

Evaluation of the Inclusive and Special Education Programme in Bhutan (2010-2020)

Inception Report

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August 2021

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Abbreviations and Acronyms

AES	Annual Education Statistics
BCSEA	Bhutan Council for School Examinations and Assessment
COVID-19	Coronavirus Disease 2019
CSOs	Civil Society Organizations
DEOs	District Education Officers
ECCD	Early Childhood Care and Development
ERG	Evaluation Reference Group
FYP	Five-Year Plan
GC4	General Comment No. 4 to Article 24 of the UNCRPD
GNH	Gross National Happiness
GNHC	Gross National Happiness Commission
ICF	International Classification of Functioning, Disability, and Health
IE	Inclusive Education
MoE	Ministry of Education
MoH	Ministry of Health
MoLHR	Ministry of Labour and Human Resources
NCWC	National Commission on Women and Children
NSB	National Statistical Bureau
OECD	Organisation for Economic Co-operation and Development
OPDs	Organisation of Persons with Disabilities
REC	Royal Education Council
RGOB	Royal Government of Bhutan
RUB	Royal University of Bhutan
SDG	Sustainable Development Goal
SEN	Special Education Needs
ToC	Theory of Change
TOR	Terms of Reference
UN	United Nations
UNCRC	United Nations Convention on the Rights of the Child
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund

1 Object of Evaluation

1.1 Background

The object of this evaluation is the Inclusive and Special Education Programme of the Ministry of Education. The programme is currently being implemented as an integral part of the broader education improvement agenda of the government, supported by various development partners.

In 1973, the first special school catering to children with visual impairments was instituted which became the Zangley Muenselling School for the Blind, currently known as the Muenselling Institute. A pilot programme based on an integration model in Changangkha Lower Secondary School in Thimphu paved the way for the expansion of special education in 2001. Two years after, a school for students with hearing impairments was established in Drukgyel Lower Secondary School, currently known as the Wangsel Institute. Special education is intended for learners with special educational needs (SEN) or those 'who need additional supportive services due to the difficulty in performing any activities compared to their peers, because of the barrier that prevents or hinders them from making use of education facilities, and/or because there are gifted' (Bhutan MoE, 2012).

The government follows a twin-track approach to inclusion, addressing inequalities in education while acknowledging that children with disabilities have specific educational needs. Stipulated in Bhutan's draft National Policy on Special Education Needs 2012 is the mainstreaming and integration of children with mild to moderate disabilities in schools while ensuring the presence of specialized educational services with appropriate support and facilities for children with severe disabilities (Bhutan MoE, 2012).

Over the years, the conceptualisation of education in Bhutan has evolved. Bhutan's Standards for Inclusive Education define it as 'the process of valuing, accepting and supporting diversity in schools and ensuring that every child has equal opportunity to learn' (Bhutan MoE, 2017, p.4), including children with disabilities. While still conditional on the severity of children's disabilities, the Inclusive and Special Education Programme aims to 'provide access to general education in regular schools for all children with disabilities, including those with physical, intellectual, and other types of impairment' (Bhutan MoE, 2020a, p. 48) in education. In 2020, an increase in the number of children with disabilities enrolled in schools with Special Education Needs (SEN) programme¹ and special institutes was seen. From 797 in 2019, the Annual Education Statistics (AES) reports that 997 children with disabilities are enrolled in schools with SEN programmes, specialized institutes, and vocational training centres in 2020 (Bhutan MoE, 2020a).

¹ Schools with SEN programme refer to schools offering both inclusive and special education, in alignment with the twin-track approach to inclusion of the government. This evaluation uses terminology prescribed in government's official documentation.

1.2 Programme Components

In the absence of a programme document dedicated to outlining the goals and components of the Programme in 2010, the evaluation team organised the key initiatives in inclusive education undertaken within the last 10 years. Informed by the Terms of Reference, the evaluation team structured the programme into 3 main components aligned with the outcomes outlined in the reconstructed Theory of Change (See p. 14). These include (1) enabling environment, (2) service delivery, and (3) demand creation. These components also provide the 3 main themes for the evaluation. Each component is elaborated into different dimensions reflecting the requirements of General Comment No. 4 to the UNCRPD. These dimensions are well aligned with the target outputs detailed in the ToC. The principles of equity, gender equality, and human rights cut across all components.

Table 1. Programme components

Programme Component/ Evaluation Themes	Description	Dimensions
1. Enabling environment	The enabling environment includes interrelated conditions that enable or facilitate the development of the Inclusive and Special Education Programme.	1.1 Legislative and policy frameworks 1.2 Data (including monitoring and evaluation) 1.3 Governance and management (including inter-sectoral coordination and partnerships) 1.4 Planning and financing
2. Service delivery	Service delivery deals with the availability, access to and quality of various services in support of the Inclusive and Special Education Programme.	2.1 Early childhood development and early identification and intervention 2.2 Establishment of schools with Inclusive and Special Education Programme including specialised institutes 2.3 Capacity development for teachers, school leaders, and other support staff) 2.4 Curriculum, pedagogy, and assessment 2.5 Learning materials 2.6 Infrastructure and learning environment 2.7 Transition to vocational, further education and the workplace
3. Demand creation	Initiatives supporting children with disabilities and their families to improve knowledge on their rights, demand for inclusive services, encourage changes in attitudes and behaviour and increase participation in education.	3.1 Awareness and attitudes 3.2 Advocacy 3.3 Participation of Organisations of Persons with Disabilities (OPDs)
Cross-cutting themes	Cross-cutting themes/issues integrated into all aspects of the programme.	Equity Gender equality Human rights

1.3 Geographic focus

A small, mountainous country located in the Himalayas between India and China, Bhutan's steep mountains and deep valleys have resulted in dispersed human settlement patterns (Bhutan MoE, 2014; The World Bank, 2019b). Bhutan is divided into 20 districts or dzongkhags. Out of 606 government schools in Bhutan, 25 schools (including 2 specialised institutes for children who are deaf and with vision impairment and 2 Draktsho Vocational Training Centres) are implementing the Inclusive and Special Education Programme. Supported by the MoE, these schools accommodate learners with various disabilities ranging from mild to severe (Bhutan MoE, 2020a). To strategically reach children with disabilities in different parts of the country, inclusive and special education schools are located across three regions:

1. the Western region with 12 government schools and 1 Draktsho Vocational training Centre
2. the Central region with 5 government schools; and
3. the Eastern region with 6 government schools and 1 Draktsho Vocational Training centre.



Figure 1. Location of schools with Inclusive and Education Programme

- West: 9 districts
- Central: 5 districts
- East: 5 districts
- Programme is not implemented: 1 district

1.4 Schools and institutes catering to children with disabilities

At present, MoE implements inclusive and special education mainly through mainstreaming in general schools with SEN programmes, special institutes, and vocational training centres for special children and youth. There is limited data to establish access and participation of children with disabilities in Early Childhood Care and Development (ECCD) centres, Technical Training Institutes (TTIs), monastic institutions, and mainstream schools (with no SEN programme).

1. Schools with Special Education Needs Programme

Schools with SEN programme accommodate children with mild to moderate disabilities (Bhutan MoE, 2017). In 2020, a total of 612 children (369 boys and 243 girls) were enrolled in these schools (Bhutan MoE, 2020a).

2. Special institutes

There are two special institutes in Bhutan that cater to children with specific disabilities. The Muenselling Institute is a school for children with total blindness and with low vision while the Wangsel Institute caters to learners who are deaf (Bhutan MoE, 2020a; Sakurai, 2017). The 2020 AES indicates a total of 25 children with visual impairment (13 boys and 12 girls) enrolled at the Muenselling Institute while 104 children with hearing impairment (55 boys and 49 girls) are attending Wangsel Institute (Bhutan MoE, 2020a). The government envisions developing these institutes as resource centres for early intervention and support to children with visual and hearing impairments, and as a technical resource for schools with SEN programme (Bhutan MoE, 2019c). The Wangsel Institute is recognised as a resource centre for Bhutanese Sign Language (BSL) as it houses the research and BSL interpretation teams.

3. Draktsho Vocational Training Centres

The Draktsho Vocational Training Centres located in Thimphu and Tashigang provide basic education and vocational skills training for children with disabilities in Bhutan (Dukpa & Kamenopoulou, 2018). The two centres are responsive to the needs of young people with disabilities by offering flexibility at whichever age they get the opportunity to start attending courses. Vocational training is provided to persons with disabilities between the age group of 13 to 30 years (Draktsho Vocational Training Centre for Special Children and Youth, 2020). The 2020 AES reports a total of 256 children with disabilities (157 boys and 99 girls) enrolled in the training centres (Bhutan MoE, 2020a).

4. Vocational training centres

Learners in Bhutan generally enter the Technical Vocational Education and Training (TVET) programme after completing grade 10 (Bhutan MoE, 2019a). However, in 2011, the Ministry of Labour and Human Resources (MoLHR) began introducing a vocational skill curriculum as an optional subject for Class IX in five schools located near TTIs. (Bhutan MoE, 2020a). Based on the 2020 AES, a total of 555 students (394 males and 161 females) are enrolled in 8 TTIs offering technical and vocational education under the MoLHR (Bhutan MoE, 2020a). There are currently no reports that validate the presence of students with disabilities in TTIs. This evaluation study will examine the capacity and resources available in TTIs to provide technical and vocational education for children and youth with disabilities.

5. ECCD centres

Stressing the importance of early learning and childhood development, the draft National Education Policy (2019) of Bhutan provides for ECCD programmes and

services that will deliver a holistic and equitable foundation for all children. The draft policy has a specific reference to children with disabilities and aims to provide ECCD services for children from 0 to 35 months through home-based parenting education and 36 to 71 months old through ECCD centres (Bhutan MoE, 2019b).

There are 495 ECCD centres across the country including community centres, private and operated by non-government organisations with 8,026 students, managed by 947 facilitators (Bhutan MoE, 2020a). However, enrolment rate in ECCD centres is low at only 27 per cent (Bhutan MoE & UNICEF, 2020). The government's target is to increase the enrolment rate to 50 per cent by 2024 and 100 per cent by 2030 (Bhutan MoE, 2014).

While the draft education policy strongly promotes the inclusion of all children regardless of gender, disability, socioeconomic background or location, key challenges remain in achieving access to and equity in early childhood education (Bhutan Moe & UNICEF, 2020). The evaluation of the ECCD Programme in Bhutan in 2020 revealed that there are no disaggregated statistics available for children with disabilities who are enrolled in ECCD centres. Moreover, there are limited ECCD service providers who have adequate knowledge and experience in delivering essential services for children with disabilities ((Bhutan Moe & UNICEF, 2020). A large proportion of children with disabilities are possibly not attending ECCD (Bhutan MoE & UNICEF, 2020).

Most ECCD centres are attached to mainstream schools allowing children to transition from early childhood education to basic education and ensuring continuity. The evaluation study will investigate the current capacities available at ECCD centres to accommodate children with disabilities.

6. Monastic institutions

According to a 2010 estimate, 5,609 children are living in monastic institutions, more than 2 per cent of whom have disabilities (UNICEF Bhutan, 2017).

7. Mainstream schools

Mainstream schools are government schools with no SEN programme but could be accommodating children with disabilities. MoE stressed in its Education Blueprint 2014-2024 the integration of students with mild to moderate disabilities into mainstream schools. However, there are no reliable data available to establish that children with disabilities are participating in mainstream schools.

1.5 Key Stakeholders

Beneficiaries of the programme

1. The primary beneficiaries of the programme (i.e., rights holders) are children with disabilities enrolled in schools with Inclusive and Special Education Programme, including the special institutes.

2. The programme also has an impact on other direct or indirect beneficiaries and duty bearers including education authorities, teachers, school leaders, other support staff, families, parents, or caregivers.

Principal duty bearers

The principal duty bearers of the programme include:

Duty bearers		Roles/Interests
Government	Gross National Happiness Commission (GNHC)	Leads and coordinates implementation of the national policy for persons with disabilities and its action plan
	Ministry of Education, ECCD and Special Education Needs Division	Leads the implementation of the Inclusive and Special Education Programme and ensures that special education services are provided to children with disabilities (Bhutan MoE, 2019c)
	Ministry of Health (MoH)	Provides health services for persons with disabilities and ensures access to early identification and intervention, community-based rehabilitation, and assistive technologies.
	Ministry of Labour and Human Resources (MoLHR)	Responsible for introducing vocational and need-based training programmes for persons with disabilities, including women and girls (GNHCS, 2019)
	National Commission on Women and Children (NCWC)	Implements training and awareness-raising activities on the rights of persons with disabilities and social protection
	Bhutan Council for Examinations and Assessment (BCEA)	Led the development of the National Education Assessment Framework in 2019 which features disability-inclusive learning assessment methods (Bhutan Council for School Examinations and Assessment, 2019)
	Royal Education Council (REC)	Develops relevant curriculum and teaching and learning materials for school education and provides teacher development programmes
	Royal University of Bhutan (RUB)	RUB, in coordination with MoE, is responsible for improving pre-service programmes on teaching children with diverse needs in schools (GNHCS, 2019)
	Paro College of Education	Provides pre-service and in-service training for teachers
Dzongkhag Education Office (DEO)	Responsible for planning, implementing, and coordinating education programmes at the local level	

Duty bearers		Roles/Interests
Development partners	UNICEF	Since 1974, UNICEF has been supporting the Bhutanese government in ensuring the education of all children, including children with disabilities.
	Global Partnership for Education (GPE) and Save the Children	Since 2009, GPE has been supporting the Royal Government of Bhutan. Through Save the Children, GPE's COVID-19 accelerated fund supports the country's COVID-19 response plan. This includes assistance to the education sector for special education (GPE, 2021).
	Bhutan Foundation	Since 2008, Bhutan Foundation has been collaborating with MoE to build the capacity of teachers in teaching children with disabilities. The foundation provides schools with teaching and learning materials and resources that will enable children with disabilities to succeed in the classroom (Bhutan Foundation, 2021).
	Norwegian Agency for Development Cooperation (NORAD)	From 2007 to 2011, NORAD supported a development project in Bhutan to improve the ICT competence of visually impaired students and adults (Media Lunde Tollefsen, 2021).
	Australia Volunteers for International Development	The Australian Volunteers Program has been highly engaged in improving the standards of Special Education in Bhutan (DFAT, n.d.).
	Australia's Department of Foreign Affairs (DFAT)	The Government of Australia, through DFAT, continues to support the Bhutanese government through the strengthening of the capacity of institutions in Bhutan through Public Sector Linkages Programme (DFAT, 2014), including capacity building in inclusive education.
CSO/OPD	Ability Bhutan Society (ABS)	ABS is a public benefit organisation that promotes empowerment among persons with disabilities in Bhutan. Their work includes providing educational and psycho-social support to families and caregivers of persons with disabilities (Ability Bhutan Society, 2021).
	Disabled People's Organisation of Bhutan (DPO)	DPO advocates for the empowerment of persons with disabilities in all spheres of life. One of the objectives of the organisation is to provide support to the education of persons with disabilities (Disabled People's Organisation, 2021).
	Draktsho	Draktsho Vocational Training Centre is an NGO that provides technical vocational training for

Duty bearers		Roles/Interests
		youth with disabilities. Draktsho received funding support from MoE and project-based funding support from UNICEF and UNDP.
Schools	School leaders	Responsible for running an inclusive school through the development of inclusive policies, cultivating an inclusive culture, and ensuring inclusive practices within the learning environment (Bhutan MoE, 2017)
	Teachers	General teachers are responsible for creating inclusive classrooms for all learners while teachers in schools with SEN programme SEN programme coordinators are responsible for guiding and supporting general teachers in creating inclusive learning environments for learners with disabilities (Bhutan MoE, 2017).
	Support staff	Adequately and appropriately trained teacher assistants provide learning support in classes with students with diverse needs (Bhutan MoE, 2017).
Community	Parents	Parents/caregivers and the members of the local community play a critical role in creating an inclusive environment for children with disabilities. Schools need to build relationships with the school's community and families (Bhutan MoE, 2017) to support learners holistically.

1.6 UNICEF partnership

UNICEF is a major partner of the Ministry of Education in increasing access to inclusive education for children with disabilities. The following are the key contributions of UNICEF to the sector:

1. Policy development, systems strengthening and enhancement of multi-sectoral cooperation
2. Support to the establishment of schools with specialised education services
3. Introduction of the Child-Friendly Schools (CFS) and strengthening Educating for GNH
4. Capacity building for government authorities (CFS, GNH principles)
5. Capacity development for ECCD facilitators, teachers (RNDA, a module on inclusive education)
6. Establishment of ECCD centres and a model inclusive ECCD, early intervention services for children with disabilities
7. Capacity development for teachers (RNDA, inclusive education, emergency in education,

8. Pre-service teacher education (development of M.Ed. in IE at Paro College of Education)
9. Support to enhancing national curricula (including curriculum for vocational training), development of the National Education Assessment Framework
10. Evidence generation (assessment of deaf education, KAP study, ECCD evaluation)
11. EMIS development and training
12. Support to disability screening and identification (RNDA,
13. Strategic planning (road map for -children with deafness)
14. Provision/development of teaching and learning materials (braille, adapted furniture and assistive devices, Bhutanese Sign Language research and documentation,
15. Improvement of WASH facilities
16. Support to the development and rollout of national standards (Standards for IE, Professional Standards for Teachers)
17. Advocacy
18. Capacity development for OPDs

1.7 Programme Resources

The government is supported by various development partners in strengthening the implementation of the Programme in Bhutan. Table 2 outlines the key funding support directed towards education for children with disabilities prior to 2010 up to 2020.

Table 2. Programme resources

Programme	Estimated Funding (USD)
1. ICT programme for persons with vision impairment in Bhutan; NORAD, Norway; 2007-2011	\$5,000,000
2. Capacity building in special education for special education teachers; Bhutan Foundation; 2009-2012	\$166,000
3. Awareness, outreach, rental, infrastructure development and others for inclusive and special education; RGoB; 2010-2020	\$201,618 ²
4. Procurement of furniture, equipment and others; Save the Children; 2017-2018	\$30,000
5. Long-term capacity building for special education teachers; Bhutan Foundation; 2018-2019	\$35,000
6. Technical support in special curriculum development and implementation; Bhutan Foundation; 2019-2020	\$25,000
7. Technical support in inclusive education; Australia Volunteers for International Development; 2016-2018	\$105,844
8. Capacity building in inclusive education; Public Sector Linkage Programme, AusAID; 2011-2012	\$166,470

² excluding remunerations for the schools

9. Global Partnership for Education's COVID-19 accelerated fund to support Bhutan's education sector for special education; GPE and Save The Children; 2020-2021	\$170,703
10. Support to quality education; UNICEF; 2010-2020 ³	

1.8 Theory of Change

For the purposes of this evaluation, a theory of change (ToC) for the Inclusive and Special Education Programme was retrospectively developed by the evaluation team to provide a measurable set of indicators of programme results to be evaluated and an analytical framework by which data can be organized and synthesized.

Despite the absence of a ToC specific to the Programme, the inclusive education agenda is given great emphasis in successive FYPs, education sector plans, and UNICEF's Country Programme Documents. Through a desk review, the evaluation team constructed the Programme's key activities, outputs, outcomes, and impact. The main documents reviewed include:

1. Bhutan's 10th to 12th Five-Year Plans
2. Education Blueprint 2014-2024
3. Ten-Year Roadmap for Inclusive and Special Education 2019-2028
4. UNICEF's Work Plan from 2010-2020

In consultation with MoE and UNICEF, the ToC was revised and feedback to the initial draft were incorporated into further iterations. It is important to note that the ToC does not present a comprehensive summary of every activity and output targeted and achieved over one decade of implementation. Rather, it aims to give an overview of the main goals and priorities articulated by the MoE, supported by its partners, including UNICEF, and describe the logical links between them.

The Problem Statement

The Programme aims to address the gaps in education provision for children with disabilities. It is recognized that children with disabilities have limited access to inclusive and quality ECCD programmes, basic education, and specialised services, achieve poor learning outcomes are learning in inaccessible learning environments and have limited opportunities to transition to higher education or employment.

Strategic Interventions

The effective implementation of the programme activities referred to as 'strategic interventions' is hypothesized to result in the improvement of enabling environments, service delivery and demand for inclusive education. It is assumed that sufficient funding and human resources are available to implement identified interventions.

- Expected improvements in the enabling environments include disability-inclusive and gender-responsive laws, policies, data collection, monitoring

³ The consultants have requested an estimated amount from UNICEF. This can be revisited during data analysis.

and evaluation, and funding systems at the national and school level. It is hypothesized that improved capacities of the government in the education, health, social protection, and labour sectors will contribute to building a facilitative policy environment. On the same note, inter-sectoral cooperation among these key sectors needs to be enhanced. Financing mechanisms would have to target learners with disabilities both through disability-specific and mainstream interventions. Building and maintaining partnerships with international and national development agencies will be instrumental in achieving the programme outputs.

- Services related to the delivery of inclusive education will improve if:
 - early childhood development programmes and early identification and intervention services are strengthened and made available to children with disabilities.
 - schools are accessible and capacitated to offer inclusive classes;
 - specialised institutes are supported and serve as resource centres for general schools;
 - pre- and in-service teachers, school leaders, support staff and local education authorities are adequately trained in inclusive education and provided with ongoing professional development support;
 - the national curriculum, pedagogy and assessment strategies are learner-centred;
 - disability-inclusive learning materials are provided to schools;
 - school facilities, infrastructure and learning environments are accessible, disability-friendly and gender-sensitive; and
 - children with disabilities are supported in transitioning from basic education to higher education/vocational training or employment.
- It is hypothesized that strong advocacy efforts and increasing the capacity and actively engaging DPOs will result in increased demand for inclusive education and services.

Outputs

It is hypothesized that if MoE and its partners effectively implement the programme's strategic interventions then, enabling environments for inclusive education will be established, service delivery will improve, and the demand for inclusive and quality education and services will increase.

Outcome

It is hypothesized that establishing enabling environments, improving service delivery, and increasing the demand for inclusive education and services will result in boys and girls with disabilities with increased access to inclusive and quality education from early childhood up to the after-school phase. This assumes that inclusive education is seen as a high priority by the government, and thus receives adequate funding. Another key assumption is investments are directed towards

promoting inclusive approaches and practices rather than segregated models of education.

Impact

It is hypothesized that if all learners with disabilities have access to, participate, and achieve in inclusive settings from early childhood up to the after-school phase (outcome statement) then, this will contribute to achieving the overall goal of providing education for every child in Bhutan (impact statement). The Programme aims to contribute to the aspirations expressed in major national and global commitments such as the joint work plan of the RGoB and UNICEF 2019-2023, 12th FYP, Ten Year Roadmap for Inclusive and Special Education, Gross National Happiness, and Sustainable Development Goal (SDG) 4.

Reconstructing a Theory of Change for Inclusive Education

Based on the evaluation findings, the consultancy team will draft a new Theory of Change for inclusive education in Bhutan. The ToC, linked with a results framework and the baseline indicators set out in this study, will be one of the knowledge products of the evaluation and will complement the government's roadmap for inclusive education.

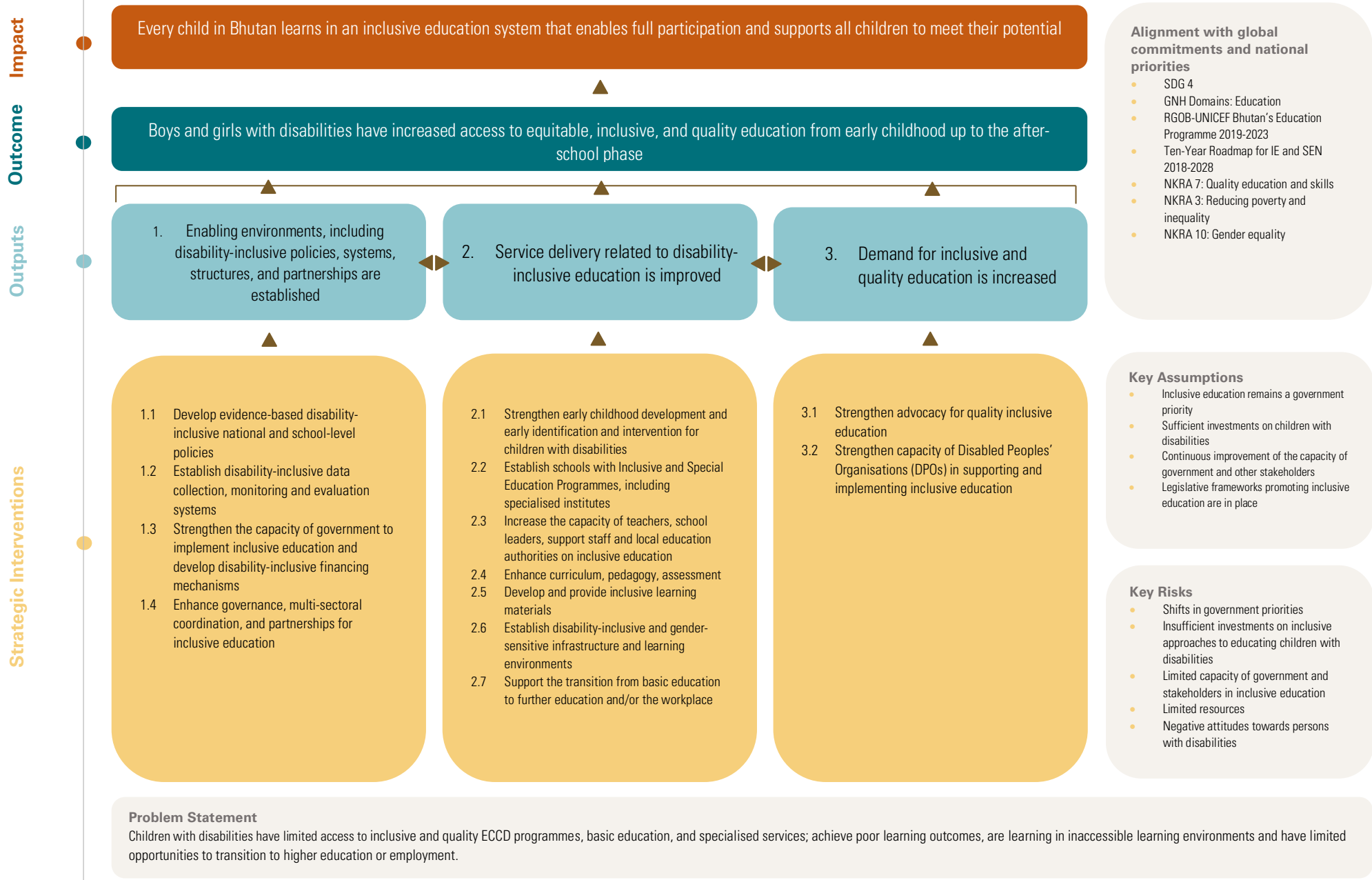


Figure 1. Reconstructed Theory of Change

1.9 International context

1.9.1 Disability

The concept of disability remains to be a complex, dynamic, multidimensional, and contested phenomenon (The World Bank, 2019a). Definitions and models of disability have evolved over the last few decades. This evaluation will adopt the rights-based definition outlined in the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) and the International Classification of Functioning, Disability, and Health (ICF). Both recognize the critical role of contextual and environmental factors on an individual's impairment which restrict their full and equitable participation in different spheres of life (The World Bank, 2019a).

UNCRPD defines persons with disabilities as 'those who have long-term physical, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others (UN, 2006, Art. 1). On a similar note, ICF conceptualizes disability as 'a dynamic interaction between health conditions and contextual factors, both personal and environmental' (WHO & World Bank, 2011, p. 4). An important step in advancing disability inclusion, Bhutan has aligned its conceptualization of disability with UNCRPD and ICF as stipulated in the 2019 National Policy for Persons with Disabilities (Gross National Happiness Commission Secretariat, 2019). UNICEF Bhutan, a key partner of the RGoB in disability inclusion is also guided by the UNCRPD definition in promoting the rights of children with disabilities who are often left behind and lack opportunities to participate in mainstream society.

The dearth of disability data is one of the biggest challenges in inclusion. The Washington Group on Disability Statistics (WG) was established in 2001 and led the development of a short set of questions that aim to provide statistical data on disability comparable worldwide (Washington Group on Disability Statistics, 2020). In 2016, in collaboration with UNICEF, WG developed the Child Functioning Module (CFM) which targets the child population between 2 to 17 years of age. The CFM assesses the degree of functional difficulties against a rating scale, focusing on various functioning domains including hearing, vision, communication/comprehension, learning, mobility, and emotions (UNICEF, 2016). The Bhutanese government has adopted the WG Short Set of Questions, developed adapted versions and have used the modules in the 2017 population census. In order to standardize its processes, the government will use the WG questions in identifying disability across all sectors concerned with persons with disabilities.

1.9.2 Inclusive Education

In education, children with disabilities are one of the most marginalized groups of learners. Equitable access to the general school system remains to be a significant challenge for learners with disabilities. They are less likely to access education opportunities, and those who are able to enter the school system are more likely to drop out compared to their peers without disabilities. For instance, the 2016 report of the Education Commission mentioned that close to one quarter to one-half of children with disabilities are not in school, which represents up to one-third of the overall number of out-of-school children (The World Bank, 2019). These findings were further concurred by data from six developing countries –

Maldives, Cambodia, Colombia, Uganda, Yemen, and the Gambia – which indicate that children with disabilities of primary school age are most likely to be out of school than their peers without disabilities (UN, 2018). With the significant gap in access, learning outcomes, and school completion, they are most likely to be marginalized in education, resulting in limited opportunities and decreased productivity in adulthood (WHO & World Bank, 2011).

Over the recent decades, various international agreements, frameworks, and policies have established education as a fundamental human right (UN, 2018) and recognized inclusive education as a means to ensure that all children, including those with disabilities, fulfil their right to quality and equitable education (UNESCO, 2018). Article 26 of the Universal Declaration of Human Rights (UDHR) asserts that everyone has the right to education which shall be directed to the full development of human personality and the strengthening of respect for human rights and fundamental freedoms (United Nations, 1948). This is echoed in the 1960 UNESCO Convention against Discrimination in Education and in the 1989 UN Convention on the Rights of the Child that prohibit all forms of discrimination in education and mandate State parties to ensure equal opportunities for everyone (UN, 1989, 2018). Subsequent global movements attempted to address persistent inequalities. The 1990 World Declaration on Education for All called for the elimination of educational disparities among underserved groups (UNESCO, 2020) and demanded special attention and tangible measures to address the learning needs of persons with disabilities (UN, 1990, Art. 3.5).

Inclusive education is a process of systemic reform embodying changes and modifications in content, teaching methods, approaches, structures, and strategies in education to overcome barriers with a vision serving to provide all students of the relevant age range with an equitable and participatory learning experience and environment that best corresponds to their requirements and preferences.

It encompasses a transformation in culture, policy, and practice in all formal and informal educational environments to accommodate the differing requirements and identities of individual students, together with a commitment to remove the barriers that impede that possibility (UN, 2016).

The focus on inclusion for persons with disabilities in education continued to gain momentum when the Salamanca Statement and Framework for Action (1994) expressly recognized for the first time that ‘children and youth with special educational needs should be included in the educational arrangements made for the majority of children’ (UNESCO, 1994, p. 6). In the year 2000, the Dakar Framework for Action, adopted by the World Education Forum, underlined the right of all children regardless of their background, attainment, or disability, to the same education in their locality (UNESCO, 2020).

With the UNCRPD’s entry into force in 2006, governments were held accountable to uphold a rights-based model of disability, including ensuring that the education system is inclusive

at all levels (UN, 2006). This obligation was further strengthened through the Sustainable Development Goal (SDG) 4 which explicitly targeted persons with disabilities (UN, 2015). The agenda commits governments to provide access to lifelong learning opportunities to equip persons with disabilities with the knowledge and skills needed to seize opportunities and to participate fully in society (UN, 2015; UNESCO, 2020).

In 2016, General Comment No. 4 (GC4) to Article 24 of the UNCRPD provided a more concrete framework for operationalizing the right to inclusive education. It conceptualizes inclusive education as a fundamental right of all learners, a principle that prioritises the well-being of learners, a means of realizing other human rights and the result of the collective commitment to eliminating the barriers that hinder the right to education (UN, 2016).

1.10 Development and Education Context

1.10.1 Education system

For centuries, Bhutan’s primary form of education has been monastic education that is tightly woven into the tapestry of the Buddhist faith. With the institution of modern education in the early 1960s, along with the establishment of Bhutan’s Five-Year Development Plan⁴, the government envisioned to ‘produce citizens with skills and abilities that are an ideal blend of modern and traditional values reflecting the unique Bhutanese identity’ (Bhutan Council for School Examinations and Assessment, 2019). The country’s first five-year plan in 1961 included education among its key priorities which paved the way for the government to sponsor public schools in the communities (Schuelka, 2012).

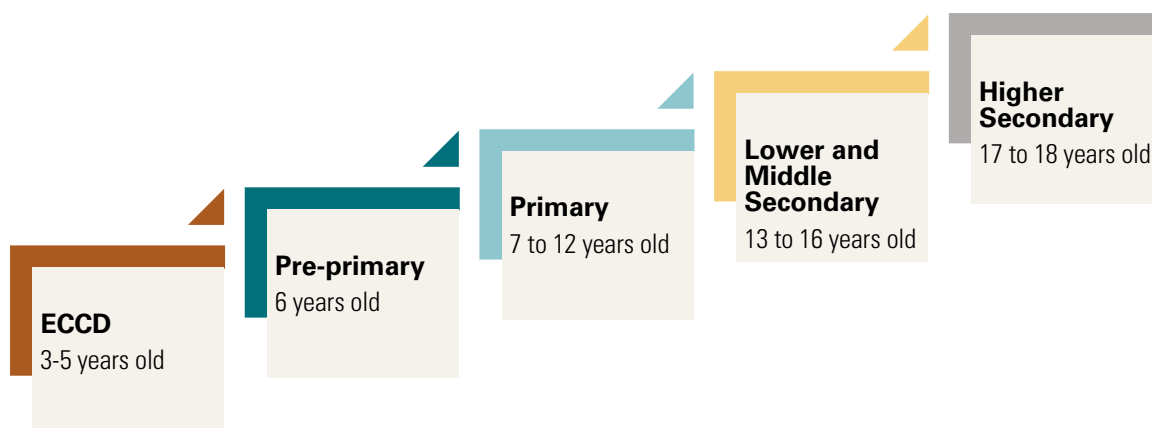


Figure 2. School system in Bhutan

Source: Bhutan MoE. (2014). Bhutan Education Blueprint 2014-2024: Rethinking Education.

Basic education in Bhutan is free. The general school education system (Figure 2) consists of seven years of primary education (pre-primary to grade 6), followed by four years of lower and middle secondary (grades 7-10), and two years of higher secondary (grades 11-2) (Bhutan MoE, 2014; Gross National Happiness Commission, 2009). The government provides free and compulsory basic education from pre-primary to grade 12 (Rinzin, 2019)

⁴ From the Terms of Reference of this evaluation study

and learners have the option to either continue to higher secondary schools, enrol in technical training institutes, or enter the job market (Gyeltshen & Zangmo, 2020).

Prior to entering formal education, pre-school is offered in Early Childhood Care and Development (ECCD) centres which provide opportunities for all children, including children with disabilities, a good headstart in developing their full potential (Bhutan MoE, 2019b; Bhutan MoE & UNICEF, 2020; Global Partnership for Education, 2018). In terms of pursuing higher or tertiary education, the selection of learners for government scholarship is strictly based on merit and the human resource needs of the country (Bhutan MoE, 2014). Learners who do not qualify for government scholarship programmes may continue their higher education through private arrangements on a self-financing basis (Bhutan MoE, 2014).

First in the world, the country adopted an alternative model of the standard international development indicators such as Gross Domestic Product (GDP) through introducing the philosophy of Gross National Happiness (GNH). GNH focuses on nine domains namely: psychological well-being, health, education, time use, cultural diversity and resilience, good governance, community vitality, ecological diversity, and resilience, and living standards (Drupka & Brien, 2013; Schuelka, 2012). As a result of this, Bhutan trailed a new education approach known as 'Educating for Gross National Happiness' (EGNH) starting in 2009 (MoE, 2010). This has taken GNH into the school curriculum beyond an intellectual discourse and has infused it with values (Chhetri, 2015; MoE, 2010; Sherab, Maxwell & Cooksey, 2016). The country's education sector strategy, *'Realizing the Vision 2020'*, is anchored on the overall framework of GNH (Bhutan MoE, 2013). Being the most fundamental component in achieving GNH, the education sector has continued to receive a significant share of the government budget since the beginning of the 1960s (Bhutan MoE, 2013).

Although there has been significant progress in Bhutan's education system, some key challenges remain. Inadequate financial and human resources continue to confront the system (Gyeltshen & Zangmo, 2020). In general, the education sector experiences hurdles in the quality of education, particularly in improving the proportion of students achieving the expected learning outcomes specified for different stages of school education (Bhutan MoE, 2014; Gyeltshen & Zangmo, 2020). Disparities in learning outcomes between boys and girls, urban and rural schools, and the differences due to the socioeconomic status of learners, pose significant challenges in achieving equitable outcomes (Bhutan MoE, 2014).

While the adjusted net enrolment rate in primary education in 2020 stands at 99.4 per cent (Bhutan MoE, 2020a), difficulties on access and participation to education remain as aggravated by various factors such as socioeconomic background, economic status, disability, academic performance, and geographical locations (Gyeltshen & Zangmo, 2020). In 2018, it was estimated that about 3.2 per cent of close to 2,840 primary age children who belong to disadvantaged groups were out of school or were not enrolled in any form of structured learning (GNHC, 2019). Among these disadvantaged groups are children with disabilities whose access and participation in education continue to be a significant challenge, owing to the limited number of schools and facilities available to cater to them and the limited capacity of educators to effectively teach in inclusive settings (Bhutan Council for School Examinations and Assessment, 2019).

Aggravating these pre-existing challenges is the adverse impact of the COVID-19 pandemic on education. The country declared the closure of schools and institutions in March 2020 and implemented a nationwide lockdown in August (Pokhrel & Chhetri, 2021) to control the transmission of the coronavirus. The urgent shift to online learning made it difficult for the education system to adjust, particularly on the need of teachers and learners to be oriented on the utilisation of various online educational tools that will require internet bandwidth and data packages (Pokhrel & Chhetri, 2021). This greatly affected the most vulnerable groups in Bhutan, including children with disabilities, who experience challenges in accessing quality education through remote and online learning (UNICEF, 2020b). To ensure that children with disabilities are not left behind, alternative learning delivery modes with adaptations and modifications for the specific needs of children with disabilities have been implemented. These alternative learning delivery modes include the use of broadcast media (television and radio), Youtube, Google Classroom, and print media such as self-instructional materials, which are printed and distributed to reach out to all students (Bhutan MoE, 2020c). Furthermore, the Ministry of Education recently provided 748 tablets to students with disabilities in 23 schools with SEN programme to supplement online learning (Drukpa, 2021).

1.10.2 Legal Context

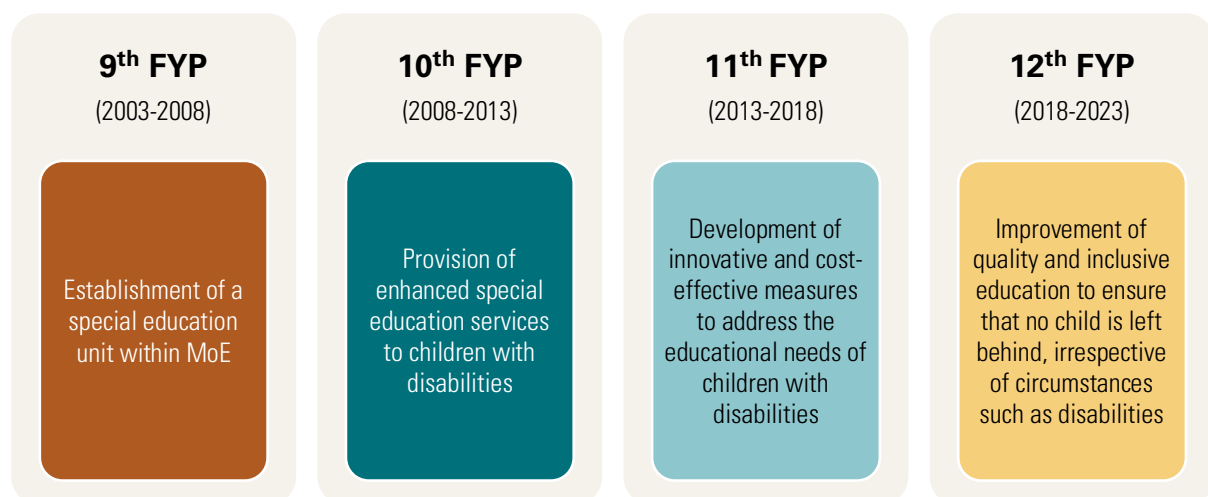


Figure 3. Inclusion of children with disabilities in Bhutan's Five-Year Plans
 Source: Bhutan Planning Commission, 2002; Gross National Happiness Commission, 2009, 2013; Gross National Happiness Commission Secretariat, 2019

Inclusive education for children with disabilities has been consistently prioritised in national development plans (see Figure 2). Bhutan's focus on the education of children with disabilities has been strengthened since the 9th Five-Year Plan that resulted in the establishment of a Special Education Unit within the MoE (Bhutan Planning Commission, 2002; Gross National Happiness Commission, 2009; Schuelka, 2012). The main strategy of the government was to integrate children with disabilities in regular classrooms (Bhutan Planning Commission, 2002). Thereafter, efforts to address the learning needs of children with disabilities were included in subsequent five-year plans.

Although the concept and practice of inclusive education are relatively new (Bhutan MoE, 2017) and the government is yet to ratify the UNCRC and establish a national education law, significant strides in legislative and policy reforms have been made in recent years towards providing equitable learning opportunities for all children, including those with disabilities.

Table 3. National policies on disability-inclusive education

Year	Milestones
1990	Signed and ratified the UN Convention on the Rights of the Child
2010	Signed the UN Convention on the Rights of Persons with Disabilities and its Optional Protocol
2012	Adopted the draft National Policy on Special Educational Needs (NPSEN)
2014	Adopted the Bhutan Education Blueprint 2014-2024 which emphasizes inclusive education
2017	Adopted the Standards for Inclusive Education
2018	Adopted the Guidelines on Assessment, Examination, Promotion and Transition for students with disabilities
2018	Developed the Ten-Year Roadmap for Inclusive and Special Education in Bhutan
2019	Drafted the National Education Policy
2019	Adopted the National Policy for Persons with Disabilities
2020	Drafted the Action Plan for the National Policy for Persons with Disabilities

The provision of equitable and inclusive education from early childhood to tertiary education is consistently advocated in the main national policies on disability and education.

2 Purpose, Objectives and Scope

2.1 Purpose

The Ministry of Education and UNICEF Bhutan jointly commissioned an evaluation of the Inclusive and Special Education Programme. In line with the Terms of Reference (see Appendix B), the evaluation aims to establish whether there has been significant progress including systemic changes in the education of children with disabilities. The evaluation is also expected to provide baseline data on the Programme which can be used as a basis for monitoring progress, setting targets, and evaluating results. It will also generate a set of actionable recommendations to improve the delivery of inclusive and special education, as well as strengthen coordination among relevant stakeholders. Moreover, the evaluation process intends to raise awareness and understanding among children with disabilities and their parents of the quality of inclusive education services provided by the duty bearers (teachers, communities, school authorities, central and local governments) in realising their rights.

The evaluation is taking place at a critical point in time, after a decade of implementation since 2010. Within the last 10 years, many national reforms have been put in place to strengthen inclusive education in the country. In 2019, MoE developed a Ten-Year Roadmap for Inclusive Education and Special Needs Education setting out the long-term direction for

inclusion of learners with disabilities in education. Meanwhile, UNICEF, the government's key partner in disability inclusion is at the tail end of implementing its Strategic Plan 2018-2021 which supports the realisation of the government's priorities. The findings of the evaluation are expected to provide evidence bases for developing a concrete implementation action plan in support of the Ten-Year Roadmap, inform ongoing reforms promoting equitable access to education, and provide strategic direction to UNICEF's future education programming.

2.2 Objectives

Specifically, the evaluation will:

1. assess the relevance, effectiveness, efficiency, and sustainability of the Inclusive and Special Education Programme and interventions in realising the right to education of children with disabilities;
2. ascertain the quality of services being delivered by the duty bearers in addressing special educational needs;
3. document good practices as well as challenges and create an inventory of knowledge base for use by community practitioners;
4. assess the changes in capacities of primary duty bearers in the provision of inclusive and special education; and
5. assess the extent to which equity and gender responsiveness are integrated into the programme.

2.3 Scope

The evaluation will assess the implementation of the Inclusive and Special Education Programme from 2010-2020. It will focus on all 23⁵ schools and 2 Draktsho Vocational Training Centres with SEN programme. As recommended by the Evaluation Reference Group, the evaluation will also include ECCD centres, monastic institutions, technical training institutes, and mainstream schools.

The evaluation will cover Bhutan's education system at the central, provincial, and local government levels. It will focus on the three-pronged strategy of MoE and UNICEF in implementing the programme:

1. Creating enabling environment (policy)
2. Service delivery (capacity development and supplies)
3. Demand creation (awareness and advocacy)

Hence, the evaluation will be undertaken within the purview of the education sector including MoE, Royal Education Council (REC), Bhutan Council for School Examinations and Assessment (BCSEA) and the Royal University of Bhutan. Other government units concerned with children with disabilities such as the Ministry of Health, Ministry of Labour and Human Resources and the National Commission on Women and Children will also be included. Part of the scope is reviewing the programme through consultations with the

⁵ The scope covers the implementation period 2010-2020. In 2021, 3 additional schools began implementing inclusive and special education. The evaluation will therefore include all 23 schools with SEN programme.

primary duty bearers including parents, guardians, and caregivers; the school community including teachers and principals; civil society organizations (CSOs) and Organizations of Persons with Disabilities (OPDs)⁶ and private service providers. More importantly, the perspectives of learners with and without disabilities will also be collected.

Geographically, the evaluation will involve 19 districts and 3 municipalities, across all three regions (Western, Eastern and Central).

The evaluation will make explicit links to the medium to long-term results set out by the government to ensure the findings contribute to the overall improvement of the education system. Key themes to be explored are centred around the extent to which quality standards are met, gender equality, and the principle of 'do no harm' to children are realised in the programme.

Box 1. Deviations from the Terms of Reference

Refining the Terms of Reference

During the inception phase, discussions with the Ministry of Education, UNICEF Bhutan, and the members of the Evaluation Reference Group (ERG) resulted in refinements of the Terms of Reference. The following changes were agreed upon:

Programme Title

As confirmed by the MoE, the title of the programme is referred to as 'Inclusive and Special Education Programme' reflecting the government's twin-track approach to disability inclusion.

Objectives

The first objective in the TOR was rephrased to formulate an actionable objective statement. The second objective pertains to the strategic focus of the evaluation and was therefore moved under the discussion of the scope. Minor adjustments to the phrasing of all statements were made to observe parallel construction and for clarity. Evaluating equity and gender responsiveness was added to explicitly articulate the emphasis on these rights-based principles. 'Gender effectiveness' was replaced with 'gender and equity responsiveness' following UNICEF's gender continuum scale.

Theory of Change

Drawing from the government's disability-inclusive education goals articulated in national strategic plans from 2010 to 2020 and UNICEF's annual work plans supportive of the MoE's priorities, the evaluation team reconstructed an indicative Theory of Change for the purpose of this evaluation.

Evaluation criteria

Given the multi-sectoral nature of the Programme, it was deemed necessary to add the criterion 'coherence' as one of the evaluation criteria. The TOR was explicit that the evaluation does not intend to assess the 'impact' of the interventions, in the way that OECD DAC defines the criterion. 'Impact' is often loosely understood as 'results', and whilst this is true, impact goes beyond immediate and intermediate results brought about by the intervention. It measures the longer term and lasting changes in systems, norms, behaviours, and changes in the lives of intended beneficiaries (OECD, 2021). Although some Reference Group members suggested measuring 'impact', it was agreed

⁶ At present, there is only 1 certified OPD in Bhutan: the Disabled People's Organization of Bhutan.

with the Ministry of Education and UNICEF Bhutan to leave this criterion out in this evaluation as the TOR is not set up to assess the long-term, and potentially ‘transformative effects of the intervention.’

Schools covered

To obtain a comprehensive picture of the education of children with disabilities in the country, the Evaluation Reference Group advised expanding the scope to cover not only schools with SEN programme but other types of schools that may or may not be currently catering to children with disabilities. The agreed scope includes all 23 schools with SEN programme, 2 specialised institutes, 2 Draktsho training centres, 4 ECCD centres, 4 technical training institutes, 4 monastic schools, and 4 mainstream schools. The evaluation team supports this change in scope, especially considering that the evaluation intends to establish baseline data for inclusive education. Data from the additional schools which have not extensively been accommodating children with disabilities will be particularly useful in strategic planning and in scaling up the inclusive and special education programme.

2.4 Evaluation Audience, Uses, and Dissemination

Table 4 outlines the direct and indirect audience of the evaluation and potential uses of the evaluation findings.

Table 4. Evaluation audience, uses, and dissemination

Audience	Possible Use of Evaluation
Primary Audience	
Ministry of Education (especially the ECCD & SEN Division)	<ul style="list-style-type: none"> ● Provide a set of baseline data on the status of education for children with disabilities ● Inform national strategic planning, policy development and implementation, setting priorities and identifying where investments are most needed and would likely be effective ● Inform the scale-up and identification of sustainability measures of the programme ● Inform the rollout of the IE Standards
Gross National Happiness Commission	<ul style="list-style-type: none"> ● Inform policymaking and programming concerning persons with disabilities
Royal Education Council	<ul style="list-style-type: none"> ● Inform the review and innovations in curriculum ● Inform enhancements in ICT usage and specially designed (applications in inclusive teaching for children with disabilities)
Royal University of Bhutan	<ul style="list-style-type: none"> ● Inform innovations in teacher professional development programmes ● Provide evidence of existing capacities among the teaching force ● Inform the development of pre- and in-service training programmes
Government agencies at the central level (Ministry of Health, Ministry of Labour and Human Resources, National	<ul style="list-style-type: none"> ● Inform strategic planning, policy development and review of services provided to persons with disabilities

Statistics Bureau, National Commission for Women and Children)	<ul style="list-style-type: none"> • Advocacy toward multi-sectoral coordination among concerned government units
UNICEF Bhutan Country Office	<ul style="list-style-type: none"> • Inform the development of the component on access to inclusive education of the Country Programme document
Dzongkhag Education Office (DEO) /Thromde Education Office (TEO	<ul style="list-style-type: none"> • Inform local development planning • Provide evidence bases for gaps in the implementation of the programme and areas needing further support
CSOs and DPOs/OPDs	<ul style="list-style-type: none"> • Inform strategic planning and advocacy work
Secondary Audience	
Development agencies working in the field of disability-inclusive education in Bhutan	<ul style="list-style-type: none"> • Inform strategic planning • Provide a basis for advocacy work to improve the implementation of inclusive education
Children with disabilities and their families, other community members, practitioners who work with children with disabilities	<ul style="list-style-type: none"> • May benefit indirectly through the utilization of the evaluation findings by other users listed above
Other countries with similar context	<ul style="list-style-type: none"> • Contribute to research and evidence generation in inclusive education • Utilise lessons learned in their own education reforms

3 Evaluation Methodology

3.1 Overall Approach

In line with the evaluation objectives and intended uses of the evaluation findings, a mixed-methods approach will be adopted. A mixed-methods design is a combination of both quantitative and qualitative methods which allow the development of a more reliable understanding of the subject (Cohen, Manion, & Morrison, 2007). In a mixed-methods study, it is assumed that the strengths of quantitative and qualitative approaches will offset the weaknesses of each method (Creswell, 2012). Quantitative data can reveal trends among a certain group of people while qualitative data can provide a more nuanced understanding of the meaning behind the trends. Qualitative data collection through key informant interviews and focus group discussion is especially important in this evaluation in ensuring that the participation and the voices of the main beneficiaries of the Programme are heard.

The evaluation is a combination of formative and summative approaches. It is formative or learning-focused as it aims to identify progress, challenges, and opportunities. There is a key focus on the processes and the likelihood of such processes to lead to the achievement of target results. The evaluation will gather evidence-based lessons to inform the improvement of programme implementation. At the same time, the evaluation is summative as it will also assess the achievement of outcomes and measure the extent to which the Programme has brought about changes. The findings will be utilised in improving programme design and inform future investment priorities. The evaluation is unique in the sense that it aims to

measure Programme results and establish baseline information at the same time. As such, all results will be treated as evaluative findings and as baseline information. The overall approach of the evaluation study aims to be participatory and inclusive through mainstreaming the principles of gender equality, equity, and human rights in all aspects of the evaluation both at the conceptual (evaluation design, framework) and practical levels (data collection, analysis, formulating recommendations).

3.2 Evaluation Themes, Questions and Criteria

3.2.1 Evaluation Criteria

The evaluation design is guided by Bhutan's Gross National Happiness Commission Evaluation Protocol and Guidelines (2015), UNEG Norms and Standards for Evaluation (2016, 2017), UNICEF-Adapted UNEG Evaluation Reports Standards (2017), UNICEF Guidance on Gender Integration in Evaluation (2019), and OECD's Applying Evaluation Criteria Thoughtfully (2021).

Aligned with the TOR, the criteria for evaluation are based on the Organization for Economic Co-operation and Development (OECD) Development Assistance Committee's (DAC) evaluation criteria. During the inception meetings, the Evaluation Reference Group recommended including *coherence* in the criteria, given the multi-disciplinary nature of disability inclusion. In this evaluation, the focus will be on policy coherence measuring how well Bhutan's policies related to inclusive and special education fit within the broader system at the national and international level. Coherence will also investigate the degree to which different sectors work together in delivering appropriate services for children with disabilities. The evaluation will not measure *impact* (see Box 1. Deviations from the TOR).

To explicitly address the issues of gender, equity and human rights, an additional criterion (cross-cutting issues) was added. While questions relating to these issues are organised in the framework as a separate criterion, measures for determining the extent to which these are also mainstreamed in other criteria, where relevant.

Hence, the evaluation criteria include *relevance*, *coherence*, *effectiveness*, *efficiency*, *sustainability*, and cross-cutting issues (gender, equity, and human rights).

The criteria are defined by the OECD as follows:

- | | |
|-------------------------|---|
| 1. Relevance | The extent to which the objectives of an intervention are consistent with recipients' requirements, country needs, global priorities, and partners' policies. |
| 2. Coherence | The extent to which other interventions (particularly policies) support or undermine the intervention and vice versa. |
| 3. Effectiveness | The extent to which the intervention achieved, or is expected to achieve, its objectives and its results, including any differential results across groups. |

4. Efficiency	The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.
5. Sustainability	The extent to which the net benefits of the intervention continue or are likely to continue.
6. Cross-Cutting Issues	
Equity	The basic fairness of the processes and outcomes of decision making. This implies that all children have an opportunity to survive, develop and reach their full potential, without being subjected to discrimination, bias, or favouritism.
Gender Equality	This means promoting the equal rights of women and girls and supporting their full participation in the political, social, and economic development of their communities (UNICEF, 2010).
Human Rights-Based Approaches	Five core guiding principles underpin HRBAP: normativity, non-discrimination, participation, transparency, and accountability (UNICEF, 2012).

3.2.2 Evaluation Themes

As mentioned under 'Programme Components', UNICEF supports the MoE in advancing inclusive education through a three-pronged strategy which makes up the Programme's components and the evaluation themes: (1) enabling environment, (2) service delivery and (3) demand creation. Each theme is described and elaborated through different dimensions of an inclusive education system (see Table 1), aligned with the reconstructed ToC and GC4.

3.2.3 Evaluation Framework

A few adjustments were made in the initial key evaluation questions (KEQ) including

1. Where relevant, some questions were contextualised by specifying children with disabilities as beneficiaries.
2. Where relevant, equity and gender lens were added to the evaluation questions. (For example:
 - a. Original question: 'Were the results, intended and unintended (outputs and outcomes) achieved?' (KEQ 2, Effectiveness)
 - b. Addition: If so, for whom, to what extent and in what circumstances?
3. The transition from basic education to higher education was added under 'Effectiveness'
4. A question on 'Scalability' was added under 'Sustainability'.
5. Some questions were found to be vague and unclear based on the feedback from the ERG and UNICEF ROSA. The evaluation team elaborated and made these questions more concrete. These include:
 - a. KEQ 3, Effectiveness: To what extent was the SEN programming gender-sensitive, responsive, or transformative?
 - b. KEQ 6, Effectiveness: To what extent has UNICEF-MoE advocacy influenced government and other partners' knowledge and service delivery for CWDs?

The resulting evaluation questions are detailed in Table 5. The complete evaluation matrix can be found in Appendix C.

Table 5. Key evaluation questions

Evaluation criteria	Theme	Key Evaluation Questions (KEQ)
1. Relevance	Enabling environment	1.1 Alignment: To what extent are programme strategies aligned with international and national rights and equity-focused approaches, including gender equality, to meet the needs of children with disabilities?
	Enabling environment Service delivery	1.2 Responsiveness: To what extent have the activities and outputs addressed the national priorities and needs of children with disabilities?
	Enabling environment	1.3 Cross-sector Collaboration: To what extent did the programme enhance the coordination mechanisms (horizontal and vertical; central and district levels) among stakeholders?
2. Coherence	Enabling environment	2.1 Internal policy coherence: To what extent are domestic laws and policies governing inclusive and special education coherent?
		2.2 External policy coherence: To what extent are domestic laws and policies aligned or not aligned with the SDGs and GC4-UNCRPD?
3. Effectiveness	Service delivery	3.1 Access and participation: To what extent have children with disabilities been able to access and participate in inclusive and special education? Are there significant differences in access between boys and girls?
	Enabling environment, service delivery, demand creation	3.2 Positive or negative unintended results: Were the results, intended and unintended (outputs and outcomes) achieved? If so, for whom, to what extent and in what circumstances?
	Service delivery	3.3 Resources and implementation strategies: Were the inputs and strategies identified realistic, appropriate and adequate to achieve the results?
	Demand creation	3.4 Advocacy: To what extent has the programme increased awareness and demand for inclusive education?
	Service delivery	3.5 Gender mainstreaming: Does the programme actively contribute to promoting gender equality and addressing gender disparities in education access and learning outcomes? To what extent did the programme benefit women, men, or both? Who benefited and who did not?
4. Efficiency	Enabling environment	4.1 Planning, Monitoring and Evaluation: What were the planning, monitoring, evaluation, and reporting systems in place for improving programme effectiveness and efficiency? What were the gaps? To what extent are these systems gender and disability-inclusive?

Evaluation criteria	Theme	Key Evaluation Questions (KEQ)
	Enabling environment	4.2 Financial and Human Resources: To what extent were the resources (financial and human resources) allocated to the programme adequate to support the implementation of the work plan to achieve quality and equity-focused results for children with disabilities?
	Enabling environment, service delivery, demand creation	4.3 Implementation strategies: Was the process of achieving results efficient? What strategies (advocacy, policy, technical, and financial, etc.) were most efficient in influencing improvements in access, quality, equity, and sustainability?
	Service delivery	4.4 Cost-effectiveness: To what extent is mainstreaming children with disabilities in schools with SEN programme cost-effective compared to enrolling them in specialized institutes?
	Enabling environment, service delivery, demand creation	4.5 Situation Analysis: What were the strengths, weaknesses, opportunities, and threats in the design and implementation process?
5. Sustainability	Enabling environment	5.1 Sustainability: What were the efforts made to establish an enabling environment (necessary and appropriate policies, legislation, budgets) for the expansion and improvement of services?
	Service delivery	5.2 Sustainability: What measures were implemented to ensure the services provided were sustainable?
	Enabling environment, service delivery, demand creation	5.3 Scalability: What interventions were adopted for the programme to be scalable?
	Enabling environment, service delivery, demand creation	5.4 Capacity development: How were capacities strengthened at the individual and organizational level (including contributing factors and constraints)? To what extent has gender equality and equity principles been mainstreamed in capacity development initiatives?
6. Cross-Cutting Themes	Gender equality, equity, human rights	6.1 Equity, gender equality, and human rights-based approaches: In what ways and to what extent has the SEN/IE programme integrated a gender-responsive and overall equity-based approach into its design and implementation? Did the programme promote women and girls' empowerment? To what extent?

3.3 Evaluation Design and Methodology

3.3.1 Evaluation Design and Data Sources

The evaluation will employ a mixed-methods approach that recognizes the value of qualitative data to illuminate and contextualize the main findings of the quantitative

data. While the study will be mostly qualitative, secondary quantitative data on the Programme will be collected. A range of data sources and data collection methods will be used to allow triangulation.

In line with the objective to establish a Programme baseline, the findings will be presented in both an evaluative point of view and, in a separate section, as a set of baseline information that government and partner organizations can use as benchmarks for future progress monitoring and evaluation. The indicators will be based on the reconstructed Theory of Change. Appendix I details the contents of the baseline.

3.3.2 Data Collection Methods and Tools

Various research activities will be conducted at different levels of the system, for which data collection instruments have been developed (see Appendix D). Primary and secondary data will be collected through the following methods:

Desk review

Relevant literature, including policy documents and reports from 2010-2020 related to the Programme were reviewed and analysed during the inception stage to collect secondary quantitative and qualitative data deemed significant to the evaluation study. The desk review will continue to be carried out after the inception stage to support the analysis of data collected through other methods. A desk review matrix (see Appendix D, Tool 1) will be used to organize the literature search. An initial inventory of documents for review is annexed in Appendix E.

Key informant interviews and focus group discussions

Given the multi-sectoral nature of the programme, there are multiple stakeholders included in the data collection. Semi-structured key informant interviews (KIIs) and focus group discussions (FGDs) will be carried out involving key representatives from government ministries at the central and district level, UNICEF, CSOs/OPD, school leaders, mainstream teachers, teachers in schools with SEN programme, SEN programme coordinators, parents of children with and without disabilities, and children with and without disabilities (see Appendix D, Tools 1-5.2, 6.1-9).

Measures will be observed to ensure data collection methods are pragmatic and sufficient to gather the necessary information. In case focus group discussions are not possible due to COVID-19 restrictions, the following techniques will be used:

- Focus group discussions for teachers will be replaced by 4-5 individual interviews with teachers.
- Focus group discussions for parents will be replaced by 4-5 individual semi-structured interviews.

- Focus group discussions with children will be replaced by informal individual conversations with 3- 4 children.
- Conversations with parents and children may be done through home visits.

As the primary beneficiaries of the Programme, it is crucial to integrate the perspectives of children, with or without disabilities. The programme's effectiveness and relevance will primarily be analysed based on their experiences. Children (mix of boys and girls) included in the data collection process will be purposively selected and pre-identified by teachers and/or school/institute heads. The sample will include children with disabilities in primary (10-12 years old, any type of disability) and secondary (13-18 years old, any type of disability) levels in schools with SEN programme. It would be important to identify accommodations required by children prior to the conduct of the interviews to prepare the necessary support equipment or service. The data collection tools to be used in children's interviews are designed to be interactive and age-appropriate.

Online survey

A structured online survey will be administered to all teachers in all sample schools including mainstream and teachers in schools with SEN programme (see Appendix D, Tool 5.3). The survey aims to examine knowledge, attitudes of, and inclusive classroom approaches employed by teachers. It will establish a set of baseline information on existing capacities among the teaching force, especially those in schools with Inclusive and Special Education Programme.

Classroom observation

At least 1 classroom observation will be conducted in each of the schools with SEN programme, using an observation checklist (see Appendix D, Tool 8). The observation will investigate the physical accessibility of the school/classroom, school culture and learner-centred teaching and learning approaches. The 3-day training for the enumerators (see Section 3.5.3) will ensure that they are well-oriented about the intent and the use of the classroom observation tool through repeated practice and mock sessions. Classroom observations will be conducted by teacher enumerators who have undergone training on inclusive research approaches and have experience teaching/working with both children with and without disabilities. The enumerators will adhere to the following guidelines:

Guidelines for classroom observation⁷

1. Arrive early for class and meet with the teacher to explain why you are there. Make it clear that you are not evaluating him/her as a teacher. Explain that the purpose of the observation is to have an idea of what goes on in the classroom, children's engagement and the teaching and learning process.
2. Request for verbal permission from the teacher to take some photos in the classroom. Explain that this is for documentation purposes only. If they do not agree, don't take any. If they do, take photos discreetly.
3. Gather information using the classroom observation tool without interfering with the lesson (before or after). Do not take the teacher's name.

⁷ Adapted from Cambridge Education. (2020). Formative Evaluation of Multi-Level Child-Centred Approach in Sri Lanka Inception Report.

4. Observe the classroom for the duration of the lesson (approximately 1 hour).
5. Throughout your observation period, focus on the questions in the observation tool but take additional notes, as necessary. h
6. Find a comfortable spot in the classroom, such as the back or corner, where you can work and make observations. Do not distract children or evaluate children's work.
7. When you have finished the observation, thank the teacher for his or her support and time. Do not make any comments about the individual performance of the teacher.

Case study

A case study approach will be undertaken in evaluating the disability-inclusive programming in 2 vocational schools (Draktsho Vocational Training Centre in Thimpu and Trashigang). The case study will be guided by questions (see Appendix D, Tool 9) focused on documenting promising practices in including children and youth with disabilities in education, including effective practices in supporting the transition from basic education to higher/vocational education.

For all data collection activities, field report templates will be provided to organize the data. Enumerators will be required to submit field reports.

3.3.3 Sampling Strategy

The proposed sampling of the respondents is detailed in Table 6.

Table 6. Overview of the sampling strategy and data collection methods and tools

#	Data collection activity/ Respondent type	Sampling strategy	Methods						Data collection Tool/s
			Desk review	KII	FGD	Online survey	Case study	Classroom observation tool	
1	Desk review	N/A	✓						Tool 1: Desk review matrix
2	Government – National level								Tool 2: Government and Non-government Organisations
2.1	GNHC	1-3 key officials		✓					
2.2	MoE (ECCD & SEN Division)	1-3 key officials		✓					
2.3	MoH	1-3 key officials		✓					
2.4	MoLHR	1-3 key officials							
2.5	NCWC	1-3 key officials							
2.6	BCEA	1-3 key officials							
2.7	REC	1-3 key officials		✓					
2.8	RUB	1-3 key officials		✓					
2.9	Paro College of Education	1-3 key officials		✓					
2.10	Central Monastic Body	1-3 key officials			✓				
	Sub-total	10-30 key government officials							
3	Government – District level								Tool 2: Government and Non-government Organisations
3.1	Dzongkhag Education Office (DEO)	1 representative from DEO per district ⁸		✓					
	Sub-total	19 DEOs							
4	UNICEF Bhutan Country Office								Tool 2: Government and
4.1	Education unit	1-3 representatives		✓					
4.2	Health unit	1-3 representatives		✓					

⁸ Since the data collection team will not be visiting all the district headquarters where the DEOs are based, telephonic or online interviews will be conducted with some of the DEOs.

4.3	Social protection unit	1-3 representatives		✓						Non-government Organisations
	Sub-total	3-9 representatives								
5	CSOs/OPD									Tool 2: Government and Non-government Organizations
5.1	Ability Bhutan Society	1-2 representatives		✓						
5.2	Disabled People's Organisation of Bhutan	1-2 representatives		✓						
	Sub-total	2-4 representatives								
6	Schools/Institutions									Tool 3: Head of School/Institute
6.1	Head of Schools/Institutes/Coordinators									
6.1.1	Principals or Vice-Principals (schools with SEN programme)	All principals or vice-principals in 23 schools		✓						
6.1.2	Proprietor or in-charge (ECCD centres)	1 proprietor or in-charge in 4 ECCD centres		✓						
6.1.3	Head (monastic institutions)	1 school head in 4 monastic institutes		✓						
6.1.4	Principal (TTIs)	1 principal for every TTI		✓						
	Sub-total	<ul style="list-style-type: none"> 23 principals or vice-principals in schools with SEN programme 4 ECCD proprietor/In-charge of 4 monastic institutes heads 4 TTI principals 								
6.2	SEN programme coordinators	All SEN programme coordinators in 23 schools		✓						Tool 4: Special Education Coordinators
	Sub-total	23 SEN programme coordinators								
6.3	Teachers									Tool 5.1: Mainstream teachers Tool 5.2: Special Education teachers Tool 5.3: Online survey for all teachers
6.3.1	Teachers in schools with SEN programme	Random sampling of 4-6 teachers per school (considering gender balance) All teachers in 23 schools for the online survey			✓	✓				
6.3.2	Mainstream teachers	Random sampling of 4-6 teachers per school			✓	✓				

		(considering gender balance) All mainstream teachers in 23 schools for the online survey							
6.3.3	ECCD teachers	All teachers in 4 ECCD centres for the online survey				✓			
6.3.4	Monastic teachers	All teachers in 4 monastic institutes for the online survey 1 teacher with a disability		✓		✓			
6.3.5	TTI teachers	All teachers in 4 institutions for the online survey				✓			
	Subtotal	<ul style="list-style-type: none"> 93-139 teachers in schools with SEN programme 93-139 mainstream teachers All teachers teaching with SEN programme/mainstream/ECCD/monastic/TTI teachers for the online survey 							
7	Community ⁹								
7.1	Parents or caregivers of children with disabilities in schools with SEN programme	Purposive sampling of 3-4 parents of children with disabilities per school		✓					Tool 6.1 Parents or Caregivers of children with disabilities
7.2	Parents or caregivers of children without disabilities in schools with SEN programme	Purposive sampling of 3-4 parents of children without disabilities per school		✓					Tool 6.2 Parents or Caregivers of children without disabilities
7.3	Parents or caregivers of children without disabilities in ECCD centres	Purposive sampling of 3-4 parents of children without disabilities per ECCD centre		✓					
	Subtotal	<ul style="list-style-type: none"> 69-92 parents of children with disabilities in schools with SEN programme 69-92 parents of children without disabilities in schools with SEN programme 							

⁹ The evaluation team will conduct an FGD or KII depending on the availability of respondents.

		• 12-16 parents of children without disabilities in ECCD centres							
8	Children (FGD or KII depending on availability of respondents)								Tool 7.1 Children with disabilities Tool 7.2 Children without disabilities Tool 9: Students without Disabilities
8.1	Children with disabilities in schools with SEN programme	Purposive sampling of 6-8 children with disabilities in (Grades V-VI for primary; any grade for secondary) per school (considering gender balance and varying types of disabilities)			✓				
8.2	Children without disabilities in schools with SEN programme	Purposive sampling of 6-8 students without disabilities (Grades V-VI for primary; any grade for secondary) per school (considering gender balance)			✓				
8.3	Children with disabilities in monastic institutions	Purposive sampling of 4 children with disabilities (Grades V-VI for primary; any grade for secondary; considering gender balance)		✓					
8.4	Students without disabilities in TTIs	Purposive sampling of 6 students without disabilities (Grades V-VI for primary; any grade for secondary) per TTI (considering gender balance)			✓				
Sub-total		<ul style="list-style-type: none"> • 138-184 children with disabilities in schools with SEN programme • 138-184 children without disabilities in schools with SEN programme • 4 children with disabilities in a monastic institute • 6 students without disabilities in TTIs 							
9	CSO/private schools								

9.1	Draktsho Vocational Training Centre (Thimpu)	1-2 key officials					✓		Tool 9: Case study interview guide for Draktsho Vocational Training Centre
9.2	Draktsho Vocational Training Centre (Trashigang)	1-2 key officials					✓		
	Sub-total	2-4 key officials							
10	Classroom observation	1 classroom observation per school						✓	Tool 8: Classroom Observation tool
	Sub-total	23 classroom observations							

3.3.4 Data Analysis

All primary and secondary data collected will be analysed following the evaluation framework, using a variety of data analysis methods and tools.

Quantitative Data

1. Descriptive analysis

Quantitative data from primary and secondary sources will be analysed using descriptive analysis to present emerging trends and generate a set of baseline information. Quantitative data will be disaggregated to ensure that vulnerable groups, such as women, girls, children with disabilities, are visible in the evaluation findings.

2. Trend analysis

This statistical procedure will be applied to quantitative information to find patterns in data and to determine differences in results among different populations, e.g., boys and girls, children from different geographic settings, children of different abilities, teachers who are males and females.

3. Cost-effectiveness analysis

To address the evaluation question on cost-effectiveness, available disaggregated financial data will be subject to analysis to compare the relative costs of providing education to children with disabilities through (1) mainstreaming approach vs (2) specialised interventions (i.e., in specialised schools). It must be noted that this method will rely on financial data that key stakeholders are able to provide to the evaluation team.

Qualitative Data

4. Content analysis

Qualitative data gathered from different data collection methods and tools (i.e., key informant interviews, focus group discussions, classroom observation, case study, and online survey) will be transcribed, translated from the local language to English (if necessary), and organised. Data will be sorted into coded categories and grouped based on the predetermined themes (i.e., evaluation criteria and questions) and new emerging themes (using inductive coding) to develop substantiated inferences about the Programme.

5. SWOT analysis

SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis is an assessment tool that identifies the project's existing resources (strengths), issues and challenges (weaknesses), external aspects that may overcome weaknesses and build on strengths (opportunities), and external aspects that may threaten the range of opportunities for change (threats) (IFAD, 2002). SWOT analysis will be utilised to establish a general situation analysis of where the Programme is currently operating. This method will respond to the evaluation question under Efficiency: 'What were

the strengths, weaknesses, opportunities, and threats in the design and implementation process?’

6. Gender scale

Using UNICEF’s gender continuum model¹⁰, the extent to which gender lens is integrated and addressed in all aspects of the Programme will be determined. Figure 1 elaborates the gender continuum model.

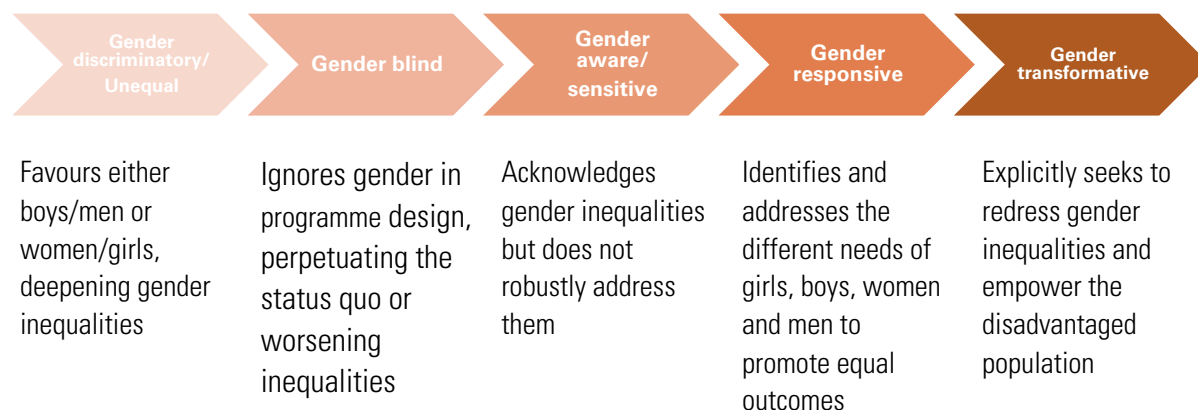


Figure 4. Gender continuum

Triangulation and generation of evaluative findings

Organised and coded quantitative and qualitative data gathered through various sources and methods will be triangulated to corroborate the findings. Based on these, evaluative statements per key evaluation question will be formulated, elaborated, and refined systematically through an iterative process.

Validation

Key findings will be validated through a series of validation interviews and consultation meetings with key stakeholders to ensure the accuracy and credibility of the findings. The conclusions and recommendations generated will also be validated to ensure that they are substantiated by evidence, formulated based on Bhutan’s education and development context, and are pragmatic to increase the likelihood of its implementation.

3.4 Quality Assurance

Quality assurance protocols will be established to ensure the collection and analysis of high-quality data, in accordance with relevant guidelines such as the UNEG Ethical Guidelines for Evaluation (UNEG, 2020) and the UNICEF-Adapted UNEG Evaluation Reports Standards (UNICEF, 2017). The evaluation team will work closely with local partners to ensure these protocols are observed and implemented in the field. These measures are as follows:

¹⁰ UNICEF adapted this scale from UNDP’s Gender Results Effectiveness Scale. See <https://erc.undp.org/evaluation/documents/download/8794>, for a more comprehensive description of the Gender Results Effectiveness Scale (GRES).

1. There will be constant consultations with the Evaluation Reference Group from inception up to the finalisation of the evaluation report.
2. The evaluation team is composed of competent consultants with many years of experience in education development. The presence of a national consultant knowledgeable of the local context contributes to quality assurance.
3. A gender-balanced group of qualified, and experienced researchers will be engaged in the primary data collection. The enumerators will undergo a three-day training led by the evaluation team, which includes a comprehensive discussion of ethical protocols.
4. Regular debriefing with enumerators will be set up after every data collection day to resolve immediate issues.
5. All field notes from primary data collection will be submitted to the evaluation team. Where permitted, KIIs and FGDs will be recorded to ensure the accuracy and completeness of data.

3.5 Organization of the Evaluation

3.5.1 Team Composition and Roles

Table 7. Evaluation team composition and roles

Name/Organisation	Roles
Dr Peter Grimes, Lead Evaluation Consultant	<ul style="list-style-type: none"> • Lead the overall evaluation process • Draft inception report including a detailed methodology and data collection tools • Coordinate with UNICEF and the government • Provide regular progress updates • Provide technical assistance to the conduct of the field data collection • Conduct interviews with officials in the ministries, UNICEF, CSOs, etc. • Analyse data and prepare evaluation report and presentation
Dr Kishore Chhetri, National Evaluation Consultant	<ul style="list-style-type: none"> • Support the overall development of the evaluation design • Provide local perspective to all deliverables, including data collection tools • Lead the data collection • Facilitate training of enumerators • Supervise the data collection • Manage in-country logistics and arrangements for field visits • Support the analysis of data, preparation of evaluation report and presentation
Arlene dela Cruz and Jan Erron Celebrado, Evaluation Consultants	<ul style="list-style-type: none"> • Support the development of the evaluation design • Support the development of the inception report including a detailed methodology and data collection tools • Design and assist in the training of enumerators • Support the data collection • Analyse data and draft the evaluation report • Support the overall project management of the evaluation
Ministry of Education	<ul style="list-style-type: none"> • Organise and co-lead the Evaluation Reference Group with UNICEF • Support local coordination with schools, local authorities, and other stakeholders.

	<ul style="list-style-type: none"> • Support coordination with the local research ethics board
UNICEF Bhutan	<ul style="list-style-type: none"> • Organise and co-lead the Evaluation Reference Group with MoE • Ensure tools and reports follow internal standards • Provide technical support to the evaluation process
Evaluation Reference Group (composed of representatives from the Ministry of Education, Royal University of Bhutan, UNICEF, Gross National Happiness Commission, DPOs Ministry of Health, National Statistics Bureau, National Commission for Women and Children)	<ul style="list-style-type: none"> • Guide and oversee the overall direction of the evaluation. • Review the inception report and the draft evaluation report • Provide technical input on tools, methodology, and reports • Ensure that the design and implementation of the evaluation meet quality standards.
Local trainer	<ul style="list-style-type: none"> • Support the national consultant in facilitating the training for enumerators
Local enumerators	<ul style="list-style-type: none"> • Collect data through interviews and FGDs at the school and community level • Conduct classroom observations, if feasible • Organize and submit voice recordings from all data collection activities • Prepare field reports from each activity

3.5.2 Work Plan

The overall timeline, sequence of activities and itinerary for data collection are detailed in a work plan (see Appendix G). An overview of the key activities, expected outputs, and support required from UNICEF and MoE is provided in Table 8.

Table 8. Work plan

Phase	Description of Key Activities	Expected Outputs	Support required from UNICEF and/or MoE
I. Inception 1 May – 31 August 2021	Draft inception report The evaluation team started conducting an extensive desk review of available programme documents and other relevant literature to prepare a draft inception report.	<ul style="list-style-type: none"> Draft Inception report including the evaluation framework, data collection tools, and setting out the work plan 	<ul style="list-style-type: none"> Provide relevant documents for desk review Provide support to the evaluation team in developing an in-depth understanding of the programme
	Inception meetings The evaluation team scheduled an ERG meeting however, it had to be postponed on two occasions due to the unavailability of some members. The draft inception report was presented to the ERG on June 18, 2021, to gather their recommendations in improving the first draft of the inception report. Major feedback includes: <ul style="list-style-type: none"> Expanding the scope of the evaluation to include other types of schools; 	<ul style="list-style-type: none"> Draft inception report presented Feedback to the inception report 	<ul style="list-style-type: none"> Organise the ERG meeting Clarify comments to the IR that are unclear Review the report, including all data collection tools Provide support in the approval of additional costs resulting from the expansion of evaluation scope MoE to provide the official list of SEN and mainstream schools and contacts of principals

Phase	Description of Key Activities	Expected Outputs	Support required from UNICEF and/or MoE
	<ul style="list-style-type: none"> • Revising and clarifying the evaluation framework and questions; • Finalising the data collection tools; • Other minor information to edit/change. <p>The inception phase extended for longer than planned because of difficulties in scheduling meetings to discuss major decision points.</p> <p>The original plan was to commence data collection in July, before the monsoon season and examination period in schools.</p>		
	<p>Final inception report Following the comments and recommendations from the ERG and UNICEF ROSA, the evaluation team will submit the approved inception report.</p> <p>There had been a significant delay in the submission of the 2nd draft of the report. The evaluation team needed a longer period to make changes in all</p>	<ul style="list-style-type: none"> • Finalised inception report • Finalised data collection tools • Research ethics approval obtained 	<ul style="list-style-type: none"> • UNICEF/MoE will provide support in securing ethics approvals • UNICEF/MoE/ERG will provide feedback and approve the final inception report

Phase	Description of Key Activities	Expected Outputs	Support required from UNICEF and/or MoE
	aspects of the evaluation design to reflect the new scope.		
	<p>Recruitment and training of field enumerators</p> <p>The evaluation team will train field enumerators on the evaluation study, data collection, and research protocols.</p>	<ul style="list-style-type: none"> • Enumerators recruited • Training of enumerators implemented 	<ul style="list-style-type: none"> • UNICEF will provide a list of enumerators previously recruited by the National Statistics Bureau • UNICEF and MoE officials to participate in the training sessions and provide technical support and local perspectives, where needed
	<p>Pre-testing of instruments and tools for data collection</p> <p>The evaluation team will conduct a pre-testing of data collection tools to ensure the validity and reliability of the instruments.</p>	<ul style="list-style-type: none"> • Pre-testing of instruments and tools for data collection conducted • Data collection instruments and tools revised based on the result of the pre-test 	<ul style="list-style-type: none"> • MoE will provide support in coordinating with 2 schools in Thimphu for pre-testing of data collection instruments
<p>II. Data collection and analysis</p> <p>1-September to 31 October</p>	<p>Administrative approval for data collection</p> <p>The evaluation team will work closely with local partners to secure approval for visiting schools, institutions, government agencies and other organisations.</p>	<ul style="list-style-type: none"> • Administrative approvals obtained • Informed consent forms distributed, signed and sent back to the evaluation team 	<ul style="list-style-type: none"> • MoE will inform relevant institutions and organizations about the evaluation and scheduled visits of the enumerators. • MoE will provide support in obtaining informed consent prior to the visit.
	<p>Data collection</p> <p>The national consultant will lead the data collection activities, with the support of the international team. He</p>	<ul style="list-style-type: none"> • Primary data collection completed 	<ul style="list-style-type: none"> • UNICEF/MOE to support logistical arrangements in the study areas • UNICEF/MoE will provide support in reproducing data collection tools and

Phase	Description of Key Activities	Expected Outputs	Support required from UNICEF and/or MoE
	will be responsible for appointing a team leader for each group of enumerators and will manage the logistical requirements for all regions.		<p>other materials to be distributed to enumerators.</p> <ul style="list-style-type: none"> UNICEF/MoE to guide the evaluation team during the data collection process.
	<p>Preliminary analysis of data The data collected will be collated, consolidated for preliminary analysis which will be presented to the ERG for information sharing and validation. Feedback from the ERG will be integrated into the draft evaluation report.</p>	<ul style="list-style-type: none"> Summary of preliminary findings Preliminary findings presented 	<ul style="list-style-type: none"> UNICEF/MoE to review the preliminary findings UNICEF/MoE to assist in convening the ERG
<p>III. Evaluation report writing 18 October – 15 November 2021</p>	<p>Draft evaluation report The evaluation team will prepare the draft evaluation report based on the primary and secondary data collected and consolidated feedback from relevant stakeholders.</p>	<ul style="list-style-type: none"> Draft evaluation report developed and submitted 	<ul style="list-style-type: none"> UNICEF/MoE will guide the evaluation team during the development of the evaluation report.
<p>IV. Review of draft report and feedback 16-26 November – 2021</p>	<p>Review of draft evaluation report The draft evaluation report will be sent to the ERG members for their review. Feedback will be shared with the evaluation team and will be integrated into the final report.</p>	<ul style="list-style-type: none"> Feedback shared with the evaluation team 	<ul style="list-style-type: none"> UNICEF/MoE will assist in coordinating with the ERG and consolidating feedback
<p>V. Finalisation of evaluation report and presentation 29 November – 15 December 2021</p>	<p>Final evaluation report The evaluation team will finalise the evaluation report and submit it to UNICEF Bhutan and MoE.</p>	<ul style="list-style-type: none"> Final evaluation report developed. Final evaluation report presented. 	<ul style="list-style-type: none"> UNICEF will assist in ensuring that the final report meets evaluation standards. UNICEF/MoE to assist in organizing dissemination sessions for a larger group of stakeholders when required.

3.5.3 Preparations for data collection

Engaging and training local enumerators

Local enumerators will be engaged to collect primary data at the school and district levels. Five (5) teams of four local data collectors will be recruited for 10 days. Teams will be deployed in these regions: West (1 team), Central (1 team), East (2 teams) and 1 team in a high-risk area (see Appendix G for the itinerary). Before data gathering, enumerators will undergo a 3-day training on the fundamental concepts in disability and inclusive education, inclusive research ethics, and data collection processes and tools. The training will be provided by the consultancy team both online and in-country. A local trainer will be hired to support the in-country training. The training will familiarize the enumerators with the data collection protocols and tools through theoretical discussions and mock interviews. Feedback on the draft data collection tools regarding clarity, structure and order of the questions will also be gathered during the training to inform further improvements. The indicative training design is outlined in Appendix F. A detailed training design will be developed by the evaluation team.

Pre-testing the questionnaires

The questionnaires will be pre-tested in two schools in Thimphu, as well as some government organizations and CSO/NGOs. All data collection instruments will be pre-tested to ensure that the interview guide will work in the real world, i.e., that everyone in the sample not only understands but understands the questions in the same way. After pre-testing, the evaluation team will adjust the questionnaires accordingly.

3.6 Limitations

This evaluation study must be seen considering some initial limitations which will potentially broaden as the evaluation progresses. First, there is the absence of baseline data and Theory of Change or logical framework at the programme's onset. The evaluation team utilised available secondary data from country documents, which formed the basis for the reconstructed Theory of Change.

Another limitation of the evaluation study is the limited time frame allocated to the onsite data collection, along with the additional participants who will be included in the scope of the study, which could affect the quality of information that will be gathered and analysed. This limitation will be addressed through the engagement of additional enumerators and through designing extensive training to support their capacities in collecting high-quality data in the field.

Cultural sensitivity towards disability could be a significant challenge during the data collection stage. For example, there may from parents in responding to some

questions related to their children, considering the social stigma towards children with disabilities. The national consultant and local enumerators will work closely with school officials to ensure that the purpose of the study is thoroughly explained to the participants and will aim to create an atmosphere of trust before proceeding with the data collection.

One indicator of the Programme’s effectiveness is an increase in learning outcomes among children with disabilities. There may be limitations in assessing learning outcomes due to availability of information. The evaluation team will make use of available secondary data from school reports to make an inference in this regard, however, measuring learning outcomes through primary data collection using assessment tools is not within the scope of this evaluation.

3.7 Risks and Mitigation Strategies

Risk	Impact	Mitigation measures
Absence of baseline data, logical framework, and theory of change on which the evaluation can be based	High	<ul style="list-style-type: none"> Use secondary data and proxy/related data. Reconstruct a theory of change using policy documents and strategic plans as the basis for set outputs, outcomes, and impact.
Limited knowledge of enumerators on disability issues and inclusive education	Moderate	<ul style="list-style-type: none"> Design a comprehensive training for otherwise skilled enumerators with mock demonstrations of plausible scenarios. Ensure daily correspondence between enumerators and national consultants. National and international consultants will regularly monitor the data collection through Zoom or other messaging platforms.
Restrictions in data collection activities posed by the pandemic	Moderate	<ul style="list-style-type: none"> Train enumerators to follow safety protocols, proper hygiene guidelines to ensure maximum safety of study of researcher and subject. Adoption of an online platform for the administration of survey tools, interviews, and focus group discussions. In the event of continued school closures, conduct data collection activities online. Coordinate with school principals/heads of institutes for contact information of target respondents. Do one-on-one interviews instead of FGDs.

3.8 Gender, Equity and Human Rights

Integrated into the design and the implementation of this evaluation study are the principles of gender equity and human rights, including child rights, reflected in various international human rights instruments such as the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), UN Convention

on the Rights of the Child (UNCRC), and UN Convention on the Rights of Persons with Disabilities (UNCRPD). These normative frameworks mandate that inclusive education is a right of all boys and girls regardless of background. This basic principle underpins the evaluation and every child denied of this basic human right is considered marginalized.

The evaluation is also guided by UN evaluation standards such as the UNEG's Guidance Document on Integrating Human Rights and Gender Equality in Evaluations (UNEG, 2014), UNEG's Norms and Standards for Evaluation (UNEG 2016, 2017), and the GNHC's Evaluation Protocol and Guidelines which promotes gender sensitivity. To comply with these, the evaluation team collaborates primarily with UNICEF and Bhutan MoE to ensure that all the relevant stakeholders (i.e., duty bearers and rights holders) participate in the evaluation process, particularly those who belong to marginalized sectors, such as children with disabilities and girls. A mixed-methods approach will be utilized to capture a clear picture of the implementation of the Programme. Qualitative approaches will ensure that the voices of its primary beneficiaries are considered, specifically children with and without disabilities.

The data collection tools are designed to be participative, inclusive, and age-appropriate, through close coordination with UNICEF, MoE, and the Evaluation Reference Group. First-person language is used to refer to persons with disabilities throughout the evaluation design, including data collection tools and analysis. Where applicable and possible, data will be disaggregated by gender, age, location, and disability or functional difficulty to gain a nuanced analysis of the situation and experiences of the programme stakeholders. The tools will be translated to the local languages of Bhutan to ensure the terminologies used are clear and contextualized. A pre-testing exercise before the actual data collection will be conducted to check for any adjustments needed in the design and administration of the tools. The team of enumerators is gender-balanced, composed of men and women who have qualifications and substantial experience in education, research, working with children, and are familiar with the local context. Principles of gender equity and human rights will also be emphasized in the training of enumerators to ensure that they are well-equipped with these evaluation standards.

4 Ethical Protocols

The inception report will be subject to the research ethics approval from the HML Institutional Review Board in Washington through the assistance of the UNICEF Regional Office in South Asia. Further to this, the evaluation team will strictly adhere to the following guiding principles based on the UNEG's four principles of ethics in evaluation (UNEG, 2020).

Integrity

Integrity in evaluation refers to the adherence to moral values and professional standards (UNEG, 2020). In relation to this, the evaluation team ensures that the design and implementation of this evaluation study will adhere to the UNEG's Ethical Guidelines for Evaluation (UNEG, 2020), along with the UNICEF's Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis (UNICEF, 2021), and the Ethical Research Involving Children (ERIC) Guidelines (Graham, et al., 2013).

The evaluation team includes competent international and national consultants qualified to conduct evaluation studies on inclusive and special education programmes and are knowledgeable of ethical guidelines. The team will also involve local enumerators who will undergo extensive training on data collection to ensure that the participants' local knowledge will be sufficiently collected. Considering that they will collect data from children-participants¹¹, local enumerators will include former teachers who have previously worked with children.

Accountability

Accountability in evaluation requires transparency, responsiveness, and taking responsibility for the evaluation team throughout the design and implementation of the study (UNEG, 2020). In adhering to this principle, the evaluation team will ensure that the evaluation is credible and based on reliable data and findings. Further, the team will ensure transparency on all aspects of the design and implementation of the evaluation study through communicating openly and regularly with partners and stakeholders involved. The team is also accountable for the completion of the evaluation as stipulated in the Terms of Reference.

Respect

Respect in evaluation includes honouring the dignity, well-being, and personal agency of all stakeholders involved in the design and implementation of the evaluation study while being responsive to their differences (e.g., sex, gender, race, language, age, background, religion, ability, among others) (UNEG, 2020). As such, the evaluation team will adhere to this ethical principle by respecting the rights and dignity of all participants involved in the evaluation study. This will be observed and implemented through the following measures:

Respect for dignity and diversity

¹¹ Children-participants include children with disabilities and children without disabilities.

The evaluation study will utilise a mixed-method approach to ensure the diversity of information collected from various data sources. The evaluation team will include both female and male researchers. Principles of gender-fair language will be integrated into data collection tools, and questionnaires will be translated to Dzongkha through the assistance of competent interpreters.

Selection of evaluation participants

Participants who will be involved in the evaluation study will be carefully chosen in relation to the evaluation criteria and questions that this study sought to answer. As such, this evaluation study will ensure that the voices and experiences of marginalised groups, particularly children with disabilities and their parents/caregivers, will be involved and represented throughout the evaluation process. In terms of the diversity of study participants, the team will ensure that the sample population will include women and men, girls, and boys.

Protocols will be put in place to secure the safety and non-discrimination of all participants and safeguard human and child rights throughout the conduct of the study.

Informed consent

The evaluation team will ensure that informed consent will be sought from all participants involved in the data collection process. Different versions of informed consent forms (See Appendix H) were developed and will be translated into local languages that the participants understand:

- Informed consent form for parents who will be involved in KIIs and FGDs.
- Parental consent form for parents of children-participants in urban schools.
- Guardian/carer consent form for the school principal of children-participants in rural schools.
- Informed consent form for key representatives in schools/ministries/other organisations.

In obtaining the consent of children-participants, the national consultant and local enumerators will require a documented voluntary approval from the parents/caregivers/school principals before commencing the actual data collection process. Verbal consent will still be obtained from children-participants after securing permission from their parents/caregivers/school principals. The evaluation team and local enumerators will respect the child's right to not participate in the data collection process and should prioritise the child's decision over the decisions of the parents/caregivers/school principals.

During the actual data collection process, the evaluation team and local enumerators are required to explain the nature and the context of the evaluation study to ensure that all participants will be given sufficient information on their participation in the study. Local enumerators will be provided with the necessary training to accurately explain to participants the relevant information related to the evaluation study, which includes:

- The purpose of the interview/focus group discussion
- What will happen with the results?
- Who will have access to the data and reports?
- Measures to ensure anonymity and confidentiality
- Why have they been selected to participate?
- Their right not to participate

The evaluation team will respect the decision of the study participants, including children-participants, to withdraw at any stage of the evaluation process. Further, participation of the participants is voluntary, and their decision, whether to participate or not participate, will be regarded with high respect.

Privacy and confidentiality

Appropriate measures will be taken to ensure the anonymity of the participants. While the local enumerators will collect personal data from them, the evaluation team will ensure that they will not be included in the data analysis, reports, and presentations. Confidential information, including the participants' data, will be stored in a password-protected file, and disposed of after an appropriate period.

When working with children-participants, the evaluation team and local enumerators will respect the child's decision if she/he wishes not to share some of his/her personal information. If possible, the evaluation team and local enumerators will ensure that children-participants will be able to respond to data collection questions without being heard or observed by others.

The evaluation team cannot guarantee complete anonymity and confidentiality when conducting focus group discussions. Therefore, the facilitator/researcher will lead a discussion to reach a consensus among the participants about keeping sensitive information confidential.

Beneficence

The evaluation team will strictly adhere to the "do no harm" principle by conducting assessments on potential risks to the participants, the researchers, and the organization commissioning the work. Regular coordination with partners and stakeholders will also be undertaken.

Further, to ensure the safety of participants during the data collection stage, the evaluation team will adhere to safety measures concerning the COVID-19 pandemic. Specific plans will be put in place to ensure that the study participants are safe from the local transmission of coronavirus during data collection activities.

First, a discussion on the appropriate safety measures during the data collection process will be included in the enumerators' training.

Second, it is highly encouraged to conduct online interviews through various online and remote platforms such as Zoom, WhatsApp, Microsoft Teams, or phone communication. However, in cases where data will be collected onsite, the national consultant and local enumerators shall follow the minimum health protocols set by the Bhutanese government to prevent the spread of the COVID-19 virus.

- The body temperature of enumerators will be regularly checked each day before leaving to the field for data collection.
- Enumerators are required to always practice hand and respiratory hygiene.
- Enumerators and participants will maintain at least 1 meter from each other during the data collection activities, which must be conducted outdoors or in a well-ventilated space.
- Enumerators and participants will wear face masks during the data collection process.
- Enumerators will inform the national consultant if they experience flu-like symptoms during the data collection process. They will be asked to stay at home or be isolated from others.

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6 Appendices

6.1 Appendix A: List of schools and institutions covered in the evaluation

Region	School/Centre
Government schools and vocational training centres with SEN programme	
Western	<ol style="list-style-type: none"> 1. Changangkha MSS, Thimphu 2. Yangchen Gatshel MSS, Thimphu 3. Draktsho Vocational Training Centre for Special Children and Youth, Thimphu 4. Drukgyel LSS, Paro 5. Wangsel Institute Drukgyel, Paro 6. Gesarling CS, Dagana 7. Samtengang CS, Wangdue Phodrang 8. Kamji CS, Chukha 9. Tendru CS, Samtse 10. Phuentsholing MSS, Chukha 11. Tshapel LSS, Haa 12. Jishong CS, Gasa 13. Khuruthang MSS, Punakha
Central	<ol style="list-style-type: none"> 14. Damphu MSS, Tsirang 15. Zhemgang LSS, Zhemgang 16. Tshangkha CS, Trongsa 17. Tang CS, Bumthang 18. Gelephu LSS, Sarpang
Eastern	<ol style="list-style-type: none"> 19. Mongar MSS, Mongar 20. Autsho CS, Lhuntse 21. Tsenkharla CS, Trashi Yangtse 22. Khaling LSS, Trashigang 23. Muenselling Institute, Trashigang 24. Gonpasingma LSS, Pema gatshel 25. Draktsho Vocational Training Centre for Special Children and Youth, Trashigang
Other institutions ¹²	
ECCD Centres	<ol style="list-style-type: none"> 1. Gesarling ECCD Centre, Dagana 2. Tshenkharla ECCD Centre, Trashi Yangtse 3. Rangjung ECCD Centre, Trashigang

¹² These institutions were not covered in the original Terms of Reference and were added to the scope of the evaluation upon agreement with UNICEF and MoE. The selection of these institutions is subject to changes based on the review and approval of ERG.

	4. Khondung ECCD Centre. Pema Gatshel
Monastic Institutions	5. Samdrupcholing monastery, Trongsa 6. Trongsa Rabdey, Trongsa 7. Ngatshang Shedra, Yadhi Mongar 8. Anim Shedra Zilukha
Technical Training Institutes	9. Technical Training Institute Thimphu, Thimphu 10. Technical Training Institute Rangjung, Trashigang 11. Technical Training Institute Chumey, Bumthang 12. Technical Training Institute Khuruthang, Punakha
Mainstream Schools	13. Ura CS, Bunthang 14. Yashi CS, Mongar 15. Shemjong PS, Tsirang 16. Chendebji PS, Trongsa

Legend:

- PS: Primary School (up to grade 6)
- MSS: Middle Secondary School (up to grade 10)
- LSS: Lower Secondary School (up to grade 8)
- CS: Central School (up to grade 12)

Summary:

- 25 schools/training centres with SEN programme:
 - 23 government schools
 - 2 Vocational Training Centres for Special Children and Youth (Draktsho Vocational Training Centre)
- 16 additional institutions
 - 4 ECCD centres
 - 4 monastic institutions
 - 4 Technical Training Institutes
 - 4 mainstream schools

6.2 Appendix B: Terms of Reference¹³

Attach an abridged version of the TOR here

¹³ To be provided by UNICEF Bhutan

6.3 Appendix C: Evaluation Framework

Evaluation criteria	Theme	Key evaluation questions (KEQ)	Indicators, standards, benchmarks	Data source(s)	Data collection methods and tools	Data analysis methods
1. Relevance	Enabling environment	1.1 Alignment: To what extent are programme strategies aligned with international and national rights and equity-focused approaches, including gender equality, to meet the needs of children with disabilities?	<ul style="list-style-type: none"> The Programme activities, outputs, outcome, intended impact and implementation strategies are explicitly aligned with international (i.e., GC4-UNCRPD, SDG4) and national rights-based policies and standards (e.g., Standards for IE) Evidence that gender-sensitive outcomes and outputs are identified during programme design 	<ul style="list-style-type: none"> Programme documents Conclusions of international human rights monitoring mechanisms, reports on SDG 4 progress Research, review and/or evaluation reports; Views of key actors (GNHC, MoE, MoH, MoLHR, REC, BCEA, NCWC, UNICEF, ABS, DPO, Draktsho, Central Monastic Body) 	Desk review, FGDs, KII	<p>Content analysis</p> <p>Comparative analysis against normative frameworks</p>
	Enabling environment	1.2 Responsiveness: To what extent have the activities and outputs addressed the national priorities and needs of children with disabilities?	<ul style="list-style-type: none"> The needs of children with disabilities are explicitly articulated in the Programme design Evidence of programme strategies adopted to ensure responsiveness to diverse needs of children with disabilities Satisfaction of children with disabilities and their parents/caregivers on the programme 	<ul style="list-style-type: none"> Programme documents Policy documents Research, review and/or evaluation reports; GNHC, MoE, MoH, MoLHR, REC, BCEA, NCWC, UNICEF, ABS, DPO, Draktsho, DEOs, Central Monastic Body School heads, teachers Perception of children/youth with disabilities and their parents/caregivers about their needs and support received 	Desk review, FGDs, KII	Content analysis
	Enabling environment	1.3 Cross-sector Collaboration: To what extent did the programme enhance the coordination mechanisms (horizontal and vertical; central and district levels) among stakeholders?	<ul style="list-style-type: none"> A mechanism for cross-sectoral collaboration is in place and operational Systems for provision of multi-disciplinary services for children with disabilities are established 	<ul style="list-style-type: none"> Programme documents Policy documents Research, review and/or evaluation reports; GNHC, MoE, MoH, MoLHR, REC, BCEA, NCWC, UNICEF, ABS, DPO, DEOs, 	Desk review, FGDs, KII	Content analysis

Evaluation criteria	Theme	Key evaluation questions (KEQ)	Indicators, standards, benchmarks	Data source(s)	Data collection methods and tools	Data analysis methods
			<ul style="list-style-type: none"> Evidence of cross-sectoral arrangements to respond to a need of children with disabilities 	school heads, teachers, SEN programme coordinators		
2. Coherence	Enabling environment	Internal policy coherence: To what extent are domestic laws and policies governing inclusive and special education coherent?	<ul style="list-style-type: none"> National policies mutually reinforce rights-based perspectives and approaches to disability-inclusive education 	<ul style="list-style-type: none"> Policy documents GNHC, MoE, MoH, MoLHR, REC, BCEA, NCWC, UNICEF, ABS, DPO, Central Monastic Body 	Desk review, FGDs, KII	Content analysis
		External policy coherence: To what extent are domestic laws and policies aligned or not aligned with the SDGs and GC4-UNCRPD?	<ul style="list-style-type: none"> National policies mutually reinforce the goals and principles of SDG 4 and GC4-UNCRPD 	<ul style="list-style-type: none"> Policy documents GNHC, MoE, MoH, MoLHR, REC, BCEA, NCWC, UNICEF, ABS, DPO, Central Monastic Body 	Desk review, FGDs, KII	Content analysis
3. Effectiveness	Service delivery	Access and participation: To what extent are children with disabilities able to access and participate in inclusive and special education? Are there significant differences in access between boys and girls?	<ul style="list-style-type: none"> Evidence of increase in access to inclusive education over time (disaggregated by sex, disability, location, type of provision i.e., special schools, integrated, inclusive) <ul style="list-style-type: none"> enrolment rate retention rate completion rate transition rate (from basic to vocational training or higher education) Evidence of increase in learning outcomes Contributing factors and constraints 	<ul style="list-style-type: none"> Government statistical reports (i.e., AES) GNHC, MoE, MoH, MoLHR, REC, BCEA, NCWC, UNICEF, ABS, DPO, DEO, Draktsho Central Monastic Body School heads, teachers, Parents/caregivers, children/youth with disabilities 	Desk review, KIIs, FGDs	Descriptive analysis Trend analysis Content analysis
	Enabling environment, service delivery, demand creation	Positive or negative unintended results: Were the results, intended and unintended (outputs and outcomes) achieved? If so, for whom, to what extent and in what circumstances?	<ul style="list-style-type: none"> Evidence of positive or negative unintended results (disaggregated by equity indicators) Description of how negative consequences were mitigated 	<ul style="list-style-type: none"> Programme reports Research, review and/or evaluation reports; GNHC, MoE, MoH, MoLHR, REC, BCEA, NCWC, UNICEF, ABS, DPO, DEO, Draktsho Central Monastic 	Desk review, KIIs, FGDs, classroom observations, survey for teachers, case study	Content analysis Descriptive analysis

Evaluation criteria	Theme	Key evaluation questions (KEQ)	Indicators, standards, benchmarks	Data source(s)	Data collection methods and tools	Data analysis methods
				Body, Paro College of Education, RUB <ul style="list-style-type: none"> School heads, teachers, parents/caregivers, children/youth with disabilities 		
	Service delivery	Resources and implementation strategies: Were the inputs and strategies identified realistic, appropriate and adequate to achieve the results?	<ul style="list-style-type: none"> Evidence of effective allocation and utilization of resources Evidence of effective implementation strategies 	<ul style="list-style-type: none"> Programme reports Research, review and/or evaluation reports; Stakeholder interviews 	Desk review, KIIs, FGDs	Content analysis
	Demand creation	Advocacy: To what extent has the programme increased awareness and demand for inclusive education?	<ul style="list-style-type: none"> Evidence of the reach of advocacy activities in increasing focus on and improving education for children with disabilities 	<ul style="list-style-type: none"> Advocacy plans and materials Reports on advocacy initiatives Research, review and/or evaluation reports; GNHC, MoE, MoH, MoLHR, REC, BCEA, NCWC, UNICEF, ABS, DPO, DEO, Draktsho Central Monastic Body, Paro College of Education, RUB School heads, teachers, parents/caregivers, children/youth with and without disabilities 	Desk review, KIIs, FGDs	Content analysis
	Service delivery	Gender mainstreaming: Does the programme actively contribute to promoting gender equality and addressing gender disparities in education access and learning outcomes? To what extent did the programme benefited women, men, or both? Who benefited and who did not?	<ul style="list-style-type: none"> Evidence of strategies implemented to promote gender equality and address gender disparities in education access and learning outcomes 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; Stakeholder interviews especially with girls and women 	Desk review, KIIs, FGDs	Content analysis UNICEF gender continuum model
4. Efficiency	Enabling environment	Planning, Monitoring and Evaluation: What were the planning, monitoring, evaluation,	<ul style="list-style-type: none"> Description of planning, monitoring and evaluation and reporting mechanisms that 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; 	Desk review, KIIs, FGDs	Content analysis

Evaluation criteria	Theme	Key evaluation questions (KEQ)	Indicators, standards, benchmarks	Data source(s)	Data collection methods and tools	Data analysis methods
		and reporting systems in place for improving programme effectiveness and efficiency? What were the gaps? To what extent are these systems gender and disability-inclusive?	<ul style="list-style-type: none"> have demonstrated to be effective and efficient Description of data on children with disabilities collected and utilized in the programme Description of gaps in planning, monitoring and evaluation and reporting systems Evidence of gender- and disability-disaggregated indicators collected and monitored 	<ul style="list-style-type: none"> Stakeholder interviews 		
	Enabling environment	<p>Financial and Human Resources: To what extent were the resources (financial and human resources) allocated to the programme adequate to support the implementation of the work plan to achieve quality and equity-focused results for children with disabilities?</p>	<ul style="list-style-type: none"> Evidence of appropriate and adequate resource allocation (financial and human resources) yielding increased education quality and increased focus on equity 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; Stakeholder interviews 	Desk review, KIIs, FGDs	Content analysis
	Enabling environment, service delivery, demand creation	<p>Implementation strategies: Was the process of achieving results efficient? What strategies (advocacy, policy, technical, and financial, etc.) were most efficient in influencing improvements in access, quality, equity, and sustainability?</p>	<ul style="list-style-type: none"> Evidence of strategies that have improved access, quality, equity and sustainability (including examples of efficiencies or inefficiencies) 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; Stakeholder interviews 	Desk review, KIIs, FGDs	Content analysis
	Service delivery	<p>Cost-effectiveness: To what extent is mainstreaming children with disabilities in schools with general schools (schools with SEN programme) cost-effective compared to</p>	<ul style="list-style-type: none"> Evidence demonstrating cost-effectiveness of schools with general schools (schools with SEN programme) vis a vis specialised institutes Ratio of average set up costs of schools with SEN 	<ul style="list-style-type: none"> Budget documents Stakeholder interviews 	Desk review, KIIs	Cost-effectiveness analysis

Evaluation criteria	Theme	Key evaluation questions (KEQ)	Indicators, standards, benchmarks	Data source(s)	Data collection methods and tools	Data analysis methods
		enrolling them in specialized institutes?	<p>programme and specialised institutes</p> <ul style="list-style-type: none"> Annual average cost per school, per child; variance between average costs Assessment of costs vis a vis results achieved 			
	Enabling environment, service delivery, demand creation	Situation Analysis: What were the strengths, weaknesses, opportunities, and threats in the design and implementation process?	<ul style="list-style-type: none"> Stakeholder views on the strengths, weaknesses, opportunities, and threats in the implementation process 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; Stakeholder interviews 	Desk review, KIIs, FGDs	SWOT analysis
5. Sustainability	Enabling environment	Sustainability: What were the efforts made to establish an enabling environment (necessary and appropriate policies, legislation, budgets) for the expansion and improvement of services?	<ul style="list-style-type: none"> Evidence of inclusive legislation and policies and disability-inclusive budget put in place to support the programme 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; Stakeholder interviews 	Desk review, KIIs, FGDs	Content analysis
	Service delivery	Sustainability: What measures were implemented to ensure the services provided were sustainable?	<ul style="list-style-type: none"> Evidence of sustainable approaches to service delivery 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; Stakeholder interviews 	Desk review, KIIs, FGDs	Content analysis
	Enabling environment, service delivery, demand creation	Scalability: What interventions were adopted for the programme to be scalable?	<ul style="list-style-type: none"> Evidence of interventions implemented to ensure scalability of the programme Description of scalable programme strategies/components 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; Stakeholder interviews 	Desk review, KIIs, FGDs	Content analysis
	Enabling environment, service delivery, demand creation	Capacity development: How were capacities strengthened at the individual and organizational level (including contributing factors and constraints)? To what extent has gender equality and equity principles been mainstreamed in capacity development initiatives?	<ul style="list-style-type: none"> Evidence of improved capacity among: <ul style="list-style-type: none"> government school heads teachers CSOs/DPO 	<ul style="list-style-type: none"> Programme documents Research, review and/or evaluation reports; Stakeholder interviews 	Desk review, KIIs, FGDs, online survey for teachers	Content analysis

Evaluation criteria	Theme	Key evaluation questions (KEQ)	Indicators, standards, benchmarks	Data source(s)	Data collection methods and tools	Data analysis methods
6. Cross-Cutting Themes	Gender equality, equity, human rights	Equity, gender equality, and human rights-based approaches: In what ways and to what extent has the inclusive and special education programme integrated a gender-responsive and overall equity-based approach into its design and implementation? Did the programme promote women and girls' empowerment? To what extent?	<ul style="list-style-type: none"> • Measurement of gender responsiveness • Gender, equity, human rights and gender equality are expressly reflected in the intervention design (log frame, indicators, activities, M&E systems, reporting mechanisms) 	<ul style="list-style-type: none"> • Programme documents • Research, review and/or evaluation reports; • Stakeholder interviews 	Desk review, KIIs, FGDs	<p>Gender continuum scale</p> <p>Comparative analysis against frameworks (UNCRPD, UNCRC, CEDAW)</p>

6.4 Appendix D: Data Collection Instruments

See attached data collection instruments

6.5 Appendix E: Documents for Desk Review

Bhutan Country Documents

A. Policies and National Development Plans

No.	Author	Title	Year Published
1	Bhutan MoE	Bhutan Professional Standards for Teachers	2020
3	Bhutan Planning Commission	Bhutan 2020: A Vision for Peace, Prosperity, and Happiness	1999
4	The Kingdom of Bhutan	The Constitution of the Kingdom of Bhutan	2008
5	Royal Government of Bhutan	Draft National Education Policy	2019
6	Gross National Happiness Commission	National Policy for Persons with Disabilities	2019
7	Gross National Happiness Commission	National Policy for Persons with Disabilities Action Plan	2019
8	Bhutan MoE	Draft National Policy on Special Educational Needs	2012
9	Bhutan MoE	Standards for Inclusive Education	2017
10	Bhutan MoE	National Education Assessment Framework	2019
11	Bhutan MoE	Bhutan Professional Standards for Teachers	2020
12	Bhutan MoE, SEN & ECCD Division	Guidelines on Assessment, Examination, Promotion, and Transition for Students with Disabilities	2018
13	Gross National Happiness Commission	Twelfth Five Year Plan 2018-2023 Volume I – Main Document	2019
14	Gross National Happiness Commission	Twelfth Five Year Plan 2018-2023 Volume II – Central Plans	2018
15	Gross National Happiness Commission	Eleventh Five Year Plan 2013-2018 Volume I – Main Document	2013
16	Gross National Happiness Commission	Eleventh Five Year Plan 2013-2018 Volume II – Programme Profile	2013
17	Gross National Happiness Commission	Tenth Five Year Plan 2008-2013 Volume II – Programme Profile	2009
18	Gross National Happiness Commission	Ninth Five Year Plan 2002-2007 Volume I – Main Document	2002

B. Statistics

No.	Author	Title	Year Published
1	Bhutan MoE	Manual of RNDA and FA of Children (0-9 years)	2019
2	Bhutan MoE	Annual Education Statistics 2020	2020
3	Bhutan MoE	Annual Education Statistics 2019	2019

4	Bhutan MoE	Annual Education Statistics 2018	2018
5	National Statistics Bureau	Bhutan Multiple Indicator Survey 2010	2010
6	Gross National Happiness Commission	Bhutan Vulnerability Baseline Assessment 2016	2016
7	Bhutan MoE	A Study on Enrolment and Retention Strategies in Bhutan	n.d.
8	National Statistics Bureau	2017 Population & Housing Census of Bhutan	2018
9	DPAB	Registration of People with Disabilities in Bhutan	2015

C. Education Sector Plans

No.	Author	Title	Year Published
1	Bhutan MoE	Bhutan Education Sector Strategy-Vision 2020	2003
2	Bhutan MoE	Bhutan Education Blueprint 2014-2024	2014
3	Bhutan MoE	10-year roadmap for Inclusive and Special Education in Bhutan	2019

D. Essential Studies and Reports

No.	Author	Title	Year Published
1	UNICEF Bhutan	ECCD Programme Evaluation Report	2020
2	UNICEF Bhutan	KAP Study on Children with Disabilities	2017
3	UNICEF Bhutan	VAC Report	2016
4	Schuelka, Matthew	IE in Bhutan: A Small State with Alternative Priorities	2012
5	Dukpa, Dawa & Kamenopoulou, Leda	The Conceptualization of Inclusion and Disability in Bhutan	2018
6	Schuelka, Matthew	Constructing Disability in Bhutan: Schools, Structures, Policies, and Global Discourses	2014
7	Drupka, Karma & Brien, Ken	Educating for GNH: A new paradigm for education in Bhutan	n.d.
8	Dorji, Rinchen & Schuelka, Matthew	CWD in Bhutan: Transitioning from Special Educational Needs to IE	2016
9	Chanbanchong & Savegpan	A study on management of inclusive education in Bhutanese school education system: policy, practices, and perceptions	n.d.
10	Chhetri, Spina & Carrington	Teacher education for IE in Bhutan: Perspective of pre-service and beginning teachers	2020
11	Sakurai, Riho	Challenges for implementing IE in Bhutan	2017
12	Sapam, Singh, & Ratna	Education in Bhutan: An observation from a sustainability perspective	2019
13	Jigyel, et.al	Parental Involvement in Supporting Their Children with Special Educational Needs at School and Home in Bhutan	2019
14	Subba, et.al.	Supporting students with disability in schools in Bhutan: Perspectives from school principals	2018

15	UNICEF ROSA	Meeting the Educational Needs of Children with Disabilities in South Asia: A gap analysis covering Bhutan and the Maldives	2014
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E. Donor reports and programme documents

No.	Author	Title	Year Published
1	UNICEF Bhutan	Bhutan Country Office Annual Report	2011
2	UNICEF Bhutan	Country Annual Report 2010	2010
3	UNICEF Bhutan	Country Annual Report 2011	2011
4	UNICEF Bhutan	Country Annual Report 2012	2012
5	UNICEF Bhutan	Country Annual Report 2013	2013
6	UNICEF Bhutan	Country Annual Report 2014	2014
7	UNICEF Bhutan	Country Annual Report 2015	2015
8	UNICEF Bhutan	Country Annual Report 2016	2016
9	UNICEF Bhutan	Country Annual Report 2017	2018
10	UNICEF Bhutan	Country Annual Report 2018	2019
11	UNICEF Bhutan	Country Annual Report 2019	2020
12	UNICEF Bhutan	Country Annual Report 2020	2021

F. Education in Emergency/COVID-19 Response Plans

No.	Author	Title	Year Published
1	Bhutan MoE	COVID-19 Response Plan	2020
2	Bhutan MoE	Education in Emergency	2020
3	Bhutan MoE	Education in Emergency Phase II	2020

International Treaties, Agreements and Reports

A. International Legal Instruments

No.	Author	Title	Year Published
1	UN	Convention on the Elimination of All Forms of Discrimination against Women	1981
2	UN	Convention on the Rights of the Child	1990
3	UN	UN Convention on the Rights of Persons with Disabilities (UNCPRD) and Optional Protocol	2006
4	UNESCO, et.al	Incheon Declaration and Framework for Action	2015
5	UNCPRD	General Comment No. 4 to Article 24 of the UNCPRD	2016
6	UNESCO	Unpacking the Sustainable Development Goal 4 Education 2030	2017

B. Global Reports on Disability

No.	Author	Title	Year Published
1	UN	Disability and Development	2018
2	World Bank	Every Learner Matters	2019
3	UNESCO	GEM Report: Inclusion and Education: All Means All	2020

6.6 Appendix F: Draft Design for the Training of Enumerators

Training of Local Enumerators

Indicative content¹⁴

General information

Schedule	August 18-20, 2020 (Dates to be finalised with UNICEF/MoE/Consultants)
Duration	3 half-day (4-hour sessions); preferably from 1-5 pm Bhutan time
Venue	To be determined (face-to-face with remote support from the international team)
Participants	20 field enumerators
Facilitators	Dr Kishore Chhetri, national trainer (to be identified), Dr Peter Grimes, Arlene dela Cruz, Jan Erron Celebrado
Approach	The detailed training design will be interactive with many opportunities for participants to reflect and provide feedback throughout the discussion of key topics.
Materials	<ul style="list-style-type: none">Overhead projectorLaptopPresentation slidesHandouts (training session guide, enumerators manual, etc.)Whiteboard and markersPapers and pensStandard training materials (markers, pens, scissors, masking tapes, meta cards/post-its, flip charts)Zoom, Jamboard or Padlet

Training objectives

At the end of the training, the enumerators should be able to:

1. Understand the key concepts on disability and inclusive education, particularly in the context of Bhutan;
2. Understand the nature and context of the evaluation study, including their roles in the data collection process; and

¹⁴ A detailed training design will be developed by the evaluation team.

3. Demonstrate the appropriate knowledge and skills in conducting inclusive data collection using various tools relevant to the evaluation.

Training agenda

Day/Time	Topic/Activity	Estimated Duration	Facilitator/s
Day 1: Introduction			
12:45 – 1:00	1.1 Registration and Preliminaries	15 minutes	Kishore/National trainer (NT)
1:00 – 1:15	1.2 Energizer	15 minutes	NT
1:15 – 1:45	1.3 Overview of the training <ul style="list-style-type: none"> • Introduction of the evaluation team • Overview of the evaluation study • Objectives of the training and training agenda • Overview of day 1 agenda 	30 minutes	Kishore/NT
1:45 – 2:45	1.4 Key concepts in disability and inclusive education <ul style="list-style-type: none"> • Definition of disability and inclusive education including a brief introduction to UNCRPD and the social model of disability 	60 minutes	Peter/Kishore
2:45 – 3:00	Tea break	15 minutes	
3:00 – 3:15	1.5 Energizer	15 minutes	NT
3:15 – 3:45	1.6 Disability and inclusive education in the context of Bhutan	30 minutes	Kishore
3:45 – 4:30	1.7 Inclusive research concepts and strategies	45 minutes	Kishore/Peter
4:30 – 5:00	1.8 Reflection and processing	30 minutes	Kishore/Peter
Day 2: Data collection process and tools			
1:00 – 1:15	2.1 Energizer	15 minutes	NT
1:15 – 1:30	2.2 Review of day 1 discussion	15 minutes	NT
1:30 – 1:45	2.3 Overview of day 2 agenda	15 minutes	NT
1:45 – 2:45	2.4 Overview of data collection process <ul style="list-style-type: none"> • Respondents and sampling strategy • Schedule, team composition and roles (including spot checkers from UNICEF) • Evaluation study protocols <ul style="list-style-type: none"> ○ Ethical considerations ○ Health and safety protocols 	60 minutes	Kishore
2:45 – 3:00	Tea break	15 minutes	
3:00 – 3:15	2.5 Energizer	15 minutes	NT
3:15 – 4:30	2.6 Overview of data collection tools <ul style="list-style-type: none"> • Key informant interviews and focus group discussions • Classroom observation tool • Case study guide questions • Field report templates 	75 minutes	Kishore
4:30 – 5:00	2.7 Reflection and processing	30 minutes	Kishore/NT
Day 3: Field practice and next steps			
1:00 – 1:15	3.1 Energizer	15 minutes	NT
1:15 – 1:30	3.2 Review of day 2 discussion	15 minutes	NT

1:30 – 1:45	3.3 Overview of day 3 agenda	15 minutes	NT
1:45 – 3:00	3.4 Field practice <ul style="list-style-type: none"> • Team exercises • Mock interviews 	75 minutes	All
3:00 – 3:15	Tea break	15 minutes	
3:15 – 3:30	3.5 Energizer	15 minutes	NT
3:30 – 4:15	3.6 Continuation of field practice	45 minutes	All
4:15 – 4:30	3.7 Feedback (including recommended revisions to the data collection instruments)	15 minutes	All
4:30 – 4:45	3.8 Final reflections	15 minutes	Kishore/NT
4:45 – 5:00	3.9 Next steps	15 minutes	Kishore/NT

6.7 Appendix G: Work Plan

See attached work plan

6.8 Appendix H: Informed Consent Form

See attached consent forms

6.9 Appendix I: Baseline Study

This baseline study is a rapid assessment of the current conditions within which the Inclusive and Special Education Programme operates. It aims to:

- a. Describe the current policies and systems related to disability-inclusive education
- b. Establish the extent to which children with disabilities are able to access, participate and learn in schools
- c. Explore the knowledge, attitudes, and practices of teachers (in mainstream schools and schools with IE/SEN programme), SEN programme coordinators, school heads, parents, and children (with and without disabilities) towards inclusive education

The study will make use of the same sample populations and methodology (mixed-methods design) as in the evaluation. It is important to note that due to limitations in time and resources, and the evaluation being the primary purpose of this consultancy, the baseline study will focus only on key indicators and will depend on the available data. It should be noted that learning outcomes indicators will be based on secondary data. Measuring learning outcomes through primary data collection using learning assessment tools is not within the scope of this evaluation.

The findings will be disaggregated by sex, age, location, functioning difficulty, and other applicable equity indicators, where appropriate and possible. The baseline data will be presented in a short report annexed to the evaluation report. In line with the Programme's reconstructed Theory of Change, the proposed indicators to be benchmarked are outlined as follows:

Programme results	Baseline indicator	Indicator definition	Disaggregated by
Outcome	Outcome indicators		
Boys and girls with disabilities have increased access to inclusive and quality education from early childhood up to the after-school phase	Net enrolment rate in ECCD	Total number of 3-5 years old children ECCD of the official age group (3-5 years) expressed as a percentage of the corresponding population (3-5 years) in a given school year	<ul style="list-style-type: none"> • Sex (boys, girls) • Disability (with/without disabilities)
	Net enrolment rate in primary (PP-VI)	Total number of 6-12 years old children in primary education (PP-VI) of the official age group (6-12 years) expressed as a percentage of the corresponding population (6-12 years) in a given school year	<ul style="list-style-type: none"> • Sex (boys, girls) • Disability (with/without disabilities)
	Net enrolment rate in secondary (VII-XII)	Total number of 13-18 years old children in secondary education (VII-XII) of the official age group (13-18 years) expressed as a	<ul style="list-style-type: none"> • Sex (boys, girls)

Programme results	Baseline indicator	Indicator definition	Disaggregated by
		percentage of the corresponding population (13-18 years) in a given school year	<ul style="list-style-type: none"> Disability (with/without disabilities)
	Gross enrolment ratio (GER) in ECCD	Total student enrolment in ECCD, regardless of age, expressed as a percentage of the official school-age population (3-5 years) in a given school year	<ul style="list-style-type: none"> Sex (boys, girls) Disability (with/without disabilities)
	Gross enrolment ratio in primary (PP-VI)	Total student enrolment in primary education (PP-VI), regardless of age, expressed as a percentage of the official school-age population (6-12 years) in a given school year	<ul style="list-style-type: none"> Sex (boys, girls) Disability (with/without disabilities)
	Gross enrolment ratio in secondary (VII-XII)	Total student enrolment in secondary education (VII-XII), regardless of age, expressed as a percentage of the official school-age population (13-18 years) in a given school year	<ul style="list-style-type: none"> Sex (boys, girls) Disability (with/without disabilities)
	Transition rate (primary to lower secondary)	The number of students admitted to the first grade of secondary education (VII), in a given year, expressed as a percentage of the number of students enrolled in the final grade VI) of the lower level of education in the previous year	<ul style="list-style-type: none"> Sex (boys, girls) Disability (with/without disabilities)
	Transition rate (lower/middle secondary to high secondary)	The number of students admitted to the first grade of secondary education (XII), in a given year, expressed as a percentage of the number of students enrolled in the final grade X) of the lower level of education in the previous year	<ul style="list-style-type: none"> Sex (boys, girls) Disability (with/without disabilities)
	Gender parity index for ECCD	Ratio of girls GER to boys GER in ECCD	Disability (with/without disabilities)
	Gender parity index for primary (PP-VI)	Ratio of girls GER to boys GER in primary level	Disability (with/without disabilities)
	Gender parity index for secondary (PP-X)	Ratio of girls GER to boys GER in secondary level	Disability (with/without disabilities)
Outputs and activities	Output and activity indicators		
Output 1: Enabling environments, including disability-inclusive policies, systems, structures, and partnerships are established			
1.1. Develop evidence-based disability-inclusive national and school-level policies	Policies promoting inclusion of children with disabilities in general education adopted	List and a brief description of major domestic laws and policies related to disability and inclusive education	Not applicable (N/A)
1.2 Establish disability-inclusive data collection, monitoring and evaluation systems	Extent to which disability is integrated into monitoring and evaluation tools and systems for inclusive and special education	<ul style="list-style-type: none"> Description of monitoring and evaluation systems and tools in place for inclusive and special education Inventory of types of data collected on children with disabilities 	N/A

Programme results	Baseline indicator	Indicator definition	Disaggregated by
1.3 Strengthen the capacity of government to implement inclusive education and develop disability-inclusive financing mechanisms	<ul style="list-style-type: none"> Existence of capacity development initiatives for key government officials 	<ul style="list-style-type: none"> Brief description of major initiatives carried out to strengthen capacity within concerned government units (MoE, MoH, MoLHR) 	<ul style="list-style-type: none"> Government unit Sex (males, females)
	<ul style="list-style-type: none"> Number of government officials who have received capacity development support through the Programme 	<ul style="list-style-type: none"> Number of government officials who have received capacity development support through the Programme 	<ul style="list-style-type: none"> Government unit Sex (males, females)
	<ul style="list-style-type: none"> Existence of financing mechanisms for children with disabilities 	<ul style="list-style-type: none"> Description of financing mechanisms for children with disabilities 	N/A
	<ul style="list-style-type: none"> Existence of an inclusive and special education formula and its use 	<ul style="list-style-type: none"> Description of the inclusive and special education funding formula and its use 	N/A
1.4 Enhance governance, multi-sectoral coordination, and partnerships for inclusive education	<ul style="list-style-type: none"> Inclusive and special education committee established and operational Partnerships forged for inclusive education 	<ul style="list-style-type: none"> Description of the composition and functions of the inclusive and special education committee List and description of the government's major development partners in inclusive education 	N/A
Output 2: Service delivery related to disability-inclusive education is improved			
2.1 Strengthen early childhood development and early identification and intervention for children with disabilities	Early identification systems and tools developed	Description of existing early identification systems and tools in place (e.g., Child Functioning Module, Rapid Neurodevelopmental Assessment (RNDA))	N/A
	Existence of early intervention services	Description of early intervention services available	N/A
	Number of children with disabilities with access to early identification and intervention services	Number of children with disabilities with access to early identification and intervention programmes	<ul style="list-style-type: none"> Sex (boys, girls); Age Functioning difficulty (seeing, hearing, mobility, cognition, self-care, communication) Location
	Number of ECCD centres established/rehabilitated	Number of ECCD centres established/rehabilitated	Location
	Existence of a model inclusive ECCD centre	Description of the establishment of a model inclusive ECCD centre	N/A

Programme results	Baseline indicator	Indicator definition	Disaggregated by
2.2 Establish schools with Inclusive and Special Education Programmes	<ul style="list-style-type: none"> Established inclusive/special education schools (schools with SEN programme)¹⁵ 	<ul style="list-style-type: none"> Total number of general schools offering inclusive and special education programme Total number of teachers trained in inclusive and special education (teachers teaching SEN programme) Total number of SEN programme coordinators in inclusive and special education 	<ul style="list-style-type: none"> Location; year established Sex (males, females); location
	<ul style="list-style-type: none"> Established specialised institutes¹⁶ 	<ul style="list-style-type: none"> Total number of teachers teaching SEN programme in Wangsel Institute Total number of teachers teaching SEN programme in Muenselling Institute 	Sex (males, females); location
2.3 Increase the capacity of teachers, school leaders, support staff and local education authorities in inclusive education	Number of teachers who received training on inclusive and special education (in schools with SEN programme, monastic schools, mainstream schools, ECCD, TTIs)	Number of teachers who received training on inclusive and special needs education	<ul style="list-style-type: none"> Sex (males, females) Location Level of education taught (ECCD, primary, secondary)
	Teachers' perception of their level of knowledge of inclusive education	Perceived level of teachers' knowledge on inclusive education	<ul style="list-style-type: none"> Sex (males, females) Location Level of education taught (ECCD, primary, secondary)
	Percentage of teachers implementing inclusive practices	Percentage of teachers implementing inclusive practices	<ul style="list-style-type: none"> Sex (males, females) Location Level of education taught (ECCD, primary, secondary)
	Number of principals who received training on inclusive and special education	Number of principals who received training on inclusive and special education	<ul style="list-style-type: none"> Sex (males, females) Location
	Extent to which inclusive education is integrated into pre-service teacher training curricula/programmes	<ul style="list-style-type: none"> List and description of teacher training institutes or universities offering inclusive education Total number of tertiary education graduates trained on inclusive education 	<ul style="list-style-type: none"> Sex (males, females) Year graduated

¹⁵ Enrolment rates are covered in the outcome indicators

¹⁶ Enrolment rates are covered in the outcome indicators

Programme results	Baseline indicator	Indicator definition	Disaggregated by
	Extent to which inclusive education is integrated into in-service teacher training programmes	<ul style="list-style-type: none"> List and description of major in-service teacher development programmes/initiatives Number of in-service teachers who received training on inclusive and special needs education (in SEN schools, monastic schools, mainstream schools, ECCD, TTIs, vocational training centres) 	Sex (males, females)
	Extent to which DEOs have received training on inclusive education	<ul style="list-style-type: none"> List and description of major capacity development programmes/initiatives for DEOs Number of DEO personnel trained on inclusive education 	Sex (males, females)
2.4 Enhance curriculum, pedagogy, assessment	Existence of disability-inclusive national curriculum	Brief description of the initiatives to review and make the national primary and secondary curriculum accessible and appropriate for children with disabilities	N/A
	Number of teachers practising inclusive classroom strategies	Number of teachers practising inclusive classroom strategies	<ul style="list-style-type: none"> Sex (males, females) Location Level of education taught (ECCD, primary, secondary)
	Number of teachers trained on the National Education Assessment Framework (NEAF)	Total number of teachers trained on the National Education Assessment Framework (NEAF)	<ul style="list-style-type: none"> Sex (males, females) Location Level of education taught (ECCD, primary, secondary)
	Number of teachers trained on the Guidelines on Assessment, Examination, Promotion and Transition for students with disabilities	Total number of teachers trained on the Guidelines on Assessment, Examination, Promotion and Transition for students with disabilities	<ul style="list-style-type: none"> Sex (males, females) Location Level of education taught (ECCD, primary, secondary)
2.5 Develop and provide inclusive learning materials	Number of SEN schools with provisions for assistive devices	Number of SEN schools with provisions for assistive devices	<ul style="list-style-type: none"> Type of devices Location
	Number of SEN schools with accessible teaching and learning materials	Number of SEN schools with accessible teaching and learning materials	Location
	Status of the development of the Bhutanese Sign Language	Description of the status of the development of the Bhutanese Sign Language	N/A

Programme results	Baseline indicator	Indicator definition	Disaggregated by
2.6 Establish disability-inclusive and gender-sensitive infrastructure and learning environments	Number/percentage of SEN schools with accessible infrastructure	Number/percentage of SEN schools with accessible infrastructure	Location
	Number/percentage of SEN schools with disability-inclusive and gender-sensitive WASH facilities	Number//percentage of SEN schools with disability-inclusive and gender-sensitive WASH facilities	Location
	Number/percentage of SEN schools with adapted furniture	Number/percentage of SEN schools with adapted furniture	<ul style="list-style-type: none"> Type of furniture Location
2.8 Support the transition from basic education to further education and/or the workplace	Existence of programmes supporting youth with disabilities to transition to higher education	Description of programmes supporting youth with disabilities to transition to higher education	N/A
	Existence of programmes supporting youth with disabilities to transition to workplaces	Description of programmes supporting youth with disabilities to transition to workplaces	N/A
Output 3: Demand for inclusive and quality education is increased			
3.1 Strengthen advocacy for quality inclusive education	Existence of advocacy programmes and strategies promoting disability inclusion in education	Description of major advocacy programmes and strategies	<ul style="list-style-type: none"> Implementing organisation
	Number of stakeholders oriented on inclusion using Communications for Development (C4D) Package	Number of stakeholders oriented on inclusion using Communications for Development (C4D) Package	<ul style="list-style-type: none"> Sex (males, females) Location Organisation
	Level of awareness among parents on the right of children with disabilities to inclusive education	Level of parents' awareness on the right of children with disabilities to inclusive education	<ul style="list-style-type: none"> Sex (males, females) Location
	Level of teacher's confidence in teaching children with disabilities	Level of teacher's confidence in teaching children with disabilities	<ul style="list-style-type: none"> Sex (males, females) Location
	Percentage of teachers with positive attitudes towards children with disabilities	Percentage of teachers with positive attitudes towards children with disabilities	<ul style="list-style-type: none"> Sex (males, females) Location
3.2 Strengthen capacity of CSO/DPO in supporting and implementing inclusive education	Extent to which Ability Bhutan Society has received capacity development support	Description of major capacity development initiatives provided	

Programme results	Baseline indicator	Indicator definition	Disaggregated by
	Extent to which the Disabled People's Organisation of Bhutan has received capacity development support	Description of major capacity development initiatives provided	