

MONTENEGRO

”Evaluation of the Programme “Montenegro – Investment Case on Early Childhood Development” Final Evaluation Report (vol.2)

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Terms of Reference

Consultant or consultancy firm to conduct an evaluation of the programme “Montenegro – Investment Case on Early Childhood Development”

1. Context

Montenegro belongs to the group of upper-middle-income countries, with GDP per capita of €6,370 in 2013. Montenegro experienced rapid economic growth ranging between 8.6% and 10.7% of GDP in 2006 and 2007 respectively. However, as a result of the global economic crisis that hit the country in the second half of 2008, the real GDP growth rate saw a steep decline. After slow and modest economic recovery in the period 2010–2011, the Montenegrin economy went back into recession in 2012 with a real growth rate of GDP of –2.5% (MONSTAT, 2013), but recorded real growth rates of GDP of 3.5% and 1.8% in 2013 and 2014 respectively (World Bank, 2015). According to the latest estimates, the real growth rate of GDP in 2016 will be positive (2.9%) (World Bank, January 2016).

Following the regaining of independence in 2006, Montenegro has officially joined the international community and in doing so a new blueprint has emerged for nation building. On 28 June 2006, it became the 192nd Member State of the United Nations, and on 11 May 2007, the 47th Member State of the Council of Europe. Montenegro presented its official application for membership of the European Union in December 2008 and two years later it became a candidate country for EU membership. Like its neighbouring countries, it has a rich cultural heritage, a diverse history and is well poised to enjoy integration with the European community.

The global economic crisis hit the economy of Montenegro hard, thus having a prolonged negative impact on the well-being of its citizens. The economic recession resulted in a further increase of the poverty rate in the country from 9.3% in 2011 to 11.3% in 2012, while the poverty rate further decreased in 2013 and 2014 (8.6% and 7.5% respectively¹). There are also significant spatial disparities in terms of poverty that represent a serious obstacle to the fulfilment of human and children’s rights. In 2012, the poverty rate in the northern region was 18.3%, which was much higher than in the central region (7.9%) and the southern region (9%) (MONSTAT, 2013). According to the Child Poverty Study in Montenegro (UNICEF, 2012), child poverty is concentrated in rural areas and in the north of the country with more than three-quarters of all poor children living in rural areas, and more than half of them living in the north of the country.

The delayed transition of Montenegro has had an adverse impact on the education sector which remains somewhat disconnected from the latest thinking and innovations, as well as from the needs of the labour market – the 2012 PISA results show that Montenegrin students lag behind their OECD peers by almost two years in terms of the skills and competencies necessary for their future education and success in life and employment (50% of Montenegrin students have scored below basic functional literacy levels in mathematics, science and reading). The quality and availability of preschool education in Montenegro have also been affected.

Montenegro has a relatively low ECE enrolment rate of children 3–6 years of age, at 52% (Study on Investing in Early and Preschool Education in Montenegro, 2013). According to Multiple Indicator Cluster Survey (MICS) 2013, the attendance rate stands at 40% (slightly more girls attend than boys, i.e. 39% boys and 42% girls, including in Roma settlements, where attendance is 16% and 21% for

¹ MONSTAT, Analysis of Poverty in Montenegro

boys and girls, respectively). Furthermore, only 7% of children aged 3–5 from the poorest quintile of the population attend preschool, while the attendance rate among the richest quintile is 10 times as high (66%) (MICS 2013). Also, there is a serious disparity in the attendance rates of children from rural (mainly situated in the north) and urban areas – 19.5% and 55% respectively. Children with disabilities (CWD) face specific challenges. Firstly, there is no accurate data on CWD in the country. Despite some positive shifts in behaviours, influenced by nation-wide social change campaigns, CWD still face stigma and discrimination, and as a result remain hidden. However, due to the commitment of the Ministry of Education, the number of CWD in primary education has increased five-fold since 2009. The Montenegrin Education Information System (MEIS) registers CWD, with or without referrals from the Commissions for Orientation, however serious challenges remain regarding data collection on CWD in preschool education.

In 2010 the Government adopted the Strategy for Early and Preschool Education (2010–2015) with the stated goal of providing all children in Montenegro, from birth until the time they start primary school, with good quality services for early development and learning. The efforts of the Ministry of Education and the Government had mainly been directed at securing funds for building new kindergartens, as the lack of spatial capacities in kindergartens was perceived as the main cause of low coverage of children with preschool education. Progress in this regard has been very slow – only seven new kindergartens will be built in the next three years which will result in a marginal 3% increase in the preschool coverage.

In order to assess the options on how to quickly expand preschool education by enhancing organizational and financial efficiency, as well as the quality and equity of the system, the Study on Investing in ECE in Montenegro was conducted in 2014. It provided a rigorous assessment of the preschool sector and proposed cost-effective scenarios for the expansion of early childhood education (ECE) by 2020 (<https://app.box.com/s/sxw8paw3td6lofze5zoo>), including the introduction of a three-hour free-of-charge preschool programme and provision of outreach services. The modelling of these new services was informed by the need to address two major bottlenecks in accessing ECE: the financial burden and geographical distance. Rather than focusing on investing in new facilities and infrastructure, the basic premise of the offered scenarios was increased organizational/budgetary effectiveness and efficiency, and also flexibility in modalities of delivery of preschool education.

The new Strategy for Early Childhood and Preschool Education (2016–2020) was developed based on the recommendations of the Study on Investing in Early and Preschool Education (2014) and adopted in November 2015 by the Government, along with a fully-fledged Action Plan and required budget. The main goals of the Strategy are: to increase coverage by preschool education up to international standards, to improve fiscal and organizational efficiency and ensure the financial stability of the system, and to improve the quality of preschool education.

2. Programme to be evaluated: “Montenegro – Investment Case on Early Childhood Development”

The programme conducted in Montenegro is part of a broader collaboration between UNICEF Headquarters and the H&M Conscious Foundation (HMCF) titled ‘Unleashing Children’s Potential’, which aims to give young children the best possible start in life and learning by supporting three unique, yet interrelated, results. Those are:

1. Result 1: Global Platform established for advocating the importance of early childhood development
2. Result 2: ECD placed on the National Development Agenda in three countries (Montenegro, Chile and South Africa)

3. Result 3: Effectiveness of ECD policies and programmes demonstrated for child development and learning in six countries (Benin, Lao PDR, Nepal, Timor-Leste, Rwanda and Mali)

The Montenegro programme falls under Result 2, within which the HDCF and UNICEF partnership supports the development of three national investment cases, based on global neuroscientific and programmatic evidence for supporting ECD and country-specific economic evidence for investing in ECD. **The goal of this second result is to persuade governments to place early childhood development (ECD) on their national development agendas; to commit budgetary resources to addressing these issues; and to use the results of the investment cases to leverage external funding to support these initiatives.** Donor funding for this programme amounts to US\$225,000.00, and the exact amount of UNICEF's contribution should be ascertained by the end of 2016. The programme timeframe covers the period from February 2014 to December 2016.

The Montenegro programme was developed as a response to the set goals of the Government to increase preschool education coverage, but in the context of an economic crisis and limited budgets allocated for preschool education (0.38% of GDP, Study on Investing in Early and Preschool Education, 2014). Also, according to the Survey on Knowledge, Attitudes and Practices (KAP) conducted in 2014 in municipalities with the lowest coverage, the main obstacles to enrolling in preschool were a lack of financial means and the geographical distance to kindergartens. Furthermore, although a large majority of parents in the north are aware of the importance of preschool education for child development, 57% of them do not know if there are free places in the kindergarten that is nearest to them and are not informed enough about the activities of preschool institutions, whilst 26% believe that children should start learning only once they start going to school (KAP study on preschool education, 2014).

The Montenegro programme was therefore designed to respond to the need to expand ECE to all children in Montenegro in the context of the economic crisis and limited budgetary resources, while keeping a strong focus on the issues of equity and quality. In the design and implementation of the programme, UNICEF Montenegro relied on four core roles in achieving the desired results:

- a) knowledge generation (UNICEF Montenegro commissioned a Study on Investing in Early Childhood Education in Montenegro, which was the first in-depth study of the preschool education system in the country)
- b) advocacy (UNICEF Montenegro conducted a series of high level meetings to mobilize political will and initiate the dialogue on the importance of preschool education and the need for undertaking systemic reforms to increase preschool education coverage)
- c) policy dialogue and advice (UNICEF Montenegro led the process of developing cost effective scenarios for the expansion of early childhood education and supported the development of the new strategy)
- d) convening partnerships and leveraging resources for children (UNICEF Montenegro used evidence generated through the Study on Investing in Early Childhood Education to leverage the influence of major decision makers in the country), and
- e) modelling and testing innovations (based on the recommendations of the Study on Investing in Early Childhood Education in Montenegro, UNICEF Montenegro supported introduction of alternative preschool education services at local level in areas with lowest enrolment).

The key stakeholders involved in the implementation of the programme varied depending on the strand of programme strategy (details provided below).

The programme strategy was focused on:

- 1) **An enabling environment and the supply side:**

- a) High-level policy advocacy and initiating a dialogue on the strategic development directions of the ECE in the country and technical assistance for the development of the new strategic framework for ECE expansion. The key actors and stakeholders involved are:
- The Ministry of Education
 - The Bureau for Education
 - The Ministry of Labour and Social Welfare
 - The Ministry of Finance
 - The management of preschool and primary school institutions
 - The Government of Montenegro's Council for Regulatory Reform and Business Environment Improvement
 - Parliamentary committees for: education, science, sport and arts; gender equality; health; minority rights
 - The National Council for Children
 - The Delegation of the European Union to Montenegro

The geographical scope for this strand of activities, outputs and outcomes is national.

- b) Introduction of alternative preschool programmes (outreach interactive services for children in rural areas) and the development of local implementation plans (for outreach interactive services and for the three-hour preschool programme) to ensure accessible and quality services to children in need. The key actors and stakeholders involved are:
- The Ministry of Education; and
 - Preschool institutions at the local level.

The geographical scope for this strand of activities is regional. The first wave of the introduction of outreach interactive services for children in rural areas covered the north-east of Montenegro (Bijelo Polje, Berane, Plav, Rozaje and Andrijevica), whereas the second focused on the central and north-western regions (Mojkovac, Kolasin, Savnik, Zabljak, Pluzine and Pljevlja). The local implementation plans were developed for three municipalities (one for each of the regions: Bar (southern), Andrijevica (northern) and Danilovgrad (central)).

- 2) **Demand creation** – awareness raising on the importance of ECE among parents and communities, and developing and piloting alternative and outreach programmes particularly in the underdeveloped north where the coverage is lowest; in preparing for the investment case, intensive policy advocacy in order to create a critical mass of stakeholders supporting the expansion of ECE for children aged 3–6. The key actors and stakeholders involved are:
- The Ministry of Education
 - Preschool institutions at the local level
 - Local implementing partners: the Pedagogical Centre of Montenegro, Drama Academy and “Vasa Pavic” Music School

The geographical scope for this strand of activities was regional and was conducted in two phases: the first encompassing the municipalities in the north-east of Montenegro (Bijelo Polje, Berane, Plav, Rozaje and Andrijevica); and the second including the north-west of the country (Mojkovac, Kolasin, Savnik, Zabljak, Pluzine and Pljevlja).

The overall objective of the programme is: To develop a strong investment case that will encourage the Government to place ECE on the national development agenda and that will be used by the Government in expanding preschool education in Montenegro from the current 52% (2014 data) to at least 95% in 2020.

Specific objectives:

- Informing the general and professional public, as well as policy- and decision-makers on the importance of ECE for child development and overall societal progress
- Developing policies pertaining to ECE expansion in line with the principles of equity and quality
- Developing and showcasing models of quality, accessible and cost-efficient alternative services of preschool education
- Changing the knowledge, attitudes and practices of parents in the targeted lowest-enrolment municipalities on the importance of ECE
- Increasing enrolment of children in preschool in the targeted, lowest-enrolment municipalities in the north of the country
- Sustaining the dialogue on the need to invest in ECE and strategic development directions

The Theory of Change (ToC), along with the Results Matrix provided, should be used as the main reference point, together with the programme document and the annual Donor Progress Reports, because they capture the activities undertaken, explain the specific modifications conducted during the programme implementation and describe the expected changes and the intended impact.

The rights holders of the “Montenegro – Investment Case on Early Childhood Development” programme are preschool-age children, particularly those living in the poorest municipalities in the north of Montenegro, and their parents.

The programme was managed by the Country Office Education Officer, with support from the Social Policy Officer and Communications Officer, in cooperation with the Ministry of Education, local preschool education institutions and implementation partners.

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3. Rationale for the evaluation

Within the area of Result 2, the H&M Conscious Foundation and UNICEF partnership supports the development of three national investment cases (Montenegro, Chile, and South Africa), based on global neuroscientific and programmatic evidence for supporting ECD, and country-specific economic evidence for investing in ECD. The goal of this second result was: to persuade governments to place early childhood development on their national development agendas; to commit budgetary resources to addressing these issues; and to use the results of the investment cases to leverage external funding to support these initiatives. **These initiatives were to be pilot projects, which would serve as models for scaling-up the investment cases in other countries in the selected regions.**

As mentioned above, the Montenegro programme was developed to respond to the need to expand ECE to all children in Montenegro in the context of the economic crisis and limited budgetary resources, yet keeping a strong focus on the issues of equity and quality. It encompassed intensive policy advocacy, development of a new ECE expansion framework, awareness and behaviour change campaigns in municipalities with the lowest enrolment, as well as the development and showcasing of effective alternative preschool education models aimed primarily at enabling access to preschool for children from vulnerable groups.

The evaluation is to test and provide evidence on the preliminary impact, i.e. longer-term contribution, and the effectiveness of the programme at the regional (north of Montenegro) and national levels in order to be able to develop evidence-based policies and action plans, and advocate for its scaling-up. Just as importantly, the evaluation should assess the quality and applicability of the Montenegro initiative to be used as a model in other countries. Intensive policy advocacy work was the cornerstone of the first year of programme implementation, contributing to a policy change. Given the specificities of Montenegro as an upper-middle-income country, capturing that segment would be of particular importance (and may take the form of developing a stand-alone and succinct case study).

It is important to note that the Communications for Social Change is the element that will be assessed for impact, while other dimensions would be assessed for summative lessons on their relevance, effectiveness, efficiency and sustainability.

The knowledge generated by the evaluation should be used by:

- Implementing institutions – the Government, Ministry of Education, Bureau for Education, as well as civil society and international organizations, as an important source of information for the further scaling-up of this initiative – more specifically to identify lessons learned during the implementation, understand the preliminary impact of the programme in providing equitable access to quality preschool education for all children.
- Preschool education institutions and local communities in expanding access to preschool education for all children.
- Associations of parents representing the interests of children to further strengthen their monitoring and advocacy efforts.
- The UNICEF Montenegro office for future programming and support to implementation of the Strategy for Early Childhood and Preschool Education 2016–2020, in line with the principles of quality and equity, as well as for informing the implementation of the 2017–2021 Country Programme.
- UNICEF Headquarters’ Education Section – for future programming, support and replication of similar initiatives in other countries.

The recommendations will help UNICEF to ensure provision of the most efficient and effective assistance to educational institutions in Montenegro in defining the future direction of the reform process, which is of particular importance in the context of the new Country Programme Document (CPD) starting in 2017.

4. Objectives of the Evaluation

With the initiative reaching its final phase in December 2016, the main purpose of this summative evaluation is to evaluate the final (end) results and achievements of the initiative in relation to the theory of change and indicators from the project document.

More specifically the evaluation objectives are to:

1. Provide feedback to the UNICEF Montenegro office and its national counterparts on the soundness (defined as relevance, effectiveness, efficiency and sustainability) and preliminary impact, i.e. longer-term contribution, of the Programme:
 - a. Reveal good practices and gaps in approaches; and
 - b. Evaluate the impact of the Communications for Social Change segment of the programme and the preliminary impact, i.e. effectiveness of other components of the programme, following the Programme Document and Theory of Change.
2. Based on the experience from the Programme implementation to extract general lessons learned and recommendations aimed at further enhancement of the initiative.

3. Provide the UNICEF Headquarters' ECE Section with information on the impact and effectiveness impact of the programme and potential for replication and scaling-up, including by way of capturing the changes at the policy level.
4. Within the new CPD Quality Education and Youth Empowerment Programme Component for the period 2017–2021, further support is envisaged for quality and equitable implementation of the newly adopted Strategy for Early Childhood and Preschool Education 2016–2020. In this context, the evaluation results and recommendations are to help ensure that the focus is kept on issues of equity, inclusion and quality in the process of strategy implementation.

5. Scope of the final evaluation

The programme evaluation should cover the entire project implementation period (February 2014–December 2016). While the interventions of the programme have been so designed as to have an effect on the entire system and ECE policy (i.e. development of new ECE expansion policy, etc.), the geographical coverage should be focused on those municipalities where particular programme interventions have been conducted, i.e. the “Preschool for All” campaign for social change and introduction of alternative preschool education services (outreach preschool service for children living in rural areas and the three-hour preschool programme). The social change campaign, as well as the introduction of alternative free-of-charge preschool services, was conducted in the northern part of the country which is most affected by poverty and where the preschool enrolment rates are lowest. Thus, the specific equity dimensions are addressed by the programme design.

The first wave of the social change campaign covered the north-east of Montenegro (Bijelo Polje, Berane, Plav, Rozaje and Andrijevica), whereas the second focused on the central and north-western regions (Mojkovac, Kolasin, Savnik, Zabljak, Pluzine and Pljevlja), thus encompassing the whole north of Montenegro. Outreach preschool services have been/are to be launched in all these municipalities, while the three-hour alternative programme will be piloted in three municipalities for which the local implementation plans have been developed (one from each of the three regions: Danilovgrad, Bar and Andrijevica).

Project monitoring data, as well as other data sources that should inform the evaluation, is listed within section No. 7 on Methodology and will enable assessment of the project achievements.

The Programme Summary is outlined through the Theory of Change Table (attached above). This Theory of Change Table should be used as the main reference point – together with the programme document, because it contains the activities undertaken, the expected changes they were to produce and the intended impact.

The programme gathered its own monitoring and evaluation data through:

- The Study on Investing in Early Childhood Education in Montenegro, 2014,
- Knowledge, Attitudes, Practices surveys (conducted in December 2014, July 2015, March 2016 and July 2016);
- Montenegrin Education Information System;
- Reports produced by the Ministry of Education (and implementing partners);
- Progress reports developed and submitted to UNICEF HQ annually.

There are some **limitations** anticipated in relation to this evaluation. The ToC has been developed to guide the evaluation process and allow for development of appropriate indicators to measure and establish evidence of its impact and effectiveness. However, data collection in relation to, e.g. the ECE enrolment rates by municipality, by region, by sex, or by wealth quintile, is difficult to carry out

as it is not part of the routine administrative data collection by national authorities. In some cases, data on ECE enrolment rates by wealth quintile is only available through Multiple Indicator Cluster Surveys. The ECE enrolment rate by age cohort in targeted municipalities is difficult to ascertain since there is no reliable data on the number of children living in a particular municipality (this is due to ongoing migration between the northern and southern regions, which can only be recorded through the national census, which takes place every 10 years). The Ministry of Education would be able to provide the number of children (disaggregated by sex) enrolled and the increase, expressed as a percentage, compared to previous years.

All inputs mentioned above will be made available to the evaluator(s), once the contract has been signed.

6. Final evaluation questions

The focus of the evaluation is articulated under the five main evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability)², each accompanied with guiding questions for the evaluation. These are not exhaustive and should be clarified at the start of the work when developing the evaluation framework:

Assessing relevance / To what extent is the programme responding to the needs of stakeholders and beneficiaries?

- To what extent does the programme, in terms of its design, scope and achievement of its objectives, address the underlying causes of the low coverage of children in Montenegro by preschool education?
- To what extent is the programme design relevant in the context of national policies and strategies?
- Has the programme been designed according to international norms and agreements on human rights (HR) and gender equality (GE) and in line with national strategies to advance HR & GE?

Assessing effectiveness / To what extent does the programme meet the outcomes as defined by the project log-frame and the theory of change?

- To what extent have the planned results/objectives been achieved to date (quantitative and qualitative)?
- To what extent and how has the programme contributed to developing relevant strategy frameworks as well as programme interventions for expansion of ECE in Montenegro, in line with the principles of quality and equity, including gender equality?
- What were the major factors influencing the achievement or non-achievement of the programme objectives to date? Has the programme provided any additional (not directly planned) significant contributions/outcomes?

Assessing efficiency / To what extent did the management of the programme ensure timelines and efficient utilization of resources?

- How well have the financial resources been used? Were funds managed in a cost-effective manner? Could the same results have been achieved with fewer resources?
- Did the project ensure co-ordination with other similar interventions to encourage synergy and avoid overlaps?

² The humanitarian criteria for evaluation (coverage, coordination and coherence) are not applicable in the Montenegrin context or the context of this project.

Assessing impact / To what extent has the programme increased system capacities to ensure that more vulnerable and excluded children benefit from community services in a way which contributes to their social inclusion?

- Is there evidence of the programme contributing to the raising of the awareness of the relevant government and parliamentary institutions in relation to the importance of ECE expansion for child development and overall societal growth?
- Is there evidence of the programme contributing to an increase in the enrolment of children in preschool education in the targeted municipalities, particularly in relation to children affected by poverty and children living in rural areas?
- Is there early evidence of the programme contributing to changing the knowledge, attitudes and behaviour of parents in favour of ECE?

Assessing sustainability / To what extent are the programme outcomes achieved sustainable?

- Did the programme design encompass measures to help ensure continuous positive changes in terms of ECE expansion upon completion of the intervention?
- To what extent do the newly developed and approved policy (Strategy for Early and Childhood Education 2016–2020) and the level of ownership of the initiative within the Ministry of Education, the Bureau for Education and preschool institutions provide a good ground for a sustained and quality increase in the ECE enrolment rate after the end of external support?

In addition to the five main evaluation criteria, the evaluation shall also focus on assessing a human rights-based approach and relevant cross-cutting issues. More specifically, it should examine the extent of the programme outcomes' contribution to achievement of children's rights and how the programme contributed to addressing key cross-cutting issues.

- Does the programme actively contribute to the promotion of children's rights?
- To what extent and how does the programme ensures an equity focus?
- Does the programme reflect gender mainstreaming issues?
- To what extent are HR & GE priorities in the overall programme budget and implementation?
- Was the design of the programme ethical? How was the balance of costs and benefits to participants (including possible negative impact) considered during the programme implementation?

7. Methodology

The evaluation methodology will be guided by the Norms and Standards of the United Nation Evaluation Group (UNEG):

(http://www.uneval.org/normsandstandards/indexs.jsp?doc_cat_source_id=4)⁴.

Evaluability assessment

The theory of change and data available allow for assessment of the progress achieved and evaluation of the programme impact, effectiveness and results.

The following sources of information are assessed as being the most reliable:

³ UNEG Norms: <http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1491>, UNEG Standards:

<http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1496>.

⁴ UNEG Norms: <http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1491>, UNEG Standards:

<http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1496>.

- a. The Ministry of Education Information System (MEIS) – specifically disaggregated data on the number of children enrolled in preschool education institutions;
- b. The Knowledge, Attitudes and Practices survey conducted among the parents of children aged 3–6 who do not attend preschool and live in the north of Montenegro, December 2014 (UNICEF);
- c. The survey on the impact of the campaign on knowledge about and attitudes towards preschool education, July 2015 (UNICEF);
- d. The Knowledge, Attitudes and Practices survey conducted among the parents of children aged 3–6 who do not attend preschool and live in the north of Montenegro, March 2016 (UNICEF);
- e. The survey on the impact of the campaign on knowledge about and attitudes towards preschool education, July 2016 (UNICEF);
- f. The Study on Investing in Early and Preschool Education, 2014 (UNICEF and the Ministry of Education);
- g. The 2013 Multiple Cluster Indicator Survey, including the 2013 MICS in Roma Settlements (UNICEF);
- h. The 2014 Strategic Assessment of Children and Families in Montenegro (UNICEF).

The contact list of all for the project relevant stakeholders, project implementing partners and consultants will be provided to the evaluator once a contractual agreement has been made.

Approach

The overall evaluation approach to be applied shall rely on the programme’s theory of change and shall have an equity focus. It shall combine qualitative and quantitative data and apply a data collection strategy that relies on primary and secondary data collection and a non-experimental design.

- The evaluator(s) will use the desk review to become familiar with the policy basis, relevant programme documents and other means of verification/sources of information listed above.
- The evaluator(s) should develop a more precise methodology and a detailed plan for conducting this evaluation.
- In addition to interviews with representatives of the Ministry of Education and preschool education directors, the opinions of preschool education teachers and support staff, etc. will be required and analysed. Particular focus will be placed on preschool institution directors, teachers and support staff from municipalities where alternative preschool services have been introduced. Interviews and/or focus groups will be organized with parents of children enrolled in alternative preschool education services.
- Interviews will be organized with representatives of all relevant government ministries, parliamentary committees and central educational institutions (the Bureau for Education).
 - The key stakeholders and beneficiaries are:
 - Government, parliamentary and central educational institutions officials (each with a specific role in proposing, adopting and implementing ECE expansion policies and programmes);
 - Pre-school education personnel, specifically management, teachers and support staff (who are responsible for the implementation of the new Strategy for Early and Preschool Education 2016–2020 at the local level);
 - Parents of children not enrolled in ECE (as the main target group of the “Preschool for All” social change campaign); parents of children enrolled in alternative preschool education programmes, as new and innovative approaches aimed at enabling access to preschool education to children living in rural areas and children affected by poverty;

- NGOs (parents' associations, as the strongest voices of the need to expand and enhance the quality of preschool education, and NGOs which have been UNICEF project implementing partners in this initiative);
- Furthermore, due to the support and involvement of UNICEF Headquarters, Regional Office for CEE/CIS and international experts in various phases of this programme, their inputs and opinions should also be taken into consideration in the evaluation.

The guiding questions for the evaluation against the defined evaluation criteria shall be further elaborated and used as a basis for development of the main data collection instruments (interviews and focus groups).

Both quantitative and qualitative approaches (the KAP survey, questionnaires, interviews and focus groups) will be used to collect data on legislative and budgetary changes, on changes in the level (and, if possible, elements of quality) of ECE service provision (nationally and in the targeted northern modelling areas). The Multi-Country Evaluation on Increased Access and Equity in Early Childhood Education (CEE/CIS and Baltic countries, 2014) provided clear messages regarding the need to consider equity and quality, as well as coverage. In this regard, it will be important that the data on changes in ECE enrolment (national and in the modelling areas in the north) disaggregates enrolment rates as much as possible (for age, gender, ethnicity, income, urban/rural and disability). Where disaggregated data is not available in administrative data sources, the additional data gathering (qualitative/quantitative), should try to examine equity and quality issues.

Because UNICEF interventions targeted both national and regional levels, a non-intervention group (of households or communities that were not exposed to elements of the programme) cannot be identified. The evaluation will therefore focus on before-and-after comparisons in the intervention area, complemented by data on national trends.

All the data gathered will be analysed by the evaluator(s). Triangulation of data will be used to increase the reliability of the findings and conclusions.

Special measures will be put in place to ensure that the evaluation process is ethical and that the participants in the evaluation process can openly express their opinion. The sources of information will be protected, and known only to the evaluator(s). The Evaluation Team will ensure that the evaluation process is in line with UNEG Ethical Guidelines, i.e. ensuring ethical conduct in data generation will be imperative. Specific attention should be paid to issues specifically relating to:

- Harm and benefits;
- Informed consent;
- Privacy and confidentiality; and
- Conflict of interest of the evaluation informants.

Consequently, the consultant has to ensure that it is clear to all subjects that their participation in the evaluation is voluntary. All participants should be informed or advised of the context and purpose of the evaluation, as well as the privacy and confidentiality of the discussions.

8. Work Plan

Description	Responsible	Timeline
Data collection:		
Desk review of the existing documents	Evaluator(s)	By the end of September 2016
Preparation of inception report (final methodology and work plan, evaluation tools)	Evaluator(s)	By the end of September 2016
Logistics (arranging meetings/interviews)	UNICEF	October 2016
Field visit to Montenegro (meeting/interviews with UNICEF, Ministry of Education, other relevant ministries, key partners and stakeholders)	Evaluator(s) with the support of UNICEF	In the period between mid-October and mid-November 2016
Reporting:		
Submission of the draft report	Evaluator(s)	By mid-December 2016
Feedback on the draft report from UNICEF and implementing partners	UNICEF	By mid-January 2017
Submission of the second draft of the report	Evaluator(s)	By the end of February 2017
Ethical review, other external reviews as applicable	UNICEF	February 2017
Final review by UNICEF and institutional partners	UNICEF	March 2017
Submission of the final report		By the end of March 2017
Use of evaluation findings:		
Dissemination of the final report to all partners and stakeholders	UNICEF	May 2017
Agreement reached with implementing partners on how to translate key findings into activities and integrate them into further activities/programming	UNICEF	June 2017

The evaluator(s) is expected to produce the following **key deliverables** with the following tentative deadlines:

1. Inception Report, by 30 September 2016
2. Draft evaluation report, by 15 December 2016
3. Second draft evaluation report, by 28 February 2016
4. Final evaluation report including executive summary and annexes, by 30 March 2017

All deliverables should be submitted in English. UNICEF will ensure translation into Montenegrin.

The timeframe for this work assignment is from 1 August 2016 to 30 April 2017. During that period the total number of consultancy days available is up to a maximum of 39, with the estimated share of days as follows:

- Desk review and submission of Inception report – 10 days
- Field visits and debriefing (travel to Montenegro required, evaluator expected to arrange for his/her travel and accommodation) – 10 days, out of which 8 working days and 2 days weekend
- Draft report development – 12 days
- Final report submission – 5 days
- Presentation for the final conference (no travel required) – 2 days.

The evaluator(s) is expected to observe UNEG's ethical guidance to evaluation as the guiding principle to ensure the quality of the evaluation process.

(<http://www.uneval.org/search/index.jsp?q=ETHICAL+GUIDELINES>)

Management and organization

Management: The evaluation will be managed by the UNICEF Country Office – Research/Study/Evaluation Steering Committee consisting of the Programme Specialist, Social Policy Officer (Monitoring and Evaluation focal point), Social and Economic Policy Officer, Communications Officer, Child Protection Officer and Education Officer. The consultant will be supervised by the Programme Specialist. The management of the evaluation will include development of the terms of reference, assignment of the evaluation team, liaison between the evaluation team and partners/stakeholders involved (supporting organization of meetings/interviews and field visits), as well as quality assurance of the report.

Representatives of the implementing partners will be involved in designing the evaluation and will participate in the definition of recommendations through active contribution during debriefing meetings and through providing feedback to the draft report.

Organization: Individual consultancies or a small and agile evaluation firm is required for this task.

Schedule: This assignment will commence on 1 August 2016.

Key intermediate tasks of the consultant:

- Desk review of relevant documents and reports;
- Develop more detailed evaluation methodology and work plan – draft to be submitted as a part of the Inception Report to UNICEF for approval, including the key instruments/interview questions;
- Conduct data collection through field visits (carry out interviews/focus groups with selected stakeholders, partners and beneficiaries);
- Present initial findings through a de-briefing meeting with UNICEF and implementing partners;
- Prepare two draft reports with the key findings, recommendations and lessons learned based on all the sources of information used;
- Based on feedback provided by UNICEF and implementing partners, prepare and submit the Final Report with all the key findings, recommendations and lessons learned following the UNICEF Evaluation Report Standards.

Qualifications/specialized knowledge/experience required to complete the task

The consultant will be selected based on the following criteria:

- Experience of conducting project and programme evaluations
- Technical expertise in education, especially inclusive education
- Knowledge of the education system in Montenegro
- Knowledge of the UN Convention on the Rights of the Child and relevant international standards in the area of education
- Previous experience in working with UNICEF
- Communication skills

The qualifications and skill areas required include:

- Consultant with expertise in the area of education with a focus on early childhood education, inclusive education and children with special educational needs
- Documented extensive evaluation expertise and experience
- Proven knowledge of the education system in Montenegro, knowledge of the region is an asset
- Excellent report writing skills
- Good communication and presentation skills
- Excellent written and spoken English
- Ability to work to strict deadlines
- Knowledgeable of UN Evaluation Policy
- Experience in working with UN/UNICEF (obligatory)

The consultant should be sensitive to beliefs and act with integrity and respect towards all the stakeholders. In the report the consultant may not refer to individual children. The consultant may not share their findings with the media in Montenegro or abroad concerning individual children or individual institutions.

The UNICEF premises will be available during the time spent in Montenegro, if needed. UNICEF Montenegro will provide support in organizing meetings and field visits for the purposes of data collection and interviews, including covering the costs of local travel, if any. Printers, photocopying services and other similar services will be provided by UNICEF. It is expected that the consultant will bring their own laptop.

Budget and remuneration

The request for services under this contract will require the prospective consultant(s) to indicate their financial offer for the services to be provided (inclusive of fees, travel and accommodation costs, for the time spent in Montenegro).

As part of the selection process, the office will select the consultant that quotes the lowest fee from the list of prospective consultants who are deemed suitable for achieving all the tasks on time and as per the criteria and deliverables stipulated in the Terms of Reference.

The consultant's fee may be reduced if the assignments/deliverables are not fulfilled to the required standard. In a case of serious dissatisfaction with the consultant's performance the contract may be terminated in line with UNICEF procedure in such matters and as spelled out in the contract.

9. Structure of the Evaluation Report

The final evaluation report should follow UNEG Norms and Standards, UNICEF Evaluation Report Standards and should follow the GEROS Quality Assessment System.

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The report template to be used includes:

- Title page and opening pages
- Executive summary
- Project description (including the logic of the project design and/or expected results chain)
- The roles of UNICEF and implementing partners and the other stakeholders involved
- Purpose of the evaluation

- Evaluation criteria
- Evaluation scope and objectives
- The evaluation design
- Description of methodology
- The stakeholders' participation
- Ethical issues
- Findings
- Analysis of results
- Constraints
- Conclusions
- Recommendations
- Lessons learned
- Annexes

The evaluation report will be assessed and rated against the following assessment tool available here:

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Annex 2 – Primary Data Collection Methods

Key informants	Research method	Tool	Notes
UNICEF CO management and relevant staff	Face-to-face in-depth interview	Interview guide	In Podgorica with Representative; Education Officer; Social Policy Officer (M&E focal point); Financial/Operations Officer; Communication Officer
UNICEF HQ and Regional Office	Skype interview	Interview guide	Relevant staff in charge of collaboration with HMCF
HMCF	Skype interview	Interview guide	Relevant HMCF staff in charge of collaboration with UNICEF
Line ministries (Ministry of Education, Ministry of Health, Ministry of Labour and Social Welfare, Ministry of Finance), Bureau for Education Services, Council for Regulatory Reform Business Environment Improvement, National Council for Children Rights, international development partners (EU Delegation, British Council), Parliament, principals of preschool institutions in sampled municipalities, principals of private kindergartens, Pedagogical Centre of Montenegro, associations of parents/CSOs, Faculty of Philosophy (University of Montenegro)	In-depth interview	Interview guide	In Podgorica and sampled municipalities, with representatives of stakeholders, nominated by their management to meet the evaluation team
Preschool education professionals (teachers and support staff)	Focus Group	Focus group guide	In Bijelo Polje. One Focus Group composed of 10 professionals from the first five preschool institutions/municipalities where outreach interactive services were tested, 2 participants from each preschool institution/community Recruitment criteria: representation of both teachers and support staff from each community; beneficiaries of training provided by the Programme; gender balance to the extent possible

Key informants	Research method	Tool	Notes
Parents/caregivers of children aged 3-6	Focus Group	Focus group guide	In Bijelo Polje. One Focus Group composed of 8-10 parents/caregivers of beneficiary children living in the first five municipalities where outreach interactive services were tested, 1-2 participants from each municipality Recruitment criteria: gender balance (both mothers and fathers); employment status of mothers; vulnerability profile of parents and their children (CwD/SEN, RAE, poor, single-parent families, many children in the family, etc.); parents who were visited at home for tailored parenting counselling
Parents/caregivers of vulnerable children aged 3-6	Face-to-face in-depth interview	Interview guide	In the sampled municipalities, 2-3 interviews/ municipality with parents/caregivers of vulnerable children Recruitment criteria: vulnerability profile of parents and their children (CwD/SEN, RAE, poor, single-parent families, many children in the family, etc.)
Beneficiary children in sampled municipalities	Guided discussion and Direct observation of children groups (separate groups of girls and boys)	Site visit	In the sampled municipalities where outreach interactive services were tested. 6-8 children/group, including vulnerable children. 2 groups/community. Homogeneous groups: gender and age (preferably 5-6 years old); children whose parents' consent was obtained prior to the discussion
Principals of preschool institutions and MoE	Enrolment data mapping	Data sheet	Collection of data on enrolment rates, total and disaggregated by vulnerable children, in 'treatment' and 'control' group of municipalities

Annex 3 – Primary Data Collection Guides and Templates

General methodological notes:

Each interview and focus group will start with the presentation of the evaluators and of the evaluation objectives, followed by the presentation of the participants. Whenever necessary, a brief presentation of the Programme will be also done.

The evaluators will confirm the interviewees that participation in the evaluation is voluntary and that their opinions will be confidential and presented in the report in an anonymous manner. They will be also reminded that they could withdraw anytime during the interview or focus group without any obligation to explain the reasons.

The participants in interviews and focus groups will be briefed in advance about the major topics to be discussed during the meeting. They will take place in Podgorica and in the sampled municipalities, as the case. Interviews will last around 1-1.5 hours each; focus groups with professionals and parents/caretakers will have a duration of 2 hours; direct observation of groups of children will be allocated 1 hour maximum. At the end of interviews and focus groups, the evaluators will thank the participants for their feedback. In line with standard evaluation practices, the interviews and focus groups will be attended only by the evaluators, the interviewed people and the interpreter.

GUIDES FOR IN-DEPTH INTERVIEWS

Interview Guide for UNICEF country office

(Representative; Social Policy and Education officers; Financial/Operations officer; Communication officer – multiple interviews; questions will be adapted for each interviewee)

1. What strategic needs and priorities of the country have been addressed by the Programme?
2. Please explain the focus of the Programme on ECE given the fact that its goal was to construct an investment case on ECD.
3. What are the major achievements of the Programme that you are most proud of? What was the most challenging in achieving these results? Are there any unplanned effects of the Programme with significant contribution to improving the preschool service provision for children aged 3-6?
4. Did some targeted preschools/municipalities perform better than others. If yes, how and why?
5. How would you assess the cost-effectiveness of outreach interactive services? (as such and compared to similar services for children aged 3-6 delivered by other stakeholders, if the case)
6. How satisfied are you with the overall Programme management and implementation i.e. performance of implementing partners, timelines, efficiency in utilization of financial and human resources (*including any local contribution*), procurement, results-based monitoring, risks mitigation, coherence with other relevant interventions?
7. How would you describe UNICEF's cooperation with MoE, Bureau for Education Services, other line ministries (MoLSW, MoH, MoF), National Council for Children and Parliament? What about cooperation with stakeholders at community level (preschool institutions, CSOs, local authorities,

centres for social work, local health services, as the case)? What went well? What could have been done better?

8. What was the strategy used by UNICEF to ensure that vulnerable children have access to the outreach services?
9. What difference has UNICEF made via this Programme for vulnerable children (*which?*) and their parents/caregivers in terms of: a) access to ECE services; b) learning outcomes for children?; c) parents' empowerment; d) reducing equity gaps; e) increased state allocation of human and financial resources for ECE? and f) changing/challenging negative social norms? What was the comparative advantage of UNICEF?
10. Looking ahead, which of the achievements of the Programme are likely to be sustained or expanded without further external support? Which of them will require further support? What measures have you taken to ensure sustainability?
11. In your view, what is the likelihood that the Government in Montenegro will set up/expand ECE services for children aged 3-6 and ensure/increase coverage of vulnerable children, based on the model developed by UNICEF? What are the favouring/blocking factors?
12. In your opinion, which are the top three priorities of the ECE in Montenegro that needs to be addressed in the coming years? Do you see any particular role of UNICEF in addressing them?

Interview Guide for UNICEF HQ and Regional Office

(HQ and Regional Advisors)

1. Why has Montenegro been selected as an *-Investment Case on Early Childhood Development?* What was the role of your Office in the planning and monitoring of the Programme?
2. In your opinion, to what extent is the Programme in Montenegro aligned with the international commitments of the country and recommendations of human rights treaty bodies? Please provide some concrete examples.
3. To the best of your knowledge, what are the major achievements of the Programme in Montenegro? How is Montenegro's investment case comparing to the other two countries selected within the framework of Result 2 of the cooperation of UNICEF with HMCF?
4. Has the implementation of the Programme in Montenegro already provided useful lessons learnt and good practices? If yes, which are these and what is their transferability potential to other countries?
5. UNICEF CO has used various strategies to implement the Programme. Have other UNICEF COs applied more effective strategies to boost the access of vulnerable children to ECE that could be used in the Montenegrin context as well?
6. In your opinion, which are the top three priorities for the progressive realisation of children's rights in Montenegro as far as ECE is concerned in the coming years? What would be the role of UNICEF in addressing these needs?

Interview Guide for the Donor (HMCF)

1. How does the Programme “*Montenegro - Investment Case on Early Childhood Development*” align with HMCF corporate strategy?
2. Judging by UNICEF reports and your own monitoring activities, how did the Programme in Montenegro perform in terms of reaching its overall planned goal and outcomes? To your best knowledge, where was the most significant impact/difference made?
3. How is Montenegro’s investment case comparing to the other two countries selected within the framework of Result 2 of the cooperation of UNICEF with HMCF?
4. How do you reflect on Programme management in Montenegro, including utilization of financial resources, monitoring and reporting? Do you consider that you are sufficiently well informed about the progress of the Programme in Montenegro?
5. What are the lessons learnt derived from your experience as donor in assisting UNICEF to conduct this initiative? What would you do differently in case you decide to support further similar initiatives?
6. Would you consider the results of the Programme to be likely sustainable or do you believe additional donor support is needed to maintain the achieved levels of capacities and services? Would you consider supporting such projects in the future and why?

Interview Guide for MoE and Bureau for Education Services

1. To what extent is the UNICEF Programme “*Montenegro - Investment Case on Early Childhood Development*” aligned with country priorities and its international human rights commitments? What needs of children and parents/caregivers has the Programme addressed, in particular of the most vulnerable?
2. What was the role of your organisation in the implementation/monitoring of the Programme?
3. What are the major achievements of the Programme to date? What was the most challenging in achieving these results? Are there any unplanned effects that you are aware of (e.g. employment creation for teachers)?
4. What is your assessment of the quality of outreach interactive services tested by the Programme in the five municipalities from North-East? (curriculum; teacher training, mentoring and supervision; endowment; size of groups; number of hours and frequency per week; parents’ participation; evaluation of learning outcomes; quality assurance, etc.?)
5. What difference has UNICEF made via this Programme for *vulnerable children (which?)* and their parents/caregivers in terms of: a) access to ECE services; b) learning outcomes for children?; c) parents’ empowerment; d) reducing equity gaps; e) increased state allocation of human and financial resources for ECE? and f) changing/challenging negative social norms?
6. Looking ahead, in your view which of these achievements are likely to be sustained or expanded without further external support (including scaling up of ECE services)? Which of them would require further support?

7. To the best of your knowledge, has the support provided by UNICEF for the expansion of ECE service provision been efficient? (management, monitoring system, efficiency of resources utilization, cost-effectiveness, synergy with governmental programmes and similar initiatives of other donors/development partners, comprehensiveness of support education-health-social protection, etc.)?
8. Are you satisfied about the partnership with UNICEF? What went well? What could have been done better?
9. In your view, what is the comparative advantage of UNICEF compared to other international development partners active in Montenegro as far as ECE is concerned?
10. In your opinion, which are the top three priorities of the ECE in Montenegro that needs to be addressed in the coming years? Do you see any particular role of UNICEF and of your organisation in addressing these needs?

Additional issues to be discussed: selection of target municipalities and preschool institutions; why Danilovgrad?; trainings accreditation; technical specifications for the procurement of mobile kits/didactical materials/toy libraries; private ECE providers.

Interview Guide for Government (less MoE and Bureau for Education Services) and Parliament

(MoH, MoLSW, Ministry of Finance, Council for Regulatory Reform Business Environment Improvement, National Council for Children, Parliament)

1. To the best of your knowledge, to what extent is the UNICEF Programme “*Montenegro - Investment Case on Early Childhood Development*”, aligned with country priorities and its international human rights commitments? What needs of children and parents/caregivers has the Programme addressed, in particular of the most vulnerable?
2. Did you have any role in the implementation/monitoring of the Programme?
3. What are the major achievements of the Programme that you are aware of?
4. Looking ahead, in your view which of these achievements are likely to be sustained or expanded without further external support (including scaling up of ECE services)? Which of them would require further support?
5. To the best of your knowledge, has the support provided by UNICEF for the expansion of ECE service provision been efficient?
6. As far as you know, to what extent has the Programme and the partnership of the Government and Parliament with UNICEF contributed to improving the realisation of children’s rights, in particular of the most vulnerable ones, as far as access to quality ECE is concerned? Does the Government has a system in place to monitor and measure the results of this partnership?
7. In your opinion, which are the top three priorities of the ECE in Montenegro that needs to be addressed in the coming years? Do you see any particular role of UNICEF and of your organisation in addressing these needs?

Interview Guide for international development partners

(EU Delegation, British Council)

1. What kind of assistance is your institution providing in Montenegro in the field of education, in particular preschool education, and child rights generally?
2. Are you aware of UNICEF's initiative to test ECE outreach services for children of preschool age in several municipalities in the North of the country and to advocate for their sustainable expansion?
If yes, continue with questions 3 and 4. If not, present the Programme "Montenegro - Investment Case on Early Childhood Development" and its objective and then ask question 5.
3. What is your opinion about this initiative in terms of relevance for children and their parents/caregivers and of its results?
4. Is this UNICEF initiative complementary to your work in the field of education and child rights? Were there any coordination meetings?
5. In your opinion, is UNICEF's initiative relevant for the priorities of the country and its European and international commitments? Please motivate your answer.
6. According to the best of your knowledge, what would be the main prerequisites that need to be in place for scaling up these ECE services at national level?
7. In your opinion, which are the top three priorities of the ECE in Montenegro that needs to be addressed in the coming years? Do you see any particular role of UNICEF and of your organisation in addressing these needs?

Interview Guide for CSOs/academia

(Association of parents of children and youth with disabilities, NGO Parents Roditelji, Pedagogical Centre of Montenegro, Faculty of Philosophy)

1. What kind of assistance is your organisation providing in Montenegro in the field of education, in particular early childhood education and development?
2. Do you know any other CSOs in the country active in this area? If yes, could you please provide examples of significant achievements?
3. Are you aware of the UNICEF Programme "Montenegro - Investment Case on Early Childhood Development"? Is this initiative relevant for the needs of the children and the international human rights commitments of the country/
4. Did you have any role in its implementation?
5. *(only for implementing partners)* Which are the achievements that you are most proud of? What was the most challenging in your work as implementing partner?
6. *(only for implementing partners)* To the best of your knowledge, What difference has UNICEF made via this Programme for *vulnerable children (which?)* and their parents/caregivers in terms of: a) access to ECE services; b) learning outcomes for children?; c) parents' empowerment; d)

reducing equity gaps; e) increased state allocation of human and financial resources for ECE? and f) changing/challenging negative social norms? What was the comparative advantage of UNICEF?

7. Is this Programme complementary to your work in the field of early childhood education and development? Were there any coordination meetings?
8. In your view, what would be the main prerequisites that need to be in place for scaling up the ECE outreach interactive services tested by the Programme?
9. In your opinion, which are the top three priorities of the ECE in Montenegro that needs to be addressed in the coming years? Do you see any particular role of UNICEF and of your organisation in addressing these needs?

Interview Guide for preschool principals

(principals of preschools from Bijelo Polje and Andrijevica; having in view the fact that ECE outreach services are planned to be launched not earlier than November 2016 in Pljevlja, the interview guide for principals will be adapted accordingly)

1. What was the role of your institution in the process of setting up and running ECE outreach interactive services for children aged 3-6 supported by UNICEF?
2. Have you been consulted about the decision to provide such services?
3. What challenges have you faced in setting up and running these services?
4. What are the major achievements that you are most proud of? Would it have been possible to achieve these results without UNICEF support?
5. What is the profile of children enrolled in these services (family background, special needs, etc.)? What enrolment policy have you used to ensure equal access of children? Have you cooperated with the Centre for Social Work and health services?
6. In your opinion, to what extent have these services covered the needs of parents/caregivers of children of preschool age in your municipality?
7. How would you assess the cooperation with UNICEF and its partners in the implementation of new services for children of preschool age by your institution?
8. In your view, have the capacity building activities managed to effectively increase the knowledge and skills of professionals and parents/caregivers to ensure good learning outcomes for beneficiary children (socio-affective, cognitive and motor perspective)? What evidence do you have to substantiate your answer?
9. Have you benefitted of training provided by the Programme? If yes, to what extent are you able to use the knowledge and skills acquired as a result of training in your everyday professional life? What about the teachers who participated in trainings?
10. Are the ECE services set up with UNICEF support still functioning? If yes, in the same parameters (staffing, duration, number of children, size of the group, endowment, etc.)? If no, why?

11. In your view, what are the prerequisites for these services to become institutionalised and scaled up country-wide?

Interview Guide for vulnerable parents/caregivers

(parents/caregivers at risk, from Danilovgrad, Bijelo Polje and Andrijevica, including also those visited at home by the teachers for counselling support on positive parenting; having in view the fact that ECE outreach services are planned to be launched not earlier than November 2016 in Pljevljia, the interview guide for parents/caregivers will be adapted accordingly)

1. Would you be so kind and tell us a bit about yourself and your family? *(civil status, occupation of parents, family size, no. of children/age, etc.)*
2. How did you learn about the new preschool services in your community?
3. Have you faced any challenges in enrolling your child in the preschool?
4. Would you have enrolled your child in the preschool if you were requested to pay a contribution?
5. Are you/Have you been satisfied with the duration and the quality of the preschool services? Why? Would you recommend these services to other parents who are in a similar situation like you?
6. What was the most tangible benefit to your child and family life that you would highlight as a result of child enrolment in the preschool?
7. Are you/Have you been involved in the preschool activities and/or in monitoring the quality of learning services? Please detail.
8. Have you benefitted of any training or counselling from the teachers (in the preschool or at home)?
(if yes) To what extent have you used the knowledge and skills acquired during the training/counselling in interacting with and stimulating your child?
(if not) Would you have needed such training or counselling? Why?
9. Do you have any particular additional needs in relation to your child (children) aged 3-6? If yes, how could you be supported to address them in the future?

GUIDES FOR FOCUS GROUPS

Guide for Focus Group with professionals

(professionals working in the preschools which provided outreach interactive services with the support of the Programme and who benefited of training)

Introduction

- Introduction of the evaluators to the group
- Presentation of participants
- Provision of background information to the focus group:
 - The purpose of the discussion

- The intended recipients of findings and how they will be used
- How feedback will be handled (issues of anonymity, confidentiality, data protection)
- Rules of the focus group: who speaks when and agreement on how to indicate when one wants to speak
- The time allocated for discussion and explanation of the focus group approach
- Answering any questions participants might have.

Discussion

1. Exploring actual learning experience

- What is your position and role in your organisation?
- Which new skills and knowledge do you retain following the trainings delivered by the Programme? Please provide 1-2 examples.
- Do you apply new skills and approaches in your work with children and parents?
- Do you have further needs for capacity building? In which area?

2. Exploring actual changes in behaviours and attitudes

- What is the profile of children that you teach/deal with? (residence, occupation of parents, socio-economic status of the family, disability, ethnicity, etc.)
- How do you see your role in the process of improving access to pre-school education for children from vulnerable groups? What is most challenging?
- What do you think have been the biggest achievements of the UNICEF-supported ECE services in terms of access of vulnerable children to pre-school education and learning outcomes?
- How do you evaluate the learning progress the children are making?
- Would have it been possible to achieve these changes (if any) without this support?
- What are the challenges ahead and ways to overcome them? Do you see any particular role for you in this process?

End of Discussion

- Thanking participants for attending and giving feedback.

Guide for Focus Group with parents/caregivers

(parents/caregivers of children who benefitted of outreach interactive services)

Introduction

- Introduction of the evaluators to the group
- Presentation of participants
- Provision of background information to the focus group:
 - The purpose of the discussion
 - The intended recipients of findings and how they will be used
 - How feedback will be handled (issues of anonymity, confidentiality, data protection)
 - Rules of the focus group: who speaks when and agreement on how to indicate when one wants to speak
 - The time allocated for discussion and explanation of the focus group approach
- Answering any questions participants might have.

Discussion

- How did you learn about the (new) preschool education services available in your municipality?

- What were the main two reasons which made you decide to enrol your child in the preschool? Have you faced any challenges in enrolling your child in these services?
- What was the most tangible benefit to your child and family life that you would highlight as a result of child participation in preschool education?
- Are you involved in preschool activities and/or in monitoring the quality of education in the respective preschool institution?
- What priority needs do you still have and how could be addressed in the future?
- (additional question for parents who benefited of home visits) To what extent do you use the knowledge and skills acquired during the counselling provided by the teachers at home as far as interaction with your child is concerned?

End of Discussion

- Thanking participants for attending and giving feedback.

MAPPING TEMPLATES

Legal and policy framework (*template*)

Title of the document*	Programme contribution**	Stage of adoption by the Government/Parliament at 15 October 2016***

* law, strategy, policy paper, other (pls specify)

**e.g. critical review, recommendations for improvement, participation in expert groups, consultations, development of a draft, other (pls specify)

*** A=adopted, U=under adoption process, S=submitted for adoption (if adopted, pls explain to what extent Programme recommendations have been considered)

Training courses delivered until 15 October 2016 (*template*)

Title of the course	Training provider	Main training topics	Period and location	No. of training hours/course	Target audience	No. of trainees	
						Male	Female

Curricula, Manuals and Studies produced under the programme by 15 October 2016 (*template*)

Title and author of the document	Type*	Year of publication/release/finalization

* M=Manual, T=Toolkit, S=Study, R=Review, C=Curriculum, O=Other (pls specify)

Beneficiary children of UNICEF programme until 15 October 2016 (template)

Municipality	Site	Type of service provider	Year of enrolment	Residence		Sex		RE	CwD/SEN	Employment status of parents		
				rural	urban	girls	boys			Both parents employed	One parent employed	Both parents unemployed

DATA SHEET - Enrolment of Children in ECE programmes

School year 2014-2015 (before the start of UNICEF programme)

Municipality*	ECE service provider		Number of children aged 3-6 in 2014					Number of children aged 3-6 enrolled in ECE in school year 2014-2015						
	No.	Type(s)	Total	of whom:					Total	of whom:				
				Girls	RE	CwD/SEN	Rural	Poor		Girls	RE	CwD/S EN	Rural	Poor
1.														
2.														
3.														
4.														
5.														
6.														
7.														
8.														

*municipalities composing both the 'treatment group' (i.e. 6 municipalities targeted by the Programme, first wave) and the 'control group'

School year 2015-2016 (one year after the start of UNICEF programme)

Municipality*	ECE service provider		Number of children aged 3-6 in 2014					Number of children aged 3-6 enrolled in ECE in school year 2014-2015						
	No.	Type(s)	Total	of whom:					Total**	of whom:				
				Girls	RE	CwD/SEN	Rural	Poor		Girls	RE	CwD/S EN	Rural	Poor
1.														
2.														
3.														
4.														
5.														
6.														
7.														
8.														

*municipalities composing both the 'treatment group' (i.e. 6 municipalities targeted by the Programme, first wave) and the 'control group'

** all children enrolled in ECE programmes, also including the beneficiaries of the Programme (but not only)

Annex 4 – Evaluation Matrix

Evaluation Questions (EQ)	Indicators/Descriptors	Data Collection Methods	Sources of information	
RELEVANCE: alignment of the Programme to Montenegro's priorities, international commitments and needs of stakeholders and beneficiaries				
EQ1	<p>To what extent was the Programme aligned with the country policies, strategies and priorities?</p>	<p>Evidence of consistency between the outcomes and specific interventions of the Programme <u>and</u> the national needs and priorities of the preschool education, identified in the situation analyses and country policy papers and strategies aimed to guide and advance preschool education reforms and advancement of human rights and gender equality</p> <p>Common understanding amongst stakeholders about the expected and actual links between the Programme results and selected national priorities</p> <p>Stakeholders can identify actual or potential areas of divergence between the national strategies and the Programme results and strategies</p>	<p>Mapping of situation and contextual analyses Documentary review focused on links between the situation analyses, studies, key national strategies and Programme Results Matrix</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, Parliament, International development partners, CSOs</p>
EQ2	<p>Has the Programme been relevant in terms of European and internationally agreed goals and commitments of the country, norms and standards guiding the work of UNICEF in Montenegro and the Government?</p>	<p>Evidence of alignment of Programme objectives and specific interventions with the international human rights and gender equality standards and EU accession agenda</p> <p>Clear identification of specific Programme results and strategies addressing issues and recommendations from treaty body reports, MDG reports, EU annual progress reports and EU strategies</p> <p>Stakeholders can identify actual or potential areas of divergence between recommendations from treaty bodies and EU, and results and strategies of the Programme</p>	<p>Documentary review and structured desk analysis focused on relevant treaty body reports, concluding observations and recommendations, MDG reports, EU progress reports, EU strategies and linkages with Programme results matrix</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, Parliament, International development partners, CSOs</p>
EQ3	<p>Has the Programme addressed the underlying causes of low coverage of children in preschool education in Montenegro and responded to the needs of children aged 3-6, especially of the most vulnerable children, from the perspective of:</p> <ul style="list-style-type: none"> - Equity - Human rights principles (non-discrimination, participation, etc.) - Gender mainstreaming 	<p>Level of adequacy of Programme design to the needs of vulnerable children (CwD, RAE, poor, living in rural areas, etc.) and their families identified in reliable assessments, studies, reviews of ECE, poverty, social exclusion, vulnerability and deprivation in Montenegro</p> <p>Evidence of consistency between the needs and priorities for broadening access to ECE of vulnerable children, the strategy implemented by the Programme and the overarching principles of equity, anti-discrimination, gender equality, participation and progressive realisation of children's rights</p>	<p>Stakeholders mapping Mapping of available situation and contextual analyses Documentary review and structured desk analysis focused on the links between the analytical literature, Programme concept notes, ToC, Results Framework and implementation strategies, and human rights principles, equity and gender equality Testing of the ToC</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, principals of preschool</p>

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
		<p>Examples of most effective/ineffective approaches and strategies for addressing the key causes of inequality and discrimination hindering the access of children aged 3-6 to ECE services in the reference period, in particular of vulnerable children</p> <p>Presence of equity, HRBA and gender equality as cross-cutting issues within the Programme concept notes, ToC, implementation strategies, accountability (results) frameworks (including indicators) and reporting</p>	<p>Focus groups</p> <p>Site visits, direct observation</p>	<p>institutions, vulnerable parents (during site visits), International development partners, CSOs</p> <p>Professionals, parents/caregivers</p> <p>Preschool institutions</p>
EFFECTIVENESS: the extent to which the Programme interventions attained planned objectives and results				
EQ4	<p>What is the achievement level of planned results (quantitative and qualitative) compared to stated objectives?</p>	<p>The Programme has a well defined intervention logic, demonstrating how the outputs will produce the intended outcomes</p> <p>Objective comparison of actual outputs achieved against the set targets, including consideration of annual adjustments</p> <p>The outputs produced the intended outcomes (quantitative and qualitative)</p> <p>Intended outcomes (i) have been achieved, (ii) have been partially achieved (in which areas) or (iii) have not been achieved to date</p>	<p>Documentary review focused on the ToC, annual reviews and progress reports</p> <p>Mapping of results against the Results Framework of the Programme and associated interventions, based on internal M&E systems and data available at national and municipality levels</p> <p>Contribution analysis to determine progress against intended results and pathways generated</p> <p>Interviews</p> <p>Focus groups</p> <p>Site visits, direct observation</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, Parliament, Donor, principals of preschool institutions, vulnerable parents (during site visits), CSOs</p> <p>Professionals, Parents/caregivers</p> <p>Preschool institutions and beneficiaries</p>
EQ5	<p>To what extent did the Programme interventions contribute to expanding ECE in Montenegro and reducing bottlenecks and barriers in the access of children to quality and equitable ECE, especially of the most vulnerable ones, having in view the following aspects:</p> <ul style="list-style-type: none"> - awareness raising of government and parliament on the importance of expanding ECE - changing knowledge, attitudes and 	<p>Outcome indicators:</p> <ul style="list-style-type: none"> • Budgeted, accountable and evaluable ECE expansion strategy and action plan approved by the Government • Number of children enrolled in outreach interactive services, disaggregated by residence (urban/rural), sex, disability, ethnicity • % of children aged 3-6 enrolled in preschool institutions supported by the Programme of the total number of eligible children in the targeted municipalities (villages) disaggregated by municipality, residence (urban/rural), sex, disability, ethnicity • Rate of increase in enrolment of children (3 – 6 years) in 	<p>Mapping of bottlenecks and barriers</p> <p>Documentary review focused on annual progress reports, Programme strategies and deliverables, available determinant analyses, MTR, annual progress reports</p> <p>Contribution analysis to determine factors which promoted or blocked the progress against intended results</p> <p>Mapping of risk analyses and mitigation strategies</p>	<p>Reference materials for evaluation</p>

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
	behaviour of parents in favour of ECE	<p>municipalities targeted by the campaign, in comparison to the year prior to the campaign</p> <p>Bottlenecks and barriers identified and analysed in relation to their impact on the access of children to ECE</p> <p>Evidence of measures taken to cope with barriers and overcome challenges and bottlenecks upon the realisation of children's rights to quality ECE, in particular of vulnerable children</p> <p>Evidence of successful/ unsuccessful effects of risks mitigation measures and strategies</p>	<p>Interviews</p> <p>Focus groups</p>	<p>UNICEF, Government, Parliament, International development partners, principals of preschool institutions, vulnerable parents (during site visits), CSOs</p> <p>Professionals, Parents/caregivers</p>
EQ6	What were the main factors which contributed or hindered the achievement of the intended Programme outcomes to date?	<p>Factors identified and rated as promoting or diminishing the effectiveness of the Programme</p> <p>Evidence of UNICEF of making good use of facilitating factors and country context (operating space) to achieve outputs and outcomes</p>	<p>Mapping of factors which promoted or impeded the progress against intended results for contribution analysis</p> <p>Documentary review focused on available determinant analyses, MTR, annual progress reports, risks and assumptions, risks analyses</p> <p>Interviews</p> <p>Focus groups</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, Parliament, International development partners, principals of preschool institutions, vulnerable parents (during site visits), CSOs</p> <p>Professionals, Parents/caregivers</p>
EQ7	Has the implementation of the Programme produced any additional, unplanned effect (positive or negative)?	<p>Evidence through examples of additional results/effects and their appraisal</p> <p>Effects (positive or negative) of identified results</p>	<p>Documentary review focused on MTR, progress reports and evaluation reports, third party researches, studies and assessments, data from M&E systems</p> <p>Interviews</p> <p>Focus groups</p> <p>Site visits, direct observation</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, Parliament, principals of preschool institutions, vulnerable parents (during site visits), CSOs</p> <p>Professionals, Parents/caregivers</p> <p>Preschool institutions and beneficiaries</p>
EFFICIENCY: extent to which the management of the Programme ensured timelines and an efficient utilization of resources to achieve its objectives				
EQ8	How well has the implementation of the Programme been managed ? What monitoring and reporting	Management of the Programme ensured timeliness and quality of outputs and efficient use of resources	Document review and system analysis focused on the Programme management, monitoring and quality assurance arrangements and	Reference materials for evaluation

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
	<p>systems and tools have been used and how did they contribute to the Programme management process?</p>	<p>Chosen management and implementation modalities are in line with best practices of other UNICEF or donors' interventions</p> <p>Evidence that chosen management modalities provided for needed efficiency, timely delivery and adaptation/flexibility in the Programme implementation</p> <p>Examples of management intervention for overcoming barriers and constraints in implementation</p> <p>Stakeholder perceptions about the efficiency of the overall Programme management</p>	<p>responsibilities</p> <p>Systematic data review, particularly of UNICEF M&E systems and data</p> <p>Interviews</p> <p>Focus group</p>	<p>UNICEF, Government, Donor, principals of preschool institutions, other implementing partners</p> <p>Professionals</p>
EQ9	<p>Were financial resources used appropriately? Were funds managed in a cost-effective manner to achieve expected results? Could the same results have been achieved with fewer resources?</p>	<p>Financial resources are broadly in line with scale and scope of expected results</p> <p>Perceptions about costs vs. benefits of Programme results and the efficiency of implementation modalities used (avoiding waste and duplication)</p> <p>Perceptions about the financial costs of UNICEF programmatic assistance vs. those of other international partners</p> <p>Examples of Programme activities with a good/poor cost-effectiveness level</p> <p>Evidence of efforts made to achieve efficiency gains and savings</p> <p>Value for money</p>	<p>System analysis of management strategies</p> <p>Documentary review of resource utilization reports, delivery mechanism, costing scenarios, benchmarking studies</p> <p>Systematic data review, particularly of UNICEF M&E systems and data and of implementing partners (RWPs, PCAs, DCTs)</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, other implementing partners, Donor, International development partners</p>
EQ10	<p>To what extent and how has the implementation strategies of the Programme contributed to achieving better synergies, avoiding overlaps with similar interventions?</p>	<p>Efficiency gains achieved through synergy (concerted efforts to optimise results and avoid duplication)</p> <p>Coherence between the Programme and similar interventions' objectives; co-ordinated implementation schedules</p> <p>Demonstrable effects of complementarity or/and overlaps, both upstream on the level of UN/donor coordination and downstream on Programme implementation level</p>	<p>Stakeholder mapping</p> <p>Mapping of similar ECE initiatives</p> <p>Documentary review of similar ECE initiatives, minutes of coordination meetings, reviews, progress reports and evaluations</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, International development partners</p>
<p>IMPACT: long-term effects produced by the Programme interventions upon the social inclusion of vulnerable children and progressive realisation of children's rights</p>				

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
EQ 11	Has the Programme contributed to an increase in the enrolment of children in preschool education, especially of the vulnerable children, in targeted municipalities?	<p>Credible contribution of the Programme to the overall increase in the enrolment rate of children aged 3-6 in preschool education in targeted municipalities</p> <p>Stakeholders can provide evidence of reduced equity gaps in enrolment with contribution from the Programme</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Increase rate in the number of enrolled children in ECE in the targeted municipalities • Increase in the enrolment of preschool age children in the targeted municipalities ('treatment group') compared to the 'control group' 	<p>Documentary review of national education statistics, UNICEF M&E systems and data, Programme progress reports</p> <p>Aggregation and comparative analysis of data collected via the Data Sheet in targeted municipalities ('treatment group') and the 'control group'</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, principles of preschool institutions</p>
EQ12	To what extent has the Programme impacted on the learning outcomes of children aged 3-6 in the targeted municipalities?	<p>Evidence and examples of positive effects and benefits of the outreach interactive services on targeted children</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Satisfaction level of parents/caregivers concerning the effects of new services on the development of their children (low/moderate/high) • Preschool professionals are able to provide at least 2 examples of progress made by beneficiary children in each of the following areas of child development and learning: social-affective, cognitive, motor, as a result of the Programme (yes/no/partially) • Contribution of the Programme to the progressive realisation of children's rights in targeted municipalities (none/modest/significant) 	<p>Mapping of progress against recommendations from treaty bodies</p> <p>Documentary review and structured desk analysis focused on progress reports, field monitoring reports, training reports, individual portfolios / assessments of beneficiary children by teachers</p> <p>Interviews</p> <p>Focus groups</p> <p>Site visits, direct observation</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, principles of preschool education, parents of vulnerable children (during site visits), CSOs</p> <p>Professionals, Parents/caregivers</p> <p>Preschool institutions, beneficiary children</p>
SUSTAINABILITY: extent to which the benefits (results) achieved by the Programme are sustainable (likely to continue beyond the intervention cycle)				
EQ13	To what extent are the results (benefits) from the Programme sustainable or likely to be maintained over time, in particular the new ECE services?	<p>Evidence of:</p> <p>a. Still functioning outreach interactive services in the targeted municipalities after their testing by the Programme, at the same quality level (number of beneficiary children, duration/week, staffing, toy libraries/didactical materials, premises)</p> <p>c. Tested outreach interactive services are part of the standard service provision provided in the community to children aged 3-6</p> <p>d. Scaling-up of these services in other municipalities</p> <p>e. Allocations of funds in national budget for the functioning of services tested by the Programme</p>	<p>Document review focused on Programme deliverables and results</p> <p>Interviews</p> <p>Focus groups</p> <p>Site visits, direct observation</p>	<p>Reference materials for evaluation</p> <p>UNICEF, Government, principles of preschool institutions (during site visits), CSOs</p> <p>Professionals, Parents/caregivers</p> <p>Preschool institutions</p>

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
		Indicators: <ul style="list-style-type: none"> • Availability of a plan for upscale of outreach interactive services • Number of developed LIPs for ECE expansion • Number of municipalities where interactive services have been up-scaled (second wave) Triangulation of perceptions about the sustainability of the Programme results/benefits		
EQ14	What measures has UNICEF undertaken to ensure that results to which it contributed are not lost?	Evidence of exit strategies and measures undertaken by UNICEF to ensure ownership and sustainability of results (legal/policy, financial and institutional/capacities) Evidence of: <ol style="list-style-type: none"> Concrete changes in national policy and strategic framework that can sustain the Programme results Allocations of funds in national budget for the functioning of services tested by the Programme Institutional capacity in place to sustain levels of achievement or a strategy/plan exists to indicate how it will be developed and funded Ownership of the Programme results within the Government and preschool institutions Ensuring sustainability is a subject matter regularly discussed by the UNICEF and the Government Risks to the sustainability of the Programme results have been identified and addressed	Mapping of policies and strategies Analysis of the legal, policy and institutional framework in place that will help to sustain the Programme results/benefits Documentary review focused on exit strategies, minutes of meetings between UNICEF and national counterparts Mapping of risks and systemic barriers to sustainability, risks mitigation strategies Analysis of mitigation measures Interviews Focus groups	Reference materials for evaluation UNICEF, Government, Parliament, Donor, International development partners, principals of preschool institutions (during site visits) Professionals, Parents/caregivers

Annex 5 – Evaluation Sample and Control Group

Apart from desk review of relevant documentation, semi-structured interviews with key informants and focus groups, the evaluation methodology included site visits to a sample of municipalities for in-depth review.

The sample has been constructed based on the following sampling criteria:

- 1) *Geographical distribution of municipalities* i.e. a) municipalities from all regions where outreach interactive services have been tested or planned to be tested, proportional to the overall number of municipalities targeted by the Programme in the respective regions; b) urban / rural balance i.e. municipalities which are “predominantly rural” and “predominantly urban” - many vulnerable children aged 3-6 live in rural areas and the Programme aimed to increase their access to preschool education, as specified in various programmatic documents; important for checking the relevance and equity aspects.
- 2) *Development level of municipalities* i.e. municipalities which belong to various development groups, according to the Montenegrin Law on Regional Development, from more developed groups (4-6, with a development index above 75% of the national average to less developed ones (1-3, with development index below 75% of the national average) – the development level may influence the ECE service provision and demand.
- 3) *Typology of bottlenecks in ECE enrolment addressed by the Programme* i.e. long distance towards an available preschool institution/unit; overcrowding of existing preschool institutions/units due to lack of space - important from the perspective of analysing the relevance of the Programme.
- 4) *Level of enrolment in ECE before the start of the Programme* i.e. low, medium and high rates – also important for analysing the relevance of the Programme and its effectiveness.
- 5) *Typology of Programme interventions*, i.e. outreach interactive services; alternative 3-hour programmes; LIPs – important from the perspective of analysing various delivery mechanisms of preschool education and their effectiveness and efficiency.

An additional sampling criteria has been initially considered, referring to the *Vulnerable beneficiary children* i.e. RAE children, CwD/SEN, poor children among overall beneficiary children, as the Programme has been focused on increasing the early learning opportunities particularly for vulnerable children and there are specific evaluation questions in this respect. This sampling criterion has been finally disconsidered as no disaggregated data on beneficiary children were made available during the Inception Phase.

A ‘control group’ of municipalities has been also constructed in order to compare the effects of the Programme on increased participation in ECE from a quantitative point of view between the targeted municipalities (the so-called ‘treatment group’) and the ones not supported by the Programme (called ‘control group’). The construction of the control group was challenging since all other municipalities in the Northern part of the country (which are the poorest and with the lowest enrolment rates) had to be excluded due to the spillover effect of the campaign “Preschool for All” as well as of the preparatory actions for launching the second wave of outreach interactive services. Therefore, the control group had to rely on municipalities from South and Centre which are usually better off. This limitation of the constructed counterfactual was carefully considered when analysing data and drawing conclusions related to Programme impact.

The Sample (Table A) which resulted after the review of key Programme documentation, analysis against sampling criteria and discussion with UNICEF CO is composed of 4

municipalities, representing around 31% of the total number of municipalities targeted by the Programme. The Control group consists of 3 municipalities.

Table A. The Evaluation Sample and Control group

Sample	Control group
Bijelo Polje	Niksic
Andrijevisa	Bar
Pljevlja	Ulcinj
Danilovgrad	

Table B provides an overview of the sampling criteria and compliance of the sampled municipalities. The Control group is also included in the table to provide an image of some of its characteristics and commonalities with the sample group strictly from the perspective of sampling criteria.

Table B. Evaluation Sampling Criteria

Sampling criteria	Sampled municipalities	Control group
Geographical distribution of municipalities		
<ul style="list-style-type: none"> • regional distribution <ul style="list-style-type: none"> - North-East - North-West - Centre - South • Urban/rural balance⁵ <ul style="list-style-type: none"> - predominantly rural - predominantly urban 	Bijelo Polje, Andrijevisa Pljevlja Danilovgrad - Bijelo Polje, Andrijevisa, Danilovgrad Pljevlja	- ⁶ - ⁷ Niksic Bar, Ulcinj Bar Niksic, Ulcinj
Development level of municipalities (% deviation from the average development index)⁸		
<ul style="list-style-type: none"> • group 1 (below 30%) • group 2 (30-50%) • group 3 (50-75%) • group 4 (75-100%) • groups 5-6 (above 100%) 	- Bijelo Polje, Andrijevisa Pljevlja - Danilovgrad	- - - Niksic, Ulcinj Bar
Typology of bottlenecks in ECE enrolment addressed by the Programme		
<ul style="list-style-type: none"> • distance • overcrowded groups 	Bijelo Polje, Andrijevisa, Pljevlja Danilovgrad	<i>Not applicable</i>
Level of enrolment in ECE (enrolment rate in 2012)⁹		

⁵ Most population live in rural, respectively urban areas (Source: Census of Population, Households and Dwellings in Montenegro 2011)

⁶ There are no northern municipalities which have not benefited from the introduction of outreach services. Those coming up in second wave - commencing in November 2016 - are contaminated by the spillover effect of the campaign as well as by already taking preparatory actions towards the launch of outreach interactive services. Therefore, no northern municipality has been included in the control group.

⁷ Ibid

⁸ Strategy for Rural Development of Montenegro 2014 – 2015

⁹ Prica, I. et al. (2014), "A Study on Investing in Early Childhood Education in Montenegro", UNICEF Montenegro

Sampling criteria	Sampled municipalities	Control group
<ul style="list-style-type: none"> • above 65% • 40-65% • below 40% 	<p>-</p> <p>Pljevlja (43%), Danilovgrad (47%)</p> <p>Andrijevica (23%), Bijelo Polje (35%)</p>	<p>-</p> <p>Bar (44%), Niksic (42%)</p> <p>Ulcinj (39%)</p>
Typology of Programme interventions		
<ul style="list-style-type: none"> • outreach interactive services (first wave) • outreach interactive services (second wave) • alternative 3-hour programmes • LIP 	<p>Bijelo Polje, Andrijevica, Danilovgrad</p> <p>Pljevlja</p> <p>Danilovgrad, Andrijevica</p> <p>Danilovgrad, Andrijevica</p>	<p><i>Not applicable</i></p>

Annex 6 – Documents Consulted during Evaluation

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- UNICEF (2012), “Investing in Early Childhood Education in Serbia”, Belgrade
- UNICEF Montenegro (2014), “Montenegro and Montenegro Roma Settlements. Multiple Indicator Cluster Survey 2013”
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- World Economic Forum (2014), “The Global Competitiveness Report 2014-2015”, Geneva

Programme documentation:

Programme concept note, Results Framework and ToC; progress reports; financial reports; field monitoring reports; Programme deliverables; reports of training courses; proposals of Ministry of Education (Ref.no: 618-22/2015-2, Ref.no: 600-48/2016; Rolling Workplans UNICEF-Government; materials for the conferences; briefing points for meetings of UNICEF with decision-makers; Programme monitoring data; MEIS; ToR consultants; national legislation, strategies and action plans.

Internet resources:

- <http://www.tradingeconomics.com/montenegro>
- <http://www.monstat.org/eng/>
- http://ec.europa.eu/economy_finance/eu/forecasts/2016_spring/cc_montenegro_en.pdf
- <https://www.oecd.org/pisa/pisa-2015-results-in-focus.pdf>
- https://www.unicef.org/montenegro/UNICEF_-_Strategija_PVO_u_CG_-_ENG.pdf
- <http://www.issa.nl/content/who-we-are>
- <http://www.heckmanequation.org/content/resource/invest-early-childhood-development-reduce-deficits-strengthen-economy>

Annex 7 – People Consulted during Evaluation

No.	Name	Position/function	Institution/organisation
UNICEF			
1.	Benjamin Perks	Representative	UNICEF Montenegro
2.	Maja Kovačević	Education Officer	UNICEF Montenegro
3.	Marija Novković	Social Policy Officer	
4.	Jelena Perović	Communication Officer	UNICEF Montenegro
5.	Seka Bušković	Operations Officer	UNICEF Montenegro
6.	Jadranka Vučinić	Finance Officer and Program Assistant	UNICEF Montenegro
7.	Pia Bretto		UNICEF HQ
8.	Elinor Bajraktari		UNICEF HQ
9.	Deepa Grover		UNICEF Regional Office
Government of the Republic of Montenegro			
10.	Arijana Nikolić Vučinić	Director of the Directorate for Preschool and Primary Education / Deputy Minister	Ministry of Education
11.	Tamara Milić	Head of the Section for Inclusive and Preschool Education	Ministry of Education
12.	Vesna Pejović	Senior Advisor for Preschool Education	Ministry of Education
13.	Jelena Konatar		Ministry of Education
14.	Goran Kušević	Director of Directorate for Social and Child Protection	Ministry of Labour and Social Welfare
15.	Svetlana Sovilj	Secretary of the National Council for Children Rights	Ministry of Labour and Social Welfare
16.	Mira Jovanovski Dašić	Director of the Directorate for Biomedicine	Ministry of Health
17.	Ljiljana Ivanović	Deputy Director	Bureau for Education Services
18.	Anita Marić	Advisor for Inclusive Education	Bureau for Education Services
19.	Anđa Backović	Advisor for International Cooperation	Bureau for Education Services
20.	Jelena Konatar	Data base administrator	Ministry of Education
21.	Helena Đurović	Data base administrator	Ministry of Education
22.	Slobodanka Burić	Advisor	Ministry of Finance

23.	Tamara Gačević	Advisor	Ministry of Finance
24.	Igor Lukšić	former Minister of Foreign Affairs and European Integration/former President of the Council	Council for Regulatory Reform Business Environment Improvement
Parliament			
25.	Branka Tanasijević	MP, former chair of the Parliamentary Committee on Health, Labour and Social Welfare; presently the chair of the Parliamentary Committee on Education, Science, Culture and Sport	Parliament of Montenegro
International Organisations			
26.	Vanja Madžgalj	Director	British Council
27.	Romain Boitard	Task Manager	EU Delegation to Montenegro
Academia, Civil Society Organisations			
28.	Kristina Mihailović	President	NGO Roditelji
29.	Anka Đurišić	President	NGO Association of Parents of Children with Disabilities "Staze"
30.	Biljana Maslovarić	President (also Vice Dean for international cooperation, Faculty of Philosophy)	Pedagogical centre
31.	Marijana Blečić	"Preschol for All Campaign" Coordinator (also teaching assistant at Faculty of Philosophy)	Pedagogical centre
32.	Tatjana Novović	Head of the Preschool Education Department	Faculty of Philosophy
Preschool institutions			
33.	Zorka Kraljević	Director	"Maša" Kindergarten – Private preschool institution
34.	Grujić Mirjana		"Maša" Kindergarten – Private preschool institution
35.	Duška Ulama	Director	JPU "Irena Radović", Danilovgrad
36.	Slavica Đurović	Preschool teacher	JPU "Irena Radović", Danilovgrad
37.	Sladžana Kovačević	Psychologist	JPU "Irena Radović", Danilovgrad
38.	Abela Popović	Director	JPU "Eko bajka", Pljevlja
39.	Ljiljana Milović		JPU "Eko bajka", Pljevlja
40.	Anđelić Vukica		JPU "Eko bajka", Pljevlja

41.	Vasilije Tešović	Director	OŠ "Mihailo Žugić", Odžak, Pljevlja
42.	Ida Četković	Director	JPU "Dušo Basekić"
43.	Gordana Knežević	Deputy director	JPU "Dušo Basekić"
44.	Dostana Cvijović	Pedagogue	JPU "Dušo Basekić"
45.	Sanja Bugarin		JPU "Dušo Basekić"
46.	Dobrašin Lalević	Director	OŠ "Bajo Jojić"
47.	Mirjana Perović		OŠ "Bajo Jojić"
48.	Vulić Desa		OŠ "Bajo Jojić"
Other			
49.	Itana Kovacevic	Trainer	

Note:

The list above does not include the professionals and parents/caregivers who participated in the focus groups and the vulnerable parents who were interviewed. It does not include the children groups with whom the evaluation team had guided discussions and were subject to direct observation.

Annex 8 – Budget of the Programme

MAIN STREAMS OF ACTION	TOTAL SPENT by 19.01.2017	Of which:		Description of costs
		GRANT	UNICEF	
A. Policy advocacy	39,329	15,320	24,009	Conferences, quality assurance and advocacy, printing of study 2013 and strategy 2016-2020
B. Preschool for All campaigns	188,093	30,556	157,537	KAP surveys, promotional materials, organisation costs, fees and logistics for local implementation partners, transportation and lunch costs for participants in 32 events
C. ECE services	69,103	69,103	-	Outreach interactive services (endowment, meetings, roundtable, trainings, monitoring, upgrading of MEIS, management); Alternative 3-hour programme (LIPs, training, endowment, piloting, monitoring, MEIS, meetings); Transition plan
D. Consultancy and evaluation	69,562	69,562	-	Education specialist, C4D consultant, Strategy consultant, evaluation of the Programme
E. Miscellaneous	37,874	37,874	-	Participation in ECD multi-country initiative workshops and Direct charge (payments charged to contracts and forex)
TOTAL	403,961 (99.4% of overall budget)	222,415	181,546	

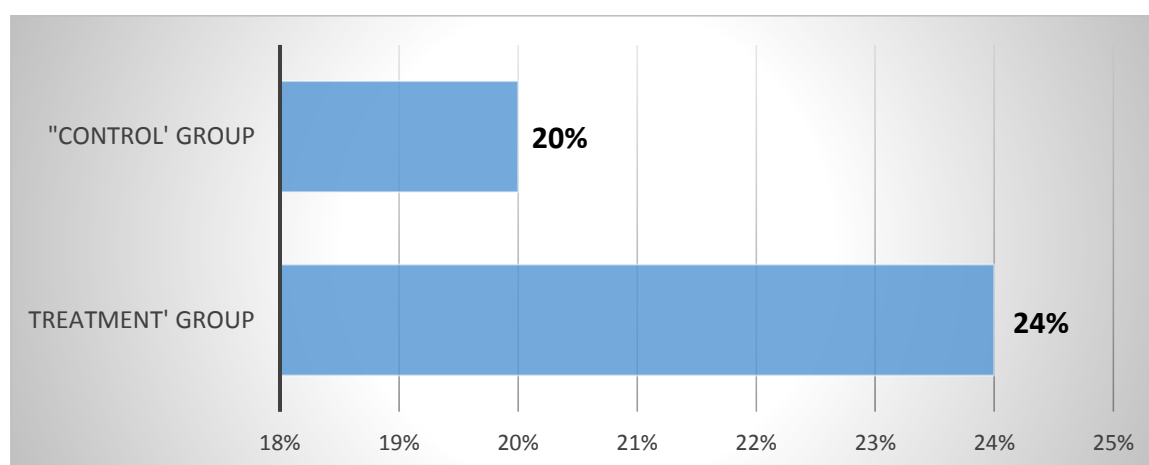
Source: Grouped by main streams of action and calculated by the evaluation team based on 'Fund Monitoring by Grant' (at 19.01.2017) and 'UNICEF Contribution to ECE related initiatives'

Annex 9 – Results of Counterfactual Analysis

- **Indicator: Increase in the enrolment of preschool age children in the targeted municipalities ('treatment group') compared to the 'control group'**

Comparing the enrolment data in the treatment group with those in the control group, one may note that the increase in enrolment in 2015/2016 as against 2014/2015 was four percentage points lower in the municipalities where the Programme has not intervened compared to those where it did (see Figure below).

Increase in the enrolment of children in 2015/2016 compared to 2014/2016 (%)



It is to be mentioned that the high profile conferences on the importance of ECE, organised by the Programme, were attended by representatives of PSIs from the municipalities forming the control group. At the same time, the alternative 3-hour programme started to function in two of the three control municipalities during the evaluation process. It meant that the control group was to a certain extent 'contaminated' by these activities, making the difference in the enrolment rates recorded between the treatment and control groups to be much lower than it would have been without such influence.