citizens and those who have little to no access to education. In practice, the majority of participants in lifelong learning are non-literate people and school drop-outs under the age of 15, who want to complete their basic education through a so-called equivalency programmes delivered in the Non-formal education Centres (NFC). The NFE system reaches children with disabilities who cannot access education by providing recuperating and remedial education and offers literacy, equivalency, and life skills programmes.

According to the EMIS (also called ESIS), as of the 2016-2017 academic year, a total of 9,291 people (70% male) of different ages were involved in equivalency programme trainings which are offered at 355 local NFCs and units in 21 provinces and the capital. A total number of 1,716 students (18.5%) who were enrolled in the equivalency programme training were [locally] identified as having a disability; 30.9% of them were identified as having an intellectual disability followed by 17.5% having speech and language impairments, 16.7% having visual impairments, 15.7% having physical impairments, 14.7% having hearing impairments and 4.5% having multiple disabilities.

The majority of children attending NFE programmes comes from poor families (UNICEF 2014). Table 4 presents the enrolment trends, also showing that the enrolment of female students in equivalency programmes has decreased steadily during the past decade.

Table 4. Number of students enrolled in equivalency programmes

Total	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18

	10069	12336	11668	12024	12200	11810	11620	10067	10193	9116	NIL
Female	3693	4448	4167	4069	3953	3794	3703	3172	3240	2761	NIL
% female	36.68	36.06	35.71	33.84	32.40	32.13	31.87	31.51	31.79	30.29	NIL

Data from Ulaanbaatar municipality (Table 5) shows that, during the academic year 2018/19, there were altogether 869 students enrolled in NFC in the municipality (35.2% female). Among these students, there were altogether 67 students (7.7%) with disabilities. 10% of them were completing primary or secondary level education, but at the high school level the proportion of students with disabilities drops down to 2.7%. The Municipal authorities reported that a total number of 56 students have dropped out/ discontinued their education during the academic year, half of these drop-outs (28 persons) are students with disabilities. The most reported reasons cited for dropping-out were poverty, work, sickness, or the student's unwillingness to continue schooling. Low-performance was not identified as a reason for dropping out. Similar national level data on transition between non-formal and mainstream schools or special schools and on students who complete their education is not available.

Table 5 Students enrolled in Non-formal Education Centres in Ulaanbaatar 2018 – 2019

Education level	Enrolment		Number and percentage of students with disabilities	
	total	female	Total	Female
Primary level	300	90	31 (10%)	19 (6%)
Secondary level	308	111	30 (10%)	14 (4.5%)
High school level	261	195	7 (2.7%)	4 (1.5%)
Total	869	306	68 (7.82%)	37 (4.25%)

The number of students in NFCs is likely to increase in the future, as in 2019 the MECSS issued an administrative order for the NFCs to provide education to more severely disabled and hard-to-reach students. Implementation of this policy will require building teacher capacities, developing mobile services and addressing accessibility issues.

Mongolia has a **reverse gender** gap, meaning that boys tend to drop out from school more often than girls. However, according to a survey by National Centre to Protect the Rights of Women with Disability in 2014 women with disabilities are discriminated against in the Mongolian educational system and that their educational attainments are lower than those of women and men without disabilities. The survey also found that among the 403 women with disabilities, 76.8% had completed secondary education, only 7,6% completed higher education, and 21% had never attended schools. Women with disabilities are often confronted with difficulties and barriers in terms of access to higher education institutions, the acquisition of a university degree, the completion of a chosen vocational training programme and taking up certain careers[2].

1.3   Conceptual Understanding of Inclusive Education

In Mongolia, children with disabilities can study in special schools, mainstream classes in regular schools, special classes in regular schools. There are six special schools located in the capital city Ulaanbaatar of which four are for children with mental disabilities, one for children with visual impairments, and one for children with hearing impairments enrolling 1,535 students (42.4% girls) respectively as of the 2015/2016 academic year. There are no special schools in the rural provinces so children enrolled in specialized education services cannot stay with their families and communities if they remain enrolled in special schools.

Figure 2 Education provision for children with disabilities in Mongolia

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[2] Joint Submission of the Mongolian National Federation of the Blind, Mongolian National Association for wheelchair Users and the Mongolian National Federation of Disabled People's Organizations to the CEDAW Committee in consideration of the combined 8th and 9th periodic report of Mongolia: Responses and comments to the list of issues. CEDAW Committee, 63rd session
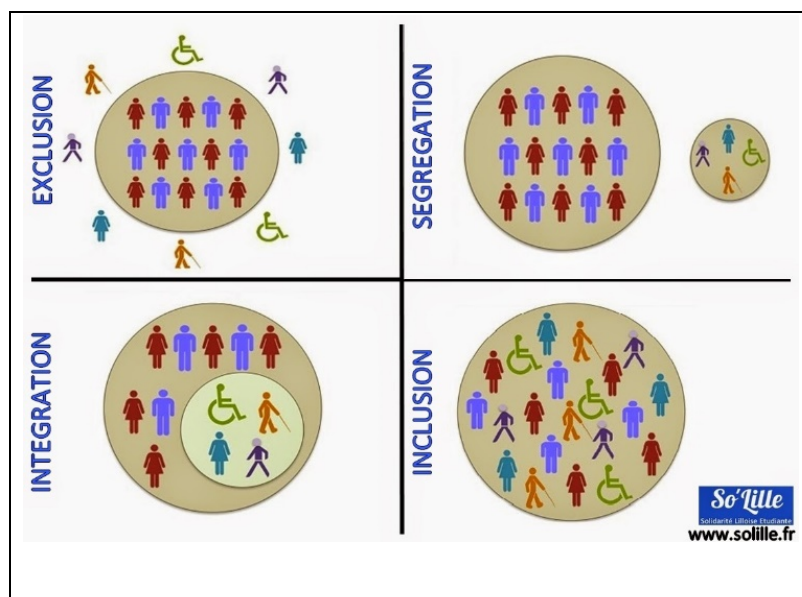
The justification for inclusive education is set out in the Salamanca Statement (1994) which states that "regular schools with inclusive orientation are the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving education for all". The United Nations Convention on the Rights of Persons with Disabilities (CRPD 2006) points out that all children with disabilities must be able to "access an inclusive, quality, free primary and secondary education on an equal basis with others in the communities in which they live," although the Salamanca Statement and later the World Report on Disability by the World Health Organization (WHO 2011) both recognize that there are "learners with multiple disabilities and more severe disabilities who continue to be educated in special schools or in special units/classrooms within mainstream settings".

The Convention on the Rights of Persons with Disabilities (2006), recognizes the right of persons with disabilities to education directed to the full development of human potential. In realizing this right, States shall ensure that persons with disabilities are not excluded from the general education system on the basis of disability and that persons with disabilities can access an inclusive, quality and free primary education and secondary education on an equal basis with others in the communities in which they live and that they receive the support required, within the general education system, to facilitate their effective education. Effective individualized support measures are provided in environments that maximize academic and social development, consistent with the goal of full inclusion, including facilitating the learning of sign language and the promotion of the linguistic identity of the deaf community and ensuring that the education is delivered in the most appropriate languages and modes and means of communication for the individual.

Inclusive education is central to the progress that UNICEF seeks to make for children with disabilities. Outcome 5 of the UNICEF Strategic Plan (SP, 2014-2017) aims at "improved learning outcomes and equitable and inclusive education" by supporting governments to strengthen education systems to include all children, particularly children with disabilities. SP 2014-2017 also stipulated targets and indicators to track inclusion and effort to extend education opportunity to children with disabilities. Since then, inclusive education has gained more prominence as a key element of SDG 4 – to "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all".[3]

In line with all human rights instruments (Universal Declaration of Human Rights, Convention on the Rights of the Child and CRPD), UNICEF views disability as a socio-political construct, and seeks to remove attitudinal, environmental and institutional barriers that result in the systematic exclusion and discrimination against people with disabilities. Related to this, the organization has adopted the position that children with disabilities are better served when educational opportunity is provided by way of inclusion, in contrast to the

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[3] The Evaluation Office (EO), at UNICEF HQ in New York 2018

segregation of children with disabilities into special schools designed for those with particular impairments, or through mainstreaming/integration whereby schools segregate children with disabilities into 'special education' classes.[4] To that end, UNICEF embraces inclusive education as the approach that promotes recognition of schools for all as institutions that celebrate differences, respond to individual needs, special or otherwise, and support learning by providing the necessary adaptations, accommodations, and modifications.

The Education 2030 Framework for Action has been adopted by the global education community to advance progress towards SDG4 and its targets. The Framework stresses the need to address all forms of exclusion and marginalization. It specifically calls for addressing inequalities related to access, participation, and learning processes and outcomes, paying particular attention to gender equality. This includes efforts to enable education systems to serve all learners, with a particular focus on those who have traditionally been excluded from educational opportunities. Excluded learners include those from the poorest households, ethnic and linguistic minorities, indigenous people, and persons with special needs and disabilities.

UNESCO (2017) states that developing policies that are inclusive and equitable requires the recognition that students' difficulties arise from aspects of the education system itself, including: the ways in which education systems are organized currently, the forms of teaching that are provided, the learning environment, and the ways in which students' progress is supported and evaluated.

2 DESCRIPTION OF THE EVALUATION OBJECT

2.1 UNICEF's support to Inclusive Basic Education in Mongolia

The **object** of this evaluation is UNICEF's support to inclusive education in Mongolia during 2012 – 2018. The evaluation covers two CP periods.

Overall objective. The overall goal of the CPs is to support Mongolia in addressing inequity in accordance with the National Development Strategy, UNDAF and Millennium Development Goals.

Expected outcomes

- The CP 2012-2016, for which inclusive basic education was an intermediate objective of the 'Integrated and Inclusive Interventions for Children Component' (Component 2), and that objective was stated as follows: "Universal access to, and utilization of, improved quality basic education, particularly by ethno-linguistic minorities, migrant children and children with disabilities in focus areas".
- The CP 2017-2021, which is partially implemented, contains a component "Inclusive, healthy and quality learning environments", with an inclusive education related outcome: "By 2021, the most disadvantaged children benefit from access to and utilization of services in an inclusive, healthy and quality learning environment".

The implementation strategies and intermediate objective are illustrated in Figure 3 and elaborated further in section 2.2 of this report.

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[4] UNICEF (2012). The Right of Children with Disabilities to Education: A Rights-Based Approach to Inclusive Education. Geneva: UNICEF Regional Office for Central and Eastern Europe and the Commonwealth of Independent States (CEECIS).

Figure 3 Implementation strategies and outputs 2012 - 2021
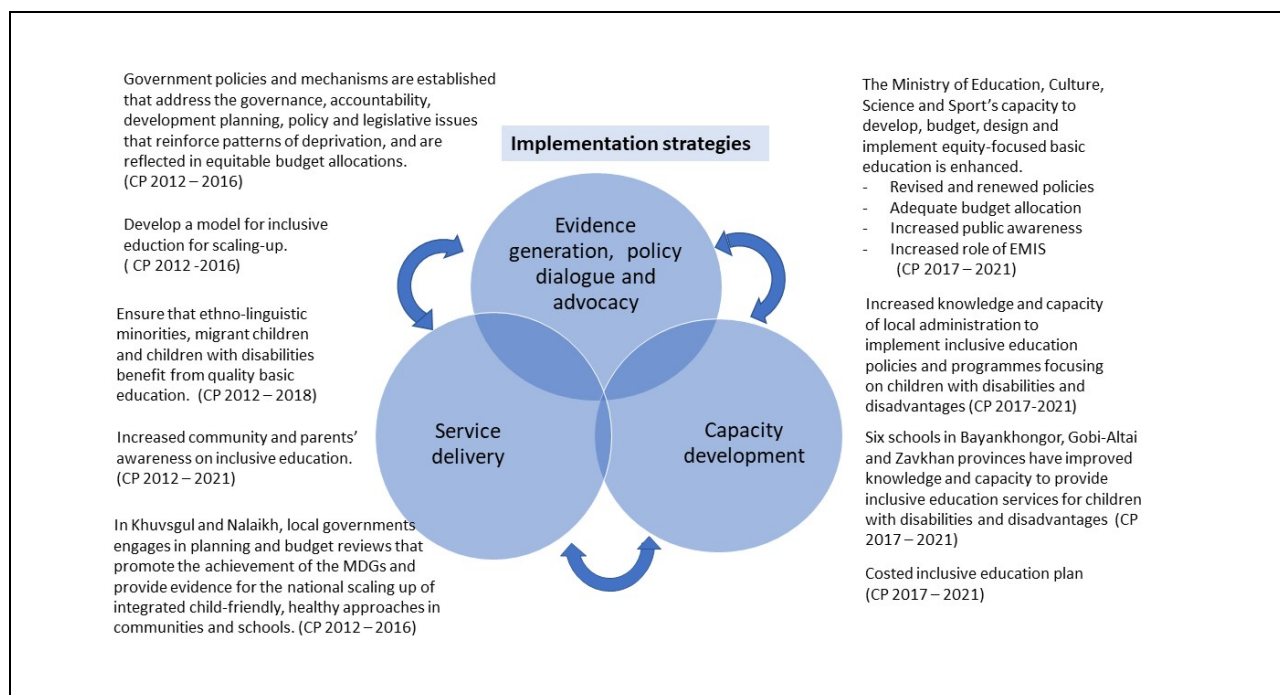
Inputs. Main inputs include technical support to the policy level, e.g. for the review of inclusive and special education issues in pre- and in-service teacher training curricula and the development of the National Programme on Rights, Participation and Development of People with Disabilities; capacity building and training and supporting establishment of CDCs in the selected schools and centres.

Target groups. The first CP being evaluated identified ethno-linguistic minorities, migrant children and children with disabilities as primary beneficiaries in the focus areas. At the time of conducting the bottleneck analysis (2016), both UNICEF Mongolia and partners had a general consensus that inclusive education, especially for children with disabilities, should be the main focus of UNICEF Mongolia's and the Government's education priorities.

Scope. During 2012-2016, local level interventions were implemented in six general education schools and four NFC in Khuvsgul province (Moron, Bayanzurkh, Ulaan-Uul and Renchinlkhumbe soums) and Nalaikh (a remote district of Ulaanbaatar). These interventions supported the establishment of Child Development Centres (CDCs) in selected mainstream schools, helping NFCs provide an enabling environment to students enrolled in equivalency programmes for out-of-school children. UNICEF provided funding for the restoration of the premises, furniture and instructional aids. During the current CP 2017 - 2021, the model was expanded to six additional schools in Bayankhongor, Gobi- Altai and Zavkhan provinces. The targeted areas are shown in the Map on Page 7.

Implementation partners. Several partners were engaged in the implementation of activities:

- Education Alliance is a local NGO which delivered training and coordinated support to the local level interventions;
- The Association for the Sign Language Interpreters and Deaf Association received funds for the enrichment and reproduction of an updated sign-language manual, related promotional materials, and Sign Language training;
- The Mongolia State University of Education (MSUE) Special Education and Inclusive Education Department and Institute for Teacher Professional Development (ITPD) benefitted from a consultancy to review the teacher training curricula. UNICEF Mongolia also procured textbooks for the Special Education and Inclusive Education library. MSUE coordinated the intern programme. ITPD was engaged in teacher training activities;
- The Institute of Education benefitted from UNICEF support in drafting corresponding laws;

- The Institute of Education Research produced textbooks in Tuva language and organized training for teachers and conducted a follow-up survey on learning outcomes;
- The Association for Wheel-chair Users and Education4all were engaged in advocacy and awareness raising activities;
- At the subnational and local levels, the main partners were provincial education authorities, schools and NFC.

Stakeholders and beneficiaries. The final beneficiaries of the inclusive basic education interventions are disadvantaged children in the targeted provinces, and, in the long-term, all children nationwide. Duty bearers are the education authorities (at central, sub-national and local levels), teachers and principals as well as parents. They have the duty to ensure that the right to education and learning for all children is realized and monitored. The contribution of the stakeholder's was "in-kind" and no cost sharing was reported. Stakeholders and their role in the implementation are summarized in Annex 4.

Management. The interventions were implemented by UNICEF Mongolia CO in partnership with the MECSS and local partners. The role of the UNICEF CO was to ensure technical and financial management of the programme and monitoring the implementation and progress, while also bringing in technical expertise and policy advocacy leverage for the attainment of envisaged outcomes at upstream level. Although there were several partners engaged in the implementation, there was no steering committee nor coordination platform for the programme.

2.2   *Theory of change*

A Theory of Change (ToC) received from UNICEF Mongolia for 2017-2021 was used as a broad framework for assessing the overall approach of the programme and internal linkages of problems to be addressed, selected implementation strategies, outputs and results (intermediate results, outputs and outcomes). The ToC was validated with UNICEF CO and in the first Reference Group meeting.

The ToC was developed based on the issues to be addressed identified by a Bottleneck Analysis (BA) commissioned by UNICEF which was further elaborated in the Strategy Note (UNICEF 2016). The BA identified the following bottlenecks or issues to be addressed:

- Enabling environment for learning for children in special circumstances (such as girls and boys with disabilities and/or those living in households that are herders/semi-nomadic, migrant, of ethnic minorities and/or the poorer quintiles and/or living in remote areas or in monasteries);
- Lack of national standards, requirements and guidelines in terms of curriculum, teacher performance, student assessment, infrastructure and learning materials to ensure developmentally appropriate, culturally sensitive methodologies that can support more marginalized children;
- Technical capacities of teachers especially in rural areas – and in relation to the specific challenge of reaching and ensuring the participation of marginalized children;
- Direct and indirect costs affect use: Although education is free and there are social protection mechanisms to help families manage indirect costs, financial constraints still prevent children from enrolling and attending kindergartens, schools and non-formal learning centres;
- There is also a need to continue to ensure that all parents and caregivers understand the importance of education and prioritize it for their children. The participation of parents and communities in school affairs is also limited, including in school planning and monitoring.

Implementation strategies and Outputs

UNICEF's overall approach is twofold: providing high-quality technical assistance at the national level to influence legislative, policy and strategy reform and to further strengthen systems; while at the same time supporting service delivery models at the sub-national level that have the potential to be replicated nationwide. This approach is also reflected in the main implementation strategies, which include (Figure 4):

(i) **Evidence creation, policy dialogue and advocacy** (Upstream activities): Conducting studies; establishing strategic partnerships with education authorities and other actors; enhancing the EMIS; budgeting, increasing general awareness; and inclusive education aiming at:
  - Having revised and/or renewed policies, guidelines, action plans and curricula with equity focus in place (Intermediate outcome 2/201);
  - Increasing public awareness on the promotion of inclusive education for children with disabilities and disadvantages (Intermediate Outcome 4/201) and
  - Increasing the role of EMIS in collecting disability indicators information about the nature of children's impairments and information on environmental barriers that prevent children with those impairments from obtaining education; and improving the link between EMIS and school funds (Intermediate outcome 5/201).

(ii) **Capacity Development**: Training and capacity development of teachers; consultancy support to review in-service and pre-service teacher training programmes; capacity development of MSUE, ITPD; and support to advocacy and sign language promotion. The intermediate outcome being:
  - Increased capacity of MECSS (central, local), Education Research Institute, ITPD, and MSUE to develop and implement equity-based inclusive policies, programmes and curricula (Intermediate outcome 1/201).

(iii) **Local level interventions** (downstream activities): Support to the establishment of Child Development Centres (CDC) in mainstream schools and NFCs; organizing summer camps; training of teachers and education authorities; support establishment of parent groups, with intermediate outcomes being:
  - Increased knowledge and capacity of local administrations to implement inclusive education policies and programmes focusing on children with disabilities and children with disadvantages (Intermediate outcome 1/202);
  - Increased community and parent awareness on inclusive education with a focus on children with disabilities and disadvantages (Intermediate outcome 2/202); and
  - A costed local inclusive education plan for replication to other provinces/areas (Intermediate outcome 3/202).

UNICEF Mongolia developed a ToC and a Results Framework for the CP 2017-2021, which was used as a general framework for this evaluation. The ToC presented in Figure 4, illustrates the anticipated logic between expected results at output, outcome and impact level and implementation strategies (main activities). The evaluation team developed assumptions based on the UNICEF Mongolia's analysis and UNESCO guide (2017).

Figure 4 Theory of change

BOTTLENECKS

Lack of national standards, requirements and guidelines and additional and local administrators' accountability for disadvantaged children including out-of-school children are not clear. There is no common understanding about inclusive education. No policy/ plan addressing equity issues

Data limitations
Capacity limitations
Lack of financial mechanisms that support enrollment of CwD in regular schools

Inenabling environment
Poor families are not able to send their chidren to school
Limited teacher capacities
Limited parents and community engagement in school management

INPUTS

Participation in policy dialogue, Financing consultancy/Technical Assistance, training worksops , refurbishing of CDCs and targeted activities to CDSs

MAIN ACTIVITIES

UPSTREAM
Policy dialogue
Surveys / reviews (e.g. Review of teacher training curricula; EMIS)
Capacity building
Material production
Awareness raising

Subnational level
OOSC surveys
Capacity building.
Training workshops
Awareness raising
DEvelopment of local level IE plan

Local level
Support to setting up CDCs in selected mainstream schools
Targeted interventions to CwD
Training workshops/ Experience exchange
Enhancing parent participation

OUTPUTS/INTERMEDIATE OUTCOMES

1:201: **Increased capacity** of MECSS, Education Research Institute, Institute for Teachers' Professional Development and Mongolian State University of Education (MSUE) to develop and implement equity-based inclusive education policies, programmes and curricula.

2: 201 **Revised /renewed policies, guidelines, action plans and curricula** are in place.

3: 201 **Adequate budget allocation** (i) to support enrolment of children with disabilities in regular schools and kindergartens through per-pupil expenditure mechanism and (ii) to develop culture-sensitive, language-appropriate and developmentally appropriate learning materials for [Tuvan] ethnic minority students and children with disabilities.

4: 201 **Increased public awareness** on promotion inclusive education for children with disabilities and disadvantages.

5:201 **Increased role of EMIS** in collecting disability indicators (information about the nature of children's impairments and information on environmental barriers that prevent children with those impairments from obtaining an education) and improved link between EMIS and school funds.

1:202 **Increased knowledge and capacity of local administration** to implement inclusive education policies and programmes focusing on children with disabilities and disadvantages

2:202 **Increased community and parents' awareness** on inclusive education with focus on children with disabilities and disadvantages

3:202 A costed local inclusive education plan is in place for replication to other provinces/areas

OUTCOME

OUTPUT 201: The Ministry of Education, Culture, Science and Sports' capacity to develop, budget, design and implement equity-focused, gender-sensitive policies, strategies, norms, requirements and programmes for early childhood development, primary and adolescent learning is enhanced

Output 202. Decentralised education authorities in target areas have improved capacity to increase access and utilisation of quality , inclusive ECD and primary education services.

IMPACT

By 2021, the most disadvantaged children benefit from access to and utilisation of services in an inclusive, healthy and quality learning environment

ASSUMPTIONS

A-B: All partners who work with learners and their families understand and support the national policy goals for promoting inclusion and equity in education.
B-C: Inclusion and equity are overarching principles that guide all (educational) policies, plans and practices. The national curriculum and its associated assessment systems are designed to respond effectively to all learners .
C-D: Sufficient resources are available for scaling-up; adequate support systems are available
Systems are in place to monitor the presence, participation and achievement of all learners within the education system

A-B

B-C

C-D

3 EVALUATION PURPOSE, OBJECTIVE(S) AND SCOPE

3.1 Evaluation's purpose and objectives

The purpose of this formative evaluation is to provide evidence-based information about the results achieved in relation to inclusive education as well as lessons learned during the implementation of the CP 2012-2016 and in the current CP which will be implemented till 2021. It serves as an ex-post evaluation for the inclusive basic education interventions implemented during CP 2012-2016 and as a Mid Term Evaluation of the inclusive education interventions of the current CP.

The evaluation is timely as its findings and recommendations will feed into UNICEF Mongolia's Mid-term Review (planned in the second half of 2019) and the next country programming as well as into decision-making on education policies and processes of national and local governments as well as other stakeholders engaged in education sector development. Also, while inclusive education policies and practises are emerging their further development would benefit from an overall external perspective.

The main users of the evaluation are UNICEF, MECSS and stakeholders involved in development and implementation of inclusive education and the schools and education officials at local levels. The MECSS is expected to benefit from this evaluation in its endeavours in the further development of Inclusive Education in Mongolia. The Evaluation Plan 2017-2021 of UNICEF Mongolia also indicates that the evaluation will provide insights to the potential programme replication or scale-up. The use of the report can be expanded to the secondary users such as MSUE students if translated into Mongolian. The report can also be used by other stakeholders as reference for discussion and further development of inclusive education approaches.

The objective of this evaluation is to review the results achieved by the inclusive education interventions over the last and current CPs between 2012 and 2018. The specific objectives are:

1. To examine UNICEF Mongolia's engagement in policy level activities for improving a policy environment for supporting inclusive education;
2. To analyse UNICEF Mongolia's technical assistance and support for review and improvement of pre-service and in-service teacher training curricula and teacher training institutes' liaison with regular general education schools for supporting special education within inclusive education settings;
3. To assess UNICEF Mongolia's inclusive basic education interventions implemented in its geographical focus areas (GFA);
4. To assess the complementarity of UNICEF's interventions to the overall Mongolia's agenda for universal education.

As indicated in the ToR, based on the findings, the evaluation will:

1. Make suggestions and recommendations for UNICEF Mongolia's further engagement as well as main policy level changes to be undertaken by the Government;
2. Make suggestions and recommendations for UNICEF Mongolia's further engagement as well as further areas of improvement to be undertaken by the Mongolian State University of Education and the Institute for Teachers' Professional Development (ITPD);
3. Make suggestions and recommendations for improving the existing models and scaling them up in other schools and provinces;
4. Formulate specific recommendations for improving inclusive education features in programming across UNICEF Mongolia's programme sectors and improving linkages of continuity of inclusive education interventions between early childhood education (ECE)/early childhood development (ECD) and basic education components.

3.2   Evaluation scope

The evaluation covers policy and local level interventions as well as technical assistance supported by UNICEF Mongolia between 2012 and 2018, during implementation of two Country Programmes 2012-2016 and 2017-2021, in the identified geographic focus areas.
More specifically these include:

- Policy level support provided to the Ministry of Education, Culture, Science and Sport
- Technical assistance and support provided to the Mongolian State University of Education and the Institute of Teachers' Professional Development
- Local level interventions for 2012/14-2016 jointly implemented with the Mongolian Education Alliance NGO and the Institute of Teachers' Professional Development targeting NFE Centre of Nalaikh district of Ulaanbaatar and 5 schools/NFE centres in Khuvsgul province
- Local level interventions for 2017-2018 jointly implemented with the Mongolian Education Alliance NGO, the Mongolian Association of Sign Language Interpreters, the Deaf Education NGO and/or the Institute of Teachers' Professional Development targeting NFE Centre of Bayanzurkh district of Ulaanbaatar; 6 schools and 1 centre for supporting children with disabilities in Bayankhongor, Gobi-Altai and Zavkhan provinces.

3.3   Evaluation criteria

Evaluation evidence was judged using Organization for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC) criteria of relevance, effectiveness, efficiency and sustainability, adopted also by UNICEF. Impact was excluded from the criteria as the programme is still being implemented and long-term impacts cannot be measured at this point. Criteria of equity was included in response to the UNICEF's SP.

Table 6 Evaluation criteria

Criteria	Definition
Relevance	The extent the education policies and plans are informed by, and aligned with the principles of inclusion and whether there is a shared understanding among the partners on inclusive education. Data collection includes analysis of the evolution of inclusive education in education policy framework during evaluation period, and responsiveness of CPC interventions to Mongolia's national priorities, and policy documents developed during evaluation period.
Effectiveness	To what extent has the Inclusive Basic Education component achieved its objectives. Using the ToC and the results framework, the evaluation analysed to what extent the planned outputs have been delivered and how they have contributed to the attainment of the planned objectives. Evidence is collected through document review and interviews and surveys.
Efficiency	How the resources have been utilized and whether there has been any major delays or deviations from the plans particularly with regards to the activities of the current CP, as its implementation is in its midway. Data is collected from the progress reports, stakeholder interviews and through observations.
Equity	To what extent the interventions prioritized worst-off groups with the aim of achieving universal rights for all children and to what extent the UNICEF supported interventions have contributed to reduce inequities between children. Data is collected from the progress reports, stakeholder interviews and through observations.
Sustainability	To what extent the activities and achievements have continued after the funding had been discontinued (CP 2012-2016) and what mechanisms are in place to take up the work and what is needed to scale up the models. Data is collected from the progress reports, stakeholder interviews and through observations.

3.4. Evaluation questions

The ToR defined 20 evaluation questions which were reviewed and modified during the inception phase with the UNICEF M&E Officer (See Annex 3). The title of the evaluation was changed because Inclusive Basic Education is not a component of the Country Programmes as indicated in the ToR. Because Inclusive education has not been incorporated in the CPs as a component, as indicated in the ToR or this assignment, but rather as an output or outcome, the UNICEF Mongolia agreed to change the name of the evaluation as 'Evaluation of Inclusive Basic Education in the UNICEF Country Programmes 2012-2016 and 2017-2021'.

Moreover, impact related questions were removed because it is not feasible to assess the long-term effects, as the programme implementation is still ongoing. Also, comparing the impact of UNICEF supported interventions with provinces not targeted by UNICEF was removed from the list of questions. With regards to equity questions, the evaluation team raised concerns whether it is feasible to define best-off and worst-off beneficiaries among the target population, which all in all is disadvantaged in terms of education. For each EQ, related indicators/descriptors, sources of information and data collection methods have been specified, based on the preliminary documentary review.

Table 7 Evaluation questions

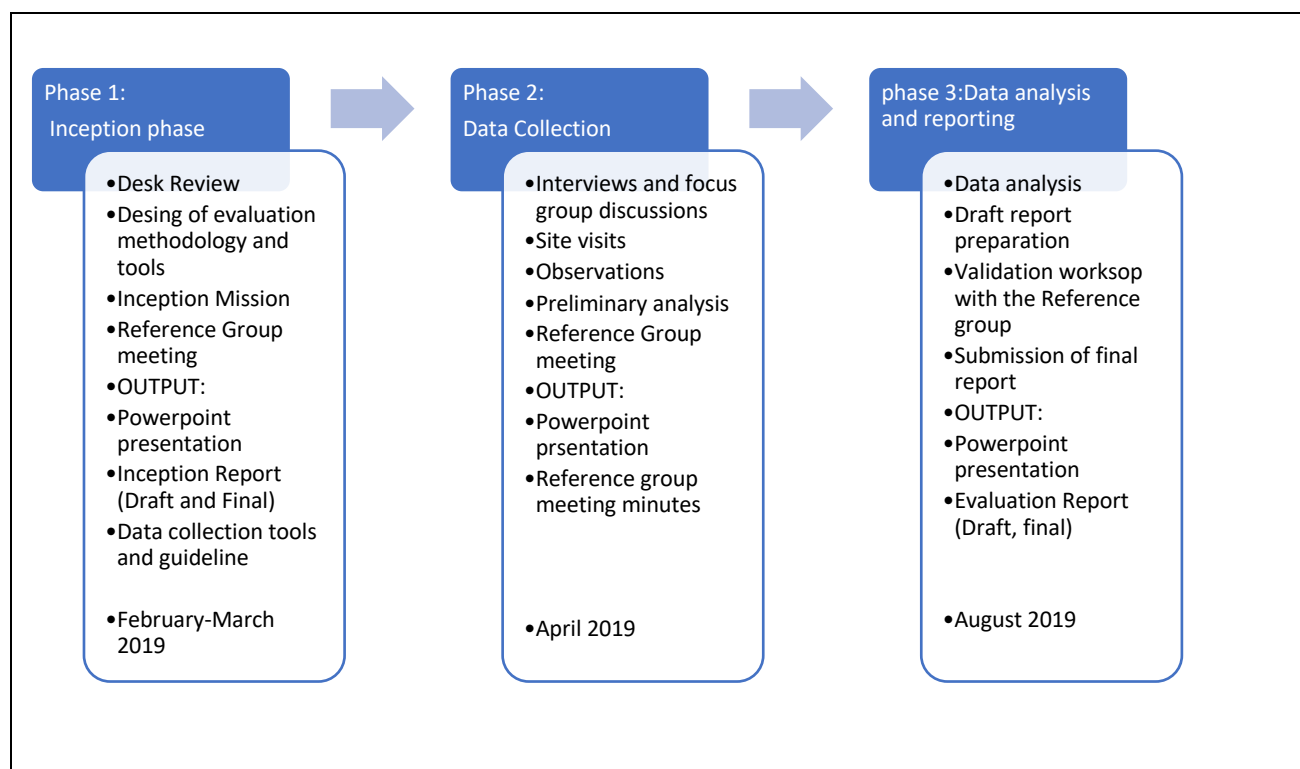|	**RELEVANCE**
EQ 1	To what extent are the inclusive Basic Education programme objectives still valid in relation to the country priorities and national development plans?
EQ 2	To what extent are the UNICEF Mongolia's Inclusive Basic Education interventions relevant to the overall intent of UNICEF's renewed focus on equity?
EQ 3	Does the intervention design (including the TOC) provide a solid basis to respond to the identified needs, also regarding the needs of the worst-off groups?
	EFFECTIVENESS
EQ 4	To what extent were UNICEF Mongolia's Inclusive Basic Education objectives achieved?
EQ 5	What changes are observed at school level as a result of UNICEF's support?
EQ 6	What are the major factors influencing the achievement or non-achievement of the objectives? Is it worth scaling-up?
	EFFICIENCY
EQ 7	Has there been any major delays or changes in the implementation compared to the plans? If yes, with what effect? How were the potential negative effects minimized?
EQ 8	Do the UNICEF Mongolia's Inclusive Basic Education interventions use the resources in the most economical manner to achieve its objectives?
	EQUITY
EQ 9	To what extent has the programme addressed and contributed to the decreasing inequities between best off and worst-off groups (at least in the geographic focus areas)?
	SUSTAINABILITY
EQ 10	Are there any mechanisms including budget support at the national and provincial levels currently in place aimed at sustaining the interventions? What other resources (both human and financial) could be used to sustain the interventions?
EQ 11	To what extent the inter-sectoral coordination and partnership including with development partners and private sector is managed to support the sustainability of the interventions?

The evaluation evidence will be using the Organization for Economic Co-operation and Development's Development Assistance Committee's (OECD/DAC) criteria of relevance, effectiveness, efficiency and sustainability. Gender and Human Rights issues are incorporated in the evaluation.

4 EVALUATION METHODOLOGY

4.1 Evaluation process

The Evaluation was conducted by a team of three experts, specifically the international Team Leader together with the two national experts, over three consecutive phases during the period January – August 2019. The evaluation was informed by a comprehensive literature review and interviews and focus group discussions with key stakeholders as well as site visits and observations. All stages of this process involved Reference Group meetings with key stakeholders in order to discuss the evaluation approach (Phase 1), the initial findings (Phase 2) and finally to validate and inform recommendations (Phase 3). The main activities and outputs of each phase are illustrated in Figure 5 below.

Figure 5 Evaluation phases

Phase 1:
Inception phase
- Desk Review
- Desing of evaluation methodology and tools
- Inception Mission
- Reference Group meeting
- OUTPUT:
- Powerpoint presentation
- Inception Report (Draft and Final)
- Data collection tools and guideline

- February-March 2019

Phase 2:
Data Collection
- Interviews and focus group discussions
- Site visits
- Observations
- Preliminary analysis
- Reference Group meeting
- OUTPUT:
- Powerpoint prsentation
- Reference group meeting minutes

- April 2019

phase 3:Data analysis and reporting
- Data analysis
- Draft report preparation
- Validation worksop with the Reference group
- Submission of final report
- OUTPUT:
- Powerpoint presentation
- Evaluation Report (Draft, final)

- August 2019

The data collection mission was carried out in all the provinces supported, eventually covering a total of 9 out of 12 of the schools and NCFs. The UNICEF Mongolia M&E Officer accompanied the mission to Khuvsgul province, although she did not take part in any of the interviews and focus discussions that took place. During the last stage of the field mission, a preliminary analysis of data obtained was conducted, further elaborating the results through a presentation before the Reference Group.

4.2 Data collection

A theory based participatory approach was chosen for this evaluation[5]. A theory of change explains how an intervention is expected to produce its results and it allows evaluators to examine the causal link between the intervention outputs and the observed outcomes.

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[5] **Non-experimental design in an inclusive education environment** cannot control and manipulate predictor variables and it would be difficult to find cause-and-effect relationships.

The methodology designed for this evaluation aimed to utilize the best mix of data gathering tools to yield the most reliable and valid answers to the EQs. In order to serve its purpose, the evaluation applied a mixed-method approach, including: in-depth document review including policy analysis and structured desk analysis of the design of the intervention; semi-structured interviews, focus groups and observations. These methods were appropriate to assess the implementation strategies and intervention-level inquiry for both CPs and they formed a relatively effective means of triangulation, as views from at least three sources could be combined, supported by document analysis and observations at school level.

Both *quantitative and qualitative methods* were used: Quantitative data on enrolment was collected from national EMIS data triangulated with enrolment data gathered from the target provinces and schools supported by UNICEF. In-depth interviews with key informants at national and to some extent at sub-national level were used to collect qualitative data and capture various perspectives on how the intervention has worked and how could have worked better for advancing the implementation of reforms and national policies across the country. Qualitative data was collected via interviews and focus group discussions with education authorities at central and local level. The beneficiaries and their parents were engaged in focus discussions and students of mainstream classes were involved in group exercises.

The document review covered programme documentation provided by the UNICEF CO, implementing partners and material discovered on the internet. For what concerns the policy analysis, the main policies and laws were reviewed, using the UNESCO guide for "Ensuring inclusion and equity in education" (2017) as a reference for the analysis of the status of policy environment in Mongolia. A total number of 29 policy documents were examined in detail to detect the evolution of inclusive education in the policy framework and assess the relevance of UNICEF's support. The findings of the desk review were compiled and categorized in an evidence matrix. Together with the procedures mentioned, the policy analysis was complemented with interviews to clearly determine UNICEF's contribution at the policy level.

For the purpose of this evaluation, a total number of 351 individuals were engaged as informants, including UNICEF staff (8), MECSS (central level 22, provincial level 10), staff in targeted schools (42), parents (24), students of nine CDCs (24), implementing partners (5), development partners (5) and CSO representatives (18). In addition, 83 students of three mainstream classes were involved in group exercises and 106 mainstream teachers participated in the above-mentioned survey. Other informants included teachers of schools not supported by UNICEF (3) and one special school teacher. The evaluation team also visited other stakeholders. Altogether, 150 face-to face interviews and 7 focus groups were held. The details of the informants can be found in Annex 7.

The Outcome Harvesting method was employed in the interviews and focus groups to collect evidence of what has changed ("outcomes") and then, working backwards, to determine whether and how the intervention has contributed to these changes. The Outcome Harvesting methodology was considered useful as, particularly for the CP 2012-2016, specific targets and monitoring indicators were not available.

Primary data was also collected through a teacher survey which was administered to 10–15 randomly selected mainstream teachers in each school visited (for a total of 106 teachers). On average, 12 teachers per school were involved in the survey. A group activity was conducted in three mainstream classes (2nd, 3rd and 9th grades) where students with disabilities studied, aiming to observe the social interaction and participation of children with disabilities in classroom activities. An accessibility checklist was filled in by the evaluators in the schools visited. A Guide for data collection was developed with data collection tools: it is annexed to this report (Annex 5).

4.3   Data analysis

In order to determine whether there was a tangible contribution by the UNICEF support to the planned outputs, and whether the latter influenced progress towards the intended outcomes, the data collected from

multiple sources was triangulated. For instance, the enrolment data collected from MECSS was triangulated with data gathered from provinces and schools and, in order to ensure reliability and identify differences, the same process was applied to the figures collected from different schools and informants. The Evaluation Matrix (Annex 2) includes key indicators and milestones against which the achievements were assessed. For each EQ, the related indicators/descriptors, data collection methods and sources of information can be detected on the Matrix as well.

The application of a theory-based model facilitated the understanding of the intended causative pathways to the desired outcomes. Firstly, the ToC was used to identify to what extent the selected implementation strategies responded to the identified bottlenecks. Secondly, the ToC was applied to scrutinize the linkages between the implementation strategies and activities and the expected outputs. In the course of this evaluation, a set of assumptions was developed with the Reference Group to facilitate identifying the actual contribution of UNICEF's support and the impact of external factors upon it.

The data collected during the field visits was compiled in the matrix against the evaluation criteria and key issues. Along with what has just been outlined, common patterns, contradictions and differences were also explored. Data from checklists and interviews was compiled and analysed against the evaluation criteria. The change pathways of contribution were tracked, identified and triangulated as explanatory factors were further analysed. Both the validity and reliability of the analysis were ensured via the process of triangulation previously described. Similarly, the impartiality and lack of bias were safeguarded by the evaluation methodology, which, by relying on a cross-section of information sources and by using a blended methodological approach (quantitative, qualitative and participatory), ensured the triangulation of information through a variety of means.

Sampling

Out of 12 schools supported, nine schools were visited, representing equally schools in provincial centres and rural soums. All NCFs supported were visited. Enrolment data were collected from all 12 UNICEF supported schools either through school visits or via phone. The selection of schools followed the proposal outlined in the ToR by adding a number of visited schools to reach a total of 9 schools out of 12.

The evaluators interviewed all the CDC teachers (11) in the visited schools, as well as all CDC students (24) and their parents (24) who were present in the school during the day of visit. The evaluation team spent time in the CDCs and mainstream classes doing observations and conducting interviews/group discussions. It should be noted that only the mothers of the beneficiaries participated in the focus group discussions and all teachers of CDCs were female.

In every school, a questionnaire was administered to 10-15 randomly selected mainstream teachers (n = 106). Students of three inclusive mainstream classes present in school at the time of the data collection participated in the unannounced student exercise.

Table 8 Schools visited

Target institutes and schools	Sampling	Criteria
Nalaikh	NFE Centre	N/A
Bayanzurkh	NFE Centre	N/A

Khuvsgul Murun (provincial centre) * Renchinlkhumbe soum	Murun (provincial centre) Renchinlkhumbe soum	As indicated in evaluation scope of the ToR Renchinlkhumbe soum is logistically more feasible within the given timeframe
Bayankhongor Zag soum school Centre for children with disabilities	Erdem school (provincial centre) Zag soum school	As indicated in evaluation scope of the ToR
Gobi-Altai School #3 - Yosonbulag soum (Provincial centre) Bayan-Uul soum schools	School #3 (provincial centre)	As indicated in evaluation scope of the ToR
Zavkhan School #4 - Uliastai provincial centre Shiluustei soum school	School #4 (provincial centre) Shiluustei soum school	As indicated in evaluation scope of the ToR

4.3.1 Description of stakeholder's participation in the evaluation

The participatory approach was applied both in the evaluation design, data collection and following analysis. A broad range of stakeholders, including parents/caregivers, children, school teachers, teachers of the CDC, school principals, education officials at district, provincial and central level, UNICEF staff, development partners, and civil society were all engaged in data collection. The participation of the Civil Society Organisations and Disability Organisations (Organisations of and for the Disabled) in the focus group discussions should be highlighted as well, in particular since it was learned that this was the first time for them to meet as a broad group focusing on inclusive education.

A Reference Group was established by UNICEF during the evaluation period and this met three times. During the Inception Phase, the Reference Group was invited to comment and contribute to the evaluation design; During the Data Collection phase it was invited to validate the initial field mission findings; finally, in the Data analysis phase the group was invited to validate the findings and conclusions and contribute to the development of recommendations. The Reference Group meetings had 18–25 members from different organizations. A majority of the Reference group members was also engaged in the evaluation as informants. The provincial or school level representatives were not included in the Reference Group, representing a clear limitation as they would have provided practical insights from the implementation level. Nevertheless, they were provided an opportunity to validate the initial conclusions at the end of their respective interviews.

4.3.2 Ethical issues and considerations

The Evaluation strictly observed the UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis (2015) and the UNEG Ethical Guidelines (2008) as detailed below:

▪ The Evaluation was designed in a manner that it would address the needs of the full range of stakeholders. Diverse perspectives on the subject under evaluation were collected and reported, with the aim of providing a comprehensive picture of the achievements and challenges faced;

- The members of the Evaluation team are independent experts with no conflict of interest with the entity being evaluated;
- The dignity and rights of every informant were respected. Discussions were held with full confidentiality. Special attention was paid to ensure informants' right to privacy and confidentiality;
- The discussions and classroom observations were held in the spirit of inclusion, without pointing out any individuals, specifically when it came to questioning disabilities or special educational needs;
- The discussions and interviews were made comfortable in order to able the informants to openly tell their story. Participation in the Evaluation was voluntary and the informants' opinions are presented in the report in an anonymous manner. Furthermore, the respondents were informed about the purpose of the Evaluation and discussion topics. In the end of each interview, the evaluators summarized the discussion to validate the information provided and to ensure the informant that their message was well understood. The informants were also provided the opportunity to ask questions to the evaluators.

4.3.3 *Limitations and constraints faced by the evaluation*

Data limitations:

▪ It is not possible to calculate the *enrolment rate* of children with disabilities, which is the key outcome indicator for the interventions, because accurate data on children with disabilities does not exist. Therefore, absolute numbers are used.

▪ It was not possible to calculate the investment costs for the setting up a CDC as, according to UNICEF Mongolia, CDCs have been financed under different programmatic activities and supplies were delivered to specific geographic location under the Child Friendly School (CFS) programme but it was not disaggregated by specific projects including establishment of CDCs. Therefore, the efficiency assessment was done by triangulating the perceptions of key informants on the extent to which the results were achieved in an efficient manner. Similarly, comprehensive data on consultancy inputs was not available.

▪ The evaluation did not have all needed information because of the lack of institutional memory and the unavailability of the Education Officer who was responsible for the programmes. This limitation was compensated through stakeholder interviews and triangulation of data to ensure validity and reliability.

Limitations related to the design and monitoring systems.

▪ All indicators did not have baselines. In order to overcome this limitation, the evaluation employed the Outcome Harvesting methodology.

Bias. There is a possibility for bias, as only parents invited by the principal and parents whose children were in school during the data collection were interviewed. Also, the evaluation team did not have an opportunity to consult parents of non-disabled children to learn about their views on how inclusive education works in their school. Also, in order to respect groups' and individuals' participation rights, only the "homes" that welcomed the evaluators' visit were included. Likewise, due to the limited time and broad scope of the evaluation, the evaluation team did not have the opportunity to interview children who were not enrolled in school and their parents, neither students from ethnic-linguistic minorities. In some of the consultations with students the evaluators had to use the guardians or parents as interpreters as many students were not able to speak. This might have affected the impartiality.

Attribution challenge. It is difficult to attribute certain achievements to UNICEF supported interventions, because some schools benefitted in parallel from other interventions implemented, for example, by JICA. However, the triangulation of data collected from several schools reinforces the reliability of the conclusions of this evaluation.

5 FINDINGS AND ANALYSIS OF RESULTS

5.1 *Relevance*

5.1.1 *To what extent are the objectives of the Basic Education inclusive education programme still valid in relation to the country priorities and national development plans?*

The objectives of UNICEF's support to inclusive education have been and are still valid and might indeed be even higher than before, because inclusion and equity are at the emerging stage. Mongolia needs a common framework for Inclusive Education in line with the current understanding of inclusive education, which refers not only to the enrolment of a child, but also takes into consideration the removal of all barriers for learning and social inclusion. There are still groups of children, whose right to education is not realised.

In order to assess the relevance of the UNICEF Mongolia supported Inclusive Basic Education interventions and to respond to the related evaluation questions, the evaluators assessed to what extent the education policies and plans are informed by, and aligned with the principles of inclusion and whether there is a shared

understanding among the partners on inclusive education[6]. Altogether, 30 laws and regulations developed during the evaluation period 2012-2018 were reviewed and the findings were validated in key informant interviews.

The document review (see Annex 8) shows that inclusive education as a concept is now presented in the key documents guiding education development such as the Master Plan to Develop Education of Mongolia in 2006-2015 (MECSS 2006). However, these documents and legal acts include a mix of inclusive and integrated approaches (for definitions see Figure 2) and a parallel system of inclusive and special education. For instance, while the education Law 2002 refers to segregated provision of education to children who need special education in form of integrated special classes in mainstream schools, the Master Plan (MECSS 2006) makes an explicit reference to inclusive education as an approach of educating all children in regular mainstream schools and classes. Also, the need to create conditions for children with disabilities to study together with their regular peers was explicitly spelled out in the Government Action plan 2012-2016.

The document review and stakeholder consultations indicate that inclusive education is not yet an overarching principle and practice across all related laws and administrative instructions (see Assumptions in the ToC) and the approach is not fully in line with the core principles of inclusion presented for instance in the Convention of the Rights of Persons with Disabilities (CRDP), which Mongolia has signed in 2009. The evaluation also found some hidden discrimination embedded in the legal framework. For instance, the draft administrative order titled "Instruction on providing integrated support for children with disabilities" (draft order 136) indicates that only children with "light" disabilities may be enrolled in regular pre-school classes, with a maximum of two per class. Moreover, the same draft order focuses on the establishment of CDCs (Support Service Centre) as segregated settings in regular mainstream schools for students with disabilities, but it does not define what support would be available those children in mainstream classes which, according to the above-mentioned master plan and CRDP, is the primary purpose of inclusive education.

The stakeholder interviews indicate that common understanding on inclusive education and moreover, how it would be implemented in Mongolia, does not exist. Inclusive education is also not welcomed by all educationalists as there still seems to be two kinds of "schools-of-thought": one supporting strictly segregated special education, and another supporting inclusion. Opinions about a 'hybrid model' combining both special schools and inclusive schools were not heard. As is the case in many other countries in the region, a strong "defectology" tradition prevails. Specialists that work with children with disabilities have been trained under a medical model of disability that regards children with disabilities as defective and in need of treatment or remedial education.

Nearly all interviewed stakeholders perceived inclusive education as the placement of a child either in a special education setting or regular classrooms and indications about learning and social inclusion were not heard neither on measures needed to ensure that all learners are able to achieve their full potential as indicated in the CRPD. Achieving this would imply that schools need to be capacitated to respond to the individual differences and that necessary adaptations (in curriculum contents, objectives, assessments) are in place to enable learning. Moreover, it requires a change of mindset to moving away from a medical definition of disability towards a social model, which focuses on removing barriers that restrict life choice of persons with disabilities.

The validity of the objectives of the UNICEF Mongolia's support to inclusive education can also be justified by the needs of children. Although Mongolia has high enrolment rates, certain groups of children still face challenges in having access to education services. Children with disabilities account for the vast majority of out of school children (OOSC). Although accurate data is not available, UNICEF Mongolia reports (2014) that, children living in poverty, in remote areas and having a disability are the least likely to attend school. Poverty also hits the households of these children. It is reported (NSO 2014) that households with persons with

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[6] See Annex 2 "Evaluation Matrix"

disabilities and their families have a poverty rate of 42%, more than twice that of households without family members with disabilities. According to this study, people with intellectual disabilities are particularly worse off, as are households with more than one person with a disability. Furthermore, it is evident that the education services do not reach the children with severe and multiple disabilities living in rural areas.

5.1.2 To what extent are the UNICEF Mongolia's Inclusive Basic Education interventions relevant to the overall intent of UNICEF's renewed focus on equity?

For UNICEF, "equity means that all children have an opportunity to survive, develop, and reach their full potential, without discrimination, bias or favouritism", which means that pro-equity interventions should prioritize worst-off groups with the aim of achieving universal rights for all children. The evaluation examined whether equity analyses were conducted to guide the programme design and how the programme addressed the worst-off and gender equity (see Evaluation Matrix, Annex 2).

UNICEF Mongolia has applied an equity-focus in the planning and targeting of its interventions. During the CP 2012-2016, disability screenings and OOSC -studies were conducted to identify the worst-off children in the targeted provinces and districts. According to these studies, the worst-off children facing challenges in having access to education services include children with disabilities, children from ethnic and linguistic minorities, monastic children (mainly boys), and children from poor families residing in poor peri-urban districts and remote rural areas. Also, children living with households that are herders/semi-nomadic, migrant and/or the lower quintiles and/or living in remote areas face a variety of barriers in access to education. Also, regional disparities exist. NER in primary education was 101.6% for urban and 96.9 for rural areas, with the Western region registering the lowest at 96.7%. Bayan-Ulgii province, where mostly Kazakh people live has low percentage of literate population, and it is heading the list of school drop-out rate nationwide (NSO 2010).

Based on those studies, targeted interventions were implemented such as summer camps (GER-schools) to nomadic children and school dropouts, and mobile services to children with multiple or severe disabilities, who, due to the nature of their disability are not able to attend school. Anecdotal evidence was found on providing services to children living in very remote areas, but not in a regular and systemic manner. Support was also provided to enrichment of Sign Language dictionary and Sign Language training, although in a small scale.

These equity studies found that while children with disabilities overall belong to the most vulnerable, there is also vast diversity within the specific groups of children with disabilities, and between disability groups. For instance, 'Mapping out-of-school children in Khuvsgul aimag in 2014' identified 109 children who didn't go to school at all, and 87 (79.8%) of them couldn't go to school because of their disability. The report states that some of those children were bedridden. According to the UNICEF's reviewed approach to equity, these children belong to the worst-off and should be the primary beneficiaries of UNICEF interventions. Other reasons for not attending school were low family livelihood levels as well as long distances between home and school. The distance between home and school could be about 40 kilometres, and for some children even 250 kilometres.

While equity has been considered in the identification and planning of the interventions, it is not incorporated in the monitoring activities and reports. The same applies to gender. Gender disaggregated data on enrolment was collected but gender was not addressed in the programme activities neither in the Bottleneck Analysis (Lourdes 2015) which guided the development of the ToC and targeting of the programme activities.

5.1.3 To what extent does the intervention design (including the ToC) provide a solid basis to respond to the identified needs, also regarding the needs of the worst-off groups?

The evaluation analysed the results frameworks of the CPs and the ToC of the current CO. Overall, the findings of the evaluation team concur with the Evaluability Assessment (EA) of the current CP which identified several challenges in the intervention design related particularly to assumptions, unclear causal linkages, lack of gender-sensitivity aspect, and vague formulation of indicators and outcome statements. The assessment hence advised setting intermediary outcomes to guide the achieving the outcomes and for national scale-up. The EA also suggested engaging stakeholders more in joint monitoring of interventions. This analysis also indicates, that there is a mismatch or long causal chain between the issues identified in the Bottleneck Analysis and the actual interventions.

Notwithstanding the aspects outlined above, this evaluation considers that the fundamental challenge and the root cause for the weaknesses of the design identified by the EA is the fact that the bottleneck analysis, and consequently the design, lacked proper conceptual analysis on Inclusive Education. Also, the linkages between the upstream and downstream activities were non-existent. In the absence of clear strategic approach based on the principles of inclusive education, the programme led to the establishment of integrated segregated classes in mainstream schools, instead of supporting development of systems which would enable all leaders to fully participate in the learning process in mainstream settings.

The review of the UNICEF annual reports found that the target groups of the inclusive basic education interventions changed during the evaluation period. While the primary beneficiaries of the interventions have been children with disabilities, the first CP being evaluated additionally identified ethno-linguistic minorities and migrant children as primary beneficiaries for 2012-2013. In 2014-2016, the target group was 'children without adequate parental care, children in contact with the law and children in residential care facilities', but no activities related to this target group were reported. The current CP, in turn, explicitly focuses on children with disabilities.

Monitoring systems of the UNICEF-supported Inclusive Education programmes were output-based. For the current CP, specific milestones have been defined but feasible indicators to track the outcomes, with baselines and target values are missing. Qualitative indicators are non-existent, for instance, there is no indicator framework for the operations of the CDCs and school level changes. Also, a feedback loop linking national, subnational and local levels was missing. In the absence of such feedback mechanisms, important information and lessons learned were not communicated to policy and decision making. Also, while the CDCs established during the CP 2012-2016 were intended to pilot models, lessons learned were not collected and these pilots were not evaluated for upscaling purposes. However, experience exchange has now taken place between the schools in the old and new districts.

5.2 Effectiveness

5.2.1 To what extent were UNICEF Mongolia's Inclusive Basic Education objectives achieved?

Although the overall enrolment of children with disabilities has decreased nationally and in the targeted provinces and districts, the evaluation found evidence that the UNICEF-supported activities have brought to school children who formerly would have been excluded from the education services. However, the fact that only 30% of enrolled Children with Disabilities attend school regularly calls for action to secure regular attendance, and learning outcomes. More efforts would be needed to ensure that the concept of inclusive education is translated into pedagogical practices and learning outcomes both in Child Development Centres and in regular classrooms.

This section analyses to what extent to which the UNICEF Mongolia supported interventions have achieved their objectives and discusses factors supporting and hindering their achievement and inclusive education

overall. For the key outcome indicator "increased enrolment of children with disabilities" which was key outcome indicator for both programmes evaluated, enrolment data collected from the MECSS database was triangulated with data collected from the targeted provinces and schools. To assess the achievement of the learning outcome objectives of the ethnic-minority groups (CP 2012-2016), this evaluation used the results of the follow-up survey conducted by the Education Research Institute (ERI). To assess the situation of the current CP 2017-2021 a 'result tracker' (Annex 9) was used to tack the status of each intermediate indicator and milestone.

Outcome 1: Enrolment Rate of Children with Disabilities

The CP 2012-2016 had an ambitious objective defined as its intermediate result of "Universal access to, and utilization of, improved quality basic education, particularly by ethno-linguistic minorities, migrant children and children with disabilities in focus areas (IR 410)". Two key performance indicators were defined to track the achievement of this objective as shown in the Table 8. Specific targets for policy level and local level interventions were not set, and therefore the Outcome Harvesting methodology was used to track the changes occurred to be further analysed backwards to see UNICEF's contribution.

Table 9 Achievement of objectives 2012-2016

Outcomes and Outputs	Indicators	Baseline	Target	Source of verification	Status
Country programme 2012- 2016					
Universal access to, and utilization of, improved quality basic education, particularly by ethno-linguistic minorities, migrant children and children with disabilities in focus areas (IR 410)	1 Enrolment rate of children with disabilities [aged 6-19 years] in general education schools target areas.	44.4% (NSO 2010)	No target set	EMIS data/ Data from Provinces	Not achieved
	2 Learning outcomes of ethno-linguistic minorities (math and language)	was set in 2013	No target set	Learning outcome 2013 Follow-up 2016	Mother tongue learning outcomes have improved

With regards to the enrolment indicator, the national enrolment data of children with disabilities (Table 9) compiled from EMIS show that the number of students with disabilities enrolled in primary and secondary education has actually _decreased_ over the years, despite the efforts from the MECSS and development partners. In 2017, a total number of 7,279 children with disabilities were enrolled in primary and secondary schools in Mongolia, while the reported number in 2012 was 16,373.

As previously mentioned, the decline can be explained by changes in data collection methodologies. In the absence of unified definitions and proper instructions teachers have registered children with a disability in accordance with their own personal judgement and parents' declarations. The evaluation team learned that students wearing eyeglasses have been recorded as children with visual impairment and as a result, for instance 2011/12 data indicates that 42% of students with disabilities where classified as visually impaired. In the most recent report, this proportion has decreased significantly.

Table 10 Number of children with Disabilities enrolled in Primary and Secondary schools 2006 – 2018 (national)

Total	2006/7	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
	38569	99	23969	22966	18298	18012	16373	16197	11072	9143	8362	7279
Female	20521	18997	12452	11832	9481	9266	8275	8088	5390	4388		
% female	53.21	52.92	51.95	51.52	51.81	51.44	50.54	49.94	48.68	47.99		

Source: Statistical Year Book MECSS 2016–2017. 2017/18 data retrieved from UNESCO 2019.

The same trend is observed in the UNICEF Mongolia targeted provinces (Table 10). In 2012, there were 1785 students with disabilities enrolled in the schools in Khuvsgul province. In 2016, the number decreased to 652 students. Overall, the proportion of students with disabilities accounts less than 1% of the total number of children enrolled in schools in the target provinces, compared to the 1.3% baseline.

Table 11 Number of students with disabilities enrolled in the targeted provinces 2012-2018

	Country Programme 2012-2016				Country Programme 2017 - 2021	
	Number of enrolled students				Number of enrolled students	
	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Total in targeted provinces	**1785**	**1666**	**661**	**1165**	**1352**	**985**
Female	**881**	**848**	**328**	**653**	**532**	**446**
% female from total	**49.36**	**50.90**	**49.62**	**48.33**	**45.22**	**45.60**
Bayankhongor province in total				257	218	167
Female				126	94	72
% female				49.03	43.12	43.11
Gobi-Altai province in total				194	168	153
Female				91	75	71
% female				46.91	44.64	46.41
Zavkhan province in total				249	198	156
Female				123	92	75
% female				49.40	46.46	48.08
Khuvsgul province in total	1785	1666	661	652	581	509
Female	881	848	328	313	271	228
% female	49.36	50.90	49.62	48.01	46.64	44.79

MECSS 2012-2018

Currently, altogether 229 students are enrolled in UNICEF supported schools (89 girls, constituting 39%; Table 11). Parents, teachers and education authorities were of the firm opinion that the establishment of CDCs has made it possible to enrol students who have been formerly excluded from the education system. Anecdotal evidence was heard that parents brought their child to school or transferred their child to the school supported by UNICEF because of improved facilities. In 2012, the schools supported by UNICEF (excluding NFC) enrolled 11% of students with disabilities in the given province, while now these schools gather on average 20% of the total number of children with disabilities enrolled in the particular province (Khuvsgul 19.45%, Gobi-Altai 28.10%, Bayankhongor 19.22% and Zavkhan 14.10%).

The vast majority of learners (68%) enrolled in the targeted schools are educated in mainstream classes either full time or part time, and then spend extra time in the CDC. A worrying finding is that only 37% of enrolled students with disabilities attended school regularly. This evidently impacts learning outcomes. Parents and teachers reported that the reasons for being absent were related to health issues and distance to school or transport problems. Based on the experiences in other similar projects, irregular attendance may also indicate low commitment by the parents, who are responsible for ensuring that the child goes to school. On the other hand, the evaluators met students who would like to come to CDC even during holidays.

Table 12 Number of Children with Disabilities (CWD) in UNICEF supported schools (March 2019)[7]

	Province / District/ soum	Name of the school	CDC Established Year	Student enrolment			Average Attendance/ day	Number of CWD enrolled in mainstream class
				Total	Girls	Boys		
1	Khuvsgul province	**Titem school***	2016	15	9	6	3	5
2	Khuvsgul province	**21st Zuun school***	2014	29	11	18	8	12
3	Khuvsgul province	**Bayanzurkh soum school ***	2016	12	3	9	3	10
4	Khuvsgul province	*Ryenchinkhumbe soum school***	2016	25	11	14	9	16
5	Khuvsgul province	*Ulaan-Uul soum school***	2015	18	9	9	6	13
	Total Khyvsgul province			**99**	**43**	**56**	**29**	**56**
6	Gobi-Altai province	**3rd school***	2015	18	4	14	11	18
7	Gobi-Altai province	*Bayanuul soum school ***	2017	24	12	12	9	15
	Total Gobi-Altai Province			**42**	**16**	**26**	**20**	**33**
8	Bayankhongor province	**Erdem school ***	2017	18	6	12	13	17
9	Bayankhongor province	**Zag soum school ***	2017	22	6	16	1	21
	Total Bayankhongor province			**40**	**12**	**28**	**14**	**38**
10	Zavkhan province	**4th school ***	2017	16	7	9	8	4
11	Zavkhan province	**Shiluustei soum school ***	2017	6	1	5	5	0
	Total Zavkhan province			**22**	**8**	**14**	**13**	**4**
12	Ulaanbaatar	Bayanzurkh district***	N/A	9	1	8	N/A	9
13	Ulaanbaatar	**Nalaikh district ***	2014	17	9	8	10	17
	Total Ulaanbaatar			26	10	16	10	26
			TOTAL	**229**	**89**	**140**	**86**	**157**
	*	**Ones visited**						
	**	***Ones not visited***						
	***	No CDC was established by UNICEF contribution. Last year, CDC established by JICA fund and mostly involved kindergarten (up to age 4). In the first enrolment there was no CWD.						

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[7] Data collected during school visits and phone interviews.

The CP 2012-2016 had an explicit objective of supporting the quality of education for children of ethnic-linguistic minorities. To achieve this target, support was provided by producing textbooks and instructional materials in Tuva language and training teachers in bilingual teaching methodologies. A baseline study on learning outcomes was conducted by the Education Research Institute in 2012, and a follow-up study was conducted in 2017.

The follow-up survey showed that mother tongue reading and writing skills have improved (See Table 12). The researchers reveal that those improvements can be attributed to UNICEF's interventions of providing textbooks in mother tongue and training of teachers. Notwithstanding this relevant achievement, it necessary to underline that the performance in the Mongolian language has declined, an outcome that, according to the survey, indicates how teachers still require further improvement when it comes to their capacities and approaches in bilingual education.

Table 13 Comparison of reading and writing skills test results among students in 2013 and 2017 (in percentage)

Tests	Overall result of reading and writing skills test		Including			
			Reading		Writing	
	2013	2017	2013	2017	2013	2017
Kazakh language	55.8	59	50.6	53.4	61	64.9
Tuvinian language	42.6	58.2	42.8	53.7	42.5	62.7
Mongolian language	43.3	38.7	49.9	50.7	36.7	26.7

Source: Education Research Institute 2014, 2018

Overall, there is limited evidence on the learning outcomes of the students with disabilities. Only anecdotal evidence was received from parents and CDC teachers confirming that they have learned new skills after being enrolled in schools. In particular, improvements were reported concerning communication skills. One mother reported that, before coming to school, her child did not communicate much, but now has learned to express himself even without speaking. She continued by saying that he is eager to come to school every day even during holidays. In the previous school, the teacher had locked him out. The evaluators also met children in CDCs who could do well in the mainstream class if the classes were accessible and the children had adequate disability aids. Similarly, in the absences of the Sign Language interpretation one student has opted to assist his deaf peers, which might positively influence his own learning.

Status of Country Programme 2017–2021 outcomes as in May 2019

This section analyses the progress made of the implementation of the current CP against the intended intermediate outcomes and defined milestones. A "results tracker" (Annex 9) was used as a reference, assessing the progress using four categories: completed, progressing/ on-track, no progress, and delays.

The following table summarises the situation of the implementation of the current CP against the intended outcome indicators as of May 2019.

Table 14 Status of Implementation of the Basic Inclusive Education Interventions CP 2017-2021 (May 2019)

Country Programme 2017–2021					
Output	Indicator	Baseline	Target	Status	Assessment
By 2021, the most disadvantaged children benefit from access to	Enrolment rate of children with disabilities [aged 6-19	44.4% (2010) (Source:	70%		No increase reported

and utilization of services in an inclusive, healthy and quality learning environment	years] in general education schools (national)	NSO, 2010)			
	Existence of appropriate law/policy explicitly mentioning the rights of children with disabilities to receive education - score (1-4)8	3 (2016)	4 (2018)	xxx	Partially achieved; action plan yet to be developed
Output 202: Decentralized education authorities in target areas have improved capacity to increase access and utilization of quality, inclusive early childhood development (ECD) and primary education services	Number of school management committees (or parent teacher association or school communities or similar structure) [with various functions including inclusive education support] trained with UNICEF funding.	0 (2017)	20 (2021)	Parent committees are established in (6) targeted schools but no evidence was found on their activities commitment and related to IE	Some progress reported
	Number of schools that were supported by UNICEF to become accessible to children with disabilities.	0 (2017)	20 (2021)	None of the schools was fully accessible	Off track, none of the schools visited is fully accessible

Assessment of the status of intermediate objectives

Increased capacity of MECSS (Intermediate outcome 1/201). In 2017, UNICEF Mongolia financed a consultancy to review the teacher in-service and pre-service training curricula of MSUE and ITPD from Inclusive Education perspective. The MSUE Special Education and Inclusive Education Unit has received some equipment and textbooks, but according to the stakeholder interviews no other major capacity development has taken place. The review of the consultancy report and stakeholder interviews suggest that the consultancy addresses systemic issues, rather than contents of the training modules as intended, and therefore sound basis for the revision of the training programmes is still missing. The review of the training materials also indicates that the teacher training programmes are still disability-oriented. The remaining activities (planned for 2019) include revision of training curricula and including inclusive education as a mandatory course in-service training and preservice training programmes (Now it is an optional course and according to the MSUE, in demand by students). Some progress is made, but in order to achieve this intermediate outcome as stated, a proper review of course contents should be conducted. This should be done in a collaborative manner with teacher educators including benchmarking with international programmes, which would also contribute to the capacity building objective. Furthermore, the evaluation considers that, in order to put the revised teacher training curricula into practice, teacher trainers need to be exposed to different inclusive education models and practises as the experience and expertise is scarce.

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8 Scoring as set in the CP: 1=There is no law /policy establishing the right to education for children with disabilities.
2= There is a law/policy establishing the right of all children to attend school, which implicitly but not explicitly includes children with disabilities.
3= There is a law/policy establishing the right of all children to receive an education, with an explicit mention of children with disabilities.
4 = There is a law/policy establishing the right of all children to receive an education, with an explicit mention of children with disabilities; and also a national plan on inclusive education.

Revised/ renewed policies (Intermediate outcome 1/201). This objective aimed at including inclusive education in the national programme of the implementation of the Rights of People with disabilities. This objective has been **achieved.** The interviewees responsible for the development of legal frameworks valued this policy support, which has impacted five Government regulations and seven Ministerial orders, and the amendment of the Law on Early Childhood Education (2016). No progress is reported with regards to this objective of ensuring adequate budget allocation (Intermediate objective 3: 201).

Increased public awareness (Intermediate outcome 4/201). Instead of tracking achievement of a high-level ambitious objective of public awareness, the evaluation implemented a survey among the teachers in the supported mainstream schools. The results of this survey suggest that the training efforts have yielded results. From the respondents (n= 106), 88% had participated in trainings provided by local NGOs and without exception, these teachers consider that all children have the right to study in mainstream class whether or not they have special needs or disabilities. Only 10% of respondents argued that the appropriate place for these children would be in a special school. These results differ significantly from the results of another survey which was implemented in 2016 by IRIM in schools which have not been engaged in any inclusive education related activities[9]. In that survey, most of the teachers and parents held a view that, although children with special needs have a right to study at regular schools, studying in special schools is more beneficial to them. Change of perceptions is also reported by Education Alliance which has also conducted its follow-up surveys. The stakeholder interviews suggest that there is generally an awareness of inclusive educational as a concept, but further efforts are needed to share information about its benefits particularly with regards to learning gains and on successful practises.

Increasing the role of EMIS in collecting disability indicators and improved link between EMIS and school funds' (Intermediate outcome 5/201). The main activities carried out include a workshop on SDG indicators organized in collaboration with UNESCO and a consultancy to make a 'Review of EMIS that captures individual student data' conducted in May 2019. The draft consultancy report was submitted at the time of this evaluation. It noted that, while the EMIS has the functionality to register disability type, that data required for equity analysis such as socio-economic background is not incorporated in the data-base. It also notes that EMIS is able to track students' mobility between the schools, which, according to the NFCs, is not the case. They reported that students transferred from NCF to regular school are not registered in the school database because is difficult to define the grade level they attend (because of adapted learning). This evaluation considers that supporting EMIS in tracking categories of children with disabilities is not fully in line with the principles of inclusive education, which focus more on systemic barriers rather than types of disabilities. Therefore, UNICEF should work towards developing a more robust monitoring framework and develop strong indicators which could be used for planning and monitoring educational activities.

Increased knowledge and capacity of local administrators (Intermediate objective 1/202). Achievement of this intermediate outcome is on-track and majority of the planned outputs have been delivered. Only delays in implementing the OOSC survey in Bayanzurkh district were reported. With regards to the **increased community and parent awareness (Intermediate objective 2/202)**, no major activities or achievements are reported. Two narratives (case studies) have been developed but not yet widely disseminated. A costed local inclusive education plan (Intermediate objective 2/202) is planned for 2019 – 2021.

Overall, out of 23 planned outputs to be delivered by 2018, 12 have been completed or are in the process. In particular, the local level interventions are well on track (6 out of 8 milestones have been achieved or are in process). Delays were observed only in the implementation of the OOSC surveys. The revision of the _**contents**_ of teacher training modules (Intermediate outcome 1/201) is yet to be done and for this, participatory approach is recommended (see recommendations). UNICEF Mongolia has succeeded in promoting rights and equity-based approach and inclusive education in the national disability programme (Intermediate outcome 2/202), but further work is needed to follow up and support the implementation, with robust monitoring

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[9] This baseline survey was implemented for Save the Children.

systems. Results related to EMIS and budgeting require a closer look, both in terms of objective setting and approach. The remaining period of implementation should focus on enhancing and monitoring of the quality of work and development of the local inclusive education plan in collaboration with the stakeholders and partners. The review and revision of teacher training programmes should also be the priority.

5.2.2   What changes are observed at school level as a result of UNICEF's support?

Each targeted school has now a Child Development Centre, equipped with tools, toys and equipment for basic physiotherapy. The principals of supported schools reported that the whole school has become more adaptive and friendly, but this point was not confirmed by the teacher survey. The teachers considered that the attitudes of other students are among the main challenge facing inclusion. The interviews with the teachers and principals also suggest that not all teachers are willing – and able – to take children with disabilities in their class, and that this step is considered more as an indication of goodwill rather than professional obligation. Another interesting aspect which came out from the study is the lack of social interaction within schools. For instance, it was reported that, in two schools, students with disabilities were not engaged in school celebrations and that, overall, there is limited collaboration with the mainstream students.

The CP 2017-2021 has an ambitious goal of making UNICEF supported schools fully accessible. The evaluators applied an accessibility checklist in the visited schools and found that none of those schools could be labelled as fully accessible. These schools have ramps built by the Government of Mongolia but, otherwise, several barriers related to physical access were identified within the schools, as shown in Box 1. The barriers are multifaceted, containing also social and communication related barriers. In Mongolia, there is also a need to address barriers related to long distances and to ensure that children with disabilities have appropriate disability devices free of charge. The evaluation team met students who could study in the mainstream classes effectively if appropriate devises and support became available.

Box 1 Summary of accessibility observation

- Ramps were available.
- One school had all stairs with a ramp.
- Schools and CDCs have thresholds which would not be possible to pass with a wheelchair and which would be dangerous for people with visual impairment, and all students overall.
- All schools have stairs without handrails.
- CDCs are not accessible.
- 4/9 schools or dormitories has accessible toilets.
- None of the teachers interviewed knew sign language. Only in two CDCs some disability aids were available.
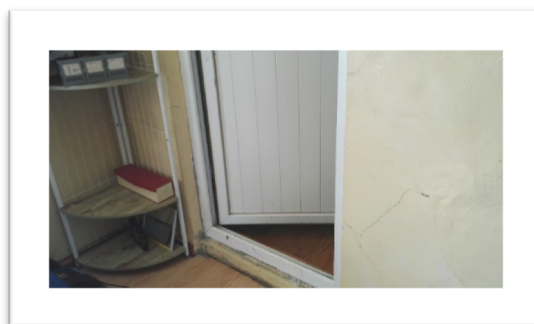
Effective implementation of inclusive education requires application of student-catered instructional methodologies. The evaluation team conducted a group exercise for the students of (9th grade, 2nd grade, 3rd grade). The purpose of this exercise was to take a "snapshot" to see to what extent the students are familiar with collaborative learning which is important for an inclusive class, and secondly to observe the social interaction between the students and engagement of students with disabilities in the activities. The groups were given a picture from an UNICEF published book with a child in a wheelchair entering school (Box 2) and they were asked to discuss the challenges the child might face and propose solutions.

The students at all grade levels were able to organize groups rapidly, which indicates that collaborative learning has been practiced. Furthermore, every child, including those with a disability, was engaged in the activity. The students did not show any negative attitudes. Instead, they made constructive comments and

suggestions, on how to make everybody in the picture comfortable. For instance, the children urged putting more focus on safety because the ramp was very steep. One suggestion was that there should be a model student to demonstrate how the child in wheelchair could be helped. Many children pointed out that parents should be engaged and help the child.

Box 2 Picture used in the group exercise

UNICEF 2016

With regards to the teaching methodologies, half of the teachers of the evaluation survey reported that they have students with special educational needs or disabilities in their class. One third of the respondents (30%) were confident that they are able to adapt their instructional methods based on the needs of these students, while 66% of them considered that they are able to adapt their methodologies to some extent. Only 1% considered not having the required capacities, while 3% responded "I do not know". The teachers consider that the establishment of CDC is an asset to school, although all of them were not familiar with its functions.

5.2.3   What are the major factors influencing the achievement or non-achievement of the objectives?

The evaluation analysed the major factors influencing the achievement and non-achievement of the objectives through stakeholder interviews and teacher survey, both of which looked at the development of inclusive education in a proactive manner, identifying further development needs and areas of improvement. The key supportive factors relate to the importance of having supportive administration. Areas for development and improved performance would have required more guidance for the implementation at school level. Finally, the resignation of the UNICEF Mongolia's Education Specialist generated a 5 months gap of coordination which impacted negatively on the implementation of the activities of the current programme.

Supportive factors: The evaluation found common factors, confirmed by the stakeholders, supporting the achievement of the objectives. At the local level, committed leadership, support from provincial authorities and committed CDC teachers have been the main factors influencing the achievement of the targets. The role of *the school principals* in creating a supportive atmosphere for equity and inclusion was particularly emphasised. This is in line with the literature analysing school leaders' role in inclusive education settings. School leaders indeed play a critical role in implementing inclusive policy and practice and, specifically, in creating a school culture that embraces diversity and promotes inclusion (Cherkowski and Ragoonaden, 2016; Mac Ruairc, 2013). It was also noted by the teachers that engaging different means of capacity development such as training workshops, experience exchange and internships have helped in the understanding and application of inclusive pedagogies. However, similar opportunity should also be expanded to the mainstream teachers to learn from one another.

Hindering factors: Teachers reported on bottlenecks related to inclusive education. First of all, the teachers considered that government support would be needed, including the provision of clear regulations. Teachers also consider that they need more capacities in assessing the special educational needs and that there is a

need to have more adapted materials, assistive devices and supplementary tools. More work is also needed in changing the attitudes and stereotypes among parents, students and teachers themselves. Also, the data collected through the interviews suggest that more cooperation between CDC and mainstream teachers in the development, implementation and monitoring of IEPs would have helped in achieving the learning gains.

Figure 6 Challenges identified by teachers (n= 106)
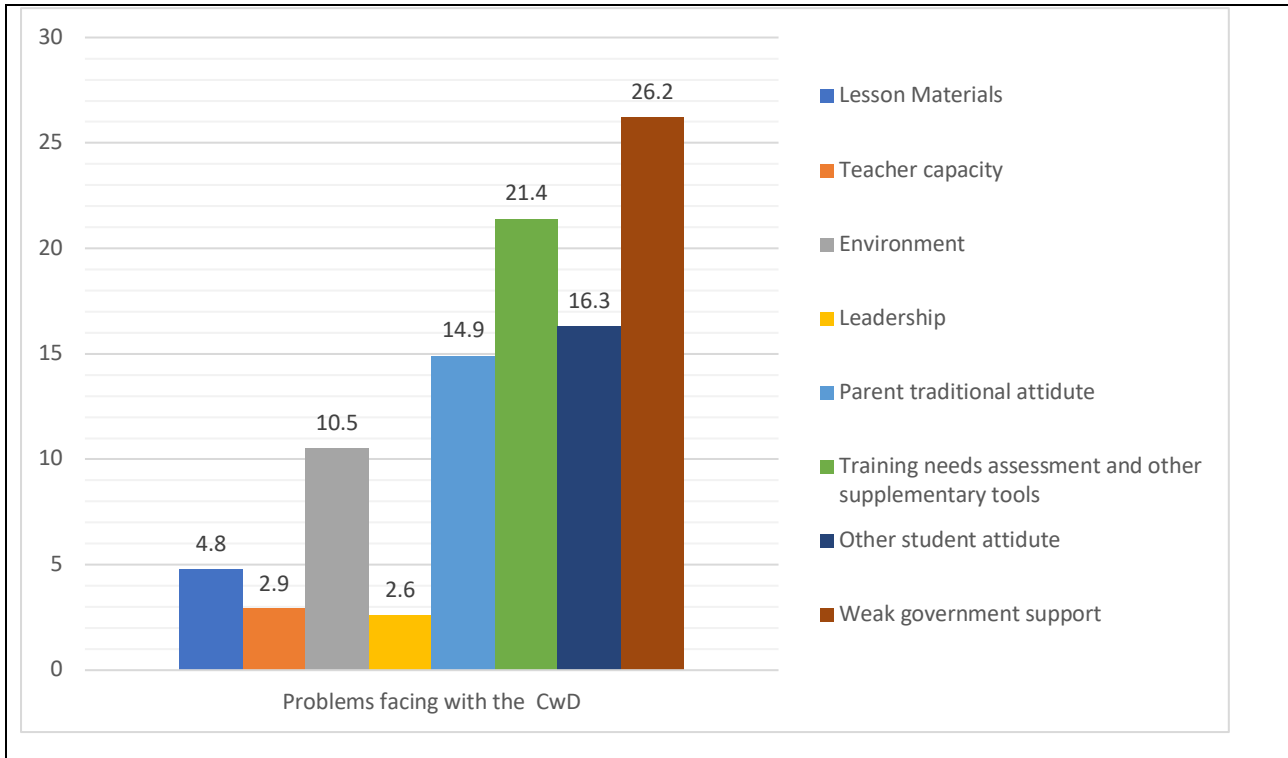
The findings of the teacher survey concur with the findings of other analyses (see e.g. Kameyama et al. 2017) which demonstrate that perceived barriers to inclusive education generally are 'poor school facilities', 'lack of equipment', 'inadequate incentives for teachers' and 'insufficient school budgets' as well as 'lack of understanding in the community, by classmates, by parents of children with disabilities, by parents of children without disabilities and finally, by teachers' but, in this teacher survey, more emphasis was put on the need to have a proper regulatory framework for the implementation of inclusive education.

The principals reported that they have not received any training on how to plan, implement and monitor inclusive education and that the trainings organized so far have addressed inclusive education as a concept at general level, not as a practise, thus raising awareness rather than developing practical capacities. The principals as well as teachers called for practical examples and guidelines on how to plan, implement and monitor inclusive education, particularly on how to assess learning outcomes of students with Individual Education Plans. There are also schools where support groups of teachers, principal, social worker and medical personnel have been established, but these teams still need clear definition of their role and related capacity building. The survey results indicate that teachers require specific training on how to identify educational support needs.

The teacher survey results trigger a new way of thinking about training and advocacy. Furthermore, the traditional advocacy activities focusing on raising general awareness on WHAT Inclusive Education is, need to focus more effectively on attitude change by providing information on HOW it can be implemented and with what results.

Is it worth scaling up?

In order to respond to the evaluation question of whether it is worth of scaling-up the Child Development Centres, the evaluation team consulted other stakeholders engaged in similar interventions in Mongolia and used other projects and previous experience as a reference. The evaluation team also visited one school where CDC has been recently established and a school where CDC has been set up by another development partner.

As a starting point, the establishment of CDCs is now regulated by the MECSS and in that sense, there is a need and requirement to scale up the models. The evaluation team visited a school which has assigned a classroom for the CDC but is waiting for the development partner to provide equipment and tools; a teacher has been nominated also.

Scaling-up of CDCs would require generating a common understanding on their role and purpose. The evaluation heard different perceptions about the role of the CDC among the stakeholders: It is considered either as a segregated class or as a space for after-school activities for children with disabilities, the first perception being more prevalent. This perception of CDC as an integrated class is also present in the Ministerial order issued for the CDCs, which does not refer to the provision of support to mainstream classes where children with disabilities study. Overall, the evaluation team observed limited awareness among the teachers on the role of the CDC as an educational service bridging enrolment to mainstream class, which was intended to be the original purpose of the CDC. In some countries, the integrated classes or even special schools have been transformed to resource centres to support mainstream schools and learning for all, with particular emphasis on students with disabilities.

Scaling-up of the CDC model would require further defining its role and purpose in the inclusive education context, provision of clear guidance and support to strategic planning for the use of CDCs at school level, with related budgets and other resources as well as capacitating the CDC teachers and other educationalists. Scaling up should not be only copying models from one region to another but building upon achievements and innovative approaches. In order to track the use of CDCs and implementation of the Ministerial order, a monitoring system should be developed.

5.3 Efficiency

5.3.1 Has there been any major delays or changes in the implementation compared to the plans? If yes, with what effect? How were the potential negative effects minimized?

As per the ToR, the efficiency criterion captures how the resources have been utilized and whether there has been any major delays or deviations from the plans particularly with regards to the activities of the current CP, as its implementation is in its midway. Data for the assessment was collected from the progress reports, stakeholder interviews and through observations.

No delays in the implementation of the CP 2012-2016 were reported. However, as indicated earlier in this report, there was a change of the target groups during the CP 2012-2016, but significant changes in the implementation modalities were not reported. With regards to the current CP, delays are reported only in the implementation of the OOSC mapping exercise in Bayanzurkh district to be further replicated to other khoroos. The study has not been implemented as there has been no Education Officer in the UNICEF Country Office to coordinate the activity. It was also reported that the development of the local inclusive education model for replication is yet to commence.

5.3.2 Do the UNICEF Mongolia's Inclusive Basic Education interventions use the resources in the most economical manner to achieve its objectives?

As indicated earlier in the limitations section, conducting a cost analysis was not possible because the Basic Inclusive Education interventions were difficult to disaggregate and inputs were financed from different programmes. Therefore, data was collected from the stakeholders and through review of the progress reports submitted by the implementing partners.

In the absence of financial follow-up data, the evaluation collected stakeholders' perceptions on the efficiency of the use of resources. These informants were of opinion that in general, the capacity development efforts have been carried out in a cost-efficient manner by local NGOs as implementing agencies but that the refurbishment of the CDCs was expensive and more or less as non- strategic activity of procurement and provision of equipment without proper planning and needs analysis. Greater impact could have been achieved by providing disability aids (such as mobility aids, sign language interpretation) rather than toys and games. Furthermore, there were only 3-5 students, if any, present in the CDCs and it was also learned that the physiotherapy facilities provided by UNICEF are used only by a few students for limited hours each week.

The implementation would have benefitted from better coordination of activities in the form of a Steering Committee or Task Force. The evaluation considers that the partners' expertise could have been more efficiently used in planning and monitoring of activities and performance. There were several partners engaged in the implementation of the activities but no formal management structure such as a Task Team or coordination committee or alike for the stakeholder engagement, strategic decision making and performance monitoring. Now some schools were supported by several partners in parallel. Although this could promote complementarity (e.g. JICA providing capacity building and UNICEF equipping the CDC) coordinated efforts would ensure better coverage. There have been cases of staff turnover which has produced some additional investment loss.

The CDC facilities are underutilized. The CDC teachers and principals stated that the resources are meant for Children with Disabilities only and that the students of mainstream classes and their teachers are not allowed to use CDC resources and the CDC teacher is not allowed to work as an assistant teacher in the mainstream class. Mainstream teachers are not allowed to send a child to the CDC unless the child has an Individual Educational Plan (IEP). This inefficient use of CDC resources was also confirmed by the Gender-Responsive Adolescent Health (GRAH) study (UNICEF 2018), which noted that the CDC facilities could be used more efficiently, for instance for support groups, counselling or other support activities.

5.4 Equity

5.4.1 To what extent has the programme addressed and contributed to the decreasing inequities between best off and worst-off groups (at least in the geographic focus areas)?

The programme has addressed most vulnerable groups through outreach services and by targeting support towards the most disadvantaged children.

Equity issues have already been discussed in the section 5.1.2. It is difficult to define the effectiveness of the equity aspects, i.e. to what extent the UNICEF supported interventions have contributed to inequities between children in the absence of proper data on the root causes of equity in the targeted areas. However, it is evident that equity principles have been applied firstly, in the selection of target areas and in the implementation of OOSC surveys which also serve as equity studies. Second, services such as outreach services for the most vulnerable have been implemented, addressing the root causes of inequities. For instance, children from herders' families benefitted from GER (mobile) schools in Khuvsgul province and

Nailakh district. One of the limitations of the programme has been the lack of gender analysis, which could have been implemented during the identification and planning phase.

The evaluation also examined the application of the HRBA in the different phases of the intervention cycle[10]: Identification, planning, implementation and monitoring. This assessment indicates that while human rights principles generally guide the programming, implementation, monitoring and evaluation, the HRBA has not been fully applied at all stages. For instance, a basic human rights assessment to prevent unintentional negative effects on human rights is not done. Secondly, while the targets reflect the expected results for both duty bearers and rights holders, the monitoring framework does not capture intended (quality) changes from the rights holder's perspective. Thirdly, the rights holders have not been engaged in the planning and monitoring of activities but they were more seen as recipients of services. In addition, accountability could have been promoted through efficient communication.

5.5 Sustainability

5.5.1 Are there any mechanisms, including budget support, at the national and provincial levels currently in place aimed at sustaining the interventions? What resources (both human and financial) could be used to sustain the interventions?

This section analyses to what extent the activities and achievements have continued after the funding had been discontinued (CP 2012-2016), what mechanisms are in place to take up the work and what is needed to scale up the models. Also, the extent of coordination between the development partners supporting inclusive education and moreover, the intersectoral coordination within the UNICEF Mongolia CP is analysed as means of supporting sustainability and scaling up.

> The activities of CDC have continued in Khuvsgul and Nailakh after the project funding ended, although the outreach services, which address the worst-off children, have been scaled down in the absence of additional funding. The discontinuation of these activities would affect the most vulnerable children who are not able to attend regular school.

The CDCs have continued their operations in Khivsgul and Nailakh after the support from UNICEF Mongolia came to its end in 2016. Overall, the institutional sustainability of the CDCs and their scaling up is ensured through a Ministerial order (# 136) to establish a Development Support Service Centre (DSSC, equal to CDC) at regular mainstream schools, independently or shared between schools. According to the order (article 5) the DSSC will be equipped with all necessary supplies and equipment needed for providing children with life, health and hygiene skills. The provinces have developed their plans for the implementation of this order. For instance, Khuvsgul province is planning to establish three centres annually, with support from the Government and through development partners. Similarly, inclusive teacher training programmes will continue as part of teacher training provision of the MSUE and ITPD. However, as indicated earlier, the revision of the contents, as one of the expected results of this UNICEF support, is yet to be done.

The principals and provincial/district education officers raised their particular concerns regarding the maintenance of the CDCs as, currently, no additional funding is given for this purpose and the CDC teacher salaries, maintenance of the equipment and running costs are covered by the regular school budget.

In principle, the per capita funding policy adopted by MECSS is expected to be the mechanism to maintain and expand inclusive education. According to this policy, for any enrolled student with disability, the per capita funding is tripled (3 x 125 000 MNT, equalling approximately 120 US$). The education officials in the targeted provinces, principals and teachers of the visited schools were aware of this policy, but informed that

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[10] A framework to assess Human Rights Based Approach was developed from different sources including, for instance, the Ministry for Foreign Affairs (2016) Manual for bilateral programmes.

the policy is not actually being implemented. They also did not have any understanding nor instructions on how the funds, if made available, would be used for improving the learning opportunities for all and how the use would be monitored and reported upon.

In the inclusive education context, funding should be based on the needs of the children and support provided. According to the findings of this evaluation, using enrolment data as a basis for per-capita funding has limitations as attendance and participation rate is much lower than the number of children registered. It is also notable that this funding mechanism covers children with disabilities only and does not cover the needs of children from ethnic-linguistic minorities and other vulnerable children, and the school as a whole. If per-capita funding is applied, there need to be clear instructions on how the funds can be used for promoting inclusive education and related monitoring mechanisms. One option to consider is to use the existence of an IEP as a criterion. These IEPs are developed at school level for children who have been assessed by multi-sectorial teams of education, health and social work for the eligibility of receiving a disability pension. There are also alternative models for funding additional support such as school-based grants, which are based on plans developed by school management committees and parent councils.

The Programme design did not envisage cost sharing whereby target provinces would have been required to cover part of costs of refurbishing of the CDC. No local contribution was reported, neither at school or community level.

Local level funding opportunities are available but only on a project basis. With the support from UNICEF, additional funding from the Local Development Funds were obtained in Khuvsgul and Nailakh during 2012-2016, although the projects funded addressed children with disabilities only marginally. A Local Development Fund is planned and managed by soum level governors and each year an unspecified amount of financial resources is allocated to that Fund. In the current target areas, only one to two schools reported that they plan to apply for such funding. So far, initiatives to establish partnerships, for instance with the private sector, have not been reported.

Inclusive education is a standard module of the ITPD and MSUE teacher training delivery and, thus, it is embedded in the teacher pre-service and in-service training programmes, and the delivery of these programmes will continue even without the support from UNICEF. However, as indicated earlier in this report, there is a need to review the contents of the programmes and address the quality concerns raised by the teacher trainers themselves as there is still limited experience and expertise and lack of trainers with practical implementation knowledge of inclusive education. The increasing number of students and teachers willing to take a course in inclusive education indicates that there is an interest and need for building better understanding and capacities on special educational needs. Further work is needed to ensure that the inclusive education module will become compulsory for all student teachers, and that inclusive education is included in the training of subject teachers, at private universities and during the training of school principals.

Based on the stakeholder interviews and experiences of other projects, this evaluation concludes that scaling-up of the CDC model requires

a) Policy guidance, which is now provided by the Ministerial order. However, this order should be reviewed to ensure that it is in line with the principles of inclusive education and that it enables providing support also to the mainstream classes where students with special needs study;
b) Strategic planning for the activities and uses of CDC resources at school and provincial/district level; basing the procurement on pedagogically oriented needs assessment;
c) Educating school staff, including leadership and advocating in the communities and private sectors.
d) Developing sustainable measures for reaching the most vulnerable.

In addition, a monitoring framework to track the implementation of the Ministerial order, service provision, use of services and quality aspects, as well as minimum standards for the CDC and its operations, would be useful.

The evaluation considers that scaling up is not about copying a model from one location to another but it also entails developing and employing innovative means based upon the previous experience. Also, when planning for any new activity, sustainability aspects in terms of the achievements and key activities (if relevant) should be considered. Furthermore, in the view of broader scaling up and institutionalization of inclusive education, the MECSS should review the teacher remuneration principles and develop mechanisms which would acknowledge teachers of inclusive mainstream class. Currently, the salary of a special school teacher is 30% higher than the salary of a mainstream teacher. Teaching an inclusive class entails significant amounts of additional work, for instance in terms of lesson planning and development of adapted materials.

5.5.2   To what extent are intersectoral cooperation and partnerships with development partners and the private sector managed to support the sustainability of interventions?

The review of the UNICEF Mongolia documents confirmed by the staff interviews indicate that the programme has not taken full advantage of UNICEF's multi-sectoral approach which would enable reinforcing synergies and including inclusive education as a crosscutting topic for all UNICEF supported programmes, including health, WASH and adolescent programmes. In spite of that deficiency, partnerships with MECSS, development partners and CSOs have successfully been established and used for the implementation of the activities.

Although inclusive education principles have been incorporated in UNICEF programmes such as Water, Sanitation and Hygiene (WASH) and Early Childhood Education (ECD), based on the interviews with UNICEF and MECSS staff there is still space to generate better coherence and to enhance inclusion aspects in the UNICEF programmes as a crosscutting issue. This was already recommended in the 2014 Mid Term Evaluation of the CP 2012-2016.

For instance, adolescent programmes could promote access to information for topics such as sexuality education, mental health, gender-based violence prevention and nutrition for persons with disabilities and linguistic minority groups by providing materials in in 'easy to read' formats and in Braille. UNICEF could also ensure that all relevant studies address inclusivity. For example, while the Gender-Responsive Adolescent Health (GRAH) report (2018) indicated that it pays particular attention to the needs of marginalized adolescent girls and boys, the review of the report found that no reference was made to disadvantaged groups such as persons with disabilities or linguistic minorities. Integrating disability sensitiveness in the programmes could be UNICEF's added value for engagement. Although it should be noted that some work has already been done: the ECD programme has integrated inclusive education principles in the teacher training programmes and developed models such as mobile kindergartens which could provide valuable lessons for the basic education level as well.

Another problem seems to be that the role of special schools in the inclusive education system is not fully recognized. Although staff in special schools, many of them with a background on defectology, may have limited knowledge about general education and subject specific knowledge, they have specific knowledge on issues related to teaching students with disabilities and this could be more efficiently employed for the benefits of mainstream schools. However, it would require attitudinal and systemic change as it was constantly stated that special schools were not meant to support the idea of inclusive education.

UNICEF has participated in the donor coordination platform managed by Save the Children together with other development partners supporting inclusive education such as the Asian Development Bank (ADB), JICA,

World Vision, and ADRA[11]. In addition, there is a number of local NGOs of and for persons with disabilities that are actively engaged in this field. But, so far, no coordination mechanisms for NGOs appear to exist. Indeed, the focus group discussion organized during this evaluation appeared to be the first time for many of the NGOs to meet and share their experiences.

The consultations with the development partners indicate that the development efforts by different partners are targeted at the following areas: further development of better identifying disabilities (ADRA, JICA, Save the Children), establishment of enabling environments (ADB, Save the Children, UNICEF, World Vision, ADRA), training of teachers (Save the Children, JICA, UNICEF, World Vision) and NFE (Save the Children, UNICEF). All partners, including local NGOs, implement community and parent awareness activities. So far, based on the findings of this evaluation, UNICEF has been the only donor explicitly addressing provincial level capacity development and the education of ethnic-linguistic minorities[12]. Based on this analysis, it can be concluded that development efforts have focused on the provision of enabling environments but that less, if any, efforts are aimed at developing means for curriculum adaptation.

Finally, it was learned that there are schools which receive support from different partners (e.g. JICA and UNICEF). While this can create synergy benefits, as it was the case with these schools where JICA supported whole school development and UNCEF focused on CDC, duplication of efforts could be avoided and more extensive coverage could be achieved through better coordination. Thus, for the next round of UNICEF support that will be provided, it would be advisable to select schools which have not or do not benefit from other development partners' initiatives, unless there would be a well-defined coordination mechanism between the partners.

6 CONCLUSIONS

Relevance. The objectives of UNICEF's support to inclusive education have been, and continue being valid. Although Mongolia has high enrolment rates, certain groups of children, such as children with disabilities, still face challenges in having access to education. There is an increasing awareness within the education community on equal rights to education, but more work is needed to develop a framework on how this can be realized. This would, as a first point, require developing a 'Mongolian model' of inclusive education taking into consideration the specificities of Mongolia as the least densely populated country in the world with nomadic population, and considering the international agreements and conventions on human rights (such as CRDP), which Mongolia also has signed. UNICEF should ensure that its interventions support the presence, participation and achievement of all learners and that discriminatory practises are not applied.

Effectiveness. Although the education data shows that the overall enrolment of children with disabilities has decreased nationally and in the targeted districts during the evaluation period, attributed to the changed recording systems, the evaluation found evidence that the UNICEF supported activities have brought to school children who formerly would have been excluded from the education services. However, only 37% of enrolled children with disabilities attend school regularly. This indicates that measures to support regular attendance are needed. At the upstream level, UNICEF has contributed to the integration of equity issues in the country's legislation, which affects a broad range of regulations. Awareness on inclusive education among education professionals has increased and efforts are made to develop inclusive practices, but the overall approach is still somehow disability – not education or learning oriented.
The implementation of the current CP 2017-2021, particularly at local level is on track. Additional measures are, however needed, to ensure that the expected result of revising teacher training programmes of MSUE

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[11] Asian Development Bank (ADB) '*Ensuring Inclusiveness and Service Delivery for Persons with Disabilities' (2017-2022)*, Save the Children Japan (SCJ) in Mongolia '*Strengthening Schools to Nurture Effective School Readiness and Learning Experiences in First Grade Children of Mongolia'* in Ulaanbaatar City, Mongolia (2015-2018) and *"Promoting Inclusive Education for Every Last Child in Mongolia"* -project (2018 –2021).
[12] These findings will be confirmed in the validation workshop.

and ITPD from inclusive education and equity perspective are needed. Furthermore, the results related to EMIS and per-capita-based budgeting require a closer look, both in terms of objective setting and approach. The remaining period of implementation should focus on enhancing and monitoring the quality of work and development of the local inclusive education plan in collaboration with the stakeholders and partners. The review and revision of teacher training programmes should also be the priority. More efforts would be needed to ensure that the concept of inclusive education is translated into pedagogical practices and learning outcomes both in Child Development Centres and in regular classrooms.

Efficiency. In the absence of disaggregated financial data, it is not possible to assess to what extent the financial resources have been used in an efficient manner to achieve the intended results, but based on the observations and stakeholder interviews the evaluation concludes that greater efficiency could have been achieved through more strategic planning based on thorough assessment of the needs at all levels. Efficiency of the programme implementation could have been improved by engaging various implementers in a Steering Committee or Task Force. Furthermore, the evaluation findings suggest that the CDCs established with UNICEF support are underutilised and efficiency could be improved by more strategic planning in the whole school context. Calculating of unit costs for the establishment and running of a CDC is a prerequisite for sustainability.

Equity. UNICEF Mongolia has applied its equity principles in the selection of target areas and beneficiary groups. Equity analyses in form of OOSC – studies and disability screenings were applied to identify the worst-off children and used to target the activities. Engaging national and local officials and stakeholders in the implementation of these surveys also enhanced their awareness and capacity to design activities targeting identified children. The surveys also found that there are worst-off children even within the vulnerable children such as children with multiple or severe disabilities in rural communities, who due to the distance, inaccessible, school building and the nature of the disability do not have access to education. In addition, there are children who might have access to school but are not able to learn because they do not have the necessary support or adequate disability devises. The support to the development sign language dictionary is an example how UNICEF has tried to contribute to this, but on a small scale.

Sustainability. The existence of the CDCs is now regulated by a Ministerial order and institutional sustainability of the CDCs is ensured in that sense. Further scaling-up of the CDC model requires policy guidance, strategic planning, educating school staff, including leadership, and advocating in the communities and private sectors, and developing sustainable measures for reaching the most vulnerable. Scaling up should not be only copying models from one region to another but building it on achievements and innovative approaches would be desirable.

As per the ToR, the evaluation identified gaps and policy development needs to be undertaken by the Government. At this time, based on the findings of this evaluation, the emerging issues to be further elaborated through a policy gap analysis include:

a) Developing Regulations and guidelines for curriculum adaptations and adapted assessment methods, which would ensure equal treatment of all, based on individual needs;
b) Developing/ amending policies which would enable targeted support to mainstream classes. This support could include availability of assistant teachers, ensuring availability of disability aids and adapted materials, among others. The role of the CDC should be more clearly defined in this regard;
c) Developing a teacher training programme for bilingual programmes and for Sign Language;
d) Reviewing the policy of per-capita funding from the inclusive education perspective.

If the goal is to support the inclusion of children with disabilities in mainstream classes, support should be targeted there. It is not only about taking the child to class but also about preparing the class and teachers to be accepting and teaching in the face of diversity. There are students with special education needs in every class even though they may not be identified as having a disability. Regardless of that, an inclusive school

should be able to take care of them, in order to prevent them from dropping out. Thus, one of the policy priorities needs to be about ensuring that mainstream classes receive sufficient support.

7 LESSONS LEARNED

The Programmes have provided useful policy and programmatic lessons to the countries which would like to develop their education systems more inclusive. In this respect, the following lessons learnt need to be considered:

- Enrolling children with disabilities in mainstream schools is not sufficient. More emphasis should be put on learning and social inclusion of these children.

- Inclusive education is more about developing mainstream as enabling learning environment rather than establishing facilities for a small cadre of students.

- Extensive efforts are needed not only to building capacities of educators but also to shifting the mindset from disability orientation to learning orientation, from disabilities to abilities and from teaching to learning, with an expectation that every person is able to learn. This would entail sharing of good examples and concrete guidelines.

8 RECOMMENDATIONS

Based on the evaluation findings, the evaluation team drafted recommendations targeted at MECSS, UNICEF Mongolia and the entire education. They are categorized as *short term* (by 2020), *medium term* (covering the implementation period of the current programme till 2021) and *long-term* (next UNICEF CP period) and according to priority (high/ medium) and type (**S**trategic/ **O**perational). Recommendations for the forthcoming Mid Term Review are also provided. The recommendations were developed in collaboration in the interviews and the Reference Group validated the key conclusions and recommendations and provided its inputs.

Table 15 Recommendations

RECOMMEDATIONS TO UNICEF MONGOLIA				
Relevance	**Recommendation 1:** UNICEF Mongolia should continue supporting the development of inclusive education by prioritizing children with disabilities. Further work is needed to ensure that relevant data on children with disabilities on enrolment and attendance is included in the EMIS. UNICEF should continue supporting the policy development towards development of a comprehensive inclusive education policies.	Long term	S	High
Relevance	**Recommendation 2:** UNICEF should support MECSS in developing a Mongolian model and roadmap for inclusive education, which would cover education at all levels, including special schools, NFCs and regular schools.	**Medium term** **by 2021**	S	High
Relevance	**Recommendation 3:** UNICEF together with other development partners should support MECSS in the identification of policy gaps and ensure that discriminatory practices are not embedded in policies and administrative orders.	**Medium term** **by 2021**	S	High
Effectivene	**Recommendation 4:** UNICEF should give greater attention to participatory project design, and setting of relevant and realistic targets and monitoring indicators. Human rights-based approach should be employed at all phases of programme cycle, engaging students with disabilities and their parents not only as recipients of services but also as active participants in the identification,	**Continuous**	O	High

	planning, implementation and monitoring of activities and programme performance.			
Effectiveness	**Recommendation 5:** UNICEF should support awareness raising on inclusive education with focus on disseminating information on good practices and benefits of inclusive education. Also, establishment of systematic disaggregated monitoring systems including relevant indicators to track access, quality and learning outcomes has to be supported. A monitoring system to track the awareness among broad public and specific stakeholder groups should be developed and taken into use.	**Long term**	O	Medium
Effectiveness	**Recommendation 6:** UNICEF should review the current inclusive education action plan 2017 – 2021 and revise the targets and indicators. The development of a "local model for up-scaling" should be done in collaboration with other partners who implement similar activities in order to capture lessons learned and for the development of a Mongolian model.	**Short term**	O	High
Effectiveness	**Recommendation 7:** During the implementation of the current programme 2017 -2021 UNICEF together with MECSS, MSUE and ITPD should set up a technical team consisting of national and international teacher trainers and inclusive education experts to jointly review the contents of the teacher training programmes. With reference to international experiences, this team should benchmark and identify gaps and development needs, including enhancing teacher trainers' capacities to implement them. The same technical group could be engaged in the review of the ITPD training programmes and to make suggestions on how to integrate inclusive education aspects in the school's principals training programmes. Similarly, reviewing the other ITPD training programmes from inclusive education principles should start.	**Short Term**	O	High
Efficiency	**Recommendation 8:** UNICEF Mongolia should take an advantage of its multisectoral programmatic approach and incorporate inclusive education principles as an explicit cross-cutting theme in all relevant UNICEF supported interventions and programmes (adolescent, WASH, social protection), with related monitoring systems.	**Long Term**	S	Medium
Equity	**Recommendation 9:** UNICEF should support MECSS in development of minimum standards and sustainability development of outreach services targeted to children who are not able to access education institution. Innovative ways of providing them an opportunity to learn should be applied, such as information technology.	**Long term**	O	Medium
Sustainability	**Recommendation 10:** UNICEF should support the MECSS in the establishment of sustainability measures for CDCs (including budget allocations) and follow-up the sustainability of activities in the targeted areas such as Nailahk and Khuvsgul, particularly of those activities which address the most vulnerable children, and provide advise where needed.	**Short Term**	O	Medium
RECOMMENDATIONS TO THE MINISTRY OF EDUCATION, CULTURE, SPORTS AND SCIENCE				
Relevance	**Recommendation 11:** The MECCS should develop a comprehensive 'Mongolian model or framework for Inclusive Education' and its implementation plan. A multi-stakeholder committee, including MECSS officials, development partners, line ministries, provincial and school representatives (including special schools) and NGO representatives should be established for this task.	**Medium term**	S	High

Relevance	**Recommendation 12:** The MECSS should assign a working group consisting of experts and development partners to conduct a policy gap analysis with regards to inclusive education and to propose changes and amendments (linked with Recommendation 3 and 8).	**Medium term/ Long Term**	**S**	**Medium**
Effectiveness	**Recommendation 13**: The MECSS should issue and disseminate guidelines on how curriculum adaptations and adapted assessment methods can be applied both in regular schools and NFCs.	**Medium Term**	**O**	**High**
Efficiency	**Recommendation 14:** MECSS together with its partners should review the per-capita funding policy from inclusive education perspective and provide schools with guidelines on how the additional per-capita funds can be used for promotion of inclusive education, if made available. Also, alternative funding modalities could be explored.	**Long Term**	**S**	**Medium**
Efficiency	**Recommendation 15:** Teacher remuneration principles should be revisited. Currently, the salary of a special school teacher is 30% higher than the salary of a mainstream teacher. Teaching an inclusive class entails significant amounts of additional work, for instance in terms of lesson planning and development of adapted materials.	**Long Term**	**S**	**High**
Sustainability	**Recommendation 16:** The MECSS should issue guidance for the establishment of the CDCs and develop minimum standards and budgeting guidelines for their operations in collaboration with the development partners engaged in inclusive education development. A monitoring framework to track the implementation of the Ministerial order on CDCs should be developed.	**Mid Term**	**S**	**High**
RECOMMENDATIONS FOR THE MID TERM REVIEW				
	Recommendation 17: The Mid Term Review, should review how the needs of persons with disabilities at adolescent age could be incorporated in the adolescent programme.	**Short Term**	**O**	**High**
	Recommendation 18: The Mid Term Review could explore the use of IEPs and how they are used for promoting learning gains and inclusion.	**Short Term**	**O**	**Medium**

ANNEXES

Annex 1 Terms of Reference

TERMS OF REFERENCE FOR
EVALUATION OF INCLUSIVE BASIC EDUCATION COMPONENT OF EDUCATION OUTCOME OF THE GOVERMENT OF MONGOLIA AND UNICEF COUNTRY PROGRAMMES 2012-2016 AND 2017-2021

1. Background

Although Mongolia has sustained high enrolment rates at the pre-school, primary and secondary education levels at 80.9 per cent, 96.9 per cent and 95.6 per cent respectively as of the academic year of 2016/2017[13], certain groups of children are still facing challenges in having full access to quality education services. These would include children with disabilities, children from ethnic and linguistic minorities (and children living in the Bayan-Ulgii province), monastic children (mainly boys), and children from poor families residing in poor peri-urban districts and remote rural areas.

Mongolia's Education acts including the Education Law (2002), the Law on Primary and Secondary Education (2002), and the Law on Pre-school education (2008), which have been all amended several times since their adoption up to 2017, have general provisions on supporting enrolment of children with disabilities in educational services and some specific provisions directed at special education. However, these legal acts generally dictate parallel systems of inclusive and special education, but not one inclusive education system where all students regardless of any differences and features can learn together. Mongolia ratified the Convention on the Rights of Persons with Disabilities on 13 May 2009. In February 2016, the Government of Mongolia also approved a Law on the Rights of People with Disabilities, which has specific articles on ensuring right to education by people with disabilities on an equal basis with others at all levels of education.

The 2010 National Population and Housing Census, reported that only 44.4 per cent of children and youth age 6 to 19 years old among 30,132 children with disabilities were enrolled in general education. According to the Ministry of Education, Culture, Science and Sports (2017), a total of 7,279 children with disabilities were enrolled in primary and secondary schools who make 1.3 per cent of all students and 1,597 (0.6%) young children with disabilities were enrolled in early childhood education programs nationwide. However, it should be noted that data on children with disabilities vary depending on the sources due to lack of a standardized definition and methodology to define and assess disability types in the country.

There are two special pre-schools and six special schools that cater to the needs of children with disabilities, which are all located in the capital city of Ulaanbaatar enrolling just 174 young children with disabilities (about 40% girls) and 1,535 students (42.4% girls) respectively as of the 2015/2016 academic year. Two of the six schools are for children with hearing and visual impairments and the remaining four are for children with mental and combined disabilities. Children from the rural provinces who wish to be enrolled in specialized education services need to stay in the school dormitories, which makes it difficult for the children to stay away from their families during the entire academic year.

Several actions towards inclusive education have been taken in Mongolia since 1994. However, as is the case in many other countries in the region, a strong "defectology" tradition prevails. Specialists that work with children with disabilities in school/day-care settings have been trained under a medical model of disability that regards children with disabilities as defective and in need of treatment or remedial education. There is an overwhelming lack of recognition of children with disabilities as rights-holders and as capable and productive citizens, and inclusive education is understood in the most restricted sense, as a question of access to education but not participation in learning opportunities on an equal basis with others. Therefore,

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[13] Ministry of Education, Culture, Science and Sports, 2016

while most children, who have been identified as children with disabilities are out of school, those who have access to education are confined to segregated settings such as the two existing pre-schools, the six special schools, and an undetermined number of special classrooms in mainstream kindergartens and schools.

Although the enrolment of children with disabilities in mainstream schools and kindergartens has increased in recent years, the coverage is still low and children with severe disabilities living in remote rural areas do not have any education opportunities. The majority of over 800 mainstream schools nationwide do not have a disabled friendly environment including infrastructure and trained human resources. In the absence of a disabled friendly environment at mainstream schools, local non-formal education centres become the last resort to provide education services for children with disabilities along with other dropped out-of-school children as about 20-40 per cent of students enrolled in equivalency programme trainings are children with disabilities depending on the capacity and knowledge of non-formal education centres and facilitators to outreach children with disabilities in their local areas. As of the 2016-2017 academic year, a total of 9291 (70.2% male) people of different ages were involved in equivalency programme trainings that are offered at 355 local non-formal education centres and units in 21 provinces and capital Ulaanbaatar[14]. Out of these, students aged 7-14 years occupied 16.3 per cent and 15-18 years made 29.2 per cent. In addition, 1716 students (18.5%) who were enrolled in the equivalency programme trainings were [locally] identified as having a disability and 30.9 per cent of them were identified as having an intellectual disability followed by 17.5 per cent having speech and language impairment, 16.7 per cent having visual impairment, 15.7 per cent having orthopaedic impairment, 14.7 per cent having hearing impairment and 4.5 per cent having multiple disabilities.

Since transition of the country in early 1990s to the free market economy and democracy, Mongolia education system faced challenge of children out of school and children dropping out. In early 1990s, the gross enrolment in pre-school education dropped to 18.8 per cent in 1995 and net enrolment rate (NER) dropped to 65.7 per cent in 1992. The Government of Mongolia in cooperation with development partners have put lots of efforts to sustain the high enrolment and demonstrated good progress since mid-1990s reaching 94 per cent NER in 1998.[15] In 2000s Mongolia was able to maintain around 95 per cent of enrolment in basic education[16]. However, Mongolia was also keen to reach the last 5 per cent and achieve universal coverage for basic education. Thus, within UNICEF Mongolia's previous country programmes, Basic Education Programme focused on improving learning opportunities for out-of-school children including children with disabilities, Kazakh and Tuvan ethnic minority students and monastic boys who reside at Buddhist temples elsewhere in the country. UNICEF Mongolia's Basic Education programme contributed to reduction of number of out-of-school and school drop-out children especially in its target areas, compulsory enrolment of monastic children in either formal or non-formal education and improved learning opportunities especially for the Tuvan ethnic minority students through development and application of primary grade learning materials in their mother tongue. However, children with disabilities still remain as the most vulnerable group in terms of access to quality education.

UNICEF Mongolia with its partners started undertaking an initiative to promote inclusive basic education for children with disabilities and disadvantages at six general education schools and four non-formal education centres in its target areas of Khuvsgul province (Moron, Bayanzurkh, Ulaan-Uul and Renchinlkhumbe soums[17]) and Nalaikh, a remote district of Ulaanbaatar in 2013/14-2016 benefitting over 150 children with disabilities, which generated a tested inclusive education model that can be expanded to other areas including the new target areas (Centre for children with disabilities and Zag soum school, Bayankhongor province; School #3, Yosonbulag soum and Bayan-Uul soum school, Gobi-Altai province as well as School #4, Uliastai soum and Shiluustei soum school, Zavkhan province) for UNICEF's new country programme 2017-

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[14] National Centre for Life-Long Education and UNICEF Mongolia, 2017

[15] Mongolian National Report on Education for All Assessment 2000, Ulaanbaatar, Mongolia, October 1999

[16] http://1212.mn/

[17] Soum is the smallest administrative unit within a province.

2021. The initiative extensively included capacity building trainings for school staff, students and community members on inclusive education approaches, classroom and individual teaching for children with special needs and community engagement for supporting inclusive education, as the schools seriously lacked the appropriate technical capacity and knowledge to provide adequate inclusive education services for children with disabilities and special needs as well as financial resources to provide necessary infrastructure, materials and tools to them. The trainers were from several non-governmental organizations (NGO) with active roles for educating children with disabilities, the special schools from Ulaanbaatar and the Institute for Teachers' Professional Development.

In 2017-2018, UNICEF Mongolia continued its partnership with the Government in implementing the recently approved National Programme on Rights, Participation and Development of People with Disabilities, for which UNICEF Mongolia provided technical support in developing its component on increasing access to quality education at all levels for people with disabilities. A review of inclusive and special education issues in pre- and in-service teacher training curricula produced recommendations that were paramount in changing the current focus (special education for children with disabilities) to inclusive education for all. UNICEF Mongolia worked jointly with various NGOs, including the Mongolian Education Alliance, the Mongolian Association of Sign Language Interpreters, the Deaf Education, and the Mongolian National Association for Wheel-chair Users, to improve access for children with disabilities to regular schools in its geographical focus areas. In addition, UNICEF Mongolia provided technical support to NGOs including "All4Education" National Coalition and Save the Children-Japan to improve their policy advocacy and initiate inclusive education projects in line with CPRD General Comment 4: Inclusive Education (2016)[18]. To raise public awareness of the value of inclusive education, video versions of the 2016 booklets 'My special friend', 'Summer camp adventure' and 'Friends of Buulkhun's dream'[19] were produced and shared widely through TV and social media channels and distributed to schools and kindergartens nationwide.

The Theory of Change (Annex 1) for Inclusive Basic Education component of the Education Outcome details out indicators directly related to inclusive basic education, selected bottlenecks for ensuring inclusive basic education for all especially children with disabilities in accessing quality education services, several intermediary outputs to address the bottlenecks identified for Output 201 which states "The Ministry of Education, Culture, Science and Sports' capacity to develop, budget, design and implement equity-focused, gender-sensitive policies, strategies, norms, requirements and programmes for early childhood development, primary and adolescent learning is enhanced" and Output 202 which states "Decentralized education authorities in target areas have improved capacity to increase access and utilization of quality, inclusive early childhood development and primary education services". The main interventions/milestones have been the main directions of the implementation of Inclusive Basic Education component in 2017-2018. These outputs contribute towards the upper level UNDAF and UNICEF CPD results: **UNDAF Output 3:** Improved basic education quality, increased access to early childhood development and lifelong education in selected peri-urban areas and soums and **UNICEF Outcome 200:** By 2021, the most disadvantaged children benefit from access to and utilization of services in an inclusive, healthy and quality learning environment.

2. Purpose and Objectives

The purpose of this formative evaluation[20] is to review the results achieved by the Inclusive Basic Education component of Education Programme over the last and current country programme between 2012-2018. The evaluation findings and recommendations will feed into UNICEF Mongolia's Mid-term Review (planned in the second half of 2019 as well as decision-making on education policies and processes of national and local governments.

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[18] ttps://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CRPD/C/GC/4&Lang=en
[19] https://drive.google.com/file/d/1CXZNT1hrKfMKmHdudEpWgJvWNYyFMbxI/view
[20] The 2018 revised evaluation policy defines evaluations as "examining the results chain, processes, contextual factors and causality using appropriate criteria as relevance, effectiveness, efficiency, equity, sustainability and impact"

Children from ethnic minorities and children with disabilities are main beneficiaries and primary rights holders who will serve also as key informants of the evaluation. Furthermore, care takers, parents, teachers including local and national level decision makers as primary duty holders will be engaged in the evaluation process as key informants. Communities overall will be the secondary audience both as rights holders and duty bearers. Both the rights holders and duty bearers will be introduced the findings and informed on the recommendations of the evaluation. As stated earlier, Mongolia has been putting lots of efforts since early 2000s to achieve the universal coverage for basic education and increase the coverage of pre-school education services. Different approach and strategies were used and there is a need to take stock of achievements so far, conclude on lessons learnt and make necessary adjustments based on objective evaluation findings.

Specific objectives include:

(i)   to examine UNICEF Mongolia's engagement in policy level activities for improving a policy environment for supporting inclusive education and make suggestions and recommendations for UNICEF Mongolia's further engagement as well as main policy level changes to be undertaken by the Government;
(ii) to analyse UNICEF's Mongolia's technical assistance and support for review and improvement of pre-service and in-service teacher training curricula and teacher training institutes' liaison with regular general education schools for supporting special education within inclusive education settings and make suggestions and recommendations for UNICEF Mongolia's further engagement as well as further areas of improvement to be undertaken by the Mongolian State University of Education and the Institute for Teachers' Professional Development;
(iii) to assess UNICEF Mongolia's inclusive basic education interventions implemented in its geographical focus areas and make suggestions and recommendations for improving the existing models and scaling them up in other schools and provinces;
(iv) to formulate specific recommendations for improving inclusive education features in programming across UNICEF Mongolia's programme sectors and improving linkages of continuity of inclusive education interventions between early childhood education/early childhood development and basic education components;
(v)   to assess the complementarity of UNICEF's interventions to the overall Mongolia's agenda for universal education.

3. Evaluation Scope

The evaluation will cover policy and local level interventions as well as technical assistance supported by UNICEF Mongolia between 2012 and 2018 in the identified geographic focus areas.
More specifically these include:

- Policy level support provided to the Ministry of Education, Culture, Science and Sport;
- Technical assistance and support provided to the Mongolian State University of Education and the Institute of Teachers' Professional Development;
- Local level interventions for 2013/14-2016 jointly implemented with the Mongolian Education Alliance NGO and the Institute of Teachers' Professional Development targeting Non-formal Education (NFE) Centre of Nalaikh district of Ulaanbaatar and 5 schools/NFE centres in Khuvsgul province;
- Local level interventions for 2017-2018 jointly implemented with the Mongolian Education Alliance NGO, the Mongolian Association of Sign Language Interpreters, the Deaf Education NGO and/or the Institute of Teachers' Professional Development targeting NFE Centre of Bayanzurkh district of Ulaanbaatar; 6 schools and 1 centre for supporting children with disabilities in Bayankhongor, Gobi-Altai and Zavkhan provinces.

It is anticipated that this evaluation will cover NFE Centre of Nalaikh district and at least 2 schools (one school in the provincial centre and 1 soum school) in Khuvsgul province as part of the previous Country Programme and NFE Centre of Bayanzurkh district and at least 4 target schools/centres (two in the provincial centre, one

in soum; and one centre for children with disabilities in Bayankhongor) in Bayankhongor, Gobi-Altai and Zavkhan provinces as part of the current Country Programme.

4. Evaluation criteria & key evaluation questions

Evaluation evidence will be judged using modified Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC) criteria of **relevance, effectiveness, efficiency and sustainability**, as well as **equity, gender equality and human rights considerations**. Key evaluation questions (and sub-questions) include the following[21]:

The evaluation questions for each stated criterion are not exhaustive and will be further developed and prioritized by the evaluation team in the inception phase.

Relevance of the Inclusive Basic Education Intervention is suited to the national priorities and policies as well as relevance of its design (including the TOC) and approach, considering:

- To what extent are the objectives of the Basic Education programme still valid in relation to the country priorities and national development plans?
- To what extent are the UNICEF Mongolia's Inclusive Basic Education interventions relevant to the overall intent of UNICEF's renewed focus on equity?

Effectiveness: measuring the extent to which the Inclusive Basic Education achieved its objectives

- To what extent were the UNICEF Mongolia's Inclusive Basic Education objectives achieved?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- When do public systems successfully target and reach worst off groups?
- To what extent have the interventions contributed to strengthening school performance leading to enhanced learning outcomes for both children with and without disabilities?
- To what extent the investment made justify the results obtained so far? Is it worth scaling up?

Efficiency: Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs.

- Were the objectives of the UNICEF Mongolia's Inclusive Basic Education component achieved on time?
- Does the UNICEF Mongolia's Inclusive Basic Education component use the resources in the most economical manner to achieve its objectives?
- Was the UNICEF programme implemented in the most efficient way compared to alternatives?

Equity:

- To what extent have the results contributed to decreasing inequities between best off and worst-off groups (at least in the geographic focus areas)?
- To what extent have the results contributed to decreasing disparities between best off and worst-off groups (at least in the geographic focus areas)?
- Are the interventions satisfactory to ensure equitable results in terms of education and social service delivery?

Sustainability: Extent to which the inclusive education intervention is financially and environmentally sustainable.

Impact: Positive and negative changes produced by the Inclusive education

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[21] The evaluation questions proposed herein are _tentative_ and they will be revised and prioritized after the inception mission to reflect the actual learning priorities.

- Extend to which the coverage of disadvantaged children in education is different from the non-UNICEF programme areas?
- What are the other implications beneficiaries including their families have gained as a result of the Programme implementation?

5. Proposed methodology

Based on the objectives of the evaluation, this section indicates a possible approach, methods and processes for the evaluation. Methodological rigor will be given significant consideration in the assessment of proposals. Hence bidders are invited to interrogate the approach and methodology proffered in the ToR and improve on it, or propose an approach they deem more appropriate. In their proposal, bidders should refer to triangulation, sampling plan and methodological limitations and mitigation measures. Bidders are encouraged to also demonstrate methodological expertise in evaluating initiatives related to inclusive basic education interventions.

It is expected that the evaluation will be both a theory-based and utilisation-focused. A mixed-methods approach will be employed drawing on key background documents and the monitoring and evaluation framework for guidance. The evaluation should also be situated within the current debate about the use of inclusive education to national development goals, and it should consider through issues of equity, gender equality and human rights, in line with UNICEF's Evaluation Policy (2018) and the United Nations Evaluation Group (UNEG) Norms and Standards (2016).

The evaluation will take mainly a formative stance and to this end it will provide continuous rapid feedback to primary users of the evaluation process.

At minimum, the evaluation will draw on the following methods:

- Desk review of relevant documents and policies such as UNICEF Annual and RAM Reports, Basic Education Thematic Reports and other donor reports, Human Interest Stories, Case studies, Theory of Change for Inclusive Basic Education, Consultancy reports, presentations, evaluations done in Mongolia and other countries, PCA/SSFA documents and their implementation reports, field monitoring reports, and National Programme on Rights, Participation and Development of People with Disabilities etc. to generate comprehensive information in order to further refine and unfold this TOR and develop the Inception Report;
- Key informants' interviews: Face-to-face interviews with officials from the Ministry of Education, provincial social policy and education departments, professors and lecturers from the Mongolian State University of Education and the Institute of Teachers' Professional Development, NGO partners, parents, teachers and students;
- Focus group discussions: This will include parents, teachers and students with and without disabilities;
- School and classroom observations: Selected schools/NFE centres (including a centre for children with disabilities in Bayankhongor) will be visited to generate practical evidence on how inclusive education is promoted at school level;
- A validation workshop including feedback session to review conclusions and recommendations with relevant stakeholders and ensure utilisation of the evaluation.

In ensuring quality, the evaluation team is required to adhere to the UN Norms and Standards for Evaluation, as well as to the UNICEF's Evaluation Policy (E/ICEF/2018/14), UNICEF Procedure for Ethical Standards in Research, Evaluation and Data Collection and Analysis, UNEG Ethical Guidelines, UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation, UN SWAP Evaluation Performance Indicator and UNICEF-Adapted UNEG Evaluation Reporting Reports Standards.

6. Duration, process and timeline

Contract duration will be approximately 2.5 months. It is expected that the selected evaluation team delivers in three phases the following outputs:

Phase I – Inception (February/March 2019):
Conduct inception mission to Ulaanbaatar, commence preliminary desk review, organize meetings with Reference Group to be established by UNICEF Mongolia comprising different partners and develop the Inception Report. The Inception Report will be instrumental in confirming a common understanding of what is to be evaluated, including additional insights into executing the evaluation. At this stage evaluators will refine the TOC and confirm evaluation questions, confirm the scope of the evaluation, further improve the methodology proposed in the TOR and their own evaluation proposal to improve its rigor, as well as develop and validate evaluation instruments. The report will include:

- A stand-alone executive summary of two pages;
- Background and context analysis, showing an understanding of Inclusive Education in the context of Mongolia;
- Evaluation purpose and scope, confirmation of objectives and the focus of the evaluation;
- Evaluation criteria and questions, a final set of evaluation questions and evaluation criteria for assessment performance;
- Evaluation methodology, a description of sampling, data collection and analyses methods and data sources (including a rationale for their selection), draft data collection instruments, a discussion on how to enhance the reliability and validity of the conclusions and utilisation, the limitations of the methodology and how to address them, as well as a description of the quality review process;
- Proposed structure of the final report;
- Evaluation work plan and timeline, a revised work and travel plan, resources requirements; and
- Annexes.

Deliverables: (a) Inception report (approximately 20 pages not including Annexes) that will be presented at a formal meeting of the Reference Group and (b) a summary (maximum 2 pages), summarizing the purpose, key questions and process for the evaluation.

Phase II – Data collection and preliminary findings (March/April 2019):
Complete in-depth desk review of all relevant documents, conduct data collection in-country and present preliminary findings to Reference Group.

Deliverable: (a) Presentation of preliminary findings (power-point).

Phase III – Data analysis, validation and report writing (May 2019):
Data analysis and review of preliminary findings, stakeholder consultations on recommendations and triangulation of data sources as well as additional interviews when necessary to prepare a presentation for validation workshop and a draft and final evaluation report. The evaluation report will include:

- A stand-alone executive summary (maximum 2-3 pages);
- An analysis of key issues in the implementation of the Inclusive Basic Education interventions;
- Statements of findings, well substantiated by the data and evidence and judged against evaluation criteria and conclusions;
- SMART recommendations and a description of how they were validated;
- List of background materials used; and
- Annexes (incl., this TOR, annotated description of the methodology, evaluation matrix, list of people interviewed, etc.).

Deliverables: (a) Presentation for validation workshop (power-point) and (b) draft and final evaluation report (approximately 40 pages, plus Annexes) including an Evaluation Brief?

Reports will be prepared in English; however, power-point presentations and executive summaries of reports will be translated into Mongolian. It is expected that reports will follow UNICEF-adapted UNEG Evaluation Reports Standards (2017). The first draft of the final report will be received by Monitoring and Evaluation Officer and Education Specialist, UNICEF Mongolia, who will work with the team leader on necessary revisions. The second draft will be sent to Reference Group for comments. UNICEF Mongolia will consolidate all comments on a response matrix and request the evaluation team to indicated actions taken against each comment in the production of the final draft.

Table 1. Proposed Evaluation Timeline

#	Phase	Deliverable	Times Estimate
1.	Inception phase a) mission	Draft Inception Report (conceptual framework, methodology, work plan and questionnaires)	3 weeks
	b) reporting Report	Draft and Final Inception Report and two-page evaluation summary including data collection tools	
2.	Field phase	Data collection	4 weeks
	Feedback session	Presentation slides for feedback with emerging findings session	
3.	Data analysis, validation and report writing phase	Validation workshop (incl. presentation slides)	3 weeks
		Draft and final evaluation report	

7. Key skills, technical background and experience required for the evaluation team

For this assignment, UNICEF Mongolia seeks an evaluation team of at least two individuals that is made up as follows:

- A Team Leader (international) is responsible for overall delivery of the evaluation. The consultant will have an Advanced Master Degree in Education (majored in Special and Inclusive Education), International Development, or similar qualification. S/he must have a minimum of 15 years' experience leading evaluations, including previous evaluation of education programme strategies, especially inclusive and special education in middle income countries. S/he must possess experience in developing and applying methodological tools for programme evaluation, notably qualitative and participatory methods considerate of human rights, gender equality and equity. Knowledge of and experience with UN norms and standards for evaluation in the UN system is a must. Knowledge of education upstream work, policy development and reforms is an added value. S/he must be fluent in English with excellent verbal and writing skills;
- A Researcher/Data Analyst (national) is responsible to assist the Team Leader in data analysis and interviews. The person must have a degree in Education (possibly majored in special and/or inclusive education), International Development or similar, with at least 5 years' experience of working in research, statistics or evaluation. Experience in designing and managing research/evaluation is a must. S/he must be fluent in Mongolian and English with excellent verbal, communication and writing skills.

Successful institutions will be invited to a telephone interview and will be evaluated by the following criteria:

TECHNICAL QUALIFICATION (max. 70 points)
Overall Response (20 points)
• **Understanding of tasks, objectives and completeness and coherence of response**

• **Overall match between the TOR requirements of proposed consultant's competencies.**	
Technical Capacity (50 points)	
• **Relevance of institution's and consultants' experience with similar projects and as per required qualifications**	
• **Quality of previous work**	
• **References**	
FINANCIAL PROPOSAL (max. 30 points)	
• **Daily rate**	
• **Travel costs**	
• **Total estimated cost of contract (proposed contract fee only)**	
TOTAL SCORE (max. 100 points)	

The consultancy will be published on UNICEF website and relevant networks.

8. Definition of supervision arrangement and support from UNICEF

a. Direct supervisor
b. The evaluation team will be directly supervised by the Monitoring and Evaluation Officer, UNICEF Mongolia.
c. Frequency of performance review

   Bi-weekly and as required. Formal performance assessment shall be conducted at the end of the contracting period.
d. Official travel involved

   During this mission to Mongolia, the evaluation team will undertake domestic field trips to Nalaikh district of Ulaanbaatar (about 25 kms from central Ulaanbaatar), Khuvsgul, Bayankhongor, Gobi-Altai and/or Zavkhan provinces. UNICEF Mongolia will assist the evaluation team with the trip coordination in line with organizational policies. The evaluation team members' international travels shall be based on economy class travel, regardless of the length of travel.
e. Governance structure

   UNICEF will establish an Evaluation Management Group (EMG) to have an oversight of the process. Reference group will be established inclusive of main stakeholders in consultation with the Government which will have an advisory role to the Evaluation team.
f. Type of Support to be provided by UNICEF Mongolia
g. The contract supervisor, will be available, as/when required to provide the necessary support as follows: 1) Preparation/planning including providing of background documents, data and materials; 2) Coordination of communication via phone, skype and e-mail; 3) Coordinate timely comments to analysis and results; 4) Quality assurance and revision period in coordination with respective officers from UNICEF Mongolia; and 5) Support the organization of a validation workshop in May 2019.
h. Indicators for evaluation of outputs
   • Timeliness
   • Achievement of goals
   • Quality of work as per GEROS

9. Fee and schedule of payments

In the financial quote, interested institutions should include: the total consultancy fee (broken down into daily rate in <u>USD</u> for each individual consultant and number of consultancy days), travel costs (with details of in-country travel) and administrative fees (if applicable, broken down into the separate categories of costs like internet, phone etc.). Please see a Table below:

No	Description of the cost	Proposed amount (in USD)
1.	Consultancy fee (provide details)	
2.	In country travel cost (provide details)	

3.	Administrative fees (provide details)	
	Total	

Terms of payment/link of payments to deliverables:
Payment will be made upon submission of expected deliverables certified and accepted by the Contract Supervisor.

- Phase I - Upon Approval of inception report (20%) March 2019
- Phase II - Upon completion of data collection and preliminary findings (30%) April 2019
- Phase III – Submission of approved final evaluation report (50%) May 2019

10. UNICEF penalty clause
UNICEF reserves the right to withhold up to 30% of the total consultancy fee in the case that the deliverables are not submitted on schedule or do not meet the required standards.

11. Proprietary rights
Copyright and ownership of all documents produced will remain with UNICEF Mongolia.

12. Signatures
Reviewed by: Khurelmaa Dashdorj, M&E Officer
Reviewed by: Yew Hee Cheah, Operations Manager
Reviewed by: Speciose Hakizimana, Deputy Representative
Approved by: Alex Heikens, Representative

Annex 2 Evaluation Matrix

	Evaluation question	Specific sub question	Indicators/ Success/ standards	Document review	UNICEF	MECSS (National)	MECSS (Loval)	Parents/ beneficiaries	Schools	Implementing agency	Development partners	Data collection and analysis
	RELEVANCE	.										
RELEVANCE	EQ 1 To what extent are the inclusive Basic Education programme objectives still valid in relation to the country priorities and national development plans?	. 1.1. Has there been significant changes in the education policies/ line sector policies regarding inclusion during 2012 -2018? . 1.2. To what extent are all educational policies and plans informed by the principles of inclusion and equity? . 1.3. Is there a shared understanding, among partners and policy documents on inclusive education as applied to children with disabilities? If not, what/where are the discrepancies? . 1.4. Are relevant implementation strategies, activities and interventions, chosen in relation to intended results outcomes?	Consistency of Laws with national legislation on education with international agreements Perceptions of the informants on Inclusive Education and gaps	√	√	√						**Data collection:** Review of national policies strategies and laws, complemented with stakeholder interviews. **Data analysis**: Analysis of national policies, strategies and laws on how they address education of most vulnerable and principles of inclusion, triangulated with stakeholder interviews and achievements made.

	EQ 2 To what extent are the UNICEF Mongolia's Inclusive Basic Education interventions relevant to the overall intent of UNICEF's renewed focus on equity?	. 2.1. Is the programme based on an equity analysis, which will guide strategic choices and target groups? . 2.2. How has the programme addressed the needs of the worst-off, most disadvantaged? . 2.3. How is gender incorporated in the programme planning, implementation and monitoring?	Existence of equity analysis / gender analysis Evidence on the utilization of equity / gender analyses in programme planning, implementation and monitoring.	√	√		√						**Data collection:** Document review **Data analysis:** Analysis of programme plans and reports to identify how equity issues have addressed and guided the selection of implementation strategies, beneficiary groups and incorporated in the M&E systems; Interviews.
	EQ 3. Does the intervention design (including the TOC) provide a solid basis to respond to the identified needs, also regarding the needs of the worst-off groups?	. 3.1. Does the programme respond to the identified needs, taking into consideration the needs and rights of disadvantaged groups and rights and needs of worst-off groups? 3.1. Does the programme have a feasible monitoring system which tracks essential information for accountability, learning and management purposes, including gender disaggregated data?	Quality of internal logic Quality of indicators.	√			√	√					Data collection and analysis: Review of the programme plans ToC and M&E systems and their use in tracking performance and achievements.
	EFFECTIVENESS	.											

	EQ	Sub-questions	Indicators									Data collection / analysis
EFFECTIVENESS	EQ 4 To what extent were UNICEF Mongolia's Inclusive Basic Education objectives achieved?	4.1. Has UNICEF programme reached its targets on stipulated outputs? 4.2. What evidence is there, if any, of UNICEF contribution to a change of policy and school practices in support of children with disabilities? 4.4. Is the programme worth scaling up?	Indicators of the CPs (see annex xxx)	√		√	√		√			**Data collection:** Enrolment data (EMIS, Aimag, school); Outcome Harvesting in interviews and FDG (principal, CDC teachers, parents, students, support staff), teacher survey, observations. **Data analysis:** Comparison of data with the target values (CP 2012-2016); Results tracking of the current programme CP 2017 –; triangulation.
	EQ 5 What changes are observed at school level as a result of UNICEF's support?	5.1. What evidence do we have about changes at school level, as a result of UNICEF programme? 5.2. Who has been benefitting from the programme and how? 5.3. Is inclusive education model developed working	Changes reported Number and type of beneficiaries				√		√	√		**Data collection:** interviews and FDG (principal, CDC teachers, parents, students, support staff), teacher survey, observations; ACCSSIBILITY CHECKLIST. **Data analysis:** categorizing data, triangulation.
	EQ 6 What are the major factors influencing the achievement or non-achievement of the objectives? Is it worth scaling-up?	6.1. What are the factors supporting achievement of the objectives and effective implementation? 6.2. What are the challenges/ problems influencing the achievement of the objectives and implementation? How were they addressed?	List of factors supporting / hindering implementation	√	√	√	√		√			**Data collection:** Outcome mapping in interviews and focus discussions **Data analysis:** Categorization by type; comparing with the ToC
	EFFICIENCY											
EFFICIENCY	EQ 7 Has there been any major delays or changes in the implementation compared to	7.1 Were the outputs delivered and objectives achieved in a planned time frame? If not, what were the reasons for delays and corrective measures?	The extent activities were implemented as planned Evidence on complementarity		√ N	√	√		√	√		***Data collection:*** Document review and interviews (UNICEF, implementers, education authorities and schools); Data compiled in the results tracker

	EQ	Sub-questions	Indicators									Data collection / analysis
	the plans? If yes, with what effect? How were the potential negative effects minimized?	7.2. Does the intervention complement the other inclusive education interventions?										*Data analysis:* Comparison of plans with reported activities and outputs
	EQ 8 Do the UNICEF Mongolia's Inclusive Basic Education interventions use the resources in the most economical manner to achieve its objectives?	8.1 Did the programme use resources in the most economical manner to achieve expected results?	Perceptions of stakeholders on use of resources	√		√	√		√	√		*Data collection:* Document review, interviews *Data analysis*: Triangulation
	EQUITY											
	EQ 9 To what extent have the results contributed to decreasing inequities between best off and worst-off groups (at least in the geographic focus areas)?	9.1. Who has benefited from the programme? 9.2. To what extent has the programme addressed the worst-of children?	List of beneficiaries Evidence on activities targeted to most vulnerable				√		√	√		*Data collection:* Beneficiary analysis, interviews *Data analysis*: Beneficiary mapping, triangulation
SUSTAINABILITY	EQ 10 Are there any mechanisms including	10.1. Are the achievements and impact likely to continue when external support is withdrawn? 10.2. What is needed to scale up the models?	Evidence on continued activities (CP 2012-2016)		√	√	√	√	√	√	√	*Data collection:* Interviews and observations *Data analysis*:

budget support at the national and provincial levels currently in place aimed at sustaining the interventions?	10.3. What mechanisms exist for the Government to take up this work? What policy support and other support is needed? 10.4. Is an appropriate sustainability plan in place? 10.5. What other resources (both human and financial) or means could be used to sustain the interventions?	Existence of a feasible sustainability/ exit plan (Y/N) Availability and use of alternative/ additional resources											
EQ 11 To what extent the intersectoral coordination and partnership including with development partners and private sector is managed to support the sustainability of the interventions?	11.1. Extend to which intersectoral coordination and partnership including with development partners and private sector is managed to support the sustainability of the interventions?	Examples of intersectoral coordination in relation to inclusive education	√							√	√		**Data collection:** Interviews and Focus group discussion with ECD **Data analysis**: Triangulation

Annex 3 Modified Evaluation Questions

		Original Evaluation question	Revised evaluation question	Justification for change
RELEVANCE of the Inclusive Basic Education Intervention is suited to the national priorities and policies as well as relevance of its design (including the TOC) and approach, considering.
RELEVANCE	1	To what extent are the objectives of the Basic Education inclusive education programme still valid in relation to the country priorities and national development plans?	No change	
	2	EQUITY: To what extent are the UNICEF Mongolia's Inclusive Basic Education interventions relevant to the overall intent of UNICEF's renewed focus on equity?	No change	
	3	'When do public systems successfully target and reach worst off groups' was unclear.	**Replaced**. Does the intervention design (including the TOC) provides a solid basis to respond to the identified needs, also regarding the needs of the worst-off groups?	The original question was unclear and it was replaced with a more relevant question linked with the relevance definition.
EFFECTIVENESS: The extent to which the Inclusive Basic Education achieved its objectives Effectiveness
EFFECTIVENESS	4	To what extent were UNICEF Mongolia's Inclusive Basic Education objectives achieved?	No change	
	5	What are the major factors influencing the achievement or non-achievement of the objectives?	No change	
	6	When do public systems successfully target and reach worst off groups?	**Removed**	Unclear question
	7	To what extent have the interventions contributed to strengthening school performance leading to enhanced learning outcomes for both children with and without disabilities?	**Replaced** "What changes are observed at school level as a result of UNICEF's support" to demonstrate changes at school level	*Contribution of the interventions or comparison of learning outcomes of children with disabilities and without disabilities is not feasible as with regards to the children with disabilities it can be based on individualised plans.*
	8	To what extent the investment made justify the results obtained so far?	**Modified**: Is it worth scaling up?	Simplified
EFFICIENCY measures the outputs -- qualitative and quantitative -- in relation to the inputs.
EFFICIENCY	9	Were the objectives of the UNICEF Mongolia's Inclusive Basic Education component achieved on time?'	Modified: Has there been any major delays or changes in the implementation compared to the plans? If yes, with what effect? How were the negative effects minimized?	The question was broadened to capture contextual factors (>lessons learned)
	10	Does the UNICEF Mongolia's Inclusive Basic Education component use the resources in the most economical manner to achieve its objectives?	No change	

	11	Was the UNICEF programme implemented in the most efficient way compared to alternatives?	**Removed**	*comparison would require a comparison group; alternatives were not defined*
EQUITY				
EQUITY	12	To what extent has the programme addressed and contributed to the **decreasing inequities** between best off and worst-off groups (at least in the geographic focus areas)?	No change	However, ethical issues noted: disaggregating best-off and worst-off between vulnerable groups and within vulnerable groups (e.g. children with disabilities within 13ethnic-linguistic minorities, or inequity between disability groups).
	13	To what extent have the results contributed to **decreasing disparities** between best off and worst-off groups (at least in the geographic focus areas)?	**Removed**	See above
	14	Are the interventions satisfactory to ensure equitable results in terms of education and social service delivery?	**Removed**	*Unclear question.*
SUSTAINABILITY Extent to which the inclusive education intervention is financially and environmentally sustainable.				
SUSTAINABILITY	15	Are there any mechanisms including budget support at the national and provincial levels currently in place aimed at sustaining the interventions? What resources (both human and financial) could be used to sustain the interventions?	Sustainability questions combined.	
	16	Are behavioural/attitudinal changes [if applicable] expected to last and what is needed for these changes to endure?	**Removed**	*Attitude change is difficult to measure.*
	17	What other resources (both human and financial) could be used to sustain the interventions?	Merged with question	
	18	Extend to which intersectoral coordination and partnership including with development partners and private sector is managed to support the sustainability of the interventions	No change	
IMPACT Positive and negative changes produced by the Inclusive education				
IMPACT	19	Extend to which the coverage of disadvantaged children in education is different from the non-UNICEF programme areas?	Removed.	*Would require a robust impact evaluation*
	20	What are the other implications beneficiaries including their families have gained as a result of the Programme implementation?	Removed	Short term changes/ impacts at individual and family level are Incorporated in effectiveness

Annex 4 Stakeholders and their role in implementation

Stakeholder	Role	Duty	Expected benefit
Ministry of Education, Culture, Sports and Science (MECSS)	Duty bearer	Policy and decision making to guarantee that the rights to education for all are fulfilled, and ensure that the education system is able to implement inclusive education and combat discrimination.	Improved capacity for policy guidance, to oversee the implementation of inclusive education, coordination with line ministries.
Institute for Teacher Professional Development (ITPD)	Duty bearer	Ensure that educational professionals have skills, and training in order to support children in inclusive education settings. ITPD is responsible for in-service teacher training and training of school principals.	Revised teacher training curricula (3/201); Improved capacity to plan, implement and monitor inclusive education; improved delivery of teacher training in the target provinces.
Mongolian State University of Education (MSUE)	Duty bearer	Ensure that educational professionals have skills, and training in order to support children in inclusive education settings. Provision of initial teacher training.	Revised teacher training curricula (3/201); Improved capacity to plan, implement and monitor inclusive education; improved delivery of teacher training in the target provinces.
Education Research Institute (ERI)	Duty bearer	Support the MECSS in policy development.	Improved capacity for drafting inclusive education policies and laws; Disability Law and programme
Education Institute (EI)	Duty bearer	Material development for minority languages, research.	Resources for development textbooks and materials in Tuvale language and related teacher training, and for a learning outcome assessment study
Provincial Education Department	Duty bearer	Provincial planning, implement the policies, guiding and monitoring of inclusive education related activities.	Support to the development of CFS-policies, where IE aspects were incorporated; Improved capacity to plan, budget, implement and monitor inclusive education.
Beneficiary schools and NFCs	Duty bearer	Responsible for the implementation of IE policies and developing CFS-strategies which address the educational needs of all.	Improved capacity to plan, budget, implement and monitor inclusive education.
Parents	Duty bearer	Responsible that child is enrolled and attends school.	Improved awareness and commitment, improved possibilities for participation parent councils (CP 2017 -2021).
Other Stakeholders			
Line ministries (e.g. Ministry Labour and Social Welfare)	Duty bearer	Coordinate the identification of persons with disabilities. Remove and address barriers (social welfare, benefits), including provision of necessary disability aids.	Engagement in intersectoral assessment; not beneficiary of UNICEF support.
Development partners (JICA, SAve the Children, World Vision, ADRA, ADB, World Bank)	Duty bearers	Support the Government in planning, implementation and monitoring of Inclusive education.	Coordination and information sharing; complementary activities
Civil Society Organisations: Associations of and for the Disabled	Duty bearer	Support Government in development, implementation and monitoring of implementation of inclusive education policies.	Coordination, advocacy and monitoring of implementation of the programmes and their achievements.

			Identification of barriers and bottlenecks.

Annex 6 Data collection guide and tools

EVALUATION OF INCLUSIVE BASIC EDUCATION COMPONENT OF EDUCATION OUTCOME OF THE GOVERNMENT OF MONGOLIA AND UNICEF COUNTRY PROGRAMMES 2012-2016 AND 2017-2021

Interview topic guidelines and other tools for data collection

13.4.2019

TABLE OF CONTENTS

Introduction

This manual contains main data collection tools and instructions on how to use them. Also, please familiarize you with the background documentation and the inception report, particularly the Evaluation Matrix (Annex 1) and Indicators (Annex 2).

1 Theory of Change/ Results Framework

This document contains a Theory of Change or results framework for Inclusive education interventions in Bayankhongor, Gobi-Altai and Zavkhan provinces. It is an overall framework for this evaluation and needs to be studied carefully, together with the Theory of Change and evaluation framework, presented in the inception report.

2 Checklist to track the key indicators and milestones

This checklist will summarize your findings on the status of achieving the results. Please fill it in and in the end of the mission, assess the level of achievement of the results, and return it back to the Team Leader.

3 Enrolment data (IMPORTANT, this is core indicator for the project)

Collect data at provincial level/ district level on enrolment of children with disabilities (see excel sheet), also attached in this document.

4 Interview topics and data collection tools

In the interview topic guideline, reference is made to the indicator or milestone for your reference.

1.- Theory of change: Outputs 201 and 202 Inclusive Basic Education (by UNICEF)

UNDAF Outcome 2: Enhancing social protection and utilization of quality and equitable social services.

**Output 3: Improved basic education quality, increased access to early childhood development (ECD) and lifelong education
in selected peri-urban areas and soums**

Indicators
Primary and secondary education NER of children from the poorest quintile
Baseline: 96.2% (primary) (2013); 85.4% (secondary) (2013) **Target:** 100% (primary); 95% (secondary)

Enrolment rate of children with disabilities in general education schools (national)
Baseline: 44.4% (2010) **Target:** 70%

Percentage of children under 5 years of age from the poorest quintile who are developmentally on track in health, learning and psychosocial well-being
Baseline: 77% (2013) **Target:** 79%

Percentage of children aged 36-39 months who are attending ECD programme from the poorest quintile
Baseline: 35% (2013) **Target:** 45%

Learning achievement for 4th and 8th graders in mathematics and science
Baseline: 39.6% (4th grade) (2015) 25.8% (8th grade) (2015) **Target:** 50% (4th grade) 45% (8th grade)

**Outcome 2: By 2021, the most disadvantaged children benefit from access to and utilization of services in an inclusive,
healthy and quality learning environment**

Indicators
Secondary education NER of Kazakh minority children (total/boys/girls)
Baseline: 85.0%/84.9%/85.2% (2013) **Target:** 90%/90%/91%

Enrolment rate of children with disabilities in general education schools (national)
Baseline: 44% (2010) **Target:** 70%

Bottlenecks

ENABLING ENVIRONMENT: Social Norms support children's right to inclusive, quality basic education
- There is societal-wide appreciation for equitable, quality basic education but national and local administrators' accountability for disadvantaged children including out-of-school children are not clear

- Weak understanding and negative attitude towards special needs for trainings for CwD, ethnic minorities, NFE students from both policy makers and communities.

Legislation/Policies support equitable & quality education
- General policies are in place but need to mandate well-defined national standards (i.e., standards for learning achievement, physical environment of schools & learning centres, service implementation, etc) to guide enforcement of equitable, quality education especially for disadvantaged children

Adequate Budget/expenditure for implementation of equitable & quality basic education policies/plans
- Inadequate budget to reach the disadvantaged children: especially low-income groups, ethnic minorities, CwDs, children in peri-urban areas

Mgmt/Coordination mechanisms in place to support implementation of equitable & quality basic education policies/plans
- General equity-based policies in place but not fully implemented and budgeted owing to lack of comprehensive data on the disadvantaged children and the circumstances affecting their participation in education
- Local level managers/administrators' accountability for disadvantaged children, including out-of-school children not clear

<u>SUPPLY</u>**: Availability of essential learning materials for improving access to equitable, quality basic education**
- All schools receive regular textbooks but there is inadequate provision of learning materials & equipment for vocational education in NFE and special schools
- Lack of culture-sensitive and language-appropriate textbooks especially for Tuvan ethnic minorities and special education learning materials for CwDs
- Lack of teachers assigned to the ff: overcrowded peri-urban schools; special schools; regular schools mainstreaming CwDs; and NFE learning centres

Access to basic education schools and learning centres according to child-friendly school standards
- Majority of regular schools are not accessible for CwD

<u>DEMAND</u>**: Financial access to basic education**
- Poor families unable to send children to schools because they cannot afford additional schooling expenses (e.g., uniform, expensive winter clothing, textbooks, school supply, public transportation).

Social and cultural practices and beliefs supporting access to equitable, quality basic education for girls and boys
- Certain cultural values and traditions impact negatively on enrolment and attendance (e.g., some parents don't enrol their children in school at the due age, because they are interested in engaging children in animal husbandry; some parents and special school teachers believe that CwD should be only enrolled in special schools.)
- Main barrier for ethnic minorities to access quality education is language.

Outputs	Intermediary Outcomes				
*Output 201: The Ministry of Education, Culture, Science and Sport's capacity to develop, budget, design and implement equity-focused programmes for early childhood development and basic education is enhanced. **Indicators:** 2.1.1 Existence of appropriate law/policy explicitly mentioning the	**Increased capacity of MECSS, Education Research Institute, Institute for Teachers' Professional Development and Mongolian State University of Education (MSUE) to develop and implement equity-based inclusive education policies, programmes and curricula**	**Revised and/or renewed policies, guidelines, action plans and curricula are in place**	**Adequate budget allocation (i) to support enrolment of children with disabilities in regular schools and kindergartens through per-pupil expenditure mechanism and (ii) to develop culture-sensitive, language-appropriate and developmentally appropriate learning materials for [Tuvan] ethnic**	**Increased public awareness on promotion inclusive education for children with disabilities and disadvantages**	**Increased role of EMIS in collecting disability indicators (information about the nature of children's impairments and information on environmental barriers that prevent children with those impairments from obtaining an education) and**

rights of children with disabilities to receive education - score (1-4) **Baseline:** 3 (2016) **Target:** 4 (2018)			**minority students and children with disabilities**		**improved link between EMIS and school funds**
Years	**Milestones**				
2017	- Review of special education and inclusive education issues in pre- and in-service teacher training curricula - Recommendations and suggestions prepared for improving equity lens in respective teacher training curricula	- A draft policy on inclusive education (under the National Programme on the Implementation of Rights of People with Disabilities) explicitly mentioning the rights of children with disabilities to receive education in connection with CPRD General Comment 4 on Inclusive Education finalized by MECSS	- Advocacy for the Ministry of Education about the allocation of increased per pupil cost for children with disabilities enrolled in regular schools	- A series of communication materials for promoting inclusive education for children with disabilities developed and disseminated	- Capacity building on education statistics within SDG4 agenda
2018	- Capacity development programme on revision and cohesion of inclusive education and special education curricula at teacher training institutes	- A national policy on inclusive education (under the National Programme on the Implementation of Rights of People with Disabilities) explicitly mentioning the rights of children with disabilities to receive education approved along with a national plan on inclusive education by the Government - Revised pre- and in-service teacher training	- Stable budget mechanism established for supporting enrolment of children with disabilities in regular schools - Promotion of adequate transition of children with disabilities from special schools in neighbourhood regular schools in Ulaanbaatar - Advocacy for the Ministry of Education about the allocation of appropriate budget to the development and publication of learning materials and textbooks	- Inclusive Education Network re-activated under the leadership of MECSS	- Revision of the existing EMIS disability related data templates and development of new data templates for information on environmental barriers for children with disabilities - Improved link between EMIS data collection process and budget allocation and approval process

		curricula and training modules	especially in the Tuvan ethnic language		
2019		- A core course on Inclusive Education included as mandatory for all pre-service teachers at MSUE - Compulsory training for all education professionals on Inclusive Education introduced using the existing on-line in-service teacher training methodology	- Revised pre- and in-service teacher training curricula and training modules	- Stable budget mechanism established for development and publication of learning materials and textbooks especially in the Tuvan ethnic language		- Application of revised and new disability related data templates for EMIS
		- Partnership with government agencies and NGOs/DPOs for operationalization of the national inclusive education plan - Evaluation of Inclusive Education programme				
2020/2021		- Partnership with government agencies and NGOs/DPOs for operationalization of the national inclusive education plan - Reflection of recommendations and suggestions of Inclusive Education programme evaluation (2019) in UNICEF and GoM MYWP and the national inclusive education plan				

Outputs	Intermediary Outcomes		
Output 202. Decentralized education authorities in target areas have improved capacity to increase access and utilization of quality, inclusive ECD and primary education services. **Indicators:** 2.2.1 School management committees (or parent teacher association or school communities or similar structure) trained with UNICEF funding **Baseline:** 0 (2017) **Target:** 20 (2021) 2.2.5 Schools that were supported by UNICEF to become accessible to children with disabilities **Baseline:** 0 (2017)	**Increased knowledge and capacity of local administration to implement inclusive education policies and programmes focusing on children with disabilities and disadvantages**	**Increased community and parents' awareness on inclusive education with focus on children with disabilities and disadvantages**	**A costed local inclusive education plan is in place for replication to other provinces/areas**

Target: 20 (2021)			
Years	**Milestones**		
2017	- Partnership mechanism with DPOs/NGOs established to implement inclusive education interventions in UNICEF target areas in collaboration with respective government agencies - Experience sharing visits of education management and school staff from Bayankhongor, Gobi-Altai and Zavkhan provinces to Special Schools in Ulaanbaatar and schools/NFE Centres from Khuvsgul province and Nalaikh district with effective inclusive education experiences	- OOSC Mapping Exercise conducted in selected khoroos of Bayanzurkh district and tracking of identified OOSC's access to either to formal and non-formal schools implemented with visiting teacher services for children with severe disabilities to be further replicated to other khoroos - Capacity building for parents and community members at six schools in Bayankhongor, Gobi-Altai and Zavkhan provinces on promoting their engagement in school management including increasing focus for children with disabilities and disadvantages	- Round table discussions with local administration and education professionals in Bayankhongor, Gobi-Altai and Zavkhan provinces on promotion of inclusive education for children with disabilities and disadvantages
2018	- A series of capacity building trainings on inclusive education including training on sign language for teachers, students and parents in Bayankhongor, Gobi-Altai and Zavkhan provinces - Internship programme for pre-service teachers from MSUE implemented in at least two UNICEF supported inclusive schools (children with disabilities and ethnic minority students)	- **Six** schools in Bayankhongor, Gobi-Altai and Zavkhan provinces have parents and community groups that support inclusive education for children with disabilities and disadvantages - Case studies done to document UNICEF-supported inclusive education experiences in the target areas	- **Six** schools in Bayankhongor, Gobi-Altai and Zavkhan provinces have improved knowledge and capacity to provide inclusive education services for children with disabilities and disadvantages - Local Governments of Bayankhongor, Gobi-Altai and Zavkhan provinces to be supported to develop a local inclusive education model replication plan inclusive of a component on establishment and operationalization of parents and community groups that support inclusive education for children with disabilities and disadvantages, to be implemented through increased budget allocation for inclusive education interventions from different sources including LDF and private resources
2019	- Internship programme for pre-service teachers from MSUE becomes routine to promote		- Local Governments of Bayankhongor, Gobi-Altai and Zavkhan provinces to be supported to implement a local inclusive

	inclusive education for children with disabilities in regular schools and promote bi-lingual education for ethnic minority students in Bayan-Ulgii province		education model replication plan targeting **1-3** schools each based on the availability of LDF and private resources
	- Evaluation of Inclusive Education programme		
2020/2021			- Local Governments of Bayankhongor, Gobi-Altai and Zavkhan provinces to be supported to implement a local inclusive education model replication plan targeting at least **2-3** schools each based on the availability of LDF and private resources
	- Reflection of recommendations and suggestions of Inclusive Education programme evaluation (2019) in the local inclusive education plans		

2. Checklist to track achievement of key indicators and milestones

Fill this in: Status of achievements and meeting the objectives and any deviations.

	OUTCOME	Baseline	End line 2019				
	Enrolment rate of children with disabilities in general education schools by grade and by gender in the UNICEF targeted provinces	school year 2016/2017 (September?)	school year (2018/2019/ September)				
				Assessment			
	Intermediary outcomes	REFERENCE	Status	**Achieved/ completed**	**On track**	**Problems/ delays**	**Serious problems**
	Increased knowledge and capacity of local administration to implement inclusive education policies and programmes focusing on children with disabilities and disadvantages						
	Increased community and parents' awareness on inclusive education with focus on children with disabilities and disadvantages						
	A costed local inclusive education plan is in place for replication to other provinces/areas						
	Milestones	EQ	STATUS				
2017	- Partnership mechanism with DPOs/NGOs established to implement inclusive education interventions in UNICEF target areas in collaboration with respective government agencies						
2017	- Experience sharing visits of education management and school staff from Bayankhongor, Gobi-Altai and Zavkhan provinces to Special Schools in Ulaanbaatar and schools/NFE Centres from Khuvsgul province and Nalaikh district with effective inclusive education experiences						
2017	- OOSC Mapping Exercise conducted in selected khoroos of Bayanzurkh district and tracking of identified OOSC's access to either to formal and non-formal schools implemented with visiting teacher services for children with						

	severe disabilities to be further replicated to other khoroos					
2017	- Capacity building for parents and community members at six schools in Bayankhongor, Gobi-Altai and Zavkhan provinces on promoting their engagement in school management including increasing focus for children with disabilities and disadvantages					
2017	- Round table discussions with local administration and education professionals in Bayankhongor, Gobi-Altai and Zavkhan provinces on promotion of inclusive education for children with disabilities and disadvantages					
2018	- A series of capacity building trainings on inclusive education including training on sign language for teachers, students and parents in Bayankhongor, Gobi-Altai and Zavkhan provinces					
2018	- Internship programme for pre-service teachers from MSUE implemented in at least two UNICEF supported inclusive schools (children with disabilities and ethnic minority students)					
2018	- **Six** schools in Bayankhongor, Gobi-Altai and Zavkhan provinces have parents and community groups that support inclusive education for children with disabilities and disadvantages					
2018	- Case studies done to document UNICEF-supported inclusive education experiences in the target areas					
2018	- **Six** schools in Bayankhongor, Gobi-Altai and Zavkhan provinces have improved knowledge and capacity to provide inclusive education services for children with disabilities and disadvantages					
2018	- Local Governments of Bayankhongor, Gobi-Altai and Zavkhan provinces to be supported to					

	develop a local inclusive education model replication plan inclusive of a component on establishment and operationalization of parents and community groups that support inclusive education for children with disabilities and disadvantages, to be implemented through increased budget allocation for inclusive education interventions from different sources including LDF and private resources																		
2019	- Internship programme for pre-service teachers from MSUE becomes routine to promote inclusive education for children with disabilities in regular schools and promote bi-lingual education for ethnic minority students in Bayan-Ulgii province																		
2019	- Local Governments of Bayankhongor, Gobi-Altai and Zavkhan provinces to be supported to implement a local inclusive education model replication plan targeting **1-3** schools each based on the availability of LDF and private resources																		

3. Enrolment data (fill in the excel file)																		
Students in Primary and Secondary Schools																		
Baseline		2016/2017																
Indicator			enrolment by grade												of which			
			I	II		III	IV	V	VI	VII	IX	X (12)	X (II)	XI	XII	Total	GRADES I-V	GRADES VI-IX	GRADES X-XII
Students with disabilities																		
of which female																		
visually impaired																		
of which female																		
hearing disabilities																		

			I	II	III	IV	V	VI	VII	IX	X (12)	X (II)	XI	XII	Total	GRADES I-V	GRADES VI-IX	GRADES X-XII
of which female																		
speaking disabilities																		
of which female																		
mentally disabled																		
of which female																		
physically disabled																		
of which female																		
multiple disabilities																		
End line	2018/2019																	
	Indicator	enrolment by grade																
Students with disabilities																		
of which female																		
visually impaired																		
of which female																		
hearing disabilities																		
of which female																		
speaking disabilities																		
of which female																		
mentally disabled																		
of which female																		
physically disabled																		
of which female																		
multiple disabilities																		
Students enrolled in the Centre with disabilities?																		
NCF's?																		

4. Interview guides

Please Interview both Provincial and District Education Officers, applying the following topic guide. Maximum 1.5 hour per interview.

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KEY ISSUES TO EXPLORE:
- How the provincial plans have addressed children with special educational needs and children with disabilities. This will be found out by reviewing the plans and through interviews.
- How these plans are transferred to district (soum, and school level)?
- What changes have happened at school level in terms of enrolment of CSEN and CWD, teacher competencies and support provided to children with special educational needs and disabilities, such as establishment of learning and recreational centres for children with disabilities, and parents and community groups, materials, accessibility etc.
- What effects has the parents' trainings and participation and community participation had on inclusive education.
- What activities to support student participation have been applied (and with what effect)?

</div>

Introduction: "*UNICEF has commissioned us to conduct an evaluation of their Inclusive education programmes. The purpose to evaluation is to learn what has been achieved in this regard and get your views on lessons learned. UNICEF and MESST will use the results to improve the inclusive service provision and UNICEF will use this in the development of the new programme. We will visit UNICEF supported schools and non-formal centres in Bayankhongor, Gobi-Altai and Zavkhan, Bayanzurkh, Nailakh and Khuvsgul districts. I have some questions to you. All responses are confidential*".

The following is the interview topic guide to be used as a checklist.

4.1. Provincial and District Education Offices	
NAME OF THE INTERVIEWEE	
POSITION	
CONTACT INFORMATION	
General	
1. What is your definition on *inclusive education*? (After this, explain that in the evaluation we consider inclusive education as means to promote access and removing barriers to education and learning for children who need additional or special support to get to school and to learn (such as linguistic minorities and children with disabilities)	common understanding
2. How many children with disabilities are enrolled in schools currently in this province/ district? (Please ask statistics, 2016/2017 – 2018/2019) 2.1. Has UNICEF supported programme contributed to this? If yes, how?	enrolment
3. Now I am asking about the beneficiaries of this programme. 3.1. Are there groups of children who don't go to school in this region? Do you know why they do not go to school? 3.2. Who are **the most disadvantaged groups** who do not have access to education in this province? What are the reasons for them not coming to school? 3.3. Are there linguistic minorities or other special groups of children in the region? 3.4. Are there school dropouts? What is the reason for dropping out? 3.5. Are there any students in the province/ district who have been transferred from special school to regular school?	Equity
4. What support can the province/ district/ schools give to them to get to school and to learn in schools? 4.1. Has UNICEF supported in developing these support measures? If yes, how? 4.2. Are there other projects in the region supporting Inclusive education? 4.3. Has there been an out-of-school mapping Exercise conducted in selected khoroos of Bayanzurkh district supported by UNICEF? If yes, how has this study been used? (The purpose was tracking of identified OOSC's access to either to formal and non-formal schools implemented with visiting teacher services for children with severe disabilities to be further replicated to other khoroos)	Relevance
5. Does the MOESS have a clear policy towards education of children with disabilities and children with special educational needs? What guidance has been given?	Relevance
6. Is there a multi-professional committee of health, education and social welfare in this region? 6.1. Do you participate and how do you assess the work of the committee, its strengths and weaknesses? 6.2. Has UNICEF or any other partner supported these committees? If yes, how?	Relevance

INTRO: The purpose of UNICEF support was strengthening the planning, budgeting capacities of decentralized education authorities to increase access and utilization of quality, inclusive ECD and primary education services.	
7. What planning and budgeting capacities at the provincial/ district level has UNICEF support enhanced? Please give concrete examples what has been done and with what effect.	Effectiveness
8. Has there been experience sharing visits of education management and school staff from Bayankhongor, Gobi-Altai and Zavkhan provinces to Special Schools in Ulaanbaatar and schools/NFE Centres from Khuvsgul province and Nalaikh district with effective inclusive education experiences? If it took place, what was learned?	
9. Both provincial and district level: One of the objectives of the UNICEF supported programme is to assist Local Governments to develop a local inclusive model for replication (including parent and community groups). Has this taken place? If yes, what is the status of this plan. If not, what support would be needed to develop such (budgeted) plan? Please ask a copy of the plan.	Policy support
10. Provincial level only: (If relevant – i.e. if there is a plan) How are those plans transferred to district and school level? (e.g. did you conduct trainings or…) 2.1. Did UNICEF help in that? 2.2. How do you monitor the implementation of those plans?	Policy support
11. Have you observed any changes in teachers' skills and school practices with regards to education of children with special educational needs and disabilities or disadvantaged groups? Please give concrete examples what has changed?	Effectiveness school practices
12. District level: Have you seen any changes in parent participation? Please give concrete examples what has changed.	Effectiveness
13. Any other changes observed?	Effectiveness
14. In your opinion, what are the THREE major results or changes of UNICEF support in this province/ district?	Effectiveness
15. What has supported the achievement of those changes? Has there been any problems and challenges?	Effectiveness
16. What are issues where more and continuing support would be needed so that the target above could be achieved? 16.1. Are there any additional of specific issues the project should address?	Effectiveness
17. If there are, other projects supporting inclusive education in this province/ district? Is there something UNICEF could learn from them?	Effectiveness
18. Are there any significant issues or risks which can hamper sustainability of the achievements? How do you deal with these risks and mitigate their impacts?	Sustainability
19. Do you have a plan for scaling up the Inclusive education model supported by UNICEF? If yes, please describe the plan and requirements to implement it.	Sustainability

20. If UNICEF wants to scale up the Inclusive education to other provinces/ districts, what is your recommendation, what should be taken into account?	
21. Please provide your recommendations for the remaining period of the implementation of the UNICEF country programme and to the development of inclusive education overall. What would be the priority actions to do?	
Is there something you would like to add or I did not ask and do you know people I should interview?	

4.2. School Principal	
NAME OF THE INTERVIEWEE	
POSITION	
CONTACT INFORMATION	

GENERAL		
Total number of students in the school		
Total number of teachers in the school (male/ female)		
Support personnel (e.g. social worker)		
Is there a Parent Committee/ school management committee in the school	Yes	No

Ask what UNICEF supported activities the responded took part. If he didn't conduct interview on general level.

Interview questions	
1. How do you define inclusive education?	
2. How many children with disabilities are enrolled in this school (by grade, by gender) in 2016 – 2017 – 2018. FILL IN THE TABLE. 3. Do they attend regularly? Are there many drop- outs among these children?	

4. Are there groups of children who don't go to school in this region? Do you know why they do not go to school? (This question covers also equity),
   a. Who are **the most disadvantaged groups** who do not have access to education? What are the reasons for them not coming to school?
   b. Are there linguistic minorities or other special groups of children in the region?
   c. Are there school dropouts? What is the reason for dropping out?
   d. Are there any students in the province/ district who have been transferred from special school to regular school?	

5. What support your school can provide to them to get them to school and in order to support their learning? Has UNICEF supported in developing these support measures? If yes, how?	
6. From where do teachers get support e.g. if there is a child with special educational needs in the classroom?	
7. What support has UNICEF programme provided to your schools and with what effect? 7.1. Has there been trainings to teachers? Who attended these trainings?	

7.2. Has there been trainings to parents and other activities enhancing parent participation? 7.3. Has there been any activities with students with regards to inclusion and equity issues? 7.4. Has UNICEF supported with materials and equipment? 7.5. Has UNICEF supported you as a principal in how to plan and manage inclusive school? 7.6. Has UNICEF supported in development of support measures for students with disabilities and special educational needs (e.g. promoted accessibility)? 7.7. Has there been training on sign language? 7.8. Has there been training to parents? 7.7. Any other support…	
8. What has been learned from these trainings? How are the learnings taken into use and applied?	
9. Do you have clear guidelines from the Ministry how students with special educational needs and disabilities should be supported in schools? What guidelines and instructions are given? Do you know if there is a provincial plan developed for replication of the inclusive education model?	
10. Have you observed any changes in teachers' skills and school practices with regards to education of children with special educational needs and disabilities or disadvantaged groups? Please give concrete examples what has changed? What contribution has UNICEF made to these changes (see question 7 above)?	
11. Have you heard any complaints or success stories regarding inclusion in your school?	
12. Has UNICEF supported parent participation such as trained school management committees and if yes, with what effect? Are parents of CWD represented in the SMC? What have the school management committees and parents' groups done for the promotion of Inclusive Education? Any suggestion to further engagement?	
13. Has UNICEF supported activities with students? What activities?	
14. In your opinion, has UNICEF contributed to the (increased) enrolment of students with disabilities of reduction of dropout? If yes, how.	
15. In sum, what are the **THREE major achievements** resulted from UNICEF support in this province/ district? Has there been any problems and challenges?	
16. Are there any additional of specific issues the project should address?	
17. Does your school receive support from other projects? Is there something UNICEF could learn from them?	
18. Are there any significant issues or risks which can hamper sustainability of the achievements? How do you deal with these risks and mitigate their impacts?	
19. In your opinion, has UNICEF focused its efforts to right issues in order to promote inclusive education in your school? Did the project use the resources efficiently, targeting the priority issues? Did you participate in planning the project?	

20. What are the lessons learned? If you planned this project now, what would you do differently. If the model of Inclusive Education is scaled up, what would be your advice and lessons learned?	
21. Please provide your recommendations for the remaining period of the implementation of the UNICEF country programme 2021 and to the development of inclusive education overall. What would be the priority actions to do?	
22. I would like to hear a success story on inclusive education. Do you have one?	
23. Is there something you would like to add or I did not ask? Please give suggestions, whom should I interview? (we can also do interviews over phone after the mission)	

4.3. Teacher(s) of an Inclusive education Class	
NAME OF THE INTERVIEWEE	
POSITION	
CONTACT INFORMATION	
If they are many, group interview if possible.	
1. How do you define inclusive education?	
2. According to your knowledge, are there children in this region who don't come to school? Why they don't go to school? (This question covers also equity)	
3. What can the school do to get them enrolled?	
4. Does the MOESS have a clear policy towards education of children with disabilities? What instructions are in place? What instructions would you need?	
5. **FREE WORD** Please tell me about your class. How many students you have altogether? Do you have students with special educational needs? What needs do they have? Give me practical examples on how you address those needs? Do you get support from parents? What are the advantages and disadvantages of having an inclusive classroom? What challenges have you faced?	
6. Do the students with special needs (or special students, whatever word fits in Mongolia) attend school regularly? Has there been any drop-outs?	
7. What support has UNICEF programme provided to your schools and with what effect?	
7.1. Has there been trainings to teachers? Who attended these trainings?	Y/N
7.2. Has there been trainings to parents and other activities enhancing parent participation?	
7.3. Has there been any activities with students with regards to inclusion and equity issues	
7.4. Has UNICEF supported with materials and equipment?	

7.5. Has UNICEF supported in development of support measures for students with disabilities and special educational needs (e.g. promoted accessibility)	
7.6. Has there been training on sign language?	
7.7. Other support	
8. What were the main messages and skills you learned in the trainings organized by UNICEF? Have applied them, please give examples?	
9. Did the training give you sufficient skills to address special educational needs? Do you have suggestions on topics or themes the trainings should address?	
10. If you look back to year 2016, and compare it with the situation today in your school, what has changed (positive and negative) overall, and with regards to inclusive education in particular. Did UNICEF support these changes, if yes how?	
11. Have you prepared an Individual Education Plan for your student? (Can I see it? Please take a picture of it or subtitles at least so we will see what this IEP contains). What is the purpose and benefit of this plan? Who developed it? Were parents engaged?)	
12. Did you school receive interns from the State University of Education? If yes, please describe your experience.	
13. Is there parent of community groups supporting inclusive education? If yes, what is their role, main achievements and what would be your suggestion to make best benefits out of these groups? xxx	
14. Generally, from where do teachers get support e.g. if there is a child with special educational needs in the classroom?	
15. In sum, what are the **THREE major achievements** resulted from UNICEF support in this school? Has there been any problems and challenges?	
16. In your opinion, what is the added value of benefit of inclusive education, what are the challenges? How can we overcome those challenges?	
17. What is your opinion, is your school able to maintain and further scale-up inclusive education? What is needed to maintain and scaling-up?	
18. In your opinion, how do other teachers perceive inclusive education? Do you get support from them?	
19. Lessons learned: If you planned the project now, would you change something compared to the current approach?	
20. Is the project worth of scaling-up to other regions? What should be taken into account when scaling up?	

4.4. Teacher questionnaire

Select randomly 10 teachers to respond to the questionnaire.

1	I have received training in inclusive education.	YES	NO		
2	I have students with special and additional support needs in my classroom.	YES	NO		
3	I know how to adapt my teaching to different students, e.g. students with disabilities and learning difficulties.	Always	Sometimes	Never	I do not know
4	I receive support and advise from my colleagues in adapting my teaching.	Always	Sometimes	Never	I do not know
5	All children regardless their special need schools should study in regular schools.	Always	Sometimes	Never	I do not know
6	When a teacher from our school is sent to training, he/ she shares the learning with other teachers after coming back.	Always	Sometimes	Never	I do not know
7.	What support has UNICEF programme provided to your schools?				
7.1. Has there been trainings to teachers? Who attended these trainings?				Y/N	
7.2. Has there been trainings to parents and other activities enhancing parent participation?					
7.3. Has there been any activities with students with regards to inclusion and equity issues					
7.4. Has UNICEF supported with materials and equipment?					
7.5. Has UNICEF supported in development of support measures for students with disabilities and special educational needs (e.g. promoted accessibility)					
8	Have you benefitted from this support provided by UNICEF? YES - NO If yes, how?				
9	In your opinion, what is the added value and benefits of inclusive education in your school?				
10	What are the challenges of inclusive education in your school?				
11	Comments and suggestions				

4.5. Parents, School Management Committee	
NAME OF THE INTERVIEWEES	
1. How do you define inclusive education?	
2. According to your knowledge, are there groups of children in this region which do not go to school? Why they don't go to school?	
3. What support has UNICEF provided and what capacities has it strengthened in this school?	
4. What are the **THREE major achievements** resulted from UNICEF support in this school? Has there been any problems and challenges?	
5. Is the school able to provide necessary support to children with special educational needs and disabilities? If not, what is missing?	
6. Have you have attended a training on Inclusive Education organized by UNICEF? What did you learn? How have you applied? Do you have suggestions on topics for further trainings?	
7. What is the role of the school management committee/ parent group in promoting inclusive education? What have you done and what have you achieved?	
8. If this project was scaled-up to other regions, what would be your advice and lessons learned. What needs to be taken into account?	

4.6. Parent of the Child with Special Educational needs:

a) What is your experience about your child being enrolled in school?
b) Does she get all support she needs?
c) What does she /he tell about school days at home? Is she /he happy?
d) Hs there been any specific problems?
e) How do you communicate with the teacher?
f) Are you participating the School Management group or parent group?
g) Have you attended trainings organized by UNICEF? If yes, what did you learn?
h) What is your recommendation: If inclusive education is scaled-up what are the critical issues that need to be taken into account?
i) Lastly, I would like to hear what has changed at home and in the life of your child as a result of her/ him being enrolled in this school. Do you have good news to tell?

	4.6. School accessibility observation form

This form will be filled in from each school visited. The purpose of this assessment is to
   a) Track the accessibility of the schools overall.
   b) Get data for the CP indicator 202:2 Schools that were supported by UNICEF become accessible to CwD.

Data will be collected through observing the learning environments (Take photos where possible at least from the resource room), also find out what UNICEF has supported. In case the visited school has not received support from UNICEF, conduct the overall assessment only (not fulfilling column 4). Tick according to your observation and write your comments. Take photos from school entrance, classroom, Resource room. **Please ask a permission to take photos from teachers and students.** They will not be published but will be used for the evaluation purposes only. Please refer to reading on Accessibility.

NEED TO FIND OUT:
   • What has been UNICEF's contribution to accessibility, name of schools.
   • MECSS School Standards?

	Issues to be observed	YES	NO	Not relevant	Supported by UNICEF? Y/N	Comments Observations
a	**Getting to School (This is beyond UNICEF support, but provides important information about accessibility overall)**					
a1	Is the way to school safe (e.g. firm and stable surfaces for children with physical disabilities, blind*), INTERVIEW QUESTION to be asked from students with disabilities*?					
a2	Is school transport available for students with disabilities? *INTERVIEW QUESTION to be asked from students with disabilities, principal*					
ADD						
b	**Entering the school**					
b1	Are entrances free of steps and wide enough to accommodate children who use wheelchairs and other assistive devices? Does the school building have a ramp`? COMMENT: Where ramps are used, they are not too steep?					
ADD						
c	**Moving through the school**					
c1	Are classroom layouts flexible enough to provide appropriate space for E.g. wheelchair users? For instance, are blackboards accessible for children and teachers with disabilities?					
c2	Are doors wide enough for a wheelchair?					
c3	Is at least one toilet accessible to wheelchair users?					
c4	Are toilets clearly marked e.g. for visually impaired (tactile, pictograms)?					
c5	Does the school have accessible drinking and hand washing facilities (for wheelchair users)?					
ADD						

d	Entering and Using Classrooms, and Other Spaces					
d 4	Does the school have a resource room?					
d 5	Is the resource room accessible? (and to what extent it meets the criteria here)?					
	What materials are available in the resource room (please tick, take photos): □ Student textbooks □ Worksheets, exercise books □ Teacher manuals and reference books □ Pictures on the wall □ TV □ Materials for demonstration □ Play cards and similar □ Adapted materials for CSEN □ Materials for linguistic minorities □ TV □ Radio □ Computer □ Blackboard □ classroom library □ Toys □ Books in braille □ Books in Tuval etc.					
A D D						
e	Access to learning and information					
e 1	Does the school have materials in □ minority languages or □ Braille or □ other, what?					
e 2	Is there a sign-language interpretation available for children who are deaf or hard of hearing?					
e 3	Does the school have devises targeted specifically to supporting students with learning difficulties and disabilities? (such as easy to read books, audio-visual equipment) y assistive equipment? If yes what?					
f 2	Are there teachers who can teach in Tuva or other minority languages?					
	Other comments					
	Write your overall conclusion on accessibility (e.g. on the use of Resource rooms)					

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Annex 8 Organisations and Stakeholder Groups Consulted

	UNICEF	Number	Method	
1	UNICEF Mongolia	8	Interview	Resident Representatives, Deputy Resident representative, M&E Officer, Education, ECE, adolescent, WASH, social protection
	Central level MECSS			
	Ministry of Education, Culture, Sports and Science	21	Interview Focus group (ECD)	Head of General Education Policy Department, ECE, EMIS, Non-Formal education, Special Education/ Inclusive education, ITPD (1) Education Research Institute (3), Education Institute (1), MSUE (2), National Centre for Non-Formal and Distance Education (3), EMIS (1), ECD (1); General Agency for Development of Persons with Disabilities, Children with Disability Commission on Health, Education and Social Welfare and Ulaanbaatar Metropolitan Education Department
	Ministry of Social Welfare and Labour of Mongolia	1	Interview	
	Provincial Level			
	Provincial education officials	4	Interview	Khuvsgul, Gobi-Altai, Zavkhan, Bayankhongor province
	District education officials	6	Interview	Murun, Ulaan-Uul/Renchinsumbe, Altai, Uliastai, One soum selected from these soums in two aimags: Govi-Altai; Yosonbulag, Bayan-uul Zavkhan, Shiluustei; Zag
	Schools and NFCs			
	School principal	11	Interview	Murun, Ulaan-Uul/Renchinlkhumbe, Altai, Uliastai, one soum selected from these soums in two aimags: Yosonbulag soum in Govi-Altai, Bayan-uul and Shiluustei soum in Zavkhan, Murun and Bayanzurkh soum in Khuvsgul province, Bayankhongor and Zagh soum in Bayankhongor soum. Centre for Children with Disabilities/Zag; NFE Centre of Nalaikh district; NFE Centre of Bayanzurkh district of Ulaanbaatar; Selection criteria: Inclusive Mainstream classes present/ available at the time of the school visit. Selection criteria: Called by the school principal; available at the time of the school visit
	CDC Teachers	11	Interview	
	Social workers, school doctors	18	Focus group	
	Mainstream class teachers	33	Focus group	
	Parents	24	Focus group	
	Students (CDC)	24	Focus group	
	Students (inclusive class)	83	Group exercise	
	Implementing partners / Other stakeholders			
	Education Alliance	2	Interview	
	Mongolian Association for Sign Language Interpreters	1	Interview	
	Education4all	1	Interview	
	Deaf Education NGO	1	Interview	
	NGO group discussion	18	Focus group	Education4all, Save the children, Wheelchair association, Down Syndrome Association of Mongolia, Mongolian Autism Association, Autism Mongolia, Enereliin tuuchee NGO, Cerebral Palsy Association of Mongolia, Association of Parents with Disabled Children, Deaf Education NGO and Mongolian Association for Sign Language Interpreters
	Committee Developing Disability Law	1	Interview	

	Special Schools (school number)	1	Interview	
	Teachers in two mainstream schools not supported by UNICEF (UB, Moron)	3	Interview	
	Sujatashand NGO	1		
	Other Stakeholders			
	Development partners	5	Focus group	

Annex 9 Policy Review

YEAR	DOCUMENT	DESCRIPTION
1992	Constitution of Mongolia	The right to learn and education. The State shall provide *universal general education* free of charge. (7)
2002	Law on Primary and Secondary Education May 3rd 2002, amended August 8th, 2006)	Education shall be accessible to the citizen regardless of nationality, language, colour of skin, age, sex, social and property status, work and official position, religion, and opinions; the citizen shall be *provided with conditions to learn in his/her native* (5.1.1.). Special education is provided to handicapped, physically and mentally disabled children (13.1.) A *general education school may have special classes* for a separate provision of primary, basic and secondary education to children who need special education (13.3.)
2006	**A**mendment to the law on education	To treat students *without discrimination* and to respect and protect student's dignity (Article 28, part 1.7); "per one student enrolled in informal equivalency training program for basic education" after "one student" (Article 40, part 2).
2006	Master Plan to Develop Education of Mongolia in 2006-2015	"Children with difficulties to study and develop due to personal or social reasons". "Provision of equal opportunities to participate in learning process through development and implementation of training methodology, which will allow each student to develop further than the level achieved". "*Enrol disabled children in regular schools* "
2008	Law on Pre-school education	*Children with light disabilities* may be educated along with their peers and up to two children with light disabilities may be enrolled in one group. (9.9.)
2012	GoM Action Plan for 2012-2016	"The main goal of the education sector is to educate and train Mongolian people, --, so that they are employable with the education they received." *Create condition for children with disabilities to study together with their regular peers* and ensure that the required infrastructure is secured (3.3.29).
2012	Law on Social Protection of People with Disabilities	"a person "with disability" shall be defined as persons whose ability to participate in social life the same as others is limited as their permanent physical, mental, emotional and sensory impairments merged with other types of disabilities",
2015	Government Policy on Education	"the activities of educational establishments shall be *free of discrimination* and shall not damage the interests, health, ethics of citizens and social security" (2.1.5)
2016	Law on Education	"Student with disability" means a citizen as defined by the article 3.1 of the Law on the Rights of Persons with Disabilities. (this provision is amended by the Law of February 5, 2016) (3.1.9.) The physical and developmental differences of students with disabilities shall be respected. Provide conditions for *students with disabilities to be equal with others*. (the provision is amended by the Law of February, 2016) (44.2.8.)
2016	Law on the Rights of Persons with Disabilities	The right of Children with Disabilities to *inclusive education* at all levels and in a manner that is appropriate to individual needs of children (article 14.3). "Disabled person is someone whose physical, intellectual, mental and sensory impairment combined with contextual barriers, have caused activity limitations and restrictions of full and active participation in social lives. (4.1.1)
2016	SDG Vision 2030	"Equity right on social service and labour"
2016	The Law on Mongolian language	If the majority of learners are ethnic minorities with different languages, then the training will be conducted in a bilingual program and need to be approved the bilingual program (13.1.4.); -- conditions to get an education in their mother tongue and Mongolian language and inhere the culture and get familiar with science to the ethnic minority group (13.1.5.)
2016	Law on Rights of Child	The state, citizen and legal entity need to aim in their activities ensure the right of the child and let child to survive, develop, protect and participate in the social life. (4.1.2.)

Annex 10 Results tracker

Intermediate outcome 1/201: Increased capacity of MECSS (central, Local), Education Research Institute; Institute for Teachers' professional Development and Mongolian State University of Education (MSUE) to develop and implement equity-based inclusive policies, programmes and curricula.	**Milestones** 1.1./201 Special Education and inclusive education issues in pre- and in-service teacher training curricula reviewed and recommendations for improving equity lens in respective teacher training curricula. (2017)	**COMPLETED**	Report submitted, but according to the assessment of this evaluation, does not address content. **Recommendation:** UNICEF support establishment of a technical Team of local and international experts to carry out proper content analysis
	1.2./201 Capacities on revision of inclusive education and special education curricula at teacher training institutes developed (2018)	**OFF-TRACK**	No capacity development carried out. **Recommendation:** Teacher trainers and teacher training in states should be exposed to Inclusive education practices.
	1.3./201 A core course on Inclusive Education included as mandatory for all pre-service teachers at MSUE (2019)	**PLANNED FOR 2019**	An optional course is included in the pre-service programme.
	1.4./201 Compulsory training for all education professionals on inclusive education introduced using the existing on-line in-service teacher training methodology. (2019)	**PLANNED FOR 2019**	The target is very relevant but not realistic in a given time.
	1.4./201 Revised pre-and in-service teacher training curricula and training modules. 2019	**PLANNED FOR 2019**	The target is very relevant but not realistic in a given time. Recommendation: UNICEF support the MECSS to establish a technical team of local and international experts to conduct a study and gaps benchmark analysis of the current programmes and
Intermediate outcome 2/201: Revised and/or renewed policies, guidelines, action plans and curricula with equity focus are in place.	**Milestones** 2.1./2014 A draft policy on Inclusive Education (Under the national programme on the Implementation of the Rights of People with Disabilities) explicitly mentioning the rights of children with disabilities to receive education in connection with CPRD General Comment 4 on Inclusive Education finalized by MECSS. 2017	**ACHIEVED, INCLUSIVE EDUCATION IS MENTIONED**	It is notable that mentioning Inclusive Education in the national programme only a small beginning and more work is needed to bring in into the policies as overreaching principles and in the practice.

	2.2./201 A National Policy in Inclusive Education (Under the national programme on the Implementation of the Rights of People with Disabilities) explicitly mentioning the rights of children with disabilities to receive education approved along with a national plan for inclusive education by the Government. 2018	**ACHIEVED, INCLUSIVE EDUCATION IS MENTIONED**	
Intermediate outcome 3/201: Adequate budget allocation to support enrolment of CwD in regular schools and kindergartens through a per-pupil expenditure mechanisms and (ii) to develop culture-sensitive language appropriate and developmentally appropriate learning materials for (Tuval) ethnic minority students and children with disabilities.	**Milestones** 3.1./201 Advocacy for the MECSS about the allocation of increased per pupil cost for children with disabilities enrolled in regular schools. 2017	**NO PROGRESS REPORTED**	
	3.2./201 Stable budget mechanisms established for supporting enrolment of children with disabilities in regular schools. 2018	**NO PROGRESS REPORTED**	
	3.3./201 Promotion of adequate transition of students with disabilities from special schools in neighbouring schools in Ulaanbaatar. 2018	**NO PROGRESS REPORTED**	Less than five transfers from special schools to mainstream were reported, but none of them was supported by UNICEF. It was reported that the transfers were more related to the inadequacy of hostels and homesickness rather than educational issues. Recommendation: The MECSS should ensure that adequate support is provided to the students during transition (from Special School to regular school, from NCF to Regular class, from regular class to NCF, from primary to secondary, and to migrant children) as research results show that most drop-outs occur during transition periods.
	3.4./201 Advocacy for the Ministry of Education amount the allocation of appropriate budget to the development and publication of learning materials and textbooks especially in the Tuvan ethnic language. 2018	**NO PROGRESS REPORTED**	
	3.5./201 Stable budget mechanisms established for development and publication of learning materials and textbooks especially in the Tuva ethnic language. 2019	**NO PROGRESS REPORTED**	Note: An ambitious indicator.

Intermediate Outcome 4/201: Increased public awareness on promotion inclusive education for children with disabilities and disadvantages.	**Milestones** 4.1./201 Communication materials developed and disseminated.	**MATERIALS DEVELOPED**	
	4.2./201 Inclusive education network reactivated under leadership of MECCS.		A coordination group is established coordinated by MECSS and Save the Children
Intermediate outcome 5/201: Increased role of EMIS in collecting disability indicators information about the nature of children's impairments and information on environmental barriers that prevent children with those impairments from obtaining education and improved link between EMIS and school funds.	**Milestones**		

LOCAL LEVEL INTERVENTIONS	INDICATORS	STATUS	
Output 202: Decentralized education authorities in target areas have improved capacity to increase access and utilization of quality, inclusive ECD and primary education services.	202.1 School management committee (or PTA or school communities) trained with UNICEF funding. Baseline 0 (2017); target value 20 (2021)	IN PROGRESS	
	202:2 Schools that were supported by UNICEF become accessible to CwD. Baseline 0 (2017); target value 20 (2021)	NOT ACHIEVED	None of the schools visited is accessible.
Intermediate outcome 1/202: Increased knowledge and capacity of local administration to implement inclusive education policies and programmes focusing on CwD and children with disadvantages.	1.1./202 Partnership mechanisms with DPOs/NGOs established to implement inclusive education interventions in UNICEF target areas in collaboration with respective government agencies. 2017	COMPLETED IN TIME	Partnerships with local education authorities and NGOs and teacher training institutes established and these organisations are engaged in delivering training programmes.
	2.2./202 Experience sharing visits of Education management and school staff from Bayankhongor, Gobi-Altai and Zakhan provinces to Special schools in Ulaanbaatar and schools/ NFE centres from Khuvsgul province and Nailakh district with effective inclusive education experiences. 2018	COMPLETED IN TIME	Education department staff, school principal and inclusive education teachers from all target schools and provinces visited Nalaikh and Khuvsgul in 2017. Moreover, practice sharing trip within these three provinces also took place.
	3.1./202 A series of capacity building trainings on inclusive education including training on sign language for teachers, students and parents in Bayankhongor, Gobi-Altai and Zavkhan provinces. 2018	COMPLETED	Several trainings for teachers have been implemented, by Education Alliance, TPDI and MSUE. It has also covered sign language trainings.
	4.1./202 Internship programme for pre-service teachers from MSUE implemented at least in two UNICEF supported inclusive schools. 2018	COMPLETED	Two interns from Inclusive education department of State University of Education has been working at each province centre schools. Soums schools did not receive an intern. (3 schools at each province centre hosted 2 interns each)
	5.1./202 Internship programme for pre-service teachers from MSUE becomes routine to promote inclusive education for children with disabilities in regular schools and promote bi-lingual education for ethnic minority students in Bayan-	PLANNED FOR 2019.	

	Ulgii province. implemented at least in two UNICEF supported inclusive schools. 2019		
	1.2/202 OOSC Mapping Exercise conducted in selected khoroos of Bayanzurkh district and tracking of identified OOSC's access to either to formal or non-formal schools, with visiting teacher services for children with severe disabilities to be further replicated to other khoroos. 2017	**DELAY**	. Four khoroos at Bayanzurkh district are selected for OOSC mapping. They have enrolled the identified children at LLEC. Due to change of project staff at UNICEF there is lack of information whether there would be next round.
	2.2./202 Capacity building for parents and community members at six schools in Bayankhongor, Gobi-Altai and Zavkhan provinces on promoting their engagement in school management including increasing focus of children with disabilities, 2017	**COMPLETED/ ONGOING**	Several trainings for teachers, parents and students has been organized. However, there is no track record at what extent in covered inclusive education. According to the interview's trainings provided general introduction and focused more on public participation.
	3.3./202 Six schools in Bayankhongor, Gobi-Altai and Zavkhan provinces have parent and community groups that support inclusive education for CwD and children with disadvantages. 2018	**IN PROGRESS**	Parent groups has been established in every school. Each school has several parent groups, but participation and engagement of parents of CWDs are limited. There no obvious facts that these groups support inclusive education.
Intermediate outcome 2/202: Increased community and parents' awareness on inclusive education with focus on CwD and disadvantages.	4.3 Case studies done to document UNICEF supported inclusive education experiences in target areas. 2018	**COMPLETED**	**TWO NARRATIVES DEVELOPED**
	1.3. Round table discussions with local administration and education professionals in Bayankhongor, Gobi-Altai and Zavkhan provinces on promoting of inclusive education. 2017	**NO PROGRESS REPORTED**	
	3.3. Six schools in Bayankhongor, Gobi-Altai and Zavkhan provinces have improved knowledge and capacity to provide inclusive education services for CwD and disadvantages. 2018	**IN PROCESS**	
	4.3. Local Governments of Bayankhongor, Gobi-Altai and Zavkhan	**NOT COMPLETED**	There was no inclusive education development action plan or any other dedicated policy document at the province level.

	provinces supported to develop a local inclusive education model replication plan. 2018		
Intermediate outcome 3/202: A costed local inclusive education plan is in place for replication to other provinces/ areas.	6.3. Local Governments of Bayankhongor, Gobi-Altai and Zavkhan provinces Supported to implement a local inclusive education model replication plan targeting to 1-3 schools based on the availability of LDF and private sources. 2020-2021	**PLANNED FOR 2019**	No action taken so far.

Annex 11 Data on enrollment of Children with Disabilities

		2017/18		2016/2017		2016/17		2015/16		2014/15		2013/14	
		CWD	Female	CWD	Female	CWD	Female	CWD	Female	CWD	Female	CWD	Female
1	**Bayankhongor province in total**	**167**	**72**	**218**	**94**	**257**	**126**	336	174	**584**	**323**	641	353
	Erdem high school	7	4	9	3	12	6						
	Zag soum school	16	7	18	7	19	7						
2	**Gobi-Altai province in total**	**153**	**71**	168	75	**194**	**91**	212	99	375	195	291	144
	School 3	15	3	13	3	14	3						
	Bayan-Uul soum school	7	6		2	3	2						
3	**Zavkhan province in total**	**156**	**75**	**198**	**92**	**249**	**123**	249	126	**601**	**308**	597	317
	School 4	4	4	6	4	6	4						
	Shiluustei soum school	2	0	3	0	6	2						
4	**Khuvsgul province in total**	**509**	**228**	**581**	**271**	**652**	**313**	**661**	**328**	1660	848	1785	881
	Titem school	0	0	0	0	0	0	1	0				
	Ireedui 21st century school	22	8	26	9	28	12	32	13				
	Renchinlkhumbe soum school	13	7	16	10	21	12	23	13				
	Ulaan-uul soum school	62	25	77	33	87	40	92	43				
	Bayanzurkh soum school	7	4	8	3	12	6	3	2				
5	Arhangai province	229	123	276	150	337	189	296	166	773	397	908	498
6	Bayan-Ulgii	301	149	376	188	387	194	488	256	936	510	844	460
7	Bulgan	167	72	133	65	160	78	174	85	203	85	241	105
8	Dornogobi	89	38	122	59	149	75	212	118	298	155	350	204
9	Dornod	275	123	282	119	321	135	370	162	534	215	486	227
10	Dundgobi	103	52	122	62	140	75	144	75	187	102	164	90
11	Uvurkhangai	247	127	284	142	338	180	391	204	681	360	700	380
12	Umnugobi	132	62	138	68	155	78	173	85	234	113	280	150
13	Sukhbaatar	81	42	127	65	145	79	114	58	363	199	638	320
14	Selenge	206	99	251	115	291	134	336	163	657	325	676	346
15	Tuv	99	44	118	51	134	58	140	60	220	98	238	88
16	Uvs	193	104	257	132	295	150	314	166	719	350	781	427
17	Khovd	180	80	232	108	271	127	297	142	432	218	1017	519
18	Khentii	149	73	163	78	206	103	236	118	427	226	459	230
19	Darkhan	185	82	204	79	210	81	240	89	268	108	294	136
20	Orkhon	155	75	167	72	209	93	237	107	265	127	304	148
21	Gobi-Sumber	21	8	24	11	28	14	26	12	36	16	62	38
	Total enrolment of CWD	2812	1353	3276	1564	3776	1843	4188	2066	7233	3604	8442	4366
	Female	985	446	1165	532	1352	653	1458	727	3220	1674	3314	1695
	Total	3797	1799	4441	2096	5128	2496	5646	2793	10453	5278	11756	6061
	Percentage of CWD total enrollment	0,64		0,85		0,93							
	Total enrollment	593150		522752		551953							