Report to NORAD on desk review of inclusive education policies and plans in Nepal, Tanzania, Vietnam and Zambia

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Contents

Abbreviations and acronyms

ASIP	Annual Strategic Implementation Plan [Nepal]
ECCE	early childhood care and education
EMIS	Education Management Information System
ESDP	Education Sector Development Programme [Tanzania]
DEP	District Education Plan [Nepal]
DoE	Department of Education [Nepal]
EENET	The Enabling Education Network
EFA	Education for All
HDI	Human Development Index
MDGs	Millennium Development Goals
MoE	Ministry of Education [Zambia]
MoES	Ministry of Education and Sports [Nepal]
MoEVT	Ministry of Education and Vocational Training [Tanzania]
NFE	non-formal education
PEDP	Primary Education Development Plan [Tanzania]
PTA	parent-teacher association
SIP	School Improvement Plan [Nepal]
SEDP	Secondary Education Development Plan [Tanzania]
SESP	Secondary Education Support Program [Nepal]
SMC	school management committee [Nepal]
UN CRC	United Nations Convention on the Rights of the Child
UPE	universal primary education
VEP	Village Education Plan [Nepal]

Executive summary

Education is a high priority in Norway's development aid strategies and particular attention is given to the inclusion of vulnerable and marginalised groups. However, Norad's recent experience shows that few countries have developed the necessary mechanisms to ensure presence, participation and achievement of all learners in education – essential for achieving EFA goals. This review of selected policy and planning documents from Nepal, Tanzania, Vietnam and Zambia therefore sought to provide initial insights into the current inclusive education policy situation in these countries, to inform Norad's financial and technical support programmes.

Due to time constraints, the reviewed documents do not cover all of the education policies or plans available from each country, and as such this initial review should be supplemented with further analysis of other policies and plans as they become available.

Common challenges

The document review highlighted several commonly experienced challenges across the selected countries that Norad, embassies and other donor agencies may wish to focus on (when working with these and other countries), including:

- confusion over how to define inclusive education, and its relationship with the concept of quality education. None of the reviewed documents presented thoroughly clear and unambiguous definitions or interpretations of inclusive education, and a focus on inclusion as a disability issue persists.
- how to balance work on increasing educational access/enrolment with efforts to improve the quality of education. All of the countries show commitment to quality as well as access, but access often seems to be tackled first or in more detail.
- how to move forward with a more holistic view of inclusion. Inclusive education is often perceived as interventions for individual groups, and a vision of a unified system in which formal, non-formal, mainstream and segregated provision work together towards a common goal of quality, inclusive education for all seems still to be some way off.
- how to budget for inclusive education work. While a full analysis of the economics of inclusive education requires a separate specialist analysis, this review suggests that there is confusion as to how to allocate funding to inclusive education.
- how to collect data on marginalisation problems, in particular how to work better with communities/stakeholders to identify the most hidden of excluded children. The countries reviewed have various mechanisms for collecting education-related data, but data collection around diversity and exclusion, through participatory, community-involved processes still needs strengthening.
- how to revise teacher education in a way that makes learning about inclusive education the norm for every teacher, rather than a specialist area of study. Reform of teacher education in order to deliver higher

quality education is important for all the countries, but inclusive education is not routinely covered in these reform discussions.
- how to achieve increased flexibility in curriculum development to match the flexibility required by a successful inclusive education system. Curriculum reform appears important for the reviewed countries, but creating reform which is based on stakeholder input and which enables local flexibility to suit learners' needs remains a challenge.
- strengthening the rights base for inclusive education within national policies and plans.

Key issues for the selected countries

Nepal
The reviewed documents present a picture of stated commitment to education for all. But they also show some confusion over the nature of inclusive education (is it just a programme for disabled learners?) and how special schools, assessment centres, resource centres, etc, fit together in the move towards quality mainstream education for all. Commitments to access and quality are in place, though they are possibly not given equal or simultaneous attention. Processes for decentralisation offer sound bases for increased flexibility in education provision, in line with the needs of inclusive education. However, there may be a need for greater clarity as to how local/community planning processes could embrace inclusive education goals.

Various initiatives exist to support the education of marginalised groups, but ongoing reflection on their effectiveness and appropriateness may be needed (e.g. to determine if scholarships support or hinder inclusion; to determine how better to involve males in the development of education equality for females; to ensure that all teachers learn about inclusive education, rather than selected teachers being trained in specific issues of marginalisation, etc). Nepal has various data collection and education monitoring mechanisms, but the extent to which they provide useful information on exclusion issues may need attention. The role of community-EMIS (Education Management Information System) in the development of inclusive education, and its links with other decentralised education management and monitoring mechanisms, may also need further investigation.

Tanzania
Education for All is a commitment for Tanzania. Inclusive education as a concept is rarely mentioned in the reviewed documents (although activities that seem to match inclusive education do appear), while discussion of 'special needs' education is more common. There is a lack of clarity in the policies and plans regarding how these two concepts might differ or overlap. Initiatives mentioned for marginalised groups mainly focus on disabled children and girls, with language/mother tongue teaching issues being noticeably absent, despite the large number of languages spoken across the country. The reviewed documents indicate some commitment to issues of data collection around, and monitoring of, education for marginalised learners, but they do not offer explicit information on how these will be achieved. There is commitment to offering

teachers support through resource centres. This is not explicitly support with inclusive education development, but may provide a basis for such support. There is also commitment to educating some teachers on inclusive education, though this appears not to be planned as universal training for all teachers, and the reviewed documents suggest there may be a lack of clarity between concepts of special needs and inclusive education within teacher training. Improvements to school infrastructure are discussed, primarily in relation to disability rather than other inclusion issues (such as girls' safety/privacy).

Vietnam
The documentation review for this country involved only one document, so analysis of further documentation is ideally needed to build an accurate picture of inclusive education policy and planning in Vietnam. The document offers a certain degree of clarity around the definition of inclusive education, though at times suggests more of an integration than inclusion interpretation. There is commitment to prioritising quality, not just access, although details for how to achieve this are limited. There is also mention of a special programme to support access to education for marginalised groups, although the reviewed document offers few practical details. Language/mother tongue issues are not mentioned, which could be a significant omission given the diversity of languages spoken in Vietnam. Likewise, while teacher education is a priority, training on inclusive education is not discussed. The document suggests a commitment to improving monitoring/evaluation within education. This is not discussed specifically in relation to inclusive education, but may indicate a basis for improved data collection and monitoring regarding education for marginalised groups. There are discussions about school infrastructure, but not specifically in relation to accessibility/inclusion.

Zambia
The reviewed documents stress that education for all is a right, and unlike the other selected countries, there is mention of parental rights to choose schools for their children. The documents show varying degrees of clarity regarding the concept of inclusive education, with some possible confusion between integration and inclusion. Quality in education is stressed along with access, though greater clarity may be needed regarding conceptual links between inclusive education and quality education. Marginalised groups receiving most attention in the documents are girls, disabled children (though the documents possibly endorse special education, they are slightly ambiguous) and poor/vulnerable children. Little focus is given in these documents to language issues, even though Zambia has a policy of mother-tongue teaching in early basic education.

There may need to be more attention paid to developing a 'whole system change' approach to inclusive education, rather than focusing on improved inclusion for one group at a time. Data collection and monitoring processes exist, but may need to be strengthened specifically in relation to inclusive education. The documents suggest that teacher education is covering specific marginalisation issues and active teaching methods, but is not yet comprehensively training teachers about inclusive education; and that the potential of teacher resource centres in supporting inclusive education may not

be being maximised. The documents suggest that funding is being allocated to education for marginalised groups, but not necessarily to the development of inclusive education in its broader sense. School infrastructure is mentioned in relation to education access and quality, though mainly just for girls and disabled children.

Conclusion
Each of the countries has demonstrated, through the reviewed documents, commitments to improving educational access and quality for all learners. To varying degrees, the policies and plans suggest progress towards more inclusive education, tackling discrimination and promoting diversity, though there remains much still to do. The development of inclusive education (at local and national level) takes time. The benefits of learning from others' experiences in this regard cannot be underestimated, and international bodies such as Norad can play a significant role in facilitating or supporting such learning among its partners. There is globally still a lack of policy-related research on inclusive education, and so this review could be a starting point for greater sharing of policy and planning lessons among and beyond Norad partners.

1. Introduction

Norway is a donor to a number of Education for All (EFA) programmes throughout the world. Education is a high priority in Norway's development aid strategies and particular attention is given to the inclusion of vulnerable and marginalised groups. However, NORAD's recent experience shows that few countries have developed the necessary mechanisms to ensure presence, participation and achievement of all learners in education – essential for achieving EFA goals. Therefore this review was initiated by NORAD to provide insights into the current inclusive education policy situation in selected countries, in order to inform NORAD's financial and technical support programmes. (The terms of reference for the review can be found in Appendix 1.)

Four countries were selected by NORAD: Nepal, Tanzania, Vietnam and Zambia. Key policy and planning documents from these countries were provided to the consultants by NORAD.[1] These documents do not necessarily represent all of the education policies or plans that are available from each country, rather they represent the materials that were available to NORAD in the timeframe. This review must, therefore, be treated as an initial piece of research, which can and should be supplemented with further analysis of other policies and plans as they become available. The analyses and recommendations are based solely on the available documentation. They do not take account of additional or alternative government positions and commitments that might be contained in other policies and plans that were not reviewed.

This report is divided into three main sections. Chapter 2 outlines the conceptual framework around inclusive, integrated and special education, on which the analysis of policies/plans was based. Chapter 3 provides an overview of common challenges to the development of inclusive education found in the reviewed documents. Finally, Chapter 4 offers more detailed analysis of the documents from each country, with recommendations for ways in which embassies/Norad/donors could advise and support the strengthening of inclusive education policies and plans in these and other countries.

Within the text, the reviewed documents are referred to by number. For example, within the Tanzania section (section 3.2), reviewed document [5] is *"The Secondary Education Development Plan (SEDP) Annual Performance Report July 2005 - June 2006"*. A list of the reviewed documents can be found in Appendix 2.

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[1] A situation analysis from Palestine was provided, but the opinion of the consultant was that it offered insufficient information on the chosen topic to be included in the review.

2. Conceptual framework

Within this report, several concepts will be mentioned, such as inclusive education, integrated education, special needs, and quality education. Understanding of these concepts varies around the world, and there is no single accepted definition. The following information will, therefore, outline how the consultant interprets the concepts. This interpretation is based on international research and debates, and follows the conceptual thinking of the Enabling Education Network (EENET). The analyses and recommendations made here are based around this interpretation of concepts.

Inclusive education

Inclusive education is a process of increasing the presence (access to education), participation and achievement (quality of education) of *all* students – this means disabled and non-disabled, girls and boys, children from majority and minority ethnic groups, refugees, children with health problems, working children, etc. It is not just about education for disabled children.

Inclusive education does not place the 'blame' for exclusion on a child's personal characteristics or abilities. Instead, it believes that the problem is located within the education system (Figure 1 shows how inclusive education perceives 'the system as the problem'.) As a response, therefore, inclusive education involves restructuring the culture, attitudes (of adults and children), policies and practices in schools and the wider education system so that they respond to the diversity of all learners, and can effectively welcome and educate any child.

Inclusive education acknowledges that all children can learn, and that they learn at different rates. It encourages flexible teaching, using different methods to suit various learning styles. It draws on a range of methods for supporting disabled or other marginalised learners, depending on local context, e.g., peer support, parental involvement, disabled adult volunteers, additional in-service training for mainstream teachers, etc.

Above all, inclusive education is an aspirational process: it is something we always keep working towards, because we can always keep improving. It is not a quick-fix – the development of inclusive education takes time and requires everyone involved to commit themselves to permanent, ongoing action.
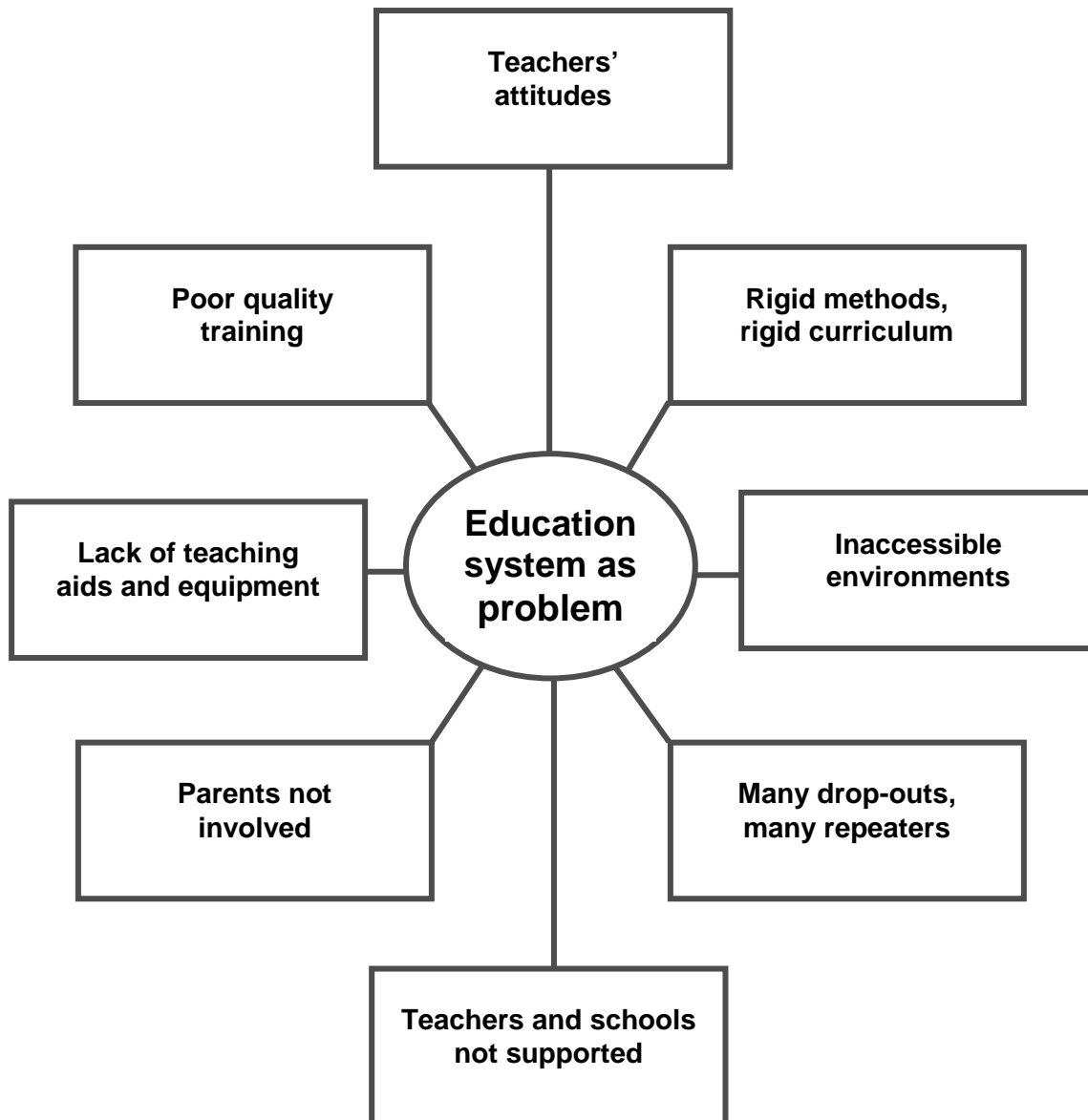
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                    │   Teachers'     │
                    │   attitudes     │
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  ┌─────────────────┐              ┌─────────────────┐
  │  Poor quality   │              │  Rigid methods, │
  │    training     │              │ rigid curriculum│
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  ┌─────────────────┐│  Education  │┌─────────────────┐
  │ Lack of teaching││ system as   ││  Inaccessible   │
  │aids and equipment││  problem   ││  environments   │
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  ┌─────────────────┐              ┌─────────────────┐
  │  Parents not    │              │ Many drop-outs, │
  │    involved     │              │  many repeaters │
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                    │Teachers and schools│
                    │  not supported  │
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Figure 1: inclusive education

Integrated education

Integrated education focuses on getting disabled or other excluded children into mainstream schools. It is often seen as a stepping stone to inclusive education. Unlike inclusive education, however, it tends to see the causes of exclusion as being within the child – it is his/her physical or intellectual status, ethnic origin, gender, etc, that cause the problem. In relation to disabled learners, this is a reflection of the medical model of disability.

In response, integrated education solutions to exclusion tend to be based around 'fixing' or changing the child so that he/she can fit into the existing, unchanged education system or school. Such an approach may help individual children to attend school at a particular point in time, but it may not lead to far-reaching changes in the education system that can make it easier for other excluded children to get an education in the future.

Often, integrated education works well at helping marginalised children to be *present* in a classroom, but it may not always work towards ensuring their genuine *participation* in all aspects of school life, or their *achievement* in education. Figure 2 shows how integrated education is built around the that 'the child is the problem'.
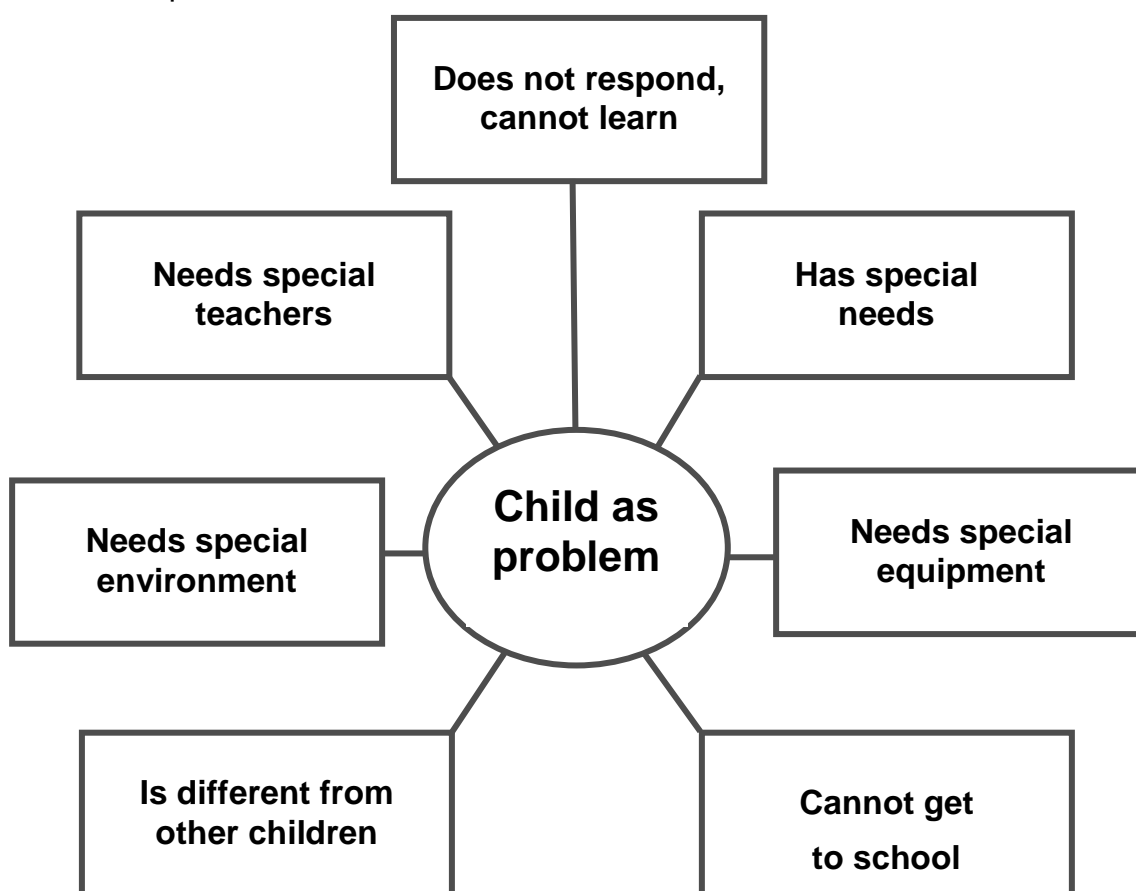

Figure 2: integrated education

It is important to mention that there is often not a totally clear-cut boundary between inclusive and integrated education approaches.

Special needs/special educational needs
Use of this term is often confused. For many people 'special needs' simply means disabled children. For others it refers to children who are 'different' because of their disability, behaviour, or social vulnerability.

In many ways, 'children with special educational needs' is an inappropriate way of defining a distinct group of children, because we could say that all children have special or individual educational needs (e.g. because they struggle in a particular subject, are particularly gifted, find it hard to socialise, etc). A child does not have to have a specific impairment or other diagnosed physical or intellectual problem to have a special educational need.

The following diagrams (3a-c) offer a visual representation of the difference between special/segregated education, integrated education, and inclusive education.
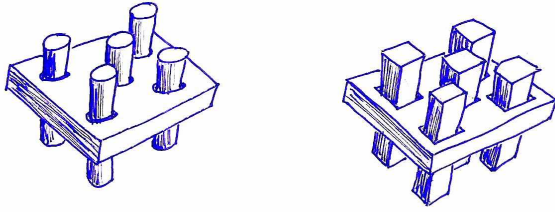
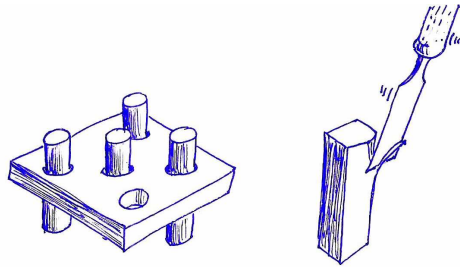*Figure 3a: Special education – separate systems for different 'types' of learners*

Figure 3b: Integrated education – educating all children in the mainstream education system, but trying to change children who are 'different' so that they will fit into the system
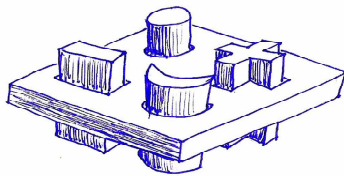

Figure 3c: Inclusive education – creating a flexible system that adapts itself to the needs of any learner

Quality education

There is generally a shortage of clear, easy-to-understand documentation covering the conceptual links between inclusive education and quality education. It is beyond the scope of this report to tackle this challenge (although this may be an area that Norad could consider focusing on in future). However, for the purpose of this report, quality education will be viewed in line with the Dakar Framework for Action's interpretation.[2] The Framework states that "Quality is at the heart of education... A quality education is one that satisfies basic learning needs, and enriches the lives of learners and their overall experience of living". It also highlights the following components of quality:

- healthy, well-nourished and motivated students
- well-trained teachers and active learning techniques
- adequate facilities and learning materials
- a relevant curriculum that can be taught and learned in a local language and builds upon the knowledge and experience of the teachers and learners
- an environment that not only encourages learning but is welcoming, gender-sensitive, healthy and safe
- a clear definition and accurate assessment of learning outcomes, including knowledge, skills, attitudes and values

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[2] See: www.unesco.org/education/efa/ed_for_all/dakfram_eng.shtml [last accessed November 2007]

- participatory governance and management
- respect for and engagement with local communities and cultures.

Inclusive education and quality education go hand-in-hand; education cannot be considered to be quality unless it is striving to be inclusive.

3. Key challenges to inclusion highlighted during this review

In reviewing the documents from the selected countries, a number of common issues have been highlighted that embassies/Norad/donors may wish to focus attention on. Common issues are those that emerged from the documentation from two or more countries. Not all of these issues emerged from all of the reviewed countries, and many of them will be pertinent in other countries with which Norad has connections.

3.1. Challenge 1: Poor understanding of concepts

None of the reviewed documents from any of the countries can be considered to have presented a completely clear or consistent message about inclusive education. This is not unusual, as globally there is still a great deal of confusion around what inclusive education is, and how it can be implemented. The documents indicate common confusions between inclusive, integrated and special education, as well as misunderstandings about inclusive education being primarily a programme for the education of disabled children. But there is now material available that can assist in clarifying the concepts, and there are participatory workshop/research activities that are known to help policy-makers and practitioners to begin turning theory into more practical implementation ideas. There is also a growing body of debate regarding links between special and inclusive educations systems, and what should happen with special schools. However, the current abundance of inclusive education material may leave policy-makers feeling overwhelmed.

Suggested action
Embassies/Norad/donor partners could support ministries in developing clarity over these concepts by selecting, distributing and raising awareness of, appropriate, easy-to-use inclusive education materials and information sources. This would be a way of assisting ministries to work from a clear starting point, onto which they can then build their own research once initial understanding and confidence in the issue has been built.

This recommendation could also be extended to embassies/Norad/donors themselves. Improving their own understanding of inclusive education might enable them to better (a) identify if funding recipients are moving towards inclusive education in its broadest sense (or whether they have simply changed terminology but not practice, as indicated in some of the reviewed documents), and (b) effectively support funding recipients with appropriate practical advice, and avoid causing further confusion over concepts.

3.2. Challenge 2: Unequal focus on access and quality

Policies and plans within the reviewed countries commit their governments to improving the quality of education (participation and achievement of all children). This is an essential element of inclusive education. However, the reviewed documents indicate an apparent tendency to tackle access issues first, and then quality, or for policies and plans to be stronger/clearer on how to achieve access objectives than quality objectives. Also, while they discuss rights *to* education (access) and *in* education (participation/achievement) they are not necessarily clear regarding the issue of rights that can be upheld *through* education (such as changing discriminatory attitudes).

Suggested action
Throughout their education work in these and other countries, embassies/ Norad/donor partners could promote debate on the idea that access and quality (rights to, in and through education) are inseparable when striving to make education more inclusive; they need to be delivered simultaneously and with equal emphasis. Quality-focused initiatives could be further encouraged to strengthen their efforts towards identifying children who have enrolled but are not participating or achieving to their full potential in school.

Embassies/Norad/donor partners may also wish to expand the debate on the conceptual links between quality education and inclusive education. This could be done perhaps by identifying/distributing or researching/producing easy-to-read materials that help ministries and other partners to understand the relationship between these complex concepts, or by identifying forums through which the concepts can be debated.

3.3. Challenge 3: Lack of joined-up thinking

The reviewed documents do pay attention to the educational challenges facing marginalised groups within the selected countries. However, even in countries whose policies commit them to developing inclusive education approaches, the documents indicate a tendency to focus on separate groups (a 'one-at-a-time' mind-set) rather than to focus on whole system change for the improved inclusion of all learners. Experience from other countries suggests this may stem from low confidence in tackling the challenges of inclusion (so policy-makers focus on those groups they know best or that are most visible/vocal); or from a lack of understanding about the underlying bases for discrimination and exclusion that may be common to many marginalised groups. A 'one-group-at-a-time' approach may fail to acknowledge adequately the fact that every learner has multiple identities (e.g. a girl who is from the Dalit caste who is also disabled), and that an intervention focusing on just one of those identities (e.g. disability) may not manage to tackle her exclusion from education if she is also facing discrimination because of her other identities.

The lack of co-ordinated thinking regarding inclusive education policy was apparent in this review with regard to the role of formal and non-formal education. The reviewed documents all discussed non-formal education as a way of educating out-of-school/excluded children or illiterate adults, and as offering greater flexibility in finding education solutions beyond the formal school. But none explicitly presented the concept of a unified education system in which formal and non-formal services work together to deliver the best solutions to inclusion challenges for all learners.

3.4. Challenge 4: Unclear financing mechanisms for inclusive education

The documents reviewed highlighted apparent confusion over how to budget or allocate resources for inclusive education – no doubt stemming from confusion over how to define it (as a project, a programme, a whole system?) and therefore which funding 'pot' it fits into. The main challenge, as indicated by the reviewed documents, may be to find a funding approach that does not simply provide time-limited funding to isolated inclusive education projects, while at the same time ensuring that system-wide investment is genuinely used to bring about improved diversity and reduced discrimination, and not diverted to cover immediate, short-term crises (like teacher shortages or classroom repairs).

3.5. Challenge 5: Limited data collection, processes for identifying excluded children, monitoring and evaluation

The reviewed documents highlight an apparent lack of policies or plans for data collection relating specifically to educational exclusion. While the documents indicate that there may be statistics available for enrolments, drop-outs, exam performance, etc, these are not always disaggregated by gender, disability, ethnicity, etc. And the systems for collecting this data do not necessarily cover measuring the scale of those excluded from (or within) education, or involve the kind of participatory processes that are often essential for finding the most excluded/hidden children in order to count them.

The review found that, despite strong commitments and targets around identifying out-of-school children, none of the documents offered substantial details relating to how these children would be identified or by whom. Excluded children are often those most 'hidden' within society (the hardest to identify), so it is significant that the documents reviewed do not acknowledge this.

Equally there is an apparent lack of systematic monitoring and evaluation of education in terms of progress towards inclusion. This may stem from the fact that, globally, there are still few examples of extensive scale-up of inclusive education. So while there may have been work done on monitoring and evaluating inclusive education projects, there is relatively little experience on how to do this on a nationwide level.

Awareness could also be raised regarding the importance of ensuring that all monitoring/evaluation processes in education (in all sub-sectors and departments) adopt indicators that measure diversity, discrimination and progress towards more inclusive education. This could encompass action to encourage and support the development of education monitoring and evaluation practices that are themselves participatory and inclusive of all stakeholders' views. Embassies/Norad/donors could also encourage debate around the issue of developing better ongoing professional support mechanisms for teachers, schools, etc, to ensure balance between 'control' oriented monitoring systems and 'change/improvement' oriented support systems.

3.6. Challenge 6: Insufficient or inappropriate teacher education on inclusive education

Teachers need to constantly reflect on (and then adapt) their practice and the impact this has on learners' presence, participation and achievement, if they are to make education more inclusive of excluded groups, more child-friendly, and generally higher quality. Teacher education therefore needs to teach the skills required for such reflective practice, but in the reviewed documents this does not seem to be an explicit aim. In general, the reviewed documents do place importance on teacher education, diversity in teacher recruitment, etc, as a way of achieving quality education. Some specifically discuss inclusive education training for teachers (even if they do not discuss a comprehensive national inclusive education policy per se). However, the overall lack of clarity in the policies/plans regarding the concept of inclusive education leads to concerns over whether the messages about inclusive education that teachers receive during training will also be unclear and therefore unlikely to significantly change attitudes and practices.

Suggested action
Embassies/Norad/donors could encourage greater debate around the revision of teacher education programmes and curricula in conjunction with efforts to improve understanding of inclusive education concepts (see section 3.1). To strengthen and expand inclusive education, all teachers need to understand and be supported to implement it as a means of achieving ongoing improvement for all learners across the system – something that should be every teacher's responsibility. Therefore, encouraging the development of comprehensive inclusive education training and of reflective practice, for *all* teachers through pre- and in-service teacher education – not just for selected teachers, or those who receive 'special needs/disability' training – could be an important area for embassies/Norad/donors to focus on.

This might also involve discussing the development of training on the basics of diversity and non-discrimination. This could help teachers to better understand the need for a whole system change approach, instead of isolated efforts around separate marginalised groups, and also assist in generally changing teachers' negative attitudes towards learners who are 'different'.

3.7. Challenge 7: Developing flexible curricula

Inclusive education is built around the development of flexibility across the education system, so that teachers, classrooms and schools are able to work in a way that accommodates every child's needs. Contradictions often arise when an education system is striving to be inclusive, but still has a curriculum (and also exam) system that is rigidly centrally controlled. The reviewed documents for most of the countries acknowledge the need for curriculum reform and flexibility. A potential challenge, however, appears to be how to develop genuine curriculum flexibility (through which local decisions can be taken to suit local learners' needs), rather than just making centrally initiated curriculum changes specific to the perceived needs of marginalised groups (gender-sensitivity being the most commonly mentioned diversity issue in the curriculum discussions).

Suggested action
Embassies/Norad/donors could encourage debates around how to more comprehensively link curriculum (and curriculum material) development activities with inclusive education work. This is important for avoiding parallel activities, potentially based on different understandings of inclusive education. They could also support discussions around how to increase community/stakeholder involvement in curriculum development and finding ways to localise the curriculum so that it responds to learners' needs. For instance, this could be done by helping to share examples of participatory practice in curriculum development from other countries.

3.8. Challenge 8: Limited application of human rights and international instruments

Certain international human rights conventions and other documents[3] can provide governments and civil society with incentives and guidance in relation to inclusive education (though not all such instruments are as clear or decisive as they could be in relation to inclusive education). Indeed, inclusion in education and society is a way of realising the CRC principle of non-discrimination. Yet the policy and planning documents reviewed did not all demonstrate significant awareness of, or make effective use of, such international instruments.

Suggested action
Embassies/Norad/donors could support ministries in discussing and gaining deeper understanding of the links between key international instruments and inclusive education, and of the obligations they have under these instruments. This might involve supporting ministries to more effectively communicate these obligations to a wider audience through their policies and plans. A key action for embassies/Norad/donors could be to find (or produce) and disseminate easy-to-read information on international instruments in relation to inclusive education, to help fill knowledge or confidence gaps that ministries may have in this area.

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[3] For instance, the UN CRC, the recent UN Convention on the Rights of Persons with Disabilities, the Salamanca Statement, Education for All declarations, etc.

4. Country specific findings

The following findings are based on a review of documents provided by NORAD. Although the consultants sourced other documents, time constraints prevented them from analysing these additional materials. The findings are therefore not necessarily comprehensive, but they offer an initial overview on which more detailed or targeted reviews could be built. The findings should provide NORAD and embassies with signposts to important issues on which they can seek debate within the selected countries. The review has not been able to answer every research question for each country, indicating perhaps where further targeted research is needed.

4.1. Nepal

4.1.1. Laws and rights

4.1.1.1. Reference to international instruments
Nepal's basic education programme – EFA 2004-2009 – is based around the six EFA goals,[4] plus an additional goal of "Ensuring the right of indigenous people and linguistic minorities to basic and primary education through mother tongue" [5, p.31]. The *EFA 2004-2009 Core Document* stresses Nepal's involvement in key EFA events (Jomtien, Dakar) [3, p.14]. The country's *10th Plan 2002-2007* (its Poverty Reduction Strategy Paper), identifies education as a key way to reduce poverty. It also has the National Plan of Action for EFA and the UN Millennium Development Goals (e.g. achievement of universal primary education by the year 2015) integrated within it [3, p.33].

Nepal has ratified the UN CRC, but the Convention is not discussed in the *Annual Strategic Implementation Plan* (*ASIP*) or the *EFA 2004-2009 Core Document*. None of the documents (including the two reviews of education in Nepal) mentions the Salamanca Statement (Nepal was not present at the Salamanca conference).

4.1.1.2. Education as a human right
Nepal's government has two strategic aims through the development of education: ensuring every child's right to free quality basic education, and investing in education as a way to bring about economic growth and poverty reduction [4, p.1].

Education is regarded as a right within key government documents. For instance, the *EFA 2004-2009 Core Document* outlines a vision for 2015: "Every child has a right to receive education of good quality, which is ensured by legal provisions. Each child between the age group of 6-10 in Nepal has access to and completion of free and compulsory quality basic and primary education

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[4] (1) Expand early childhood care and education; (2) Provide free and compulsory primary education for all; (3) Promote learning and life skills for young people and adults; (4) Increase adult literacy by 50 per cent; (5) Achieve gender parity by 2005, gender equality by 2015 (6) Improve the quality of education.

irrespective of gender, ethnicity, religion, disability, and geographic location" [3, p.9].[5] However, Acharya's review [5, p.9] has noted that in Nepal, education is often seen "more [as] a development tool than a right of an individual". This author assesses the *Core Document* as using rights-based approaches "in a limited or compartmentalized sense".

> **Recommendation**
> Embassies/Norad/donors could suggest that work is done to strengthen the human rights foundation within Nepal's education policy and plans. (See section 3.8 for more details.)

4.1.1.3. Possibilities for legal action
No information was found in the reviewed documents relating to the rights of parents and children to legally contest educational exclusion.

4.1.2. Concepts and overall approaches

4.1.2.1. Clarity regarding inclusive education concepts
At a certain level, the reviewed documents demonstrate sound theories in relation to inclusive education.[6] However, they show less clear understanding of inclusive education when they look in more detail at the issue, its implementation, etc. The documents do not clearly define inclusive education, leaving readers/policy implementers to make assumptions (and possibly misinterpretations) about the concept.

There are some potential contradictions between stated theory on inclusive education and actual policy/plans. For instance, *ASIP* says there will be resource classes, integrated schools and 'educational institutions' for disabled children [2, p.14], but it is not clear if or how these will strive for eventual inclusive education for their learners. It is also not clear whether *ASIP's* authors (or translators) are using 'integrated' and 'inclusive' interchangeably without realising potential differences in the concepts,[7] or whether *ASIP* intends to promote integrated (not inclusive) approaches for deaf and blind learners.

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[5] It should be noted that the short period of free compulsory primary education means many children leave school before they reach employment age, and thus face situations of exploitative child labour, in violation of other basic child rights.

[6] For instance, *ASIP* [2, p.7] states: "Inclusive education in Nepal is conceived to secure right of all children to relevant education in their own community. It must promote an educational system that celebrates the rich cultural differences of the country upholding non-discriminatory environments." And "It emphasises on identifying children excluded, for whatever reasons, or at risk of dropping out in a particular context and facilitating processes corresponding to the social, cultural and academic needs." The *EFA 2004-2009 Core Document* outlines another progressive vision for 2015 in which "Community stakeholders' meetings are regularly organized to not only diagnose the problems a school is facing, but also to generate new perspectives and plans to develop the school as an inclusive learning centre of excellence that responds to the learning needs of all children including child labourers, street children, children from disadvantaged communities, children with disabilities, girls, and children living in difficult circumstances" [3, p.10]

[7] It should be noted that in some languages there is not the clear distinction between inclusion and integration that is found in English.

While in places the *EFA 2004-2009 Core Document* seems to acknowledge that inclusive education is about more than access (presence),[8] elsewhere it suggests a conceptual position that has not moved beyond a focus on access and enrolment.[9] Within the EFA 2004-2009 plan, inclusive education appears to be presented as an element of education work under the key objective of 'access and equity', but not under the objective on quality. This suggests it may be seen more as a stand-alone programme for certain targeted groups (primarily disabled learners)[10] than as a concept focused on whole system change for all learners. The *EFA 2004-2009 Core Document* acknowledges the need "to develop conceptual clarity on quality education" [3, 17], but does not specifically mention inclusive education within this.

It is interesting that the authors of the two review/evaluation documents [4 and 5] also do not clarify what they mean by inclusive education or inclusive approaches, despite recommending that such approaches be prioritised.

Recommendation
To strengthen the development of inclusive education nationally, there first needs to be greater clarity about the concept among policy-makers. This includes an understanding that they need to do more than just change terminology from 'special needs' to 'inclusive education', and that rhetoric on education rights need to be translated into reality. In particular, understanding needs to be developed around:
- inclusive education as being a whole system change process
- the nature of the relationship between separate schools for disabled children, resource classes, assessment centres, etc, and how they work towards the common goal of achieving quality mainstream education for all learners.

Embassies/Norad/donors could support activities to raise awareness of the broader view of inclusive education among policy-makers. But in so doing they could focus on methods that move beyond existing 'sensitisation workshops', which often do not help participants to tackle the practical challenges that go with raised awareness. Support to participatory, active learning events or activities could be considered (e.g. well-structured exchange visits and/or a series of participatory workshops in which policy-makers actively practise the kind of approaches (such as action research) that they and stakeholders can use to identify and solve the barriers to inclusive education).

(See also general Section 3.1.)

4.1.2.2. Priorities that support or hinder inclusive education
The following key areas of work appear to be given priority across the education system:

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[8] For example, "The two-fold objectives of EFA 2004-09 relate to the enrolment of the currently out-of-school school-age children and retention of those already in the system" [3, p.17].

[9] For example, "The direct impact of inclusive education approach is reflected in the increased enrolment of children with all kinds of learning needs" [3, p25]

[10] Acharya [5, p121] notes that the Inclusive Education Section within the DoE was originally called the Special Needs Education section, and that while the name has changed, the section still only focuses on disability.

Access and quality (presence and participation/achievement)
The documents stress the aim of improved quality in education as well as increased and more equitable access/enrolment. For instance, two of the three objectives of EFA 2004-2009 are 'improved access and equity', and 'enhanced quality and relevance' [3, p.6]. Commitments to quality education should, in theory, support the development of inclusive education in its broadest sense, as an approach for whole system change not just increasing enrolment. The test is whether the quality element is actually given sufficient attention in Nepal. The *Mid-Term Review of Nepal Education for All (EFA) Programme 2004-2009* [4, p.iv] has already noted that EFA has so far worked better at improving access than quality.

ASIP [2, p.6] states an interest in raising educational quality by creating a more competitive educational environment (using national norms/standards and giving performance grants to schools), but this could conflict with a commitment to inclusive education. Education systems that heavily prioritise competition between schools can inadvertently cause schools to become less welcoming of marginalised learners (those children they believe will hold back the school's performance rating).

Recommendations
Embassies/Norad/donors could further encourage policy-makers to see 'presence, participation and achievement' as a non-negotiable combination of elements – an education system cannot deliver quality education for all learners unless it tackles marginalisation and exclusion at all three levels simultaneously. The documents reviewed suggest that Nepal may be approaching the challenge of access and quality from a 'one thing at a time' perspective – with access being tackled first. Policy-makers could be advised and supported to address access and quality simultaneously, as two parts of the same challenge (not as separate challenges).

Embassies/Norad/donors could also stimulate discussions on how to monitor efforts towards increased competitiveness in the education system, to check that they do not result in exclusion for any groups. Research (through information networks, academic links, etc) into the effects of competitive education environments on inclusion for marginalised learners in other countries could be encouraged, to inform Nepal's decisions. Embassies/Norad/donors may wish to promote debate around developing more formative (continuous) assessment systems – to balance summative (end of year/term) assessments – as another way of avoiding excessively competitive education environments, and promoting more inclusive assessment methods.

Decentralisation
The *EFA 2004-2009 Core Document* stresses decentralisation of educational decisions and management as key to increasing access, meeting learning needs through inclusive education and improving quality [3, p.6]. This includes School Improvement Plans (SIPs) (linked with Village and District Education Plans, VEPs and DEPs) which in theory enable schools and communities to plan and monitor work to improve access, quality/retention/achievement, and management [3, p.34]. However, the mid-term EFA review [4, pp.53 and 55]

highlights that SIPs are mainly used for securing or allocating funding, not for genuine community-based planning for local education needs.

Decentralisation – local control over education priorities and resources – in theory can support the move towards inclusive education. It can allow schools and communities the freedom and flexibility to (i) identify the groups of learners living locally and the challenges they are facing in attending, participating and achieving in education, and (ii) to devise innovative solutions and allocate resources to address their unique set of challenges. Alternatively, decentralisation can be a way for policy-makers to 'pass the buck' to local level officials and stakeholders. These may lack the knowledge and skills to develop and implement education plans, particularly plans that embrace inclusive education.

Recommendation
Viewing SIPs more as a tool for genuine community-led education planning towards the goal of inclusive education for all could help to strengthen inclusive education development. Embassies/Norad/donors could suggest that any planned reform of the SIP system offers an opportunity to relaunch the system with inclusive education planning as an integral part. Practical activities could be supported that help build school/community capacity to develop or contribute to inclusion-focused SIPs (VEPs and DEPs). There are various resources that could assist with such a capacity-building process (e.g. the *Index for Inclusion;* UNESCO's *Toolkit for Creating Inclusive, Learning-friendly Environments* which has been translated into Nepali; EENET's materials on action research approaches, etc). Embassies/Norad/donors could assist in raising awareness of, or access to, such resources within Nepal (e.g. by supporting translations, distribution and/or training of trainers/facilitators).

Curriculum development
Curriculum development is a key area of education reform in Nepal. The *ASIP* acknowledges that "meeting the learning needs of all entails responsiveness of curriculum" [2, p.15]. Ongoing work to make the local curriculum relevant to all groups will therefore continue, along with prioritising "peace, tolerance, coexistence and mutual understanding" in the curriculum [2, p.25]. Acharya also notes that the "guiding principles of the [National Curriculum] framework include an inclusive approach, mother language teaching/learning, opportunity for local need-based learning, a child centred development approach, focus on life skills, and alternative learning. All these have direct bearing on the equity issues persisting in school education. The framework is in the process of getting approval from MOES" [5, p.148].

Because the curriculum plays a key role in the development of inclusive education, Nepal is taking a positive step by focusing on curriculum development and acknowledging its links with inclusion.

> **Recommendation**
> Embassies/Norad/donors could initiate discussions around how to ensure the institutionalisation of links between curriculum development and inclusive education initiatives (e.g. mechanisms for consultation between curriculum developers and the inclusive education section of DoE; curriculum developers pro-actively learning from the inclusion barriers and solutions that will ideally be identified in SIPs (VEPs and DEPs) etc).

Gender equity

Gender equity and activities targeted at females are a priority within EFA 2004-2009 [3, p.6]. This includes ensuring a gender focus within any revised curricula, within teacher training and capacity-building work, and in relation to incentives and student support mechanisms [3, p.33]. "The Tenth Plan also advocated special programmes to increase women's and Dalits' access to both formal and non-formal educational opportunities" [5, p.36]. There is, additionally, a national policy that every primary school should have at least one female teacher. Many still do not, so "recruitment of female teachers will be enhanced through appropriate affirmative action" [3, p.29].

A strong focus on girls and women is, of course, a positive move, given the scale of inequality in educational participation between males and females. However, a strong focus on one 'issue of diversity' may not necessarily be conducive to the development of 'whole system change' inclusive education; instead creating a 'one-group-at-a-time' mind-set.

> **Recommendation**
> While embassies/Norad/donors should support efforts to improve gender equity in education, they could also suggest that Nepal makes a greater investment in *linking* the various efforts to improve equity and reduce discrimination. This could be done, for instance, by supporting not just training in inclusive education and gender equity issues, but also in the broader concepts of diversity and non-discrimination. This would enable policy-makers to better understand the overarching causes of discrimination and general principles for tackling it – for *any* affected group. In turn this may enable them to better understand the need for and mechanisms of achieving a whole system change approach to inclusive education, rather than a 'one-group-at-a-time' approach. Policy-makers could also be supported to understand better the idea of multiple identities and multiple discrimination, and the challenges this presents to the development of inclusive education.

4.1.2.3. Key education programmes relating to marginalised groups

Scholarships

Scholarships are central in Nepal's approach to increasing education access for marginalised groups. They are given to disabled children within certain predefined impairment categories [2, p.16]. *ASIP* and the *EFA 2004-2009 Core Document* state that the system will be reviewed to prioritise conflict-affected students (ensuring their scholarship moves if they move) [2, p.8] and to help poor/disadvantaged families with education-related expenses [2, p.21 and 3, p.22]. The Education Act (Seventh Amendment 2001) also provides for

scholarships for girls, Dalits and other 'underprivileged' ethnic groups who are below the poverty line, and for Dalits and children from deprived communities in lower secondary/secondary [5, pp.37-8].

Scholarships can be effective at improving educational access for those who may find education costs prohibitive. However, scholarships *per se* cannot help a nation to achieve inclusive education, and this appears not to be clearly acknowledged in the Nepal documents reviewed. Scholarships do not tackle the underlying barriers (beyond poverty) and the institutional discrimination that might cause certain groups of children to be excluded from (or within) education. Scholarship distribution is open to discrimination, and so may not assist those who most need it; and scholarships can also lead to children being labelled, marking them out as different from their peers (which is not inclusive).

Acharya [5, p.104] points out that some people in the distribution system still view scholarships in a traditional sense (as awards to high-achieving pupils), leading to financial help not reaching those it was intended for (pupils from marginalised groups).

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Recommendation
The *EFA 2004-2009 Core Document* says that scholarship and incentive schemes will be reformed following a review. If this review has not yet been conducted, or is ongoing/will be repeated, embassies/Norad/donors could suggest that the issue of scholarships be debated with a broader view of inclusive education in mind. This could lead to considering whether scholarships are still an appropriate use of resources, given the need to achieve quality education (participation and achievement) and not just access (presence) for recipient groups; whether the scholarship system can be revised in a way that does fit better with the need to tackle the causes of exclusion beyond just the financial reasons; and whether scholarships support or undermine attempts to change negative attitudes towards certain groups.

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Inclusive education
Acharya explains that inclusive education was launched under EFA 2004-2009 as a programme-based approach in 210 schools across 21 districts, expanding on a pilot done in 2003/04 in four districts. The programme has involved the development of a training manual; district inclusive education teams to give technical support to schools; 'orientation' to teachers, school management committees (SMCs) and parent-teacher associations (PTAs); and 'school environment reform grants' to selected schools [5, pp.146-7]. The author notes, however, that institutional constraints have held back implementation.

While it can be argued that every country has to start somewhere, the perception of inclusive education as a programme (in Nepal primarily for disabled children), rather than as an overarching goal for whole system change, potentially limits its expansion. This is because it is easier to view a programme as a one-off activity that is the responsibility of designated staff or specialists, and requiring specific financial allocations.

> **Recommendation**
> Inclusive education could be greatly strengthened in Nepal by encouraging a different perception of the concept, moving away from a programme-based view towards a whole system change view (see recommendation in section 4.1.2.1. and section 3.3).

Focus on girls and women

Girls and women are a specific group that is mentioned extensively in the documents reviewed. Current or planned programmes/activities for them include:

- use of media and prioritised use of women's groups in awareness campaigns about girls' education [2, p.12]
- focusing the 'Welcome to School' campaign on areas with low female enrolment [2, p.12]
- increasing women's participation in education management (e.g. SMC, PTA) [2, p.21]
- constructing hostels for female teachers and students [5, p.102] to achieve the Secondary Education Support Program (SESP) objective to increase "access and equity especially of girls, women and disadvantaged groups in secondary education" [2, p.29].
- assigning gender focal persons in all Ministry of Education and Sports (MoES) divisions, providing them with two days of training, and developing a gender mainstreaming strategy paper [5, p.146].

Acharya comments that gender issues have had more attention than other social exclusion issues in Nepal [5, p.7]. However, the documents reviewed do not seem to discuss gender in its broader sense, in terms of the inter-relations between males and females. As such, there appears to be no mention of addressing underlying causes of gender inequality by explicitly working with men and boys in relation to their attitudes towards women and girls, their perceptions of masculinity and power, etc. For example, encouraging and supporting more female teachers is one way of improving gender equity in schools, but this needs to be matched with work to ensure that male teachers and pupils behave in non-discriminatory and non-threatening ways.

> **Recommendations**
> Debate around a stronger emphasis on the role that men and boys play in reinforcing gender inequality, and can play in challenging it, could be encouraged by embassies/Norad/donors. While the aim is to uphold girls' and women's education rights, programmes that pay attention to men and boys (teachers and pupils) can also be more strongly encouraged – building on experiences that already exist in Nepal with regard to men and masculinities work. Save the Children in Nepal, for instance, has supported ground-breaking work on this issue,[11] and embassies/Norad/donors could facilitate greater

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[11] See for instance: Malik, B, Karlsson, L and Karkara, R (2005) *Working with Men and Boys to Promote Gender Equality and to End Violence Against Boys and Girls*, Save the Children Sweden, Kathmandu www.siyanda.org/docs/SCS_Regional_Workshop_Report_March_2004_Long2.pdf [last accessed November 2007]; and Poudyal, R (2000) 'Alternative masculinities in South Asia: an exploration through films for schools' in *IDS Bulletin*, vol.31, no.2 www.ids.ac.uk/ids/bookshop/bulletin/bull312.html [last accessed November 2007].

Disabled learners

Acharya describes a two-track system: one track has special classes for
children with specific impairments; the other has inclusive classrooms "with the
intent to accommodate the disabled in the able-bodied students' classroom" [5,
p.71]. The *ASIP* [2, p.14] describes a system for disabled learners involving:
assessment centres, resource classes for deaf, blind and learning disabled
children,[12] 'integrated' secondary schools for blind and deaf children, and
Special Education Council support for 34 educational institutions for disabled
children.[13]

The reviewed documents do not specify if or how the segregated classes and
special institutions work with the 'inclusive' classes; whether there is transition
from segregated to inclusive provision; or whether the ultimate goal for both
tracks is the development of a unified education system. The available
information suggests that, if work is being done to bring segregated pupils into
the mainstream, then activities primarily take an integration approach rather
than an inclusion approach.

Recommendation

Further clarity could be sought regarding the (actual and intended) relationship
between the two tracks. If there is no relationship – i.e. if segregated education
provision is not working with mainstream education towards a common goal of
quality education for all within a unified system – then embassies/Norad/donors
could initiate discussions as to how efforts can be made to bring the two tracks
closer together (conceptually and practically).

There is a growing body of debate around the issue of what to do with
segregated education provision as the move towards inclusive education
expands. Embassies/Norad/donors could facilitate policy-makers' access to
these debates, for instance by joining information networks, or making links
between research institutions within or beyond the region.

Minority ethnic groups/Dalits, etc

Support for inclusion for Dalits and minority ethnic groups in education seems to
have taken the form of scholarships, increased recruitment of Dalit teachers,[14]
and literacy/non-formal education interventions (in low literacy areas) [4, p.38].

4.1.2.4. Data collection and indicators relating to the scale of marginalisation

The *ASIP* [2, p.8] and *EFA 2004-2009 Core Document* [3, p.23] both mention a
tracking system started by the Department of Education (DoE) to track students,
so that displaced students can continue their education. This is not a data
collection system regarding the overall magnitude of excluded groups, but it is a

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[12] It should be noted that the term 'mentally retarded' is used in the document. NORAD could encourage
the use of more appropriate terminology.

[13] Comprising: 6 for deaf, 13 for learning disabled, 11 for blind, and 4 for physically impaired pupils.

[14] The Ninth Plan (1997-2002) recommended at least one Dalit teacher per secondary school, [5, p.36].

positive step that such a system for monitoring displaced students is being given attention.

EFA 2004-2009 [3, p.37] commits the country to community EMIS pilots (for possible scale-up) which will disaggregate data by gender, geographical location and whether the education institution is private or public. The document is not clear about data collection in relation to other diversity issues. Nepal already has EMIS countrywide [4, p.63] leading to Flash Reports, the annual Status Report and the more in-depth analysis in the Technical Review of School Education. However, the reviewed documents do not mention whether or to what extent EMIS is used specifically to collect data on the scale of marginalisation challenges.

Acharya [5, p.90] says that development partners and DoE staff agree that there needs to be more very local data collection and more disaggregation in terms of gender, caste, ethnicity, religion, etc, to ensure that analysis does not miss excluded groups.

> **Recommendation**
> Community-EMIS activities ought to link with other decentralisation/community-involvement activities like the development/implementation of SIPs, etc. The reviewed documents do not clarify if, or in what ways, such initiatives are joined up, in particular regarding diversity and non-discrimination issues (e.g. do those involved with community-EMIS and SIPs processes have the same vision/understanding of inclusive education concepts, or are community initiatives running side-by-side that potentially contradict each other regarding education for marginalised groups?). Embassies/Norad/donors could suggest that this be further investigated and/or that practical ways of linking community/school-based planning and data collection be researched.

4.1.2.5. Civil society involvement in education policy development/implementation
The *ASIP* asserts that it is "the output of efforts and contribution of many individuals, institutions and organizations within and outside the government system" [1, p.2] including UN agencies, national and international NGOs, education officials, parents, teachers and community members, and that it "assimilates the aspirations of actual beneficiaries of education" [1, p.8]. It also mentions that the initial draft was shared with stakeholder organisations, that their comments were taken up and that such processes will continue during implementation, monitoring and evaluation [2, p.2].

The *EFA 2004-2009 Core Document* explains that the original EFA concept paper was discussed with civil society and stakeholders at local and national levels [3, p.8]. It also states that subsequent education plans will use participatory planning processes, so that they meet people's aspirations and are owned by stakeholders [3, p.23], and implementing and monitoring will also involve stakeholders and civil society [3, p.33].

EFA 2004-2009 aims to promote good governance, described as: "ownership, equity, transparency, accountability, participation and efficiency" [3, p.33]. Acharya, however, comments that there are no documents of the consultations

[5, p.32] and suggests that participation from women, Janajatis and disabled people was limited. The EFA mid-term review also noted that there still needs to be better systems for helping stakeholders find out about EFA and about EMIS data (currently presented in a complex manner) if ownership and accountability is to improve [4, pp.23 and 50].

Decentralisation of school management is a key strategy in Nepal's education system. To this end the government expresses commitment to empower teachers, parents and community members to manage their schools and have the knowledge, skills and autonomy to use resources effectively and be accountable for the results [2, p.6]. The *EFA 2004-2009 Core Document* states that 'bottom-up' planning will be at the heart of decentralised school management. However, the mid-term EFA review [4, p.52] suggests that teachers are not all happy with the idea, partly due to lack of consultation about it. Acharya also highlights that the participation of women and Dalits in SMCs and PTAs is very low [5, pp.60 and 111] and that opportunities for participation and interaction are often just used for providing information and directives from the authorities [5, p.111].

It seems that Nepal has created a basis for more community-oriented education. This in theory could be a sound foundation for inclusive education – since it is about creating a system that is flexible and able to adapt to the locally identified learning needs of all children. The SIP process could feasibly be developed further to help schools research and solve barriers to inclusion, in a similar way to processes like the *Index for Inclusion* or action research approaches. However, the conceptual links between the development of inclusive education and community ownership of schools do not appear to be explicit in the documents reviewed. It also appears that whatever civil society/stakeholder participation has taken place has not been specifically linked with the development of inclusive education.

Recommendation
To strengthen the development of inclusive education, embassies/Norad/donors could suggest that there is work done to improve conceptual understanding about community-led education and the inherent links with inclusive education. It could also support efforts towards greater equity/representation in the evolving community-based systems that are meant to be directing education (SIPS, SMCs, PTAs, etc), which in turn would increase the likelihood that educational development will reflect a wider range of diversity issues. This would also set an example of 'inclusion in action'.

4.1.2.6. Monitoring inclusive education programmes

The *ASIP* mentions various mechanisms related to monitoring in education (e.g. EMIS, student tracking system, building schools' capacity to keep records relating to EMIS/Flash Report indicators, etc) but none of it specifically talks about how inclusive education progress will be monitored.

The *EFA 2004-2009 Core Document* says "A School Inspectorate established within MOES will be responsible for ensuring that teachers and the learning environment meet required quality standards" [3, p.30] and that the "strategy for

enhancing quality and relevance is to *develop monitoring and evaluation systems* at all levels within the new decentralised structure" [3, p.37]. It gives details of the school monitoring system but there is nothing specifically about monitoring inclusive education progress.

The EFA mid-term review [4, p.50] notes that the monitoring that does exist at school level is weak because of the weaknesses with the resource person system (see below), and because SMCs need more capacity regarding monitoring and evaluation systems for quality education [4, p.75]. Acharya [5, p.108] says that "DOE also sponsors qualitative studies on different aspects of school education including gender and social inclusion. But such studies are not built into the EMIS system and so are undertaken on an ad hoc and/or sporadic basis". There are also no systematic approaches for collecting "information on qualitative variables such as institutional rules, school environment, hidden curriculum, student/teacher behaviour, social discrimination and classroom practices/interaction".

Recommendation
Embassies/Norad/donors could facilitate debates around building capacity, at all levels, to monitor education from an inclusion perspective and to have inclusive education issues integral to all other data collection and monitoring and evaluation activities (i.e. not monitoring inclusive education as a separate project, but facilitating all districts/schools to set objectives/indicators and monitor all education work in terms of whether it is moving towards inclusion). They could also encourage debates around the issue of developing better ongoing professional support mechanisms for teachers, schools, etc. This would be done with a view to ensuring that 'control' oriented monitoring systems are better balanced with 'change/improvement' oriented support systems.

4.1.2.7. Collaboration within the government on inclusive education
MoES acknowledges in the *ASIP* that moving forward with mainstream education for disabled learners requires "coordination of multi sectoral efforts" [2, p.15]. *ASIP* also plans for a network of government and non-governmental organisations working on education for "Dalits, ethnic and minority groups" to ensure co-ordination and collaboration in "responding to their learning needs" [ibid]. It says the DoE will profile agencies working towards girls' education and establish a government and NGO network at central and district levels to co-ordinate work, 'optimise' resources, review the situation and do co-ordinated advocacy [2, p.21]. While these commitments to collaboration do not specifically refer to mechanisms for ensuring the government upholds inclusive education obligations, it is a positive step that they are acknowledging the need for co-ordinated efforts in promoting education for marginalised groups. However, the style of networks suggested implies again that the government is taking a 'one-group-at-a-time' approach to equality and inclusion rather than a whole system change approach.

The *EFA 2004-2009 Core Document* highlights the need for co-ordinated efforts and complementary programmes among various partners working on basic and primary education, but says that how to do this is a challenge [3, p.18]. It provides more specific information about interaction between ministries "The

Ministry of Education and Sports will work closely with the Ministry of Local Development, the Ministry of Children, Women and Social Welfare, and with the Social Welfare Council for inter-ministerial and inter-institutional coordination to ensure children's equitable access to basic and primary education" [3, p.23]. The *Core Document* also stresses that education access for 'disadvantaged' children requires pro-poor reforms in other sectors (e.g. health and nutrition) [3, p.49]. This appears to show commitment to inter-ministerial/sectoral responsibility for access obligations, but not for wider participation and achievement aims. Yet social welfare issues, for instance, might be just as likely to present barriers to participation/achievement as they do to accessing education.

> *Recommendation*
> Embassies/Norad/donors could suggest that work is done to highlight to other ministries the reasons why they should take more interest in collaborating on inclusive education (because many of their areas of work will be impacting on the educational presence, participation and achievement of certain children).

Acharya notes that some activities of the primary and secondary sub-sectors are undertaken jointly, even though the sub-sectors are managed and funded separately under EFA 2004-2009 and SESP. Flash Reporting produces data for both levels and a single SIP is produced in schools that have primary and secondary levels.

> *Recommendation*
> Embassies/Norad/donors could suggest that lessons are learned from such examples of joint working between primary and secondary sectors, to see if these offer opportunities for more cohesive planning of inclusive education across the sectors (ensuring consistency of policy and practices and smoother transitions for students).

According to Acharya's review, the two sections in the DoE that are key to equity/inclusion work (Gender Equity and Development, GEDS, and Inclusive Education, IE) do not necessarily work together ("IE may not necessarily be invited or consulted in GEDS activities and vice versa. The materials development section may not necessarily consult IE or GEDS") [5, p.123]. This appears to be symptomatic of an education system that approaches efforts to include marginalised groups from the perspective of separate group-specific programmes, rather than system-wide change. [See recommendation in Section 4.1.2.1. and Section 3. 1.]

A similar situation is developing in Nepal with regard to the concepts of inclusive education and child-friendly schools. The government deals with UNESCO on the former, and with UNICEF regarding the latter, and the links between the two do not seem to be discussed in terms of working towards the same vision of quality education for every child.[15]

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[15] Based on personal communication with Els Heijnen, Nepal, November 2007.

> **Recommendation**
> Similar to the issue of how to better understand the links between quality education and inclusive education discussed above, embassies/Norad/donors could support increased debates or research around the links between child-friendly schools and inclusive education. This could support efforts to bring inclusive education and child-friendly schools programmes together.

4.1.3. Specific issues

4.1.3.1. Identifying out-of-school children

The *ASIP* talks about a "massive social mobilization process" to "identify and enrol unschooled children in primary education", which will focus in districts with high numbers of out-of-school children and low HDI [2, p.12]. There is a potential contradiction here: how will they know which districts have high numbers out of school until they have done an identification process? The documents reviewed potentially under-estimate the complexity of identifying who is out of school, the depth to which some excluded children might be 'hidden' and the fact that even high enrolment areas might have high numbers of certain groups of children who are out of school because they are so well hidden from existing identification mechanisms.

The EFA mid-term review notes that Nepal's EMIS does not report on out-of-school children. It says *ASIP's* proposed "set of measures (identification number to each household, school mapping, etc) to trace the hard to reach out of school children" will be too expensive, and community-based monitoring using SMCs etc would be more effective.

In general the documents reviewed appear to show a strong awareness of the *need* to identify out-of-school children, but offer little information about the ways in which such identification might happen.

> **Recommendation**
> Embassies/Norad/donors could suggest or support investment in the development of improved identification systems. For instance, expanding community-EMIS efforts combined with EMIS; learning from experiences of other countries (by joining networks, conducting exchange visits, etc); using cross-sectoral links that embassies/Norad/donors have to facilitate learning from experiences in other sectors where identification practices may be well-developed (e.g. household survey activities relating to health or nutrition programmes, etc). (See also Section 3.5.)

4.1.3.2. Identifying children in school but excluded from quality education

The documents reviewed did not offer sufficient information to answer this question. This is an area for further investigation, and may be an area of work that embassies/Norad/donors could link up with efforts to promote formative assessment systems.

4.1.3.3. Links between formal and non-formal education in relation to inclusive education

The National Plan of Action 2003 envisaged using formal and non-formal education to ensure that all children should have "equitable access to quality education" [3, p.24]. However, because inclusive education is viewed as a separate programme (primarily for disabled learners) the reviewed documents do not really consider linking formal and non-formal education under an inclusive approach. They mention efforts to bring non-formal/alternative education and literacy programmes to excluded groups in low literacy areas. But these are presented mainly as targeted programmes for particular groups. They are not seen as being an integral element of an education system striving for inclusion by developing flexible and innovative solutions to exclusion challenges (one of which might be non-formal education)

The *EFA 2004-5009 Core Document* suggests that there will be a degree of linking between formal and non-formal systems ("literacy programmes, non-formal education and primary education will be made complementary to each other") with a view to helping more excluded groups access basic education and literacy. However, this still does not really say if/how formal and non-formal education will work together towards a common vision of inclusive, quality education for all. This document does plan for needs-based rather than quota-based non-formal education [3, p.26], which should facilitate increased flexibility to deliver education to excluded groups in a way that best tackles the barriers they face.

> *Recommendation*
> Embassies/Norad/donors could suggest that non-formal and formal education need to work together in the community to solve barriers to inclusion. Within the Nepal context this means ensuring that SIPs, VEPs, DEPs, etc, more consistently link up with non-formal education planning processes. (See also Section 3.3.)

4.1.3.4. Language policy

ASIP aims to bridge the gap between home and school in terms of language through using bilingual teachers [2, p.8] and ensuring bilingual instruction, especially in areas of ethnic and tribal groups. Teacher education will strive to address this need [2, p.13]. *ASIP* also plans for texts books in five languages [2, p.14] along with other local language learning materials in future [2, p.16].[16]

According to the *EFA 2004-2009 Core Document* [3, p.24], "The National Foundation for Development of Indigenous Nationalities Act 2058 (2002) has identified and recognized minority children's need for education through their languages". The Education Act (7th Amendment) makes provision for the use of mother tongue in primary classes. The *EFA 2004-2009 Core Document* also highlights that SMCs can use "cultural and linguistic potentials [of indigenous and linguistic minority children] as resources in school" and will work towards building SMC capacity to do so.

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[16] Although the mid-term EFA review [4, pp.9-10] notes that by 2006 only three textbooks had been completed, adult literacy local language material development was still being neglected, and localisation of curriculum development had made slow progress [4, p.46])

> ***Recommendation***
> Language issues are rightly perceived in the documents as important for access and quality for certain groups of children, but language is not necessarily presented as integral to whole system change through inclusive education. The documents also do not appear to acknowledge that language may not be the only barrier facing these minority groups. As previously highlighted, embassies/Norad/donors could encourage a wider view of inclusive education that contains language diversity as an integral element, and bilingual teaching/learning as one possible solution to the exclusion barriers faced by linguistic/ethnic minority groups, while allowing for other barriers and solutions relating to these groups to be identified locally. Embassies/Norad/donors could suggest that supporting participatory, action research-type activities within SIP, VEP and DEP development processes would help authorities and communities to better identify barriers and understand where language fits into the wider picture of exclusionary factors facing minority linguistic/ethnic groups.

4.1.3.5. Teacher education and inclusive education

In addition to efforts to recruit and train more female teachers and teachers from Dalit and linguistic/ethnic minority groups, there are various commitments outlined in the reviewed documents that relate to ensuring teachers have the awareness and skills to provide quality education to marginalised groups:

- The Teacher Education Project 2002-2007 supports improved quality in primary education through 10 months of training for all primary teachers [2, p.1].
- *ASIP* specifies that SMCs, PTAs and head teachers will be oriented on inclusive education, gender issues [2, p.8] and on access to schooling for conflict-affected students [2, p.9]
- PTAs and teachers in 210 schools in 22 districts will get orientation on "inclusive approach to education", and a 45-day teacher training package on "inclusive approach" will be developed [2, p.14].
- Advanced level training on inclusive education will be developed for teachers [2, p16].
- Training packages will be revisited to cover gender and inclusive education, and issues of conflict/orphans and bilingual teaching approaches [2, p.24] (in secondary as well as primary [2, p.35]).
- Management training packages will be updated to include inclusive education and gender sensitivity [2, p.25].
- The *ECD Core Document* says ECD/pre-primary facilitators will get training on special needs and inclusive education [3, p21].

However, these again seem to present inclusive education as a separate area for training – separate from training on gender, linguistic minorities, conflict-affected children, etc.

> **Recommendation**
> Embassies/Norad/donors could encourage debates around developing a more far-reaching commitment to educating every teacher on inclusive education, and ensuring that inclusive education training is fully integrated with training on individual issues of marginalisation, not seen as a separate topic of study. (See also Section 3.6.)

4.1.3.6. Resources for inclusive education

Scholarships are a key part of the country's plans for helping excluded groups to *access* education. *ASIP* says the distribution system will be reviewed to prioritise conflict-affected students [2, p.8] and the system of giving scholarships to all Dalit children and 50 per cent of enrolled girls and disabled children within specified categories of impairment will continue [2, p.16]. Secondary level scholarships will also continue for 60,000 disadvantaged students [2, p.31]. (See also Section 4.1.2.3. for discussion of scholarship issues.)

The EFA Plan has allocated funding to 'gender equity', 'meeting the learning needs of all', 'access for all' (26.78 per cent of budget) and 'improving quality' (41.74 per cent of budget). These are all potentially elements of an inclusive education system, but since the Plan does not explicitly conceptualise them as being under the umbrella of inclusive education it may not be accurate to say this is funding for inclusive education. Indeed, Acharya [5, p.114] provides statistics illustrating that inclusive education is seen as a separate budget line,[17] reinforcing the concept of inclusive education being a 'bolt-on' programme rather than a means of achieving whole system change. This is further confirmed on p.121, when Acharya notes that the inclusive education budget heading covers activities only for disabled children.

The *Mid-Term Review of Nepal Education for All (EFA) Programme 2004-2009* [4, p.36] notes that resource allocation in the education system is generally not based on need, and that EMIS could be used to allocate resources where they are most needed. Acharya [5, p.79] cites data showing inequality in the distribution of funding, e.g. schools with high Dalit enrolment get less funding per capita. The mid-term review also highlights that block grants are provided for schools to improve learning materials/equipment but often get spent on hiring teachers instead [4, p.80].

> **Recommendation**
> See Section 3.4.

4.1.3.7. Support systems

Resource centres exist to support teachers and help them with professional development, but *EFA 2004-2009 Core Document* [3, p.31] says resource centre staff are overloaded with administration work. The mid-term EFA review [4, p.21] confirms that teachers under-use centres, books are locked away, and resource personnel rarely visit schools or engage with ordinary teachers. *ASIP* [2, p.16] commits to equipping and strengthening disability assessment centres, but it is not clear how these link with schools or how they support schools with the development of inclusive education. Acharya [5, p71] notes the "absence of linkage between the Resource Centre, the Assessment Centre and the inclusive education class at operation level". This suggests support mechanisms that may be concerned with fixing the child rather than supporting the education system/school to become more welcoming.

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[17] At district level, inclusive education was allocated 0.8 per cent of budget in 2005/06 and 0.6 per cent in 2006/07. Gender equity received 5.1 per cent and 4.1 per cent. The total budget for all work in the 'equity and inclusion' area of work was 6.2 per cent and 6.9 per cent.

3.1.3.8. Awareness raising on children's education rights, and diversity-aware training manuals

The materials available for review did not allow for this question to be adequately answered. However, *ASIP* does mention that textbooks will be revised to be gender sensitive [2, p.21]. The *Mid-Term Review of Nepal Education for All (EFA) Programme 2004-2009* [4, p.25] also mentions that the Curriculum Development Centre has developed textbooks in 11 minority languages and that ethnic and linguistic minorities have supported/assisted the development of training materials on the issue of addressing the needs of bilingual/multilingual children.

3.1.3.9. School infrastructure

This question will be looked at from a wider inclusion perspective than just access for disabled students. The document review has considered whether school building norms take account of the needs of other groups for whom facilities can hinder or improve access, participation and achievement. *ASIP* [2, p.12] talks of encouraging local communities to participate in "upholding quality in construction and maintenance". It also mentions improving school environments though "a holistic package of drinking water, toilets and fencing" [2, p.13] and providing separate sanitation facilities for girls [2, p.21]. These issues are often overlooked, but can present barriers to inclusion, so it is a positive step that Nepal is considering them as access and quality education issues.

The *EFA 2004-2009 Core Document* mentions that the "needs of children with disabilities will be taken into account while undertaking construction and physical maintenance" [3, p.23]. It says attention will be given to the needs of girls, disabled children and female teachers [3, p.29] and that the physical environment of schools will be improved to make them more child-friendly (especially girl friendly), in order to improve access and equity [3, p.36].

4.2. Tanzania

4.2.1. Laws and rights

4.2.1.1. Reference to international instruments
Within the documents reviewed there are various references to international instruments, suggesting Tanzania's acknowledgement of its needs to commit to achieving internationally set goals. For instance:
- *Primary Education Development Plan (PEDP) 2007-2007* refers to EFA goals set in Jomtien and Dakar; to Tanzania's ratification of the UN CRC which contains education rights; and to the MDG of UPE [2, p.3].
- *PEDP Progress Report 2005-6* mentions the development of a 'Ten Year Plan for the Education Sector (2006–15)' for submission to G8 member states and other bilateral partners, demonstrating commitment to accelerating progress towards the MDGs [3, p.36].
- *Secondary Education Development Plan (SEDP) 2004-09* states that government policy is consistent with the MDGs of UPE and gender parity [4, p.i], and that "strategies placed priority on spending at least 70 percent of the education recurrent budget in primary education, with a view to attaining Universal Primary Education (UPE) by 2010..." [4, p.4].

4.2.1.2. Education as a human right
The reviewed documents contain sentiments that suggest a commitment to a child/human rights approach to education;[18] they refer to commitments to ensure every child can access quality education, regardless of financial status or a range of other diversity issues. But they do not directly use a rights language.

> *Recommendation*
> See Section 3.8.

4.2.1.3. Possibilities for legal action
No information was found in the reviewed documents to answer this question.

4.2.2. Concepts and overall approaches

4.2.2.1. Clarity regarding inclusive education concepts
The reviewed documents make almost no mention of inclusive education, despite describing approaches that are in line with a move towards inclusion. For instance, the stated aim to "ensure that the formal school system is able to cater for all school-age children" [2, p.9] could be seen as similar to the inclusive education concept of developing a system that is flexible enough to enrol and provide quality education to any child, regardless of ability, gender, health status, refugee or working status, etc.

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[18] For example, "No child should be denied the opportunity to participate in education because of poverty, gender, disability, or because of a lack of school uniform, fees or other parental contributions, or because of a lack of school facilities, materials or teachers" [1, p.v].

The very few instances where inclusive education is mentioned appear in relation to training teachers on the concept (e.g. "... the Government will ensure that at least one teacher at each primary school is trained in special needs and inclusive education." [2, p.14]). It seems incongruous that there is reference to (and presumably therefore some commitment to) training teachers on inclusive education, when the national policy/planning documents do not provide any explicit detail on what inclusive education is (suggesting a potential lack of commitment). The question is also raised: where is the teacher training on inclusive education getting its guidance or parameters from, if not from the government's policies and plans?

Special needs education is mentioned more often. However, there is no clarity in the documents regarding how the two concepts are positioned or related within Tanzanian policy/plans. Are they viewed as two elements of the same ultimate vision of quality education for all children with the mainstream? Are they viewed as separate parallel initiatives? Is inclusive education seen as being the same as special needs education, just with a different title?

Recommendation

Embassies/Norad/donors could suggest that ministry staff receive comprehensive advice relating to inclusive education (and the fundamental differences with special needs education), in order for them to move forward a step in their next round of planning. There is possibly a need among Ministry of Education and Vocational Training (MoEVT) staff to feel more confident in their understanding of the concept and its implementation before they can prepare policies/plans that discuss inclusive education in greater detail and with greater clarity. However, the methods of advising MoEVT need to go beyond initial awareness raising, to offer (over a prolonged period) some practical demonstrations of inclusive education, enabling staff to see how the theory can become reality.

As such, any workshops need to be participatory in style. They preferably should involve well-facilitated and structured study visits and practical activities, through which staff can practise approaches that decision-makers and stakeholders can use in identifying barriers to inclusion and their solutions, at national and local levels. And ideally there should be follow-up, or a series of workshops/visits. A one-off awareness event may help to convince MoEVT staff of the need for inclusive education, but it will be insufficient to assist them to fully grasp the practicalities of inclusive education.

4.2.2.2. Priorities that support or hinder inclusive education

Access and quality

UPE and increased enrolment are priorities for Tanzania: the "highest priority for primary education is to increase overall gross and net enrolment of girls and boys" [1, p.4]. This also takes on board the need to enrol children from marginalised groups: "To ensure that all girls and boys from disadvantaged groups, including AIDS orphans are enrolled" [1, p.5].

The reviewed documents do acknowledge that quality must also be a priority. In the primary sector, one of the four main priorities (2002–06) was stated as being the delivery of quality education, involving: "(a) improving teachers' teaching styles and methods in the classroom, (b) ensuring the availability of good quality learning and teaching materials; and (c) ensuring the necessary support for maintaining educational standards" [1, p.9]. The main objectives of the Education Sector Development Programme (ESDP) include "Widen access and equity in basic education through equitable distribution of institutions and resources…" [4, p.4]

> **Recommendation**
> While quality is stated as an equal objective to access, embassies/Norad/ donors could encourage ongoing monitoring to ensure that those who are enrolled do actually receive the teaching and learning experiences they need in order to participate, achieve and remain in education. In addition, MoEVT could be encouraged or supported to arrange regular follow-up in-service training sessions to 'upgrade' teachers' knowledge of inclusive education, so that they too are monitoring the participation and achievement of all of their pupils on an ongoing basis.

Special needs education

There is a continued focus on special needs education in the reviewed documents: "The special needs education aims at providing opportunity for all school age children with special needs" [2, p.14]. However, a conceptual focus on 'special needs' is unlikely to support the development of clear inclusive education policies and practices. Special needs education implies segregated provision (special schools/units/classes), or at best may indicate some integrated provision, mainly for disabled children. Neither matches the vision of whole system change for creating a flexible education system that adapts itself to the needs of any and every learner.

> **Recommendation**
> To strengthen the development of inclusive education, MoEVT may need encouragement to make an informed decision regarding its prioritisation of special needs education. Some key considerations will be:
> - Does MoEVT genuinely wish to commit to inclusive education?
> - If so, how can it make the transition from a special needs (disability-only) focus, to an inclusive, whole system change focus, without falling into the predictable trap of simply changing the terminology but not the practice?
>
> In order to support MoEVT to begin planning a move away from special needs education (particularly segregated provision), embassies/Norad/donors may find it helpful to first clarify their own understanding of the differences between inclusive and special education, so that they can articulate this in a way that minimises confusion over concepts.

Education management

A key objective under education management in the primary sector is "To extend to all schools the concept of, and skills for, Whole School Development Planning" [1, p.12]. This could be a move that supports the development of

inclusive education, if it is implemented as an ongoing process of involving stakeholders in identifying factors that prevent children from attending, participating and achieving in school, and of working together to devise solutions.

> **Recommendation**
> Embassies/Norad/donors could encourage discussions as to whether Whole School Development Planning might be a suitable way to introduce participatory action research-type activities, focused on identifying and solving inclusion challenges. Those involved in running the Whole School Development Planning process could be facilitated to develop skills for inclusive education action research (through supporting their access to information, resources, training, translations of resources, etc) which they can pass on to school/community level stakeholders.

4.2.2.3. Key programmes relating to marginalised groups

The reviewed documents do not provide much detail on programming areas or activities specifically relating to marginalised groups. They mostly discuss general commitments, such as "Inclusive education provision for the socially and culturally marginalized groups" [4, p.2]. There are some implementation details (e.g. in the SEDP annexes) but these are mostly lists of activities and targets/budgets. The main marginalisation issues discussed are gender (primarily girls' education) and special needs (primarily education for disabled learners).

Gender issues
PEDP II aims "To sustain attendance and reduce dropouts especially for girls." [2, p.13] and explains that "Mainstreaming gender issues in the policies, strategies and budgets of the Ministries is a human rights-based response to Tanzania's commitment to provide quality education for all" [2, p.22]. SEDP [4, p.vi] aims to "ensure equity of participation in underserved areas" through "Improvement of retention and performance of girls".

The review of SEDP [5, p.vi] highlights government efforts "to ensure equal opportunity are given to both girls and boys, without discrimination", and notes that improving girls' retention and performance would happen "through improved Teaching/Learning environment in schools" [5, p.7]. It also describes how the "Government provided funds to support construction of 60 girls private rooms, 23 ablution blocks, 2 hostels, and over. This will influence girls to value the learning process because the place is user friendly and conducive for them to stay and learn" [ibid].

However, the reviewed documents generally offer the reader little insight into how the commitments to gender equity will be translated into reality.

Special needs education
As with gender issues, the documents reviewed mostly offer overall commitments rather than specific information on achieving goals. For instance, PEDP II [2, p.14] aims to "enhance capacity for primary school teachers and education leaders at community level to manage pupils with special needs",

though it does not provide details of how this will be achieved, or indeed which children are covered by the term 'special needs'. The SEDP aims to improve "facilities in schools with disabled children" [4, p.vi], but does not specify, for instance, how or by whom the necessary improvements will be identified or implemented.

Other
PEDP I mentions that "Non-formal education approaches will be expanded through a variety of initiatives and providers in order to address the backlog of unschooled young people in Tanzania" [1, p.8] but does not specify what these initiatives are. SEDP mentions that there will be scholarships to pupils from poor families [4, p.2] but does not explain any details on identifying recipients, etc.

> **Recommendation**
> Embassies/Norad/donors could support MoEVT to access examples of other countries' education policies and plans (preferably those which tackle inclusive education issues in a clear and practical way). This could be achieved through embassies'/Norad's/donors' own connections with other governments, through international information networks, etc. MoEVT could review these other policies/plans to seek ideas for making Tanzania's documents more specific – moving beyond their current 'statement of commitment' level.

4.2.2.4. Data collection and indicators relating to the scale of marginalisation
The reviewed documents do not provide much detail relating to data collection. There is evidence of statistics being available for enrolment, disaggregated by gender, though not disability. There are also aims to encourage schools to monitor enrolment targets [2, p.10] and to "monitor attendance and performance of pupils with special education needs" [2, p.14]. PEDP I does mention Tanzania's EMIS [1, p14], but the only diversity issue it mentions is HIV/AIDS-related deaths. PEDP II says "the Government will conduct needs assessment and take stock of available opportunities and resources for providing education to out of school children, youth and adults and with special learning needs by 2008".

However, there are no details regarding actual mechanisms for collecting data on marginalised groups or on setting indicators for measuring progress relating to the presence, participation and achievement of marginalised (and all other) groups.

> **Recommendation**
> See Section 3.5.

4.2.2.5. Monitoring inclusive education programmes
Since the documents do not specifically discuss inclusive education programmes in Tanzania, there is no information provided regarding their monitoring. The reviewed documents do provide some information on monitoring and evaluation activities relating to marginalised groups and to the education system generally.

For instance, PEDP II commits to "Monitor attendance and performance of pupils with special education needs" [2, p.14] though it does not say how. The PEDP progress report explains that school inspectors "provide professional support to teachers so as to improve the teaching and learning processes in schools" which is "central for quality assurance" [3, p.23]. But it does not explain any monitoring procedures the inspectors might use to gather information or measure quality.

There was an education sector review in 2005 which sought to "assess the overall performance of the sector in the context of NSRGP [National Strategy for Growth and Reduction of Poverty], EFA targets, MDGs and other policies related to education" [3, p.34]. Reviewing progress against EFA targets might provide information relating to inclusive education progress (even if the work is not labelled as inclusive education), but we should not assume that EFA automatically equates with inclusive policy and practice. The education sector review report was not one of the documents reviewed.

The need to improve monitoring and evaluation in education is acknowledged, e.g. in SEDP "Education Management System Improvement: (vi) Strengthening Monitoring and Evaluation." [4, p.vii]. However, the documents do not provide details for how this strengthening might be achieved, or what areas in particular the monitoring and evaluation might most need to focus on.

> **Recommendation**
> See Section 3.5.

4.2.2.6. Civil society involvement in education policy development/implementation
The reviewed documents mention civil society involvement in policy development and implementation. PEDP I and II both mention stakeholder involvement in developing the plans. However, there is little detail on the process of their consultations (other than through 'Technical Working Groups' [1, p.i]); no specific detail on which marginalised groups in society were represented during stakeholder consultations; and no mention of consultations specifically in relation to inclusive education issues.

The ESDP "establishes new relationships which promote partnership, co-ordination, and ownership amongst all groups of people with a vested interest in education" [1,pp.2-3]. PEDP II states that "the community and the leaders in the ward will continue to work together to ensure that all children of school age are enrolled and attend school without dropping out" [2, p.26]. It also mentions "broadening democratic participation and accountability at school level", with management being strengthened through partnerships between school and community [2, p.25].

The PEDP Progress Report 2005-6 confirms that NGOs and CBOs have supported PEDP implementation activities (e.g. building classrooms, teachers' houses, sanitary facilities and rain water harvesting tanks; supplying desks; establishing school libraries; providing school feeding) [3, p.33].

4.2.2.7. Collaboration within government on inclusive education

There is collaboration between numerous ministries and departments for education in general (i.e. for the ESDP Inter Ministerial Steering Group). But there is no mention in the reviewed documents of collaboration specifically related to inclusive education or to co-ordinated efforts for the education of marginalised groups.

4.2.3. Specific issues

4.2.3.1. Identifying out-of-school children

PEDP II sets targets relating to out-of-school (e.g. "To enrol 234,331 out-of-school children in NFE [non-formal education] centres and mainstream them into primary schools by 2007...") [2, p.16]. However, none of the documents reviewed mention policy or planning details relating to *how, when or by whom* the out-of-school children will be identified.

Recommendation
See Section 3.5.

4.2.3.2. Identifying children in school but excluded from quality education

PEDP II stresses the need for more attention to quality education, since PEDP I focused more on enrolment [2, p.2]. The PEDP Progress Report also notes that retaining pupils through the primary cycle, and addressing quality issues comprehensively, are still challenges [3, p.9]. However, the reviewed documents do not explicitly offer information relating to policies and plans for identifying children who are present in school, but not participating and achieving.

Recommendation
See Section 3.2.

4.2.3.3. Links between formal and non-formal education in relation to inclusive education

The reviewed documents suggest various links between formal and non-formal education in Tanzania, such as running non-formal education programmes within existing schools, and adopting "non-formal approaches...into the formal

school system as appropriate" [1, p.9]. PEDP II states that adult and non-formal education intends ultimately to mainstream out-of-school 11-13-year-olds into formal primary schools [2, p.15].

However, the documents do not discuss formal and non-formal education links with specific reference to inclusive education (or marginalised groups or even special needs education/disabled learners).

> **Recommendation**
> See Section 3.3.

4.2.3.4. Language policy
The SEDP mentions that "Particular attention will be paid to competences in ...the languages, especially those of instruction and learning which are also medium of dialogue as well as intellectual and commercial transaction" [4, p.3]. It also mentions that as part of a Secondary Education Master Plan 2001-2005 "Programmes to support quality improvement included... improvement of language training in English and Kiswahili" [4, p.14]. However, there appears to be no mention of mother tongue language issues within the reviewed documents. This is potentially a major omission in a country where more than 100 languages are spoken, and many children will be using Kiswahili and English in school when this is not their mother tongue. A growing body of evidence suggest that the use of mother tongue is highly beneficial when children are developing literacy, numeracy and other basic skills. Lack of familiarity with the language of instruction is often a reason for children dropping out of education.

> **Recommendation**
> Embassies/Norad/donors could encourage greater debate around language issues within education policies and plans. Language is a key factor in assisting or hindering children's presence, participation and achievement in school. It should be a central consideration within any efforts to improve quality in education and pupil retention. Links could be facilitated with existing language initiatives.[19] Embassies/Norad/donors could also advocate for future participatory planning work to give attention to language issues, to find out more about what stakeholders think of mother tongue teaching/learning, what barriers or benefits they perceive from education in Kiswahili/English, etc.

4.2.3.5 Teacher education and inclusive education
Teacher education does include elements of inclusive education, according to the documents reviewed. For example, PEDP II provides for "at least one teacher at each primary school [to be] trained in special needs and inclusive education specifically in sign language, braille and typing, preparation of hearing aids, tactile diagrams and maps" [2, p.14].

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[19] For instance, the fledgling International Working Group on Multilingual Education (UK and USA branches already established, more to follow, including a Kenya group); and the UN General Assembly's International Year of Languages (2008) (which recognises that "genuine multilingualism promotes unity in diversity and international understanding" www.un.org/News/Press/docs/2007/ga10592.doc.htm.

However, this statement illustrates the possible confusion between special needs and inclusive education that was noted in section 4.2.2.1. It also suggests an integration rather than inclusion focus. Inevitably questions are raised about the clarity of message regarding inclusive education that teachers are receiving during their training. The PEDP Progress Report also indicates a relatively small coverage for such training (324 teachers) [3, p.22].

PEDP I mentions the aim of enabling "teachers to acquire and develop appropriate pedagogical skills that are academically sound, child-friendly, and gender-sensitive" [1, p.9]. There are various other references to improving the quality of education by 'upgrading' teachers.

Overall, despite some specific focus on training for the integration of disabled children into mainstream classes, there appears to be insufficient attention given to inclusive education issues within teacher education.

> ### *Recommendation*
> In line with previous recommendations regarding clarifying understanding of inclusive education concepts, embassies/Norad/donors could encourage more debate about reviewing teacher training curricula, in particular regarding (a) how curricula can convey clear and consistent messages about inclusive education, and not cause confusion with special needs and integration approaches; and (b) how to ensure that every teacher learns about and practices inclusive education approaches as an integral part of their pre- and in-service training, and that MoEVT monitors that this happens. (See also Section 3.6.)

4.2.3.6. Resources for inclusive education

There are various provisions aimed at supporting specific marginalised groups to attend school. For instance, PEDP notes the establishment of a "National Education Fund to pay for the education of children from disadvantaged groups, including AIDS orphans. This will ensure that *all* girls and boys can be enrolled in schools" [1, p.5]. SEDP aims to make secondary education more affordable through scholarships for poor families, reducing school costs charged to students, and providing grants for purchasing teaching/learning materials [4, p.vii]. There are also various mentions of spending on equipment and facilities for special needs/disabled learners (e.g. in secondary schools "A total of 280 million Tshs. was spent to support special need education where specialized equipment such as Perkins Braille's typewriters, hearing aids, audiometers speech trainers sound level machines were purchased") [5, p.7]. Provision of sufficient quantities of quality teaching and learning materials is also mentioned.

However, there appears to be no mention of financial or material resource allocations specifically related to inclusive education (i.e. to the development of a concept of whole system change, as opposed to isolated interventions to help specific children/groups of children to fit into the existing system).

> ### *Recommendation*
> See Section 3.4.

4.2.3.7. Support systems

PEDP I says that "More school-based teacher resource centres will be established" [1, p.10] and PEDP II notes the aim of ensuring that these are effectively used [2, p.16]. The provision for having at least one teacher in each primary school who is trained in special needs and inclusive education also in theory ought to offer a support system to other teachers. However, there is no explicit mention of using these support systems to develop and support inclusive practices in all schools.

> *Recommendation*
> Embassies/Norad/donors could support the ministry to research and learn from examples of how resource centres are used in other countries as an integral part of inclusive education development and support. This could be done through information networks, well-planned study visits or other information sources that the embassies/Norad/donors have access to through their programmes and partners.

4.2.3.8. Awareness raising on children's education rights and diversity-aware training manuals

The PEDP Progress Report mentions the intention to use a "multi disciplinary team to sensitise community members in order to identify children with special needs" [3, p.22] and ensure their enrolment. Specific work has been done on preparing gender guidelines for primary school teachers (distributed to 42,000 schools), and the Gender Technical Committee has developed a Gender Strategic Plan for MoEVT and reviewed 12 syllabi and five COBET (Complementary Basic Education in Tanzania) guidelines [3, p.39].

However, this again suggests a 'one-group-at-a-time' approach to diversity and equity in education, rather than a whole system change approach.

> *Recommendation*
> Embassies/Norad/donors could suggest that some broad diversity and non-discrimination training would be an effective way to assist policy-makers with the challenge of tackling diversity awareness within any manuals and guidelines it produces. It may, at this stage, be more effective to aim for a broad overview of issues and an understanding of where discrimination comes from (in order to change attitudes towards people who are 'different'), rather than always aiming for specific advice on dealing with every individual diversity issue. Such a decision would need to be taken following a more detailed analysis of knowledge among ministry and teaching staff, and of the diversity-focused content of any existing manuals and guidelines.

4.2.3.9. School infrastructure

In line with the 'special needs' focus of the policies/plans, there are various mentions of improvements to school infrastructure for disabled learners (e.g. PEDP II aims to "Improve school infrastructure by making them friendly to pupils with disabilities" [2, p.14]; and the SEDP Performance Review 2005-6 mentions "Construction of reading and writing rooms for the blind students" and "Construction of audiological centres for the deaf students" [5, p.16]. The PEDP Progress Report notes that "A total of 96 schools/units of the children with

special needs were supported for improving infrastructures to accommodate varied types of disabilities" [3, p.22]. There is some reference to the wider importance of the learning environment (e.g. "To create physical classroom and school environments which are conducive to learning" [1, p.11]). It is noted that sanitation facilities need to be increased in line with increased enrolment, but there is no mention of improving facilities to make them accessible to disabled students or more girl-friendly.

> **Recommendation**
> Embassies/Norad/donors could encourage more debate on a wider range of school environment issues that can impact on children's access, participation and achievement in school. This might include paying more attention to gender issues (e.g. ensuring girls' safety and privacy), cultural issues, etc. They could also encourage and support a system for involving the community more in school design, as part of other community-based action research activities for identifying inclusion barriers and solutions.

4.3. Vietnam

4.3.1. Laws and rights

4.3.1.1. Reference to international instruments
Vietnam signed up to the Dakar Framework for Action, Education for All, in 2000. The National EFA Plan also mentions its links with the MDGs: "The goals and targets of the National EFA plan are rooted in existing policy and planning documents. …They also cover the Millennium Development Goals (MDGs) and Viet Nam Development Goals (VDGs)" [1, p.xxxi].

The document does not mention the UN CRC or Salamanca Statement (Vietnam was not present at the Salamanca Conference).

4.3.1.2. Education as a human right
Education is regarded as a right within the *National EFA Action Plan 2003-2015*: "The right of all children and adults to education constitutes a central pillar of Viet Nam's education law and Viet Nam has devoted considerable efforts and resources to the realization of this right" [1, p.7].

Vietnam offers free primary education to all children ("all basic and essential inputs into primary education will be provided free of charge to the pupil" [1, p77]). Their aim of nine years of free basic education can be considered a key way of helping to ensure that the right to education is upheld.

> **Recommendation**
> Only one document was provided for review for Vietnam, and it does mention rights and international instruments. However, depending on the content of other policy and planning documents, embassies/Norad/donors may wish to consider the suggestions made in Section 3.8 here.

4.3.1.3. Possibilities for legal action
The reviewed document did not provide any information relating to this question.

4.3.2. Concepts and overall approaches

4.3.2.1. Clarity regarding inclusive education concepts
The reviewed document defines inclusive education as: "An education approach aimed at extending formal education, in the classroom, to all children, especially those children who have tended not to attend normal schooling. These include children with physical disabilities, children with learning and/or mental disabilities, and children who are traditionally more likely not to enrol or drop out from school for various reasons, including economic constraints, culture, gender inequalities and children from ethnic minority backgrounds with limited understanding of the language of instruction" [p.xx].

This definition acknowledges that inclusive education reaches beyond education just for disabled children. However, it still implies expanding the existing formal system so that these children can 'fit in', rather than reforming the whole education system to make it flexible and adaptable to every learner.

The document mentions 'inclusive approaches' at various points, encouragingly under both access and quality sections and for early childhood through to secondary education. But it does not specify in more practical terms what these approaches might involve.

> *Recommendation*
> Depending on the evidence of understanding provided in other policy and planning documents (not covered in this review) embassies/Norad/donors may wish to suggest that policy-makers be supported to develop a clearer understanding of inclusive education as an ongoing process for whole system change (see Section 3.1).

4.3.2.2. Priorities that support or hinder inclusive education
Quality
The document stresses the need to move from quantity (enrolment) to quality (retention of learners; providing relevant education, etc) in levels from early childhood through to secondary education, and life-long education/literacy programmes. This should in theory help stimulate inclusive education, by moving towards an education system that enables learners to participate and achieve. However, the links between delivering quality education and inclusive education are not explicit within the document. Also, although the Plan defines quality and relevance in the glossary, there is still a lack of clarity as to what the delivery of quality education might involve in more practical terms. There is a note that the EFA Technical Support Group will provide assistance in "coherent education planning methodology" but no details are provided.

Curriculum

The Plan emphasises curriculum development at all levels of education, and in places implicitly suggests that these developments will support a move towards more inclusive education (e.g. one objective is "Development of [early childhood] curricula adapted to the needs of particular groups of children (e.g. children with disabilities, orphans, ethnic minority children, etc.)" [p.58]. The Plan remains relatively vague, however, with regard to the nature of curriculum changes that would promote more inclusive practices. It also does not offer details relating to stakeholder involvement in curriculum change.

4.3.2.3. Key programmes relating to marginalised groups

Various groups (e.g. girls, minority ethnic groups, children from poor families, 'disadvantaged' children) are highlighted in the Plan as experiencing greater barriers to accessing education at all levels.

In response, the Plan aims "to provide access to ECCE [early childhood care and education] provision for 0-5 year old children, prioritizing ethnic minority and disadvantaged children" [p.vi]. Within primary education the document mentions a "Special program to extend full primary education access for disadvantaged and excluded children (street children, children of migrant families, etc.). Within lower secondary there is provision for a "Special program to provide full access to lower secondary education for all disadvantaged children and girls". However, the Plan does not provide details of these special programmes.

The fact that the Plan is not creating separate programmes for separate groups of learners could be a positive step in terms of developing a whole system change approach to inclusive education, rather than a one-group-at-a-time approach. It will be important to ensure, however, that the system does embrace the needs of all learners in the absence of group-specific programmes.

4.3.2.4. Data collection and indicators relating to the scale of marginalisation

While there are many mentions of monitoring and evaluation, no reference is made specifically to the collection of data on the numbers of children from particular groups who are facing marginalisation from education.

4.3.2.5. Monitoring inclusive education programmes
The document makes no mention specifically of monitoring inclusive education work. There is, however, a general emphasis on monitoring and evaluating.

> **Recommendation**
> Embassies/Norad/donors could facilitate discussions on how to make indicators relating to inclusive education an integral part of education monitoring and evaluation. They could also encourage the prioritisation of stakeholder involvement in such monitoring and evaluation, through the use of participatory methodologies.

4.3.2.6. Civil society involvement in education policy development/implementation
There is no explicit reference to civil society/stakeholder involvement in the development of the Plan. However, the strategic EFA Goal 4 refers to "Mobilizing full community participation – All for Education" [p.v], implying a commitment to stakeholder involvement in implementation of the Plan. The Plan also stresses that "community participation in school affairs will be actively encouraged" [p.77], although it does not specify mechanisms for facilitating this.[20]

4.3.2.7. Collaboration within government on inclusive education
There is mention of various departments and ministries being represented on the National EFA Committee, and of collaboration for the implementation of the EFA Plan: "To be successful, the National EFA Plan will have to be rolled out into provincial education plans. …The preparation of provincial education plans will involve all major actors, in particular the People's Committees, the Provincial Departments of Education (DoETs), the Provincial Departments of Finance (DoFs)" [p.79]. However, there appears to be no mention of collaboration specifically in relation to inclusive education planning or implementation.

> **Recommendation**
> Embassies/Norad/donors could investigate whether, or to what extent, this collaboration for EFA implementation involves joint activities to promote inclusive education. This could also involve finding out whether all those involved in the National EFA Committee have the same understanding of inclusive education concepts and the same degree of commitment – or whether support is needed to bring all members 'up to speed'.

4.3.3. Specific issues

4.3.3.1. Identifying out-of-school children
The document mentions out-of-school children on various occasions and highlights the government's commitment "to ensure that all out-of-school youth (in primary and secondary school age) have education opportunities to achieve primary and lower secondary levels" [p.ix]. There will be the "Formulation of a comprehensive strategy to develop and finance the provision of literacy, NFE

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[20] Such information may be contained in documents that were not available for this review.

and continuing education programs, with particular emphasis on the programs for out-of-school youth and adults facing difficulties (migrant communities, street children, ethnic minorities, etc" [p.68]. The Plan explains that most out-of-school children "live in regions or belong to population groups that experience different types of disadvantage: economic, social, ethnic, health" [p.9], and says that reaching the last 20 per cent of out-of-school children will be the biggest challenge. But the document does not mention what mechanisms it has used for identifying these children, or how they will be identified for the targeted interventions under the EFA Plan.

> *Recommendation*
> Embassies/Norad/donors could investigate further what mechanisms already exist for identifying out-of-school children, and encourage debate on how these could be expanded. Such identification initiatives need to be linked with other efforts towards community participation in running schools. Support could also be provided to build capacity around the use of participatory research into education exclusion, identifying excluded children, etc.

4.3.3.2. Identifying children in school but excluded from quality education
The reviewed document did not offer any information specifically in relation to this question.

4.3.3.2. Links between formal and non-formal education in relation to inclusive education
The Plan places significant emphasis on non-formal education and continuing learning programmes. There is also mention of the aim to have "almost all primary school drop-outs and 90% of lower secondary school drop-outs ...reintegrated into formal education programs" by 2015. However, there is no explicit mention of how formal and non-formal education systems link in relation to planning and delivering inclusive education.

> *Recommendation*
> See Section 3.3.

4.3.3.3. Language policy
There is no mention of an inclusive language policy within the EFA Plan. This is incongruous considering the range of local languages spoken in the country, and the fact that learning in a language that is not one's mother tongue is known to seriously affect children's early learning of key literacy and numeracy skills.

> *Recommendation*
> Language – in particular the issue of mother-tongue or multi-lingual teaching – should be an integral part of any EFA Plan. Otherwise, children who do not speak the majority language are likely to be excluded, and targets for quality education for all will be missed. Embassies/Norad/donors could encourage a review of all other education policy and planning documents to see if or how they tackle the language issue. Save the Children is working on multilingual education in Vietnam, through the use of 'key mothers' who act as teaching assistance, helping to adapt the curriculum and textbooks to the local context,

and supporting the use of active play and learning techniques.[21] Embassies/
Norad/donors could encourage expansion of this or similar work, and facilitate
discussions to enable increased learning from such experiences.

4.3.3.4. Teacher education and inclusive education

Teacher education and development (e.g. in relation to the new curriculum) is
mentioned in the Plan as a way of achieving improved quality and relevance of
education. Existing limited and poor quality pre- and in-service training are
acknowledged as one of the main challenges in implementing the Plan.
"Recruitment of teachers and promotion of teacher recruitment from
disadvantaged and ethnic minority areas" will be given attention [p.38].
However, there is no mention of pre- or in-service training specifically about
inclusive education.

> *Recommendation*
> Making inclusive education an integral part of all (pre- and in-service) teacher
> education programmes is a fundamental step in the promotion of inclusive
> education. If not already covered by more recent policy/planning documents,
> embassies/Norad/donors could encourage the ministry and teacher education
> institutions to develop their understanding of inclusive education, and revise
> their teacher education programmes so that all teachers receive relevant
> training for the promotion of a whole system change approach to inclusion.

4.3.3.5. Resources for inclusive education

The Plan mentions the problems with shortages of teaching and learning
materials at all levels of education. It commits to producing and distributing such
materials. There is no mention of other resources (funding) available specifically
for promoting inclusive education. Neither does it discuss inclusion issues in
relation to the provision of teaching/learning materials (i.e., ensuring materials in
appropriate languages and formats that convey non-discriminatory messages,
etc).

> *Recommendation*
> See Section 3.4.

4.3.3.6. Support systems

The Plan mentions support systems[22] but does not provide details regarding the
nature of these systems, and whether or not they will specifically support
schools to promote inclusive education.

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[21] See Save the Children UK's forthcoming publication "Making Schools Inclusive: What works in
practice. A guide to transforming education systems, drawing on the experience of Save the Children"
(working title)

[22] (e.g. under Primary Education Quality and Relevance "Establishment of a system of pedagogical
support..."; under Primary Education Management "Development of training and support systems adapted
to the specific needs at each level" and under Lower Secondary Education Management "Establishment
of school support units in all provinces to monitor and advise on school performance". [pp. 61, 62, 65]

> *Recommendation*
> Embassies/Norad/donors could encourage discussions as to how any support systems that are developed can incorporate inclusive education-related support for teachers, school management, etc. Even staff who have been through awareness raising and initial training on inclusive education will require support in addressing the challenges of practical implementation of inclusive education. Embassies/Norad/donors could also encourage debate on the benefits of and ways to implement peer support mechanisms, so that teachers increasingly reflect on practice, share experiences, discuss problems and assist in finding solutions among themselves, as well as seeking advice from support staff.

4.3.4.7. Awareness raising on children's education rights, and diversity-aware training manuals

There is mention of raising stakeholder awareness of the benefits of ECCE and of literacy, non-formal education and continuing education, but no mention of raising awareness of inclusive education. Neither is there mention of whether staff training materials (or indeed teaching/learning materials) display sensitivity to diversity issues and promote non-discrimination.

> *Recommendation*
> Existing mechanisms for raising awareness about ECCE, literacy, non-formal education etc, could feasibly be used by embassies/Norad/donors and the government to raise awareness about children's rights to quality, inclusive education. Further investigation is needed to ascertain whether existing training materials contain diversity-sensitive messages, or whether plans for training materials stipulate essential diversity messages.

4.3.4.8. School infrastructure

The Plan acknowledges that facilities are often poor quality or that there are insufficient facilities. It aims to improve "the quality of the learning environment" [p.vii and viii], build new and rehabilitate old classrooms [p.61], and focus on construction in disadvantaged areas. There is, however, no mention of accessibility or other diversity issues in the school construction/rehabilitation process.

> *Recommendation*
> If not already covered in other documents not reviewed here, embassies/Norad/donors could facilitate discussions around how all school infrastructure plans can take account of disability and other diversity issues (such as gender/girls' safety/privacy, health, culture etc). They could encourage the ministry to: seek advice with regard to physical accessibility planning (e.g. from disabled people's organisations); seek support for research into available information on inclusive school design; develop participatory mechanisms for involving communities/stakeholders in the design of school facilities.

4.4. Zambia

4.4.1. Laws and rights

4.4.1.1. Reference to international instruments
The UN CRC (which Zambia signed in 1991) is mentioned in the *National Child Policy*, *Educating our Future*, and the *Fifth National Development Plan*. Only *Educating our Future* mentions the UN CRC in relation to education, although not explicitly relating to the concept of inclusive education: "Under the Convention on the Rights of the Child, Zambia has pledged itself to protect the right of every child and promote a healthy, happy and caring upbringing. Accordingly, the school environment should be such that it ensures each young person's right to a joyful, safe and formative childhood and early adolescence. This principle informs the statements of educational goals and objectives and the curriculum principles to which they give rise" [p.29]

EFA and/or MDGs are mentioned in:
- *National Child Policy*: states that the UPE component of the child policy aims to meet EFA and MGD goals
- *Educating our Future*: "In 1990, the World Conference on Education for All, in which Zambia participated, recommended that all available channels of information, communications, and social action be used to help convey essential knowledge and inform and educate people on social issues." [2, p.80]
- *Strategic Plan 2003-2007*: mentions expanding ECCED in line with EFA commitments [5, p.15]
- *Review of the Ministry of Education Sector Plan, Zambia. Independent Review 2006, Final Report*: states that "Zambia education policy has always been aspired towards [MDGs and EFA] goals and objectives" [7, p.19] and "The EFA goals and the MDGs are effectively integrated in the policy" [7, p.23].

4.4.1.2. Education as a human right
The *National Child Policy* states that the welfare and development of children is guaranteed in Zambia's constitution [1, p.1]. *Educating our Future* says that every individual in Zambia has a right to education [2, p.4] and mentions the concept of access, participation and benefit. The *Fifth National Development Plan 2006-2010* highlights that it "takes cognisance of the rights based approach to education and provides for progressively fulfilling the rights to education" [4, p.146]. The Plan also states that "the rights and needs of persons with disabilities have to be entrenched in all pieces of legislation and development plans at all levels of society" [4, p.203]. The *Review of the Ministry of Education Sector Plan, Zambia*, however, notes that "the EoF [*Educating our Future*] is not explicit on the fact that basic education is a human right" [7, p.23].

Recommendation
See Section 3.8.

4.4.1.3. Possibilities for legal action

Educating our Future mentions parents' right to send their child to the school of their choice [2, p.4], although this is mainly in relation to choosing between private, public, religious schools, etc – there is no mention of choosing between mainstream and special schools. It is not clear from the documentation what means of redress are available to parents if their school choice is not honoured. This document also states that the MoE will make legislation to prosecute parents who do not keep children in basic education [2, p.65].

4.4.2. Concepts and overall approaches

4.4.2.1. Clarity regarding inclusive education concepts

The *National Child Policy* mentions that it is aiming for access and effective participation [1, p.28], which is broadly in line with the inclusive education definition in Chapter 2.

Educating our Future makes no mention of inclusive or integrated education as concepts, possibly because of its age (it was written in 1996). In places, however, the document implicitly reflects an inclusive education approach,[23] without labelling it as such. It also talks about integrating females across the education sector (as pupil and staff), and "ensuring that female students are integrated with males as equal beneficiaries and participants at all levels of education" [2, p.64]. Conversely, there is a sense in the document of an approach focusing on 'fitting the child to the existing system' or otherwise providing 'special' education (with children able to move between the mainstream and special education system).[24] The document also takes an apparently medical model approach to the education of disabled children, locating the problem with the child's impairment rather than resulting from the system's inflexibility towards diversity.[25]

The *Fifth National Development Plan* mentions inclusive education [4, p.153] but it does not explain the term.

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[23] For example, "changing the tangible and intangible qualities of the system itself to cater for the diverse educational needs and interests of the population" [2, p.4] and "the concept of equity in education necessitates the diversification of the curriculum in order to suit different abilities, talents and interests" [2, p.5].

[24] For example, "The educational perspective is that children are exceptional if their difference from others is such that it interferes with their development in normal school circumstances and necessitates special educational provision, either in conjunction with the regular class or in a special class or school" [2, p.65]; "special education is not an educational programme entirely different from that normally provided for pupils of the same age, but refers to those aspects which are unique or are additional to the regular education programme. Different arrangements exist, depending on the extent of the child's difference from the norm", "The guiding principle for the education of exceptional children is that to the greatest extent possible they should be integrated into the programmes that are offered in ordinary classrooms" [2, p.66]; and "As much as possible, they should be **integrated** into the normal life and activities of the community and into ordinary schools, and should live a life that is comparable with that of other children of the same age" [2, p.67].

[25] "Those with physical problems, or who are slow learners, need education of high quality to compensate for difficulties they experience" [2, p.69].

The *Review of the Ministry of Education Sector Plan* fails to mention inclusive education or the fact that the MoE strategy does not cover inclusive education. The review highlights that the MoE has perceived equity in education mainly as a gender issue. The review itself seems to see equity in terms of gender, HIV and poverty, but not as an issue of inclusion for all learners.

> **Recommendations**
> The documents' interpretations of inclusive education do not always seem to be consistent, showing at times an understanding similar to that presented in Chapter 2, and at other times presenting a more medical model and less 'whole-system-change' approach. Embassies/Norad/donors could engage in discussions to clarify inclusive education as a concept, and could also support work to review/revise key policy/planning documents to ensure that they do all follow the same interpretation of inclusive education (and indeed offer clear definitions for their readers). Embassies/Norad/donors could also lead discussions on how to ensure that consultants hired to work with the MoE are fully aware of inclusive education and approach any education review work with inclusive education in mind, even if that is not the primary topic of review. (See also Section 3.1.)

4.4.2.2. Priorities that support or hinder inclusive education

Access and quality
Access and quality are two of the five goals for the education system as a whole, according to *Educating our Future*. Quality is a clear priority mentioned throughout the document. For example, the MoE states its commitment to promoting child-centred curricula [2, p.29] and active learning approaches [2, p.32]. This document also talks of developing skills in critical thinking, problem solving, etc. Such approaches, in theory, are supportive of a move towards more inclusive education. However, the link between quality education and inclusive education needs to be more explicitly considered and covered in policy/planning documents.

The *Fifth National Development Plan* also stresses the need for emphasising quality in addition to access. It states that "reforms in curriculum development; syllabus design; professional teacher enhancement; making the learner environment more productive and conducive to the learning and welfare of the learner; and attainment of educational standards will be among the key reform areas" [4, pp.149-50]. These reforms are again the kind of improvements that can support the development of inclusive education, although it is not presented as such in the Plan.

The *MoE Strategic Plan 2003-2007* places improved quality as a high priority in education. One way it aims to achieve this is by monitoring "pupils' performance...through regular National Assessment at middle basic level, the competency-based tests being introduced, and also through the Grade 7 and Grade 9 summative evaluations". Monitoring of quality throughout the education system is a positive move. However, ensuring that assessment processes do not just focus on academic performance is essential for preventing schools from excluding learners who might hold back the school's performance rating.

4.4.2.3. Key programmes relating to marginalised groups

Girls
Zambia has a policy of re-admitting girls to school following pregnancy. The *National Child Policy* states that gender equality is promoted through mainstreaming the Programme for the Advancement of Girls' Education programme in all schools, and by enhancing the primary reading programme, interactive radio and community schools [1, p.29]. *Educating our Future* highlights policy areas such as recruiting more female teachers and women in education management; developing gender-sensitive curriculum; more girls' schools; community sensitisation; tackling sexual harassment; and making it illegal for patents to withdraw children from basic education.

Disabled children
The *National Child P*olicy states that "Zambia has an inclusive policy on education that states that all persons, including those with disabilities, should have access to general education without discrimination" [1, p.19]. However, it does not explicitly state that this should be within mainstream education. *Educating our Future* explicitly states that children with 'special educational needs' should be "integrate[d]...into mainstream institutions...However, where need is established, the Ministry will participate in the provision of new special schools for the severely impaired" [2, p.70].

The *Fifth National Development Plan* talks of providing special needs education at all levels for disabled people, and providing "adequate educational facilities, services and equipment" [4, p.204]. But again it does not explicitly confirm that such provisions will be within the mainstream system, potentially leaving the door open for further development of segregated education.

MoE's *Strategic Plan* mentions expanding "A number of inclusive schooling initiatives... including training of more teachers at Zambia Institute of Special Education (ZAMISE), identification and assessment of special needs pupils, and provision of specialist materials and equipment" [5, p.14]. It also says that schools will receive financial incentives for enrolling more 'special needs' children from the local community. This suggests that potentially the Plan is approaching inclusive education from a disability-only perspective. Also the use of incentives for enrolling certain groups of children may not necessarily tackle issues of their exclusion through poor quality education once they are in school.

Poor/vulnerable children
The Free Basic Education Policy of 2002 aims to avoid access to education being denied through poverty. The *National Child Policy* mentions helping families with income generation to enable them to pay school costs and not exclude children from school in order to work. *Educating our Future* states that "the Ministry will establish bursary and scholarship schemes for the needy" and that "no child may be excluded from school on the grounds of not having the uniform or items specified by the school" [2, p.73]. The MoE *Strategic Plan* mentions "bursaries for orphans and children with special needs for basic essentials like clothing" [5, p.11].

Recommendations
Although the documents do mention inclusive education, the programme activities that are highlighted for marginalised groups seem to be activities aimed more at individual groups. While these groups of course need support, embassies/Norad/donors could encourage more debate on how to bring together initiatives for specific marginalised groups into a more cohesive policy/plan for ongoing whole system change to the benefit of all learners. For instance, they could discuss whether the idea of offering financial assistance to schools that enrol more disabled children could be revised into an incentive scheme to reward schools that perform well on a range of inclusion, diversity and non-discrimination indicators, covering not just enrolment/access, but also participation and (academic and non-academic) achievement.

4.4.2.4. Data collection and indicators relating to the scale of marginalisation
Educating out Future states that the ministry will revise existing data collection instruments and establish/maintain an EMIS [3, p.131]. It also mentions involving teacher in research [3, p.170-1]. However, these issues are not discussed specifically with inclusion and diversity issues in mind.

The *Fifth National Development Plan* offers statistics for the enrolment of orphans and 'special needs' children [4. p.149], but does not explain the data collection process. Likewise, the MoE's *Strategic Plan* highlights that efforts to gather and analyse data have been ineffective [5, p.46], but this is not specifically in relation to marginalisation issues. The Plan mentions EMIS, highlighting its potential use with tracking the impact of HIV/AIDS on teaching staff, but not its potential for tracking exclusion among learners.

Recommendation
The bases for data collection are being put in place. However, NORAD could suggest that information relating to learner (and staff) diversity and actual or potential cases of discrimination and exclusion should be an integral part of any data collection system. This should also include ensuring that data collection is done in a participatory way within communities, to increase the likelihood of finding out about children who are 'hidden' in the community. So, for instance, if EMIS is being developed, NORAD could support the MoE to learn from the experiences of countries in Asia that are developing community-based EMIS – giving communities more responsibility and ownership over information relating to the education of their children.

4.4.2.5. Monitoring inclusive education programmes

Educating our Future specifically discusses monitoring 'special needs' issues,[26] but it does not discuss this from a broader inclusive education perspective. It also contains detailed information on monitoring processes and the work of inspectors, but again without explicit focus on monitoring exclusion, student diversity, etc.

MoE's *Strategic Plan* mentions that the indicator of "Retention and progression of the girl-child from Grades 5-9 increased from 82% to 100% by 2007" will be measured through "EB Reports, School Surveys MoE Statistics" [5, p.71]; and that in high schools the indicator of "Bursary provision for the poor, girls and orphans increased from 8,3% to 20% by 2007" will be measured through "Infrastructure Reports, Building Inspection reports". As with the issue of data collection, it appears that some monitoring is being put in place in relation to specific groups, but the overall monitoring and evaluation process is not demonstrating (through the reviewed documents at least) any progress towards monitoring a whole system change approach to inclusive education.

> *Recommendation*
> Embassies/Norad/donors could facilitate discussions as to how all education policies/plans can develop monitoring and evaluation processes that assess progress towards inclusive education in its broadest sense (as whole system change). This will likely involve developing (process and impact) indicators in collaboration with learners, parents, teachers and the community, in order to best understand the nature of exclusion in a given setting and whether interventions have reduced such exclusion. It would also likely be linked with ongoing implementation support for those working on inclusive education, to ensure monitoring processes are not just about controlling and inspecting.

4.4.2.6. Civil society involvement in education policy development/implementation

The MoE *Strategic Plan* states that pupils, parents, teachers, community leaders, civil society representatives, personnel from the Ministry of Finance and National Planning, other line ministries, international development partners, all District and Provincial Education Offices, senior management from the Headquarters and the two Universities were consulted during the Plan's development [5, p.2]. The other documents do not mention civil society involvement in their actual preparation.

Educating out Future does mention the need for parents and stakeholders to join in curriculum development work [2, p.33] and the *Strategic Plan* states "most importantly, the parents and the learners must participate in the process of change that will lead to greater access and quality in education" [5, p.2].

The *Review of the Ministry of Education Sector Plan* says the MoE should be more accountable and work more with civil society and academics before working with the donor community [7, p.iv]. It also highlights that restructuring in

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[26] For example: "Education Boards will have responsibility for ensuring that the special education needs of children within their jurisdiction are met, and will be evaluated on their discharge of this responsibility" [2, p70] and "The Ministry will enlarge and decentralize the special education inspectorate" [2, p.71].

the MoE has led to local staff participation in planning and decision-making and better use of local knowledge, as well as improved communication with parents through PTAs [7, p.58]. The review concludes that there needs to be improved stakeholder involvement, but it does not specifically highlight this need in relation to the planning and implementation of inclusive education.

> *Recommendation*
> The basis for civil society and community participation in education improvement is being developed. Embassies/Norad/donors could encourage the maintenance and expansion of this. For instance, the ministry could be supported to learn more about community participation in inclusive education development from experiences in other countries, or indeed from experiences within Zambia (e.g. the EENET-supported action research projects in Mpika which have involved an increase in parental involvement in identifying and solving inclusion barriers).[27]

4.4.2.7. Collaboration within government on inclusive education

There is not much discussion in the reviewed documents about government departments sharing responsibilities for the education of marginalised groups. The *National Child Policy* mentions inter-ministry/agency collaboration in reaching its objectives, but this is not in relation to inclusive education. *Educating our Future* says that "Planning for special education provision will be built into the Ministry's mainstream strategic planning" [2, p.71], indicting possibly that the Ministry considers it everyone's responsibility, not a separate responsibility of a separate planning process. This document also mentions that plans for very poor children and bursary schemes will involve the MoE working with the Ministry of Community Development and Social Services, and "with traditional and local authorities and others" [2, p.73].

Perhaps rather confusingly, the MoE *Strategic Plan* says that the cross-cutting issues of Gender and Equity will become a special unit within the MoE's Planning and Information Directorate [5, p.48] – which surely negates the concept of them being cross-cutting (i.e. the responsibility of everyone in every department).

4.4.3. Specific issues

4.4.3.1. Identifying out-of-school children

The reviewed documents acknowledge the need for reaching out-of-school children,[28] but they do not offer explicit information about how these children will be identified in order to be reached. The *Strategic Plan* does mention that it will provide statistics on out-of-school children, although it does not offer any details of how it will achieve this.

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[27] See EENET various reports at: www.eenet.org.uk/key_issues/action/action.shtml.
[28] For example, the MoE "must explore ways of reaching out to children who, for a variety of reasons, are unable or unwilling to attend school" [2, p.18]; "a number of strategies will be adopted to target out-of-school children, particularly orphans and vulnerable groups" [5, p.9]

> **Recommendation**
> See Section 3.5.

4.4.3.2. Identifying children in school but excluded from quality education

Educating our Future mentions using assessment to identify problems with achieving learning objectives, and says school-based assessment will be primarily used for diagnostic feedback, and for certification and selection as a lesser priority.

> **Recommendation**
> It is a positive step that this education policy document has acknowledged the issue of monitoring children's learning needs once already in school. Embassies/Norad/donors could encourage ongoing debate to ensure that this matter is given additional attention in new or revised policies/plans.

4.4.3.3. Links between formal and non-formal education in relation to inclusive education

The documents mention non-formal education briefly, e.g. the *National Child Policy,* has an objective to promote ongoing education for children who have dropped out of regular school [1, p.29] and also mentions the provision of life-skills education for girls to increase self-esteem and communication skills [1, p.38]. The MoE *Strategic Plan* talks of a distance education programme to "broaden access to a wider range of learners for whom access to more formal places of learning and specialised subjects is either impractical by virtue of location or high cost to both the learner and the education system". However, none of them explicitly discuss links between formal and non-formal education in relation to inclusive education.

> **Recommendation**
> See Section 3.3.

4.4.3.4. Language policy

Only one document (*Educating our Future*) mentions language issues ("all pupils will be given an opportunity to learn initial basic skills of reading and writing in a local language; where as English will remain as the official medium of instruction... each child will be required to take a local language from Grade 1 onwards" [2, p.39]). This lack of discussion of language issues in the other documents is surprising considering that Zambia does have a policy of using mother tongue as the medium of instruction at the start of basic education. It could be that the policy is well established and so there is a feeling that it does not need to be reiterated.

> **Recommendation**
> Embassies/Norad/donors could lead discussions on how language issues can be made a more integral part of all policy/planning documents, in line with Zambia's commitment to making education more inclusive for all learners. Even if it is working well, regular discussions to review the existing policy would be beneficial, and the MoE could be supported to keep on learning about mother-tongue and multi-lingual education from the growing body of research and work

4.4.3.5. Teacher education and inclusive education

The reviewed documents discuss teacher education in some detail. *Educating our Future*, for instance says that "Gender issues and the development of gender-sensitive teaching methodologies will be integral to the pre-service and in-service training of teachers" [2, p.64]. and that Zambia will train "an adequate number of teachers in special education" [2, p.71]. It also commits the MoE to continued review of the teacher education curriculum to promote a variety of teaching strategies. The *Fifth National Development Plan* aims to strengthen special needs training for teachers [4, p.204]. The *Strategic Plan* mentions that in order to improve educational quality, 'professional teacher development' will receive the highest increase in budget allocation.

None of the documents, however, explicitly discuss educating teachers about inclusive education theory or practice, despite the training programmes containing elements that are moving in the right direction (e.g. a focus on quality and on gender and disability issues; highlighting diverse teaching methodologies, etc).

> *Recommendation*
> The basis for educating teachers on inclusive education is in place. Embassies/Norad/donors could support the expansion of this committed ongoing work to review and improve teacher education; in particular to ensure that coherent and consistent messages about inclusive education are included from the start of all teachers' training. This would be in line with work mentioned in earlier recommendations regarding the development of greater clarity and less ambiguity over the MoE's definition of inclusive education.

4.4.3.6. Resources for inclusive education

Educating out Future mentions "generous" funding for work on improving educational quality [2, p.21], but does not link this with inclusive education. This document also commits to providing scholarships for "girls who excel in mathematics, science or technological areas" [2, p.64] as well as covering education costs and providing tertiary level bursaries for "children with special educational needs" [2, p.71]. It states the government will support higher education for women, the poor and disabled students [3, p.106], and give bursaries to private schools that admit pupils from poor or vulnerable groups [3, p.143]. The *Fifth National Development Plan* allocates 3.1 billion Kwacha (annually, 2006-10) to programmes relating to "disabled access to education system" [4, p.208]. The MoE *Strategic Plan* aims to allocate funding in a way that takes account of disadvantaged groups (e.g girls and orphans), isolated schools and enrolment levels [5, p.59]. The Plan also commits to increasing expenditure on special programmes "that cover HIV/AIDS, equity and gender, school health and nutrition, bursaries for the vulnerable groups and children with special needs" [5, p.65].

The documents show that funding is being allocated to tackling education challenges for vulnerable groups, but that this is not being done from an

inclusive education perspective. Resources seem to be used to target specific groups, rather than for whole system change towards inclusive education.

> **Recommendation**
> Embassies/Norad/donors encourage discussions on finding a balance between the need to support specific groups of vulnerable learners, and the need to fund a longer-term solution to all and any form of exclusion and discrimination in education. (See also Section 3.4.)

4.4.3.6. Support systems
The documents mention teacher resource centres as the main support mechanisms for teachers, and for in-service training, distance education etc. However, this is not discussed specifically in relation to supporting teachers with the challenges of identifying barriers to inclusion and their solutions. The *Review of the Ministry of Education Sector Plan* also highlights that such centres are often too far from teachers/schools to be regularly used.

There is potentially a missed opportunity here, as resource centres can play a vital role in helping teachers at the school/district level to share problems and solutions in a way that maximises the available local resources and knowledge, without necessarily relying on costly external expert advice.

> **Recommendation**
> Embassies/Norad/donors could support further investigation into examples of resource centres used in supporting inclusive education. Such research may offer evidence to back up calls for investing more in the teacher resource centre network, and making them more accessible and practically useful. Zambia itself already provides some inspiring examples. For instance, in Mpika a teachers resource centre has been used in the successful promotion of action research approaches and teacher-to-teacher sharing in relation to tackling inclusion challenges.[29]

4.4.3.7. Awareness raising on children's education rights and diversity-aware training manuals
The documents do not discuss these issues much. However, *Education our Future* does note that "the negative image of women and girls portrayed by many school-books" is one institutional reason for low education rates among girls. It says "The Ministry will review the school curriculum so as to ensure that both it and the associated teaching materials are gender-sensitive" [2, p.64].

> **Recommendation**
> Embassies/Norad/donors could encourage discussions about reviewing the curriculum and teaching/learning materials. In particular this could look at not just reviewing them for gender sensitivity but also in relation to a wider range of diversity issues, consistency of non-discrimination messages, promotion of tolerance and social inclusion, etc.

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[29] See various EENET reports at: www.eenet.org.uk/key_issues/action/action.shtml.

4.4.3.8. School infrastructure

The documents make various references to school infrastructure issues that can affect children's presence, participation and achievement – though it is not presented in inclusive education terms. For instance, *Educating out Future* highlights the effect that poor infrastructure can have on education quality. It states that the MoE will ensure new and rehabilitated school buildings will "respond to the needs of impaired children" [2, p.24]. It also raises the issue of poor transport to/from school (a key issue affecting presence at school), but in relation to the effect on girls, not disabled children [3, p.150-1]. The *Fifth National Development Plan* commits to providing and maintaining "water and sanitation facilities with a view to provide equitable access for girls and CSEN [children with special educational needs]" [4, p.153]. The *Review of the Ministry of Education Sector Plan* mentions data and analysis regarding the need for building and mending school infrastructure, but does not mention accessibility issues, apart from the need to look at school "designs for children with learning disabilities". It is unclear why this group was highlighted instead of physically or sensorially impaired children.

Recommendations
School infrastructure is clearly being considered, but possibly not in a consistent way or in relation to a sufficiently wide range of school environment issues. The MoE nationally, and schools locally, could be supported by embassies/Norad/ donors to debate and develop indicators for quality infrastructure which take account of factors such as physical access, local culture, transport, personal safety, health privacy, comfort (warmth/light), aesthetics, etc – all of which can impact on whether children (and teachers!) attend, participate in and benefit from lessons.

5. Conclusion

This review of selected policy and planning documents from Nepal, Tanzania, Vietnam and Zambia sought to provide some initial insights into the current inclusive education situation in these countries, with a view to informing Norad's financial and technical support programmes. Due to time constraints, the reviewed documents did not cover all of the education policies or plans available, and as such the review should be treated as a preparatory piece of research. It should, nevertheless, offer signposts to important issues for further debate and research within the selected countries.

The review has provided both country-specific recommendations and highlighted several commonly experienced challenges for Norad to focus on. These challenges include:
- confusion over how to define inclusive education, and its relationship with the concept of quality education
- how to balance work on increasing educational access/enrolment with efforts to improve the quality of education
- how to move forward with a more holistic view of inclusion (beyond interventions for individual groups, and towards developing a unified system in which formal, non-formal, mainstream and segregated provision work together towards a common goal of quality education for all)
- how to budget for inclusive education work
- how to collect data on marginalisation problems, in particular how to work better with communities to identify the most hidden of excluded children
- revising teacher education in a way that makes learning about inclusive education the norm, rather than a specialist area of study
- how to achieve increased flexibility in curriculum development to match the flexibility required by a successful inclusive education system
- strengthening the rights base for inclusive education within national policies and plans.

Each of the countries has demonstrated, through the reviewed documents, commitments to improving educational access and quality for all learners. To varying degrees, the policies and plans suggest progress towards more inclusive education, tackling discrimination and promoting diversity, though there remains much still to do. The development of inclusive education (at local and national level) takes time. The benefits of learning from others' experiences in this regard cannot be underestimated, and international bodies such as Norad can play a significant role in facilitating or supporting such learning among its partners. There is globally still a lack of policy-related research on inclusive education, and so this review could be a starting point for greater sharing of policy and planning lessons among and beyond Norad partners.

Appendix 1: Terms of reference

Norad desk review on Inclusive Education policies

Introduction:
Norway is a donor to a number of EFA education sector programmes. Within the framework of a sector programme, not only financial support is provided, but also technical advice. It is therefore important for Norad to have insights into the current situation as far as inclusion in education is concerned in selected, relevant countries. Education is regarded a high priority in development aid strategies in Norway, and in particular inclusion of vulnerable and marginalised groups are given attention. From recent experiences, it seems clear that in reality few countries have established necessary mechanisms to ensure equal participation of all learners in their education programmes. This is a situation which is regarded as unacceptable, as the EFA-goals can not be achieved unless all learners are planned for and offered quality education.

Objective of study:
Assess the extent to which inclusive policies and practices are part of sector programmes in the following countries: Vietnam, Palestine, Nepal, Tanzania and Zambia.

Scope of work:
The review should be focusing on, but not necessarily be limited to, the extent to which inclusive policies are in place and what is being done to implement such policies. The review shall, in country specific contexts, assess:
   i)   Legal framework for inclusion,
   ii)   Policies for inclusion, definition of inclusion
   iii)   Strategies, Structures and implementation systems for inclusion,
   iv)   Evaluation and reporting mechanisms.

   Legal framework:
   1. Is reference made to UN Declarations, the Salamanca Statement (is the country a Salamanca Statement signatory?), the Dakar Framework of Action, the Convention of The Rights of the Child, the EFA and MDG goals, the Human Rights Councils recent "Right to Inclusive Education for persons with disabilities" (February 2007)?
   2. Is education regarded as a right for all children? Are there mechanisms to ensure that the right be fulfilled?
   3. Do children and their parents have the possibility of taking legal action if excluded from school?

   Policy:
   4. Which are the main action programmes in regard to marginalized / excluded / vulnerable groups? Is there specific mention of particular groups? Are children with disabilities and other groups specifically planned for?
   5. Are there specific policies / programmes / strategies in place to identify out-of-school children?

6. To what extent has civil society been involved in the education policy formulation and implementation?
7. In what ways are responsibilities for IE policies shared between different ministries/departments within MoE? Does the responsibility of education for certain categories of children lie with other ministries?
8. If inclusive policies exist, are they clear regarding the role of special/segregated education and the difference between integration and inclusion?
9. What are the linkages between formal and / or non-formal education in the plans / programmes for more inclusive education?
10. Is there a policy statement regarding language of instruction?
11. What kinds of priorities are reflected in the country's objectives of education? Do these priorities stimulate or discourage inclusion?
12. Does the plan include provisions or measures regarding physical access to school for all learners (regulations for school constriction vs accessibility)?
13. Does the plan address required competence and quality of teachers in relation to inclusion (are there structures ensuring inclusive teacher training)? Does pre-service teacher training include inclusive education elements? Are there in-service teacher training programmes for inclusion?
14. What resources are allocated for plans / programmes with regard to inclusion? What are additional sources of support for education (private sector, community, bi-lateral etc?)

Structures and implementation:
15. Are measures being taken with regard to data collection, indicators and statistics to ascertain the magnitude of marginalized and excluded children?
16. Give examples/case studies of inclusive programmes / activities that are relevant at national, regional, district and/or school level.
17. What resources are allocated for plans / programmes with regard to inclusion? What are additional sources of support for education (private sector, community, bi-lateral etc?)
18. Are support systems in place (resource centres, itinerant teachers to assist classroom teachers when needed, etc.)
19. Awareness raising on children's right to education? Do manuals, materials with illustrations/photos reflect diversity – disabled, girls, ethnic diversity ,etc.
20. Do school building norms include access for disabled?

Evaluation and reporting
21. Are there mechanisms to identify children already in school, but excluded from quality education?
22. How are inclusive programmes monitored?

Methodology
EENET will carry out a desk review examining relevant documents (EFA plans, sector programme reports for the period 2005-2007, appraisals and reviews). These documents will be forwarded from Norad.

Norad will provide contact details to relevant Embassies in case EENET will need to discuss the review with education personnel. Norad will prepare the Embassies for the possibility of EENET contacting them.

EENET will prepare a draft report to be submitted to Norad covering the TOR. The suggested format of the review is as follows:
- An executive summary highlighting country specific findings and conclusions.
- A general section presenting the challenges to inclusion
- A set of country specific recommendations to Norad on relevant advice to Embassies on how inclusion could be strengthened in the Education Sector Programmes

Time frame
The review will commence in August. EENET will work with one external consultant. The draft report should be submitted to Norad by 1st October. The final report should be submitted to Norad one week after the reception of Norads comments, and not later than 1st November. A total of 20s days is granted for the review. The work will be divided between Ingrid Lewis (EENET Co-ordinator) and an external consultant. Lewis would assist with planning the research and locating sources of information through EENET's contacts, and later would assist with the analysis of findings and editing of the report. The external consultant would undertake the bulk of the document searches, analysis of policy content and report writing. This could be split approx: 4 or 5 days for Lewis and 10 or 11 days for the external consultant.

Fee:
Upon reception of the final report, Norad will pay a total fee all included of GBP £8,000.

Appendix 2: Documents reviewed

Nepal

[1] "Annual Strategic Implementation Plan (ASIP) 2006-2007 executive summary"

[2] "Annual Strategic Implementation Plan (ASIP) 2006-2007", Ministry of Education and Sports Department of Education, Budget and Programme Section, Sanothimi, Bhaktapur, 2006

[3] "Education for All 2004-2009 Core Document", The Ministry of Education and Sports, Kathmandu, Nepal, November 2003

[4] "Mid-Term Review of Nepal Education for All (EFA) Programme 2004-2009", Copenhagen Development Consulting, Draft report, May 2007

[5] "Social Inclusion: Gender And Equity In Education SWAPs In South Asia", Sushan Acharya, April 2007

Tanzania

[1] "Primary Education Development Plan (2002-2006)", Basic Education Development Committee, MoEVT, July 2001

[2] "Primary Education Development Programme (2007 – 2011)" Education Sector Development Programme, MoEVT, September 2006

[3] "The Primary Education Development Plan (PEDP) Progress Report July 2005 - June 2006", Education Sector Development Programme, MoEVT, October 2006

[4] "Secondary Education Development Plan (SEDP) 2004 – 2009", Education Sector Development Programme, MoEVT, March 2004

[5] "The Secondary Education Development Plan (SEDP) Annual Performance Report July 2005 - June 2006", Education Sector Development Programme, MoEVT, October 2006

[6] "Education Sector Annual Action Plan July 2006 – June 2007", Prime Minister's Office, October 2006

[7] "Education Sector Action Plan (in million Tshs.) for 2006/2007"

Vietnam

[1] "The National Education for All (EFA) Action Plan 2003-2015", Ministry of Education and Training, Hanoi, June 2003.

Zambia

[1] "National Child Policy 2006", MoSUCD

[2] "Educating out Future", MoE, 1996 – chapters 1-7

[3] "Educating out Future", MoE, 1996 – chapters 8-16

[4] "Fifth National Development Plan 2006-2010", December 2006

[5] "Strategic Plan 2003-2007", MoE, February 2003

[6] 'NIF Tables' (Excel file)

[7] "Review of the Ministry of Education Sector Plan, Zambia. Independent Review 2006, Final Report", Copenhagen Development Consulting, May 2007

[8] "Review of the Ministry of Education Sector Plan, Zambia. Independent Review 2006, Final Report - Annexes", Copenhagen Development Consulting, May 2007