Policy paper

Making inclusive education a reality

July 2011
Disabled children constitute more than one-third of the approximately 67 million children who are not currently enrolled in primary school. There are also many children living in households headed by disabled parents (or other disabled family members). These households are disproportionately affected by poverty and this is a significant factor preventing children from accessing education. National census data provide an insight into how poverty, disability and education interact. Having a disabled parent who is poor increases the likelihood of seven to sixteen year olds never having been to school by 25% in the Philippines and 13% in Uganda. This is due to a lack of income and a need for children to care for their disabled parents. From this basis, it is easier to understand how cycles of poverty emerge and have intergenerational consequences.

Inclusive education systems and inclusive societies can only be realised if governments are aware of the nature of the challenges they are required to face and committed to address them. Disability is not a minority issue – in some developing countries, it is estimated that half of the population could be affected, if one includes the families of disabled people. Yet inadequate policy attention to disability issues is holding back national progress towards realising all children’s right to education. Unless and until the systemic challenges faced by disabled children are specifically acknowledged and addressed, around 23 million who are currently out of school will remain out of school and international targets for education, most notably the second Millennium Development Goal (MDG) and the Education for All (EFA) goals, will remain unmet. Failure to act will mean yet another generation of humanity will be disempowered due to a lack of education – just because they are disabled.

What is inclusive education?

All people have a right to education. There is no single model for ensuring that education is inclusive and approaches continue to evolve. Inclusive education is an approach that ensures the presence, participation and achievement of all students in education. This may be in formal schools, or in non-formal places of learning, such as extra-curricular clubs and humanitarian camps. It often involves working to change the structures, systems, policies, practices and cultures in schools and other institutions responsible for education, so that they can respond to the diversity of students in their locality. Inclusion emphasises opportunities for equal participation, but with options for special assistance and facilities as needed, and for differentiation within a common learning framework.

### What is inclusive education?

**Statistics on disability, education and unemployment**

- Approximately 150 million children worldwide are disabled.
- Less than 10% of disabled children in Africa attend primary school.
- The proportion of disabled children receiving any form of education is as low as 1-3% in some developing countries.
- In developing countries, it is estimated that literacy rates for disabled women are 1%, compared with about 3% for disabled people as a whole.
- In India, 74% of people with physical impairments and 94% of people with learning disabilities are unemployed.
- Excluding disabled people from employment results in annual GDP losses of US$60.3 billion in Sub-Saharan Africa alone.

### Defining inclusion

**Inclusion is:**

- Recognition of the right to education and its provision in non-discriminatory ways.
- A common vision which covers all people.
- A belief that schools and other places of learning have a responsibility to educate all children (and adults) in line with human rights principles.
- A continuous process of addressing and responding to the diversity of needs of all learners – regardless of factors such as disability, gender, age, ethnicity, language, HIV status, geographical location and sexuality – recognising that all people can learn.

**Inclusion involves:**

- Providing appropriate responses to the broad spectrum of learning needs in formal and other education settings.
- A particular emphasis on those groups of learners who may be at risk of marginalisation, exclusion or under-achievement.
- Identification and removal of attitudinal, environmental and institutional barriers to participation and learning.
- Modifications and changes in strategies and plans and in content and approaches to learning.
- Enabling teachers and learners to see diversity as an asset rather than a problem.

Adapted from UNESCO's Guidelines for Inclusion: Ensuring Access to Education for All (2005)
What is the difference between inclusive and integrated education?

Inclusive education differs from the notion of ‘integration’, which tends to focus more on ensuring disabled children attend mainstream schools rather than on ensuring that these children are learning. Indeed, whether or not disabled children learn in an integrated system is down to them and whatever small efforts teachers and other staff can make, given the demands on their time. When problems arise, blame can therefore be attached to the child and not the teachers or education system. An integrated approach to education suggests that diversity is a problem to be overcome as it is a burden on resources and detracts from the amount of time a teacher can dedicate to other students.

By contrast, inclusion is about the child’s right to participate and benefit on an equitable basis to their peers. Inclusive approaches stress the duty of schools (and educational systems as a whole) to adapt and, in principle, accept all children. A premium is placed upon full participation by all students, including (but not only) disabled children, and upon respect for their educational and wider social, civil, and cultural rights. Resources are used to encourage this participation, rather than to provide additional and separate activities. In this way, diversity in the classroom (and wider society) is embraced and viewed as an asset.

Inclusive education values and principles should promote rather than undermine a flexible approach to tackling the diversity of learning needs. For example, an inclusive approach to education may ensure the provision of specialised support for disabled children in a mainstream classroom. It is important to remember that ideological rigidity is not conducive to an education system that is genuinely empowering. In certain circumstances, for instance, specialised classes (within the mainstream school) may be beneficial for some students, to facilitate and complement their participation in regular classes. Examples of when this may be appropriate are Braille training and physiotherapy that requires the use of special equipment. Taking these points into account, a basic explanation of the conceptual differences between inclusive and integrated education may be found in the following diagrams.

What about special education?

Inclusive education is different from special education, which is where disabled children are educated at special schools (or receive specialist education at home or in another place, for example a hospital). There may be exceptional cases where special education provision may be the most appropriate support for a child, for example one with multiple, severe impairments. However, schools and education systems should recognise that the most desirable option in principle is inclusive education, and must constantly assess possibilities for developing a special education experience into an inclusive one.

Sightsavers’ view from many years of experience in supporting education programmes is that special schools have often been chosen because the quality of learning for disabled pupils in mainstream schools has been poor. With an inclusive education system which delivers quality learning as opposed to access alone, the special school choice will be less attractive.

It has been argued that the concepts underpinning special education reflect the thinking of orthodox medical models of disability which locate the source of the ‘problem’ in the child, rather than in the wider society (this criticism is also directed at integrated education, as the diagram on the previous page illustrates). It is undeniable that some children in special schools achieve high scores in assessments and enjoy strong social relationships among those with whom they interact. Ultimately, however, these students are segregated from the rest of society during a crucial part of their lives, and this negatively impacts both on individual children and on society as a whole.

Inclusive education supports and promotes a broader vision of society where all people are included, regardless of their impairment. Moreover, a special education approach runs the risk of creating a complex and parallel system that is ultimately far costlier (one estimate suggests as much as nine times higher) than providing education in the mainstream. Nevertheless, for an inclusive education approach to lead to positive social and learning outcomes, a range of challenges must be overcome (see page 10).
Rights and responsibilities: International commitments to education for children

A range of international human rights instruments have long established the right to education for all. The Universal Declaration of Human Rights (1948) firmly established education as a human right for all people. The United Nations Educational, Scientific and Cultural Organization (UNESCO) Convention against Discrimination in Education (1960), the first specific instrument concerned with the right to education, is based on the principles of non-discrimination and equal opportunities in education. The Convention on the Rights of the Child (1990), the most widely ratified international human rights treaty, highlights the need for governments to ensure access to education for disabled children. The Salamanca Statement (1994) stresses the importance of inclusive education, calling on governments to ‘give the highest policy and budgetary priority... to enable them to include all children regardless of individual differences or difficulties’ and to ‘adopt as a matter of law or policy the principle of inclusive education, enrolling all children in mainstream schools, unless there are compelling reasons for doing otherwise’.

This commitment to inclusive education became a legal obligation through Article 24 of the 2006 Convention on the Rights of Persons with Disabilities (CRPD), which reaffirms the right of disabled children to quality education and committed governments to ensure that ‘persons with disabilities can access an inclusive, quality and free primary education and secondary education on an equal basis with others in the communities in which they live’. Article 32 places an obligation on donor governments to make their support ‘inclusive of and accessible to persons with disabilities’. At the time of writing (June 2011), there were 149 signatories to the CRPD and 101 ratifications.

Ratification of (or accession to) the CRPD means that those countries are legally obliged to provide inclusive, quality and free primary and secondary education to all children, both in their home countries and in those countries where they provide development assistance. Some countries, such as the UK, have ratified the CRPD with reservations that permit them to educate some disabled children in special schools, where that is considered the best and most appropriate way to support those children.

The CRPD was negotiated during eight sessions of an Ad Hoc Committee of the General Assembly from 2002 to 2006, making it the fastest negotiated human rights treaty. This appeared to signal a global commitment to ensure that disabled children have equitable and sustainable access to learning at all levels. However, as is often the case with international legal instruments (and policy statements), there is a lag between the commitment itself and the implementation of that commitment on the ground.

The right to education has become a legal right in India following a long period of advocacy. Those responsible for drafting the Constitution of India (1949) were aware of the significance of education, giving it a prominent place in the Directive Principles of State Policy (Chapter IV). In subsequent years, India became party to various international human rights instruments that enshrine the right to education. However, it was only in 1993 that the Supreme Court categorically stated that every citizen of India had the right to education up to the age of fourteen years.

Despite this judgement, it was almost a decade (2002) until parliament approved the 86th amendment to the Constitution of India, which obligated the State to provide free and compulsory education to children (from six to fourteen years of age). A further delay meant that the Right to Education Act was only passed in 2009. Yet disabled children are not included in the legislation’s definition of ‘disadvantaged children’, who are given additional benefits such as reserved places.

While this has been frustrating for the disability movement in India, it is fair to say that the national government has been responsive to advocacy carried out by civil society organisations (including Sightsavers and members of the Disability Rights Group) on this issue. The Prime Minister has tabled an Amendment to the Right to Education Act that explicitly includes disabled children. Although the Amendment may take some time to pass, the Government of India has adopted a positive attitude towards providing entitlements to disabled children as it draws up its 12th Five-Year Plan (national development plan).
Sightsavers’ contribution to inclusive education

Sightsavers is committed to strengthening inclusive systems of education by demonstrating how high quality programmes for visually impaired children can be developed in a fair, sustainable and cost-effective way. Our aim is to see increased access to an education system that fully meets the needs of visually impaired children and enables them to become productive and fulfilled members of society, whilst working to ensure that all disabled children have the opportunity to receive a quality education within a wider education system. Our approach is summarised in the following diagram.24

In Sightsavers’ experience, well planned and implemented strategies to support disabled children in school can also improve the quality of teaching and learning for all children. While greater focus on quality education and learning outcomes are crucial, we must not forget that many disabled children have been – and continue to be – denied the opportunity to access basic education in the first place. Nevertheless, changes such as increased community and parent involvement, more attention to individual needs and learning styles, and more accessible school environments have benefits beyond disabled children and should be welcomed and recognised in advocacy efforts. A pilot project for inclusive education developed by the Government of Pakistan and Sightsavers, for example, found that processes such as peer tutoring, co-operative learning groups and team teaching improved education for all children, not just disabled children.

Sightsavers started working with the Ministry of Social Welfare and Special Education in 1998 on the education of visually impaired children. In 2003, Sightsavers started working on inclusive education and now supports 16 schools in Islamabad. Sightsavers understood that focusing only on visually impaired children rather than on broader inclusion issues creates artificial barriers, so the organisation worked with other stakeholders for the establishment of a national-level Inclusive Education Group (IEG) in June 2009.

Sightsavers took a lead role in the IEG. This included helping to build a relationship with UNESCO and the United Nations Children’s Fund (UNICEF), who are focusing on promoting Child Friendly Schools (CFS) in the national education system. IEG members and the two UN agencies agreed that presenting CFS and inclusive education as one concept would enhance the potential for leveraging resources and achieving policy change.

Thus the IEG has evolved into the National Child Friendly Inclusive Education group, which works to include all marginalised children in the system (both those already in school and those out of school who are completely excluded from the system). The new group is concerned with the development of inclusive and effective systems at all stages and in all aspects of education.

In November 2010, the Ministry of Education, in collaboration with UNICEF, UNESCO and Sightsavers, organised high level national consultations which resulted in the Islamabad Commitment for Child Friendly Inclusive Education. This was signed by the Federal Minister of Education, in conjunction with provincial departments of Education, and explicitly commits the government to promote inclusive education for all children in Pakistan.
What are the key challenges and the solutions?

The road to achieving inclusive education is a long and varied one, on which challenges and opportunities will arise. No government (or other provider such as an NGO) can realistically expect to switch overnight from special or integrated approaches to education to inclusive ones. ‘Twin track’ approaches may be adopted, meaning that special or integrated initiatives and inclusive schools sit side-by-side as governments work towards the proper inclusion of all children (in line with human rights principles) within mainstream education systems over time. Ideally these approaches will inform one another, with learning gained from each informing the development of future strategies, rather than being parallel processes without links between them. In Sightsavers’ experience, established special schools can act as useful resource centres for inclusive schools by providing equipment and helping to develop teachers’ technical skills.

There are particular challenges around negative attitudes and behaviour, on the part of both educators and parents, in relation to the ability of disabled children to learn. These challenges can be overcome by raising awareness of human rights in communities and publicising positive examples of disabled children (and disabled adults) succeeding in inclusive education and in life beyond school as a result. Other possible methods include supporting disabled children to express their aspirations and participate in planning processes, as well as promoting action research and critical pedagogy amongst teachers. Ensuring that oversight bodies such as parent-teacher associations exist, and that the parents of disabled children are adequately represented in such entities, is also crucial for addressing parents’ concerns and, more broadly, ensuring just and democratic governance arrangements.

Other significant challenges relate to organisational structure and leadership. In some countries, official responsibility for the education of disabled children does not even lie with the Ministry of Education. In other cases, the problem will be a lack of joined-up thinking and practice within the Ministry of Education, where there will often be a Special Educational Needs (SEN) desk or department that is functionally disconnected with the rest of the Ministry’s work. The political challenges in securing leadership, so that Ministries of Education develop, implement and monitor an inclusive education strategy rest of the Ministry’s work. The political challenges in securing leadership, so that Ministries of Education develop, implement and monitor an inclusive education strategy that explicitly focuses on the most marginalised, should not be underestimated. It is also crucial for addressing parents’ concerns and, more broadly, ensuring just and democratic governance arrangements.

Evidence-based advocacy at local, national and international levels is vital for ensuring the inclusion of disabled children in education. Sightsavers, working alone, cannot bring about change at the required scale or speed. Other stakeholders must be influenced to understand the value of inclusion and to meet their obligations towards disabled children. This requires networking with a range of actors involved in policy and programme work, as well as those that influence them, such as the general public and mass media.

Sightsavers will continue to:

- **Conduct high-quality participatory research** in partnership with a range of external organisations in both developed and developing countries, in order to contribute to the evidence base on inclusive education, particularly as it relates to visually impaired children.

- **Promote inclusive education at the national and international levels**, including supporting greater attention to disabled children in the work of governments and multilateral organisations such as UNESCO, UNICEF, multilateral development banks and the EFA Fast Track Initiative (FTI).

- **Support disabled people’s organisations (DPOs) and blind people’s organisations** to promote the CRPD and inclusive education.

- **Support and be part of broader civil society coalitions, networks and alliances** on education and disability to ensure coordinated advocacy and strengthen the call for inclusive education. Internationally, Sightsavers will continue its work with the Global Campaign for Education, International Council for Education of People with Visual Impairment, the International Disability and Development Consortium (IDDC) and the World Blind Union.

- **Engage with teacher unions** to learn from their experiences and to promote full ownership of inclusive approaches among those directly involved with education.

**Mali**

**Overcoming barriers to implementing inclusive education**

(Elie Kamate, Country Director, Sightsavers Mali)

In Mali, Sightsavers initiated an Inclusive Education Project (IEP) for visually impaired children in 2005 in partnership with the National Institute for Blind People of Mali and Ministry of Education. The project currently involves 15 primary and five high schools in the District of Bamako.

It has been necessary to overcome some major barriers in the implementation of the IEP. In the beginning, many parents were over-protective of their children and lacked information on inclusive education. Sightsavers and its partners addressed this by: establishing an inclusive education committee (members of which include parents of visually impaired children) that participates in decision-making and helps to share information; sensitising parents, children and the wider community on human rights and inclusive education principles; and involving parents in monitoring their children’s experiences.

At the level of the education system itself, the implementation of inclusive education approaches was very much in its infancy. Therefore Sightsavers and its partners worked to: raise awareness of inclusive education amongst both students and teachers; involve school administrators in the IEP; introduce a module on inclusive education in the teacher training curriculum; and support the training of itinerant teachers.

**Inclusive education and advocacy: Key messages**

- **Engage with teacher unions** to learn from their experiences and to promote full ownership of inclusive approaches among those directly involved with education.
National governments

The primary duty for respecting, protecting and fulfilling the right to education lies with national governments. In Sub-Saharan Africa, national governments are responsible, on average, for almost 95% of public education spend, with donors contributing the remainder. It is therefore critical to engage with government (particularly Ministries of Education) at country level, to advocate for the changes necessary to ensure all children realise their right to education.

Many national governments have stated their commitment to inclusive approaches, through the CRPD and other mechanisms such as national policies. However, progress is uneven and, overall, unacceptable. Actions that national governments can take to accelerate progress towards meeting their commitments include:

1. Eliminate legislative or constitutional barriers to disabled people being included in the mainstream education system. Ensure that education policies and strategies promote inclusive learning environments.
2. Ensure that one ministry and school system is responsible for the education of all children and adults. This will help to ensure a comprehensive and unified approach to education that is obligated to count and serve everyone equally.
3. Initiate and facilitate national consultative processes, informed by international research, experience and standards, to develop national standards for inclusive education and for enhancing the quality of learning outcomes.
4. Involve disabled children and adults, parents and DPOs, as well as other marginalised groups, in developing and monitoring education plans. Facilitate – including through provision of funding – the engagement of such groups and individuals in education sector review meetings.
5. Develop strategies which increase community and family involvement in school management committees and district education offices, including encouraging inputs into budget priorities and the tracking of expenditure. To facilitate participation, develop awareness programmes for the parents of disabled children, and the children themselves, about their rights.
6. Transform existing special education institutions into resources to assist the mainstream system. The expertise of special educators and special schools can support regular teachers and mainstream schools at district, school and classroom levels.
7. Provide pre-service and in-service training to teachers so that they can identify and respond to the needs of each child (for example, using peer-support and activity-based approaches) and promote diversity in the classroom. Ensure there is adequate support and expertise in skills such as Braille literacy, and provide for the training and employment of disabled teachers.
8. Train and orient educational administrators, school leadership, and support staff, as well as communities, on the rights of disabled children to education and on good practice in inclusion.

It is critical to engage with government (particularly Ministries of Education) at country level.

9. Ensure that schools, curricula, assessment procedures and teaching and learning materials are accessible and fair for all. Provide assistive devices such as low vision magnifiers and Braille slates.
10. Invest in ECCE programmes that include disabled children, which will provide a foundation for lifelong inclusion of disabled children in education and society.
11. Promote school health programmes as an intervention to: increase health promotion and protection; encourage attendance and facilitate better learning; and strengthen detection and referral pathways for those requiring additional care.
12. Develop mechanisms to monitor exclusion and progress against equity indicators, including disaggregating data on school participation, type of impairment and gender.
13. Support the development and utilization of an education management information system. This must include the development of education indicators that include disaggregated data on disabled children, particularly with regards to enrolment, retention, transition and performance.
14. Employ an inter-sectoral approach, ensuring links between education institutions and social protection, health and community-based rehabilitation.
15. Include adequate funding for education, and particularly for the above measures, in budgets and requests for development assistance. Excluded groups must be properly targeted when allocating funding for education and wider socio-economic development initiatives.

Kenya Advocating for support to disabled children (Nancy Thuo, Regional Director, Sightsavers East, Central & Southern Africa)

Sightsavers Kenya convened an education stakeholders’ forum in 2007 with the intention of identifying factors that were hindering the effective provision of education for visually impaired learners studying in mainstream schools. Concerns were expressed regarding the low funding for visually impaired children under the free primary education grant, as the allocation per child was uniform for all children (US$15), despite the additional costs of providing learning materials for visually impaired children. Another major issue identified was the lack of a policy on inclusive education for disabled learners. This had resulted in Ministry of Education officials tending to recognise special schools as a convenient ‘solution’ to a ‘problem’.

An advocacy task force was created and mandated to take up these two issues. Initially, the task force only involved stakeholders who were focused on the education of visually impaired people (and only focused on issues of visual impairment). This became a major challenge as the Ministry of Education, which was the advocacy target, is structured in such a way that it prefers to deal with all categories of disability. The advocacy process was therefore redesigned to include the concerns of other disabled people and a broader range of education actors. Such an approach is, ironically, more inclusive and sustainable.

Ultimately, the advocacy conducted by the wider task force succeeded in pressuring the Ministry of Education to increase funding for each disabled child from US$15 to US$40. Moreover, a policy to govern the implementation of education for disabled people was developed and has been effective since early 2010.
International donors

International donors have a crucial role to play in supporting developing country governments to meet international education goals and human rights obligations more broadly. MDG 8 is concerned with establishing a global partnership for development. While various international human rights instruments refer to development assistance and cooperation, the CRPD is a landmark in that it explicitly states that aid must be inclusive of and accessible to disabled people. In recent years, various bilateral and multilateral donors have publicly committed to support education for disabled children. In order to ensure that these commitments are realised, Sightsavers would like to see international donor agencies implement the following actions:

1. Ensure sufficient financing is allocated to inclusive education, in a way that adheres to internationally agreed principles on aid effectiveness. This should include supporting efforts of partner governments to increase domestic revenue collection in the short-, medium- and long-terms.

2. Strengthen the capacity of partner governments to address inclusion through planning, implementation and monitoring and evaluation processes. In addition, support partner governments to ensure adequate coordination amongst ministries and between government and civil society.

3. Ensure that donor agency staff have the capacity to support national governments to achieve MDG 2 and the EFA goals.

4. Ensure that donor agency staff and national government officials report on progress towards the achievement of MDG 2 and the EFA goals.

5. Support the application of the Equity and Inclusion in Education guide in all countries receiving funding from the EFA Fast Track Initiative.

6. Support civil society organisations representing disabled people to develop their capacity to engage in education sector planning and reviews.

7. Support the Right to Read campaign to ensure that all publications are visually accessible to people and other print disabled readers when published.

Endnotes

1 In this paper we use the UK terms ‘disabled children’ and ‘disabled people’ in line with the idea that humans are ‘disabled’ by the interaction of their impairment with their social environment.


13 ‘Differentiation’ means teachers understanding the educational needs of their students and adopting different instructional strategies for different students, thus providing students with a range of options for learning and demonstrating their learning.


Sightsavers works in developing countries to combat avoidable blindness and promote equal opportunities for disabled people

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