



United Nations
Educational, Scientific and
Cultural Organization

A large, stylized globe graphic in the background, rendered in a light orange color with a white grid of latitude and longitude lines. The globe is partially obscured by a diagonal line that separates the blue upper section from the blue lower section of the cover.

Policy Guidelines on Inclusion in Education

Policy Guidelines on Inclusion in Education

Published by the United Nations Educational,
Scientific and Cultural Organization
7, place de Fontenoy, 75352 Paris 07 SP, France

© UNESCO 2009
All rights reserved

Printed in France

ED-2009/WS/31

Contents

Foreword	4
Part I Inclusive education: rationale and developments	5
I.1 Introduction	5
I.1.1 Context	5
I.1.2 Objectives and rationale	7
I.1.3 Structure	8
I.2 Inclusion in education	8
I.2.1 What is inclusive education?	8
I.2.2 Inclusion and quality are reciprocal	10
I.2.3 Inclusion and cost effectiveness	11
Part II Moving policy forward	14
II.1 Developing inclusive education systems	14
II.2 Challenges for policy-makers	16
II.2.1 Attitudinal change as the precursor to effective policy development	18
II.2.2 Creating an inclusive curriculum	18
II.2.3 Teachers and the learning environment	20
II.2.4 Supporting the policy cycle	21
Annex 1 Education for All (EFA) goals	27
Annex 2 Millennium Development Goals (MDG)	28
Annex 3 Conventions, declarations and recommendations related to inclusive education	29
Bibliography and References	33

Foreword

The concept and practice of inclusive education have gained importance in recent years. Internationally, the term is increasingly understood more broadly as a reform that supports and welcomes diversity amongst all learners.¹

Inclusive education is a process that involves the transformation of schools and other centres of learning to cater for all children – including boys and girls, students from ethnic and linguistic minorities, rural populations, those affected by HIV and AIDS, and those with disabilities and difficulties in learning and to provide learning opportunities for all youth and adults as well. Its aim is to eliminate exclusion that is a consequence of negative attitudes and a lack of response to diversity in race, economic status, social class, ethnicity, language, religion, gender, sexual orientation and ability. Education takes place in many contexts, both formal and non-formal, and within families and the wider community. Consequently, inclusive education is not a marginal issue but is central to the achievement of high quality education for all learners and the development of more inclusive societies. Inclusive education is essential to achieve social equity and is a constituent element of lifelong learning.

Substantial progress has been made in achieving the Education for All goals as evidenced by the increase in access and enrolment rates in many countries and regions. Nevertheless, it is evident that new strategies and methods must be adopted to reach out to the 75 million children² who are still out of school, the 774 million adults lacking basic literacy skills and the countless others who are in school but not necessarily receiving quality education.³ From a policy perspective, inclusive education means taking a holistic approach to education reform and thus changing the way the educational system tackles exclusion. Without clear, unified national strategies to include all learners, many countries will not achieve the Education for All (EFA) goals by 2015 and will seriously affect the attainment of the Millennium Development Goals (MDGs) as well.

These guidelines were discussed in a side event at the International Conference on Education in Geneva, Nov 2008 and recommendations from that meeting have been built into this final version. We hope that they will serve as a resource for policymakers, teachers and learners, community leaders and members of civil society in their efforts to promote more effective strategies for reaching the EFA goals.



Nicholas Burnett
Assistant Director-General for Education

¹ J. Kugelmass. 2004 *What is a Culture of Inclusion?* School of Education and Human Development Binghamton University, USA.

² UNESCO. 2008 *EFA Global Monitoring Report. 'Will We make It?'*. Paris, UNESCO.

³ Ibid.

Inclusive education: rationale and developments

I.1 Introduction

I.1.1 Context

In today's increasingly globalized world, with its rising disparities in income distribution, where 60 per cent of the world's population live on only 6 per cent of the world's income, half of the world's population lives on two dollars a day and over 1 billion people live on less than one dollar a day, 'poverty is a threat to peace'.⁴ Poverty and other factors contributing to exclusion seriously affect education. While progress is being made towards the Education for All (EFA) goals and the Millennium Development Goals (MDGs) as demonstrated by the drop in numbers of out-of-school children and increasing enrolment rates, there is now a stronger focus on those learners who are still out of school or are hard to reach.⁵ More attention is also being paid to the many children and young people who attend school but who are excluded from learning, who may not complete the full cycle of primary education or who do not receive an education of good quality.

Today, 75 million children of primary school age are not enrolled in school; more than half of these are girls. Seven out of ten live in sub-Saharan Africa or in South and West Asia. Poverty and marginalization are the major causes of exclusion in most parts of the world (see Fig. 1). Households in rural or remote communities and children in urban slums have less access to education than others. Some 37 per cent of out-of-school children live in 35 states defined as fragile by the Organisation for Economic Co-operation and Development,⁶ but these do not include all places facing conflict, post-conflict and post-disaster situations. In each case, children and young people are at enormous risk of missing out on an education.⁷

Children with disabilities are still combating blatant educational exclusion – they account for one third of all out-of-school children. Working children, those belonging to indigenous groups, rural populations and linguistic minorities, nomadic children and those affected by HIV/AIDS are among other vulnerable groups (see Fig. 2). In all cases, the issue of gender plays a significant role.

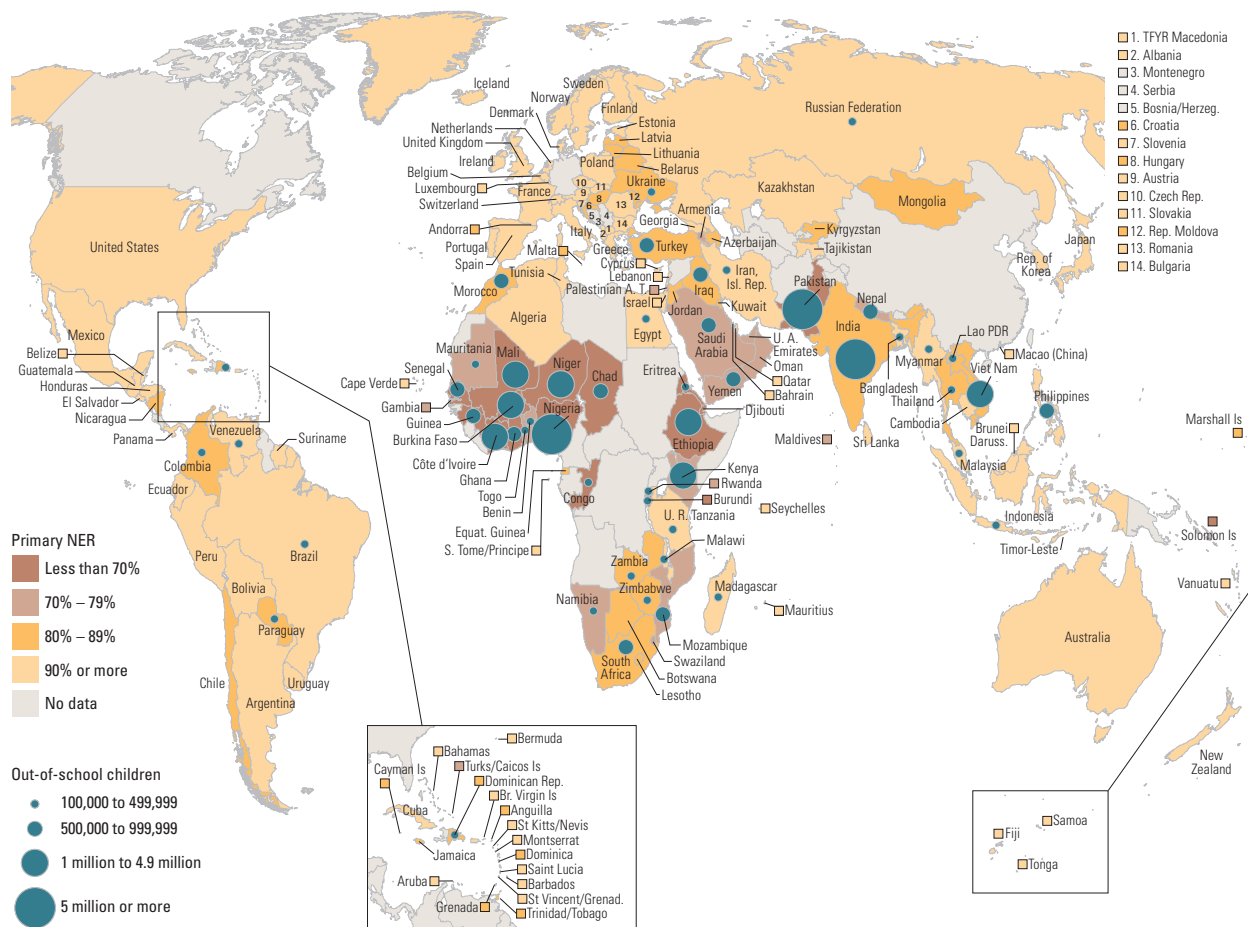
⁴ Mohammad Yunus, Nobel Peace Prize Laureate 2006, speech at the Norwegian Nobel Committee, Oslo.

⁵ See Annex 1 for the EFA goals and Annex 2 for the MDGs.

⁶ OECD. 2007. *No More Failures: Ten Steps to Equity in Education*. Paris, OECD.

⁷ UNESCO. 2008. *Every learner counts: 10 questions on inclusive quality education*. www.unesco.org/education/inclusive

Figure 1: Primary education net enrolment rates (NER) and out-of-school children, 2005



Source: EFA Global Monitoring Report 2008, Map 2, p. 50.

Furthermore, at least 774 million adults still lack basic literacy skills; more than three-quarters live in only fifteen countries.⁸ Meanwhile, in wealthier countries, despite the resources available, many young people leave school with no useful qualifications, others are sometimes educated in settings detached from mainstream education and some choose to drop out since what is taught at school is perceived as irrelevant to their lives.

It is of crucial importance that all children and young people have access to education. However, it is equally important that they are able to take full part in school life and achieve desired outcomes from their education experiences. While subject-based academic performance is often used as an indicator of learning outcomes, 'learning achievement' needs to be conceived more broadly as the acquisition of the values, attitudes, knowledge and skills required to meet the challenges of contemporary societies. Adults need to be provided with learning opportunities as well since the ultimate goal of inclusion in education is concerned with an individual's effective participation in society and of reaching his/her full potential.

⁸ UNESCO. 2007. *EFA Global Monitoring Report 2008. Education for All by 2015 – Will we make it?* Paris, UNESCO.

Figure 2: Examples of groups excluded from/or marginalized within education



Promoting inclusion means stimulating discussion, encouraging positive attitudes and improving educational and social frameworks to cope with new demands in education structures and governance. It involves improving inputs, processes and environments to foster learning both at the level of the learner in his/her learning environment and at the system level to support the entire learning experience. Its achievement rests on governments' willingness and capacities to adopt pro-poor policies, addressing issues of equity in public expenditures on education, developing intersectoral linkages and approaching inclusive education as a constituent element of lifelong learning.

1.1.2 Objectives and rationale

The objectives of these Guidelines are to assist countries in strengthening the focus on inclusion in their strategies and plans for education, to introduce the broadened concept of inclusive education and to highlight the areas that need particular attention to promote inclusive education and strengthen policy development.

The Dakar Framework for Action⁹ clearly paves the way for inclusive education as one of the main strategies to address the challenges of marginalization and exclusion in response to the fundamental principle of EFA, namely that all children, youth and adults should have the opportunity to learn.

In both developed and developing regions, there is a common challenge: how to attain high-quality equitable education for all learners. Exclusion can start very early in life. A holistic lifelong vision of education is therefore imperative, including acknowledging the importance of early childhood care and education (ECCE) programmes to improve children's well-being, prepare them for primary school and give them a better chance of succeeding once they are in school. If children do not have the opportunity to develop their potential through education, their own and future families are also at risk of staying poor or of sliding into more chronic poverty. Subsequently, linking inclusion to broader development goals contributes to the development and reform of education systems, to poverty alleviation and to the achievement of all Millennium Development Goals.

⁹ UNESCO. 2000. World Education Forum. *The Dakar Framework for Action: Education for All – Meeting our Collective Commitments*. Paris, UNESCO.

1.1.3 Structure

This document is divided into two parts. Part I explains the relevance of inclusive education in today's context and describes how inclusion is linked to Education for All. Part II outlines the key elements in the shift towards inclusion with a particular focus on teaching for inclusion and the role of teachers, other educators, non-teaching support staff, communities and parents. It also provides some simple tools for policy-makers and education planners for hands-on analysis of education plans in view of inclusive education.¹⁰

1.2 Inclusion in education

1.2.1 What is inclusive education?

The World Declaration on Education for All, adopted in Jomtien, Thailand (1990), sets out an overall vision: universalizing access to education for all children, youth and adults, and promoting equity. This means being proactive in identifying the barriers that many encounter in accessing educational opportunities and identifying the resources needed to overcome those barriers.

Inclusive education is a process of strengthening the capacity of the education system to reach out to all learners and can thus be understood as a key strategy to achieve EFA. As an overall principle, it should guide all education policies and practices, starting from the fact that education is a basic human right and the foundation for a more just and equal society. The major impetus for inclusive education was given at the World Conference on Special Needs Education: Access and Quality, held in Salamanca, Spain, June 1994. More than 300 participants representing 92 governments and 25 international organizations considered the fundamental policy shifts required to promote the approach of inclusive education, thereby enabling schools to serve all children, particularly those with special educational needs.

Although the immediate focus of the Salamanca Conference was on special needs education, its conclusion was that: 'Special needs education – an issue of equal concern to countries of the North and of the South – cannot advance in isolation. It has to form part of an overall educational strategy and, indeed, of new social and economic policies. It calls for major reform of the ordinary school'.¹¹

An 'inclusive' education system can only be created if ordinary schools become more inclusive – in other words, if they become better at educating all children in their communities. The Conference proclaimed that: 'regular schools with [an] inclusive orientation are the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving education for all; moreover, they provide an effective education to the majority of children and improve the efficiency and ultimately the cost-effectiveness of the entire education system' (p. ix).

This vision was reaffirmed by the World Education Forum meeting in Dakar, April 2000, held to review the progress made since 1990. The Forum declared that Education for All must take account of the needs of the poor and the disadvantaged, including working children, remote rural dwellers and nomads, ethnic and linguistic minorities, children, young people and adults affected by conflict, HIV and AIDS, hunger and poor health, and those with disabilities or special learning needs. It also emphasized the special focus on girls and women.

Inclusion is thus seen as a process of addressing and responding to the diversity of needs of all children, youth and adults through increasing participation in learning, cultures and communities, and reducing and eliminating exclusion

¹⁰ UNESCO. 2008a. For a more specific policy tool addressing the needs of four groups of excluded learners, namely gender with a particular reference to girls, child labourers, children affected by HIV/AIDS and children with disability, Paris, UNESCO.

¹¹ UNESCO. 1994. *The Salamanca Statement and Framework for Action on Special Needs Education*. Paris, UNESCO/Ministry of Education, Spain.

within and from education. It involves changes and modifications in content, approaches, structures and strategies, with a common vision that covers all children of the appropriate age range and a conviction that it is the responsibility of the regular system to educate all children.¹²

There are several justifications for this. First, there is an *educational justification*: the requirement for inclusive schools to educate all children together means that they have to develop ways of teaching that respond to individual differences and that therefore benefit all children. Second, there is a *social justification*: inclusive schools are able to change attitudes toward diversity by educating all children together, and form the basis for a just and non-discriminatory society. Thirdly, there is an *economic justification*: it is less costly to establish and maintain schools that educate all children together than to set up a complex system of different types of schools specialising in different groups of children.

Article 24 of the Convention on the Rights of Persons with Disabilities, adopted in 2006, which advocates for inclusive education, and recent legislation to protect indigenous languages,¹³ both provide further international support for inclusive education. Annex 3 contains a selection of the most relevant standard-setting instruments (conventions, declarations and recommendations) that form the basis for the development of inclusive policies and approaches. They set out the central elements that need to be addressed in order to ensure the right to *access* to education, the right to *quality* education and the right to *respect* in the learning environment. An overview of the legal frameworks related to inclusive education appears in Box 1.

Box 1: Legal frameworks in support of inclusion 1948-2007

2007	United Nations Declaration on the Rights of Indigenous Peoples
2006	Convention on the Rights of Persons with Disabilities
2005	Convention on the Protection and Promotion of Diversity in Cultural Expressions
1999	Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour
1990	International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.
1989	Convention on the Rights of the Child
1989	Convention concerning Indigenous and Tribal Peoples in Independent Countries
1979	Convention on the Elimination of All Forms of Discrimination against Women
1965	International Convention on the Elimination of All Forms of Racial Discrimination
1960	Convention against Discrimination in Education
1948	Universal Declaration of Human Rights

¹² UNESCO. 2003b. *Overcoming Exclusion through Inclusive Approaches in Education. A challenge and a vision*. Paris, UNESCO.

¹³ UN General Assembly Resolution 61/295. 2007. *United Nations Declaration on the Rights of Indigenous Peoples*. New York, UN Headquarters. <http://www.un.org/esa/socdev/unpfi/en/drip.html>

1.2.2 Inclusion and quality are reciprocal

In order to realize the right to education as outlined above, the EFA movement is increasingly concerned with linking inclusive education with quality education. While there is no single universally accepted definition of quality education, most conceptual frameworks incorporate two important components – the cognitive development of the learner on the one hand and the role of education in promoting values and attitudes of responsible citizenship and/or creative and emotional development on the other. In reference to the quality of basic education, the World Declaration on Education for All (1990) was emphatic about the necessity of providing education for all children, youth and adults that is responsive to their needs and relevant to their lives, thus paving the way for a concept of quality expressed in terms of needs-based criteria. The World Declaration further stipulated that these needs consist of both basic learning tools and basic learning content required by all human beings to be able to survive, develop their full capacities, live and work in dignity, participate fully in development, improve the quality of their lives, make informed decisions and continue learning.¹⁴

The *EFA Global Monitoring Report 2005* stresses that learning should be based on the clear understanding that learners are individuals with diverse characteristics and backgrounds, and the strategies to improve quality should therefore draw on learners' knowledge and strength.¹⁵ From this perspective, the report suggests five dimensions to influence the teaching and learning processes in order to understand monitor and improve the quality of education: (1) learner characteristics; (2) contexts; (3) enabling inputs; (4) teaching and learning; and (5) outcomes.¹⁶ These dimensions are interrelated and interdependent and need to be addressed in an integrated manner.

Access and quality are linked and are mutually reinforcing. In the short term, quality may suffer when faced with large numbers of children attending school; however, long-term strategies for improving their learning can succeed in restoring the balance. Enhancing cognitive development, basic skills, physical health and emotional growth are normally considered part of the affective domain of a learner. However, these factors are equally important in the learning process and in reinforcing the quality of a learning experience. Planning, implementing and monitoring the progress of these interventions, however, present an enormous challenge.

The quality of education is of central concern in virtually all countries, largely because both national and international assessments of learning outcomes continue to reveal alarmingly weak and uneven levels of achievement in many countries worldwide. Furthermore, there is a risk that assessments of learning only describe outputs or aspects of learning that are relatively easy to measure and ignore aspects that are more important but difficult to measure. Numeracy and literacy skills are often measured, which is not the case for social skills and the societal impact of education. The focus must be on supporting education and teachers' education aligned to inclusive approaches to support societal development, thereby ensuring that each citizen is able to participate effectively in society.

Most assessments fail to measure emotional growth of learners or their development in terms of values and attitudes, generally agreed-upon indicators of the quality of learning processes and the environment. Even in countries where there have been significant increases in primary school enrolment, studies show that few children actually complete their basic education, having achieved minimal competencies in literacy and numeracy. The combination of weak performance and high drop-out rates is attributed to a wide range of external and internal factors that directly affect the quality of learning processes. Quality and equity are thus central to ensuring inclusive education.

¹⁴ UNESCO. 2008b. *Learning Counts: An Overview of Approaches and Indicators for Measuring and Enhancing Quality Learning in EFA-FTI Countries*. Paris, UNESCO.

¹⁵ UNESCO. 2004. *EFA Global Monitoring Report. The Quality Imperative*. Paris, UNESCO, p. 143.

¹⁶ *Ibid.*, pp. 35-7.

1.2.3 Inclusion and cost effectiveness

It is difficult to speak about inclusion without considering issues of costs. National budgets are often limited, official development assistance is lacking and parents often cannot afford the direct and indirect costs of education. Families often have to prioritize between sending a child to school or having him/her bring in revenues to feed the family. There is a risk, therefore, that inclusive education is considered too costly for governments, agencies and even parents, although the amount estimated to reach EFA (US \$11 billion) is exceedingly small viewed on a global scale (Box 2).

Box 2: Estimated additional costs to reach EFA

According to estimates by Oxfam, the financial support needed to reach EFA corresponds to:

- four days' worth of global military spending
- half of what is spent on toys in the United States every year
- less than what Europeans spend on computer games or mineral water per year
- less than 0.1 per cent of the world's annual gross national product

Source: Oxfam 2000. Achieving Universal Primary Education. London, Oxfam.

However, much could be recuperated through developing a more cost-efficient education system. The institutional context in which public spending takes place requires more attention than it has so far received.¹⁷ This includes optimizing the use of resources in order to achieve a higher cost-benefit relationship between inputs and results. In OECD countries between 5 per cent and 40 per cent of students drop out, finishing with low skills and high rates of unemployment.¹⁸ Among those who drop out from schools are many pupils with negative learning experiences and a history of having to repeat years because of poor performance.

The financial resources aimed at the students who repeat¹⁹ could be better spent on improving the quality of education for all, especially if we consider the low impact of repetition on the level of students' outcomes and its negative effect on students' self-esteem. Such investment would include teachers' training, supply of material, ICTs and the provision of additional support for students who experience difficulties in the education process.

Furthermore, interventions to promote inclusion do not need to be costly. Several cost-effective measures to promote inclusive quality education have been developed in countries with scarce resources. These include multi-grade, multi-age and multi-ability classrooms, initial literacy in mother tongues, training-of-trainer models for professional development, linking students in pre-service teacher training with schools, peer teaching and converting special schools into resource centres that provide expertise and support to clusters of regular schools. An example from Jamaica on early intervention shows the cost effectiveness of inclusive approaches (Box 3).

¹⁷ UNESCO. 2003a. Ministerial Roundtable Meeting on Quality Education. Paris, UNESCO.

¹⁸ OECD. 2007b. *PISA 2006: Science Competencies for Tomorrow's World*. Paris, OECD.

¹⁹ For example, in Latin America, repetition implies a cost of US \$5.6 billion in primary school and US \$5.5 billion in secondary school at the exchange rate of the year 2000 (UNESCO-OREALC, 2007).

Box 3: Early intervention project in Jamaica

Jamaica

An Early Intervention Project for children with disabilities that is home-based was developed in Jamaica. The project relies on parents to provide services to the children after initial training.

The cost is US \$300 per year per child, considerably less than the cost of special education in Jamaica.

Source: S.Peters. 2004. Inclusive Education: an EFA Strategy for All Children. Washington, DC, World Bank.

A growing body of global research, including results of an analysis of the OECD's Programme for International Student Assessment (PISA), has demonstrated that quality does not directly depend on the cost of education. Quality assessed as learning outcomes relates much more to the quality of teaching than to other factors such as class size or classroom diversity. In fact, one typical feature for the top performing school systems is that, in different ways, they take responsibility for educating and supporting all students.

Giving children an early start in education lays the foundations for inclusion since, as cognitive neuroscience has shown, early childhood is a critical period for the acquisition of cognitive skills. The case for well-designed ECCE programmes is therefore compelling, especially for the most disadvantaged. This can be reinforced through effective school health, hygiene and nutrition programmes.

Education is often said to play a key role in determining how one spends one's adult life – a higher level of education often translates into higher earnings, better health, and a longer life. The long-term social and financial costs of educational failure are therefore indisputably high, since those without the skills to participate socially and economically generate higher costs for health, income support, child welfare and social security systems, where they exist. Figure 3 shows the production loss of gross domestic product (GDP) by not including persons with disabilities.

Figure 3: Effects on GDP of not including persons with disabilities

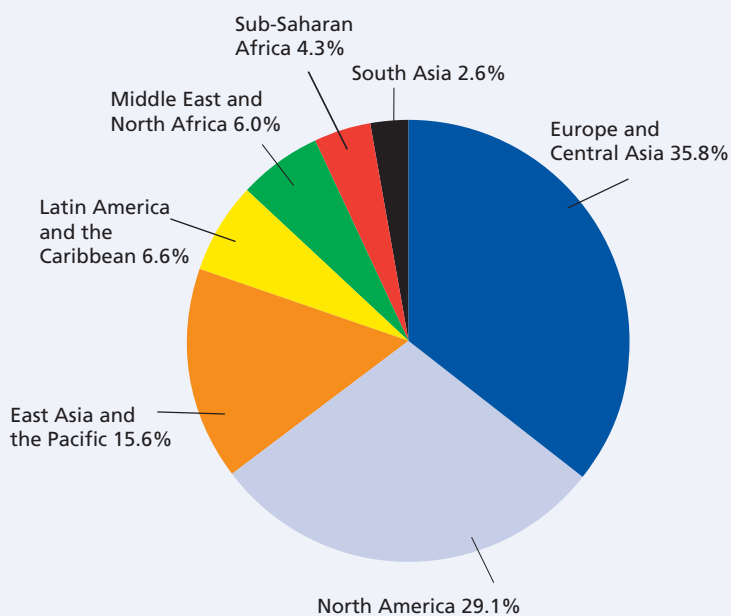
To not invest in education as a preparation for an active and productive adult life can be very costly and profoundly irrational in economic terms.

A study in Canada shows that the production loss – if persons with disabilities are kept outside of the labour market – amounts to 7.7% of GDP (\$55.8 billion).

Large amounts of money can thus be invested in facilitating an education that could lead to work.

The figure below, which graphically displays the mean regional proportion estimates of the total value of GDP lost due to disability, shows that 35.8% of the GDP lost globally as a result of disability is estimated to take place in Europe and Central Asia, followed by North America at 29.1% and East Asia and the Pacific at 15.6%. The remaining four regions each account for less than 10% of the global total.

REGIONAL PROPORTIONS OF GDP LOST DUE TO DISABILITY



Source: R. Hals and R. C. Ficke. 1991. *Digest of Data on Persons with Disabilities*, Washington, DC, US Department of Education, National Institute on Disability.

C. Ficke. 1992. *Digest of Data on Persons with Disabilities*, Washington: US Department of Education, National Institute on Disability and Rehabilitation Research.

Moving policy forward

The success of creating inclusive education as a key to establishing inclusive societies depends on agreement among all relevant partners on a common vision supported by a number of specific steps to be taken to put this vision into practice. The move towards inclusion is a gradual one that should be based on clearly articulated principles that address system-wide development and multi-sectoral approaches involving all levels of society. The barriers to inclusion can be reduced through active collaboration between policy-makers, education personnel and other stakeholders, including the active involvement of members of the local community, such as political and religious leaders, local education officials and the media.

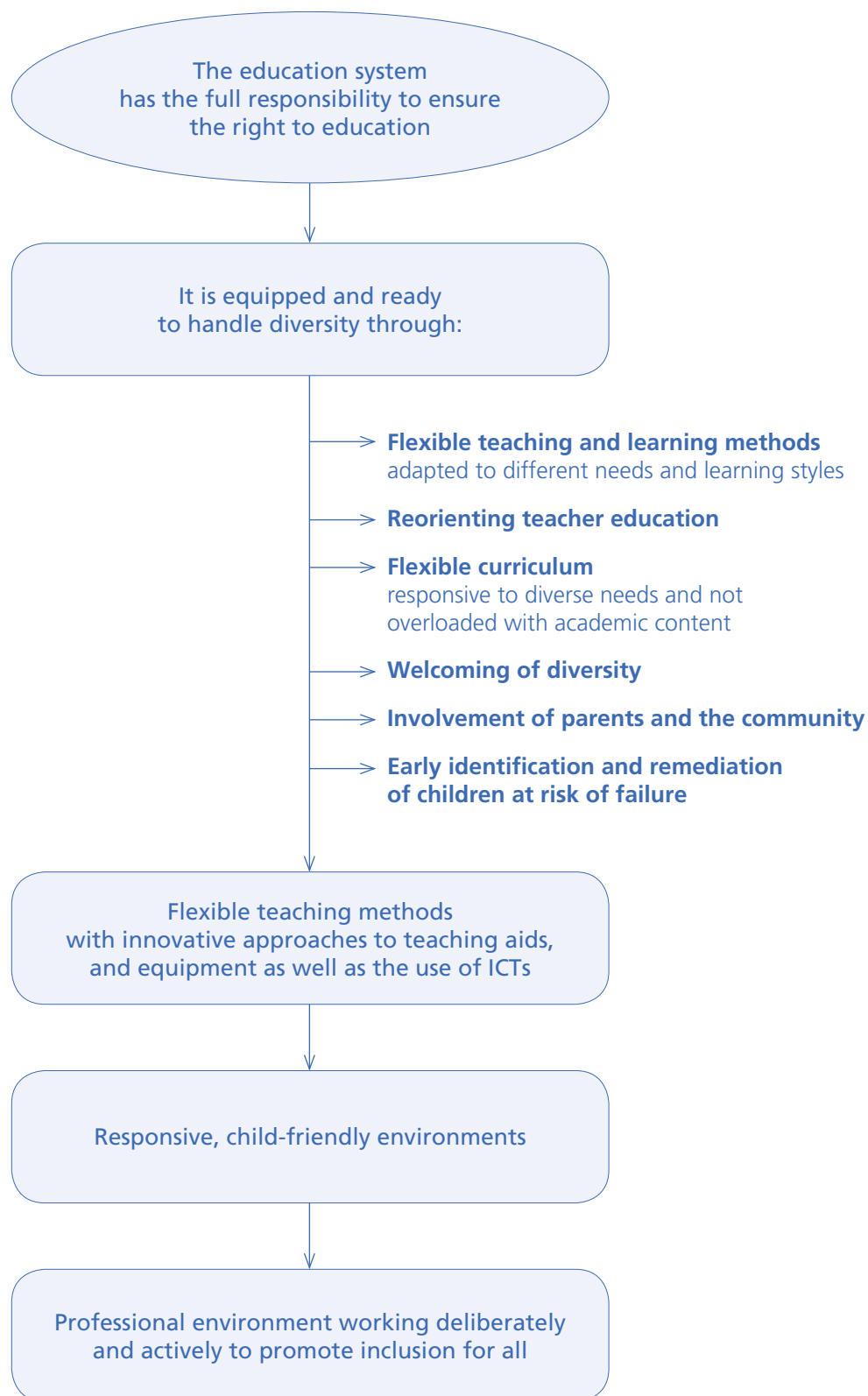
Some important steps include:

- Carrying out local situation analyses on the scope of the issue, available resources and their utilization in support of inclusion and inclusive education
- Mobilizing opinion on the right to education for everybody
- Building consensus around the concepts of inclusive and quality education
- Reforming legislation to support inclusive education in line with international conventions, declarations and recommendations
- Supporting local capacity-building to promote development towards inclusive education
- Developing ways to measure the impact of inclusive and quality education
- Developing school- and community-based mechanisms to identify children not in school and find ways to help them enter school and remain there
- Helping teachers to understand their role in education and that inclusion of diversity in the classroom is an opportunity, not a problem

II.1 Developing inclusive education systems

Looking at education through an inclusive lens (Fig. 4) implies a shift from seeing the child as the problem to seeing the education system as the problem. Initial views emphasized that the source of difficulties in learning comes from within the learner and ignored the environmental influences on learning. It is now strongly argued that reorganizing ordinary schools within the community, through school improvement and a focus on quality, ensures that all children can learn effectively, including those categorized as having special needs. Learning begins before children get to school and, therefore, ECCE is particularly important as an instrument to build inclusive societies. New evidence linking mental health, early stimulation of children through activities such as creative play, music and physical activity, and nutrition to necessary stimulation of the brain, further indicates the importance of a focus on ECCE.

Figure 4: Education through the inclusion lens



An inclusive school must offer possibilities and opportunities for a range of working methods and individual treatment to ensure that no child is excluded from companionship and participation in the school. This implies the development of rights-based, child-friendly schools. A rights-based education helps children realize their rights. It is not only academically effective but also inclusive, healthy and protective of all children, gender-responsive, and encourages the participation of the learners themselves, their families and their communities. Support from the teachers and head teachers is essential, but support from the communities close to the school is also vital. All must be able and willing to ensure inclusion in the classroom and in learning for all children regardless of their differences.

Thus, as noted earlier, seeing education through the inclusion lens implies a shift from seeing the child as a problem to seeing the education system as the problem that can be solved through inclusive approaches.

Inclusive education of good quality is the best means to overcome future learning deficiencies among youth and adults. In today's situation, however, special efforts must also be made to ensure appropriate education and training programmes using different modalities for those youth and adults who have so far been deprived.

When communities can hold teachers, administrators and government officials accountable for the inclusion of all children through formal institutional mechanisms, community members become more interested in school improvement and more willing to commit their own resources to the task. This commitment may include forming partnerships with outside contributors such as the private sector. According to the World Bank,²⁰ programmes that expand the access of excluded groups to education have led to important shifts in mindsets among community members and government leaders regarding the contributions that these groups can make to society. In this way, change processes and empowerment go hand in hand to move towards inclusion for all learners. It often involves developing alternative and non-formal dimensions of learning within a holistic education system in order to promote inclusion at all levels.

II.2 Challenges for policy-makers

In preparation of the 48th International Conference on Education (ICE) on Inclusive Education: the Way of the Future, UNESCO's International Bureau of Education along with UNESCO Headquarters, National Commissions, field offices and members of the Community of Practice (COP) in Curriculum Development as well as other civil society partners, organized 13 regional preparatory workshops with 914 participants from 128 countries.²¹ The purpose of these meetings was to discuss existing perceptions of inclusive education and to identify best practices for use in its implementation. The meetings revealed both subtle and more overt differences in the understanding of the concept of inclusive education among countries and across regions, as well as important common elements, in particular concerning the need to provide equal access to quality education for all.

The major concerns and concrete areas of action identified in these regional preparatory meetings are presented in Box 4. They are further explored in the detailed descriptions in the remaining part of the document. In addition, a number of simple checklist boxes have been developed to help policy-makers explore the key questions to be addressed under each of the core elements. The policy matrix at the end of the document pulls together in a more global sense the areas that need to be addressed in order to develop inclusive education in a full policy cycle.

²⁰ Peters, S. 2004. *Inclusive education: an EFA strategy for all children*. Washington, DC: World Bank.

²¹ Opertti, R. and Belalcázar, C. 2008. *Trends in Inclusive Education at Regional and Interregional Levels: Issues and Challenges*. Geneva, IBE.

Box 4: Major concerns and concrete areas of action identified at the IBE preparatory regional meetings

A. Attitudinal changes and policy development

- **The term inclusive education** needs to be further clarified and adopted by educators, governmental and non-governmental organizations, policy-makers and social actors.
- **The lack of understanding, awareness and support** in society about inclusive education needs to be addressed through advocacy and dialogue at regional and national levels.
- **Long-term sustainable policies of economic and social development** need to take inclusive education into account.
- **An integral multi-sectoral and collaborative approach** is needed to guarantee the right to education.
- **Regional and national dialogues** are needed to ensure public understanding, awareness and support of policies.

B. Ensuring inclusion through early childhood care and education

- **Early childhood interventions** should be seen as a sustainable way to guarantee the right to education for all children from the start.

C. Inclusive curricula

- **Cohesive transition and articulation of the curriculum** between early childhood, primary and secondary education are key factors in preventing drop-outs from level to level and ensuring retention.
- **Curricular changes** are necessary in order to support flexible learning and assessment.
- **Opportunities for informal and non-formal education** should be developed in the curriculum.
- **A highly academic, heavily overloaded curriculum is counterproductive** to inclusive education.
- **Multiple stakeholders should be encouraged to participate in curriculum design.**

D. Teachers and teacher education

- **Teacher-education programmes**, (both pre-service and in-service) should be reoriented and aligned to inclusive education approaches in order to give teachers the pedagogical capacities necessary to make diversity work in the classroom and in line with reformed curricula.
- **Training of all education professionals**, including members of the community, are essential to supporting an inclusive school.
- **The creation of incentives renewing teachers' social status** and improving their living conditions are necessary pre-conditions to professionalizing the role of teachers (e.g. increasing salaries, providing better living quarters, providing home leaves, increasing respect for their work, etc.)

E. Resources and legislation

- **National legislation** should be changed and revised to incorporate notions of inclusive education.
- **International conventions** should be signed and ratified and reflected in national legislation.
- **Implementation of policy and laws** should be promoted and enforced.
- **Budgetary allocations** for inclusive education should be equitable, transparent, accountable and efficient.

II.2.1 Attitudinal Change as the Precursor to Effective Policy Development

Inclusion often requires a shift in people's attitudes and values. Such change takes time and involves significant reassessment of conceptions and role behaviour. Awareness raising should involve both better understanding of inclusive education and that societies become more tolerant and understanding. National policies on inclusion, local support systems and appropriate forms of curriculum and assessment are important to create the necessary context for the development of inclusion.

Educational institutions should not see themselves as the only experts on education. Expertise need not always be available in every school, but it is important to secure access to specific competences when needed. This is reflected in the gradual transition in some countries of special schools into resource centres with outreach services to support the regular school system and offer guidance to families in their efforts to support their children.

Teachers, other educators, non-teaching support staff, parents, communities, school authorities, curriculum developers, educational planners, the private sector and training institutes are all among the actors that can serve as valuable resources in support of inclusion. Some (teachers, parents and communities) are more than just a valuable resource; they are the key to supporting all aspects of the inclusion process. This must be based on a willingness to accept and welcome diversity and to take an active role in the lives of students, both in and out of school.

Box 5: Checklist on attitudinal change

Is the concept of inclusive education well known and accepted?
Do parents take an active role in education?
Have awareness programmes been launched to support inclusive education?
Are the local community and the private sector encouraged to support inclusive education?
Is inclusive education seen as an important factor for economic and social development?
Are competencies available at special schools or institutions well used to support inclusion?

II.2.2 Creating an inclusive curriculum

An inclusive curriculum addresses the child's cognitive, emotional, social and creative development. It is based on the four pillars of education for the twenty-first century – learning to know, to do, to be and to live together.²² It has an instrumental role to play in fostering tolerance and promoting human rights, and is a powerful tool for transcending cultural, religious, gender and other differences. An inclusive curriculum takes gender, cultural identity and language background into consideration. It involves breaking negative stereotypes not only in textbooks but also, and more importantly, in teacher's attitudes and expectations. Multilingual approaches in education, in which language is recognized as an integral part of a student's cultural identity, can act as a source of inclusion. Furthermore, mother tongue instruction in the initial years of school has a positive impact on learning outcomes.

An inclusive approach to curriculum policy has built-in flexibility and can be adjusted to different needs so that everyone benefits from a commonly accepted basic level of quality education. This ranges from varying the time that

²² Delors, J. et al. 1996. *Learning: the Treasure Within. Report to UNESCO of the International Commission on Education for the Twenty-first Century*. Paris, UNESCO.

students devote to particular subjects, to giving teachers greater freedom to choose their working methods, and to allowing more time for guided classroom-based work.

According to the *EFA Global Monitoring Report 2005*, one way to move towards a relevant, balanced set of aims is to analyse the curriculum in terms of inclusion. An inclusive approach to curriculum policy recognizes that while each learner has multiple needs – even more so in situations of vulnerability and disadvantage – everyone should benefit from a commonly accepted basic level of quality education. This underlines the need for a common core curriculum that is relevant for the learner while being taught according to flexible methods.²³

Accessible and flexible curricula, textbooks and learning materials can serve as the key to creating schools for all. Many curricula expect all pupils to learn the same things, at the same time and by the same means and methods. But pupils are different and have different abilities and needs. It is important, therefore, that the curriculum be flexible enough to provide possibilities for adjustment to individual needs and to stimulate teachers to seek solutions that can be matched with the needs, abilities and learning styles of each and every pupil.²⁴ This is particularly important in the development and practice of learning activities for youth and adults. Some of the issues to consider in developing inclusive curricula appear in Box 6.

The concept of inclusive education questions a large part of the traditional school’s way of organizing and arranging teaching. While schools must have general or common goals for what is appropriate and desirable for pupils to achieve in school, the demands related to different school subjects must be seen in the context of the individual pupil’s opportunities and needs.

The social composition of schools and classrooms is changing in many developing countries with more learners entering schools. Multi-grade, multi-age and multi-ability classrooms are the reality in most places. It is essential that alternate frameworks for imparting learning in varying contexts be analysed and better understood. Greater attention is also needed to investigate unique contexts and settings – schools that promote active learning and inclusion, provide multicultural settings, and function in refugee and emergency situations.

Box 6: Checklist for inclusive curricula

Are principles of non-discrimination, appreciation of diversity and tolerance being fostered through the curriculum?
Are human rights and children’s rights part of the curriculum?
Does the curriculum address the coexistence of rights with responsibilities?
Is the curriculum inclusive of all children?
Is the content of the curriculum relevant to the needs and future of children and youth?
Are the programmes, learning materials and teaching methods well adapted and relevant to the lives of youth and adults?
Does the curriculum allow for variation in working methods?
Does the curriculum promote education on health and nutrition?

²³ UNESCO. 2004b. *EFA Global Monitoring Report 2005. The Quality Imperative*. Paris, UNESCO.

²⁴ UIS. 2004c. *Investing in the Future: Financing the Expansion of Educational Opportunity in Latin America and the Caribbean*, Montreal, Que., UIS.

Does the curriculum incorporate HIV/AIDS prevention education?
Is the curriculum sensitive to gender, cultural identity and language background?
Does the curriculum discuss education for sustainable development?
Does the curriculum reflect visions and goals of wider development in your country?
Is feedback gathered and integrated for regular revision of the curriculum to take new visions and circumstances into consideration?

II.2.3 Teachers and the learning environment

The way teachers teach is of critical importance in any reform designed to improve inclusion. Teachers must make sure that each pupil understands the instructions and expected working modalities. Similarly, the teacher him/herself must understand the pupil's reaction to what is being taught since teaching only has meaning and relevance if the pupil acquires its content. Teachers thus need to be educated in alignment with these expectations.

Teachers as well as school leaders must be encouraged to discuss learning and teaching as well as methods and possibilities for development. They must be given a chance to reflect together on their practice, and to influence the methods and strategies used in their classes and schools. Teachers must also be familiarized with new curricula and trained in addressing student performances. A child-centred curriculum is characterized by a move away from rote learning and towards greater emphasis on hands-on, experience-based, active and cooperative learning.

Introducing inclusion as a guiding principle has implications for teachers' practices and attitudes – be it towards girls, slow learners, children with special needs or those from diverse backgrounds (cognitive, ethnic and socio-economic). Teachers' positive attitudes towards inclusion depend strongly on their experience with learners who are perceived as 'challenging'. Teacher education, the availability of support within the classroom, class size and overall workload are all factors which influence teachers' attitudes. Negative attitudes of head-teachers, inspectors of education, teachers and adults (parents and other family members) are major barriers to inclusion. Thus, empowering all of these individuals, equipping them with new confidence and skills in the process of introducing inclusion as a guiding principle, will have implications for teachers' attitudes and performances.

Teachers, other educators and non-teaching support staff need to be trained and ready to assist children, youth and adults in their development and learning processes on a daily basis. Flexible teaching-learning methodologies necessitate shifting away from long theoretical, pre-service-based teacher training to continuous in-service development of teachers. It must be noted that all specific knowledge and competence cannot be given to the same individual. Several specializations are needed to cooperate with and support ordinary school staff. Moreover, national policies must address the status of teachers, their welfare and professional development. The severe teacher shortage and lack of trained teachers, especially in sub-Saharan Africa, and South and West Asia, has highly unfortunate consequences for the quality of learning.

It is important to focus on creating an optimum learning environment so that all children can learn well and achieve their potential. This involves learner-centred teaching methods and developing appropriate learning materials. ICTs and the use of new technology constitute a vital part of modern societies and should be used whenever possible. Activities that make schools more effective include: school readiness activities that ease the transition from home to school for grade one pupils, teacher training on child-centred techniques such as asking pupils questions, assigning the best teachers to the early grades to ensure a solid foundation in literacy and numeracy, providing remediation to

pupils at risk of failure, improvement of classroom management and using language that is adapted to a child's level of understanding, including initial literacy in the mother tongue (see Box 7).

Schools should provide children with the knowledge and skills necessary to remain healthy and to protect themselves from the risk of exploitation. Activities that promote this include: ensuring life skills, education based on hygiene, alternative forms of discipline, and investment in sanitation facilities in schools and communities.

Box 7: Checklist on teachers and the learning environment

Are there enough trained teachers deployed appropriately throughout the country?
Is the teaching inclusive of all children, protective, gender responsive and encouraging of the participation of the learners themselves?
Is the professional development and motivation of teachers enhanced by providing incentives and ongoing professional development?
Is multilingualism embraced, particularly the recognition of the importance of mother-tongue instruction in the first years of school?
Are the learning environments safe and healthy?
Are teaching methods interactive?
Are teaching methods adapted to different age groups (children, youth and adults)?
Are teachers encouraged to work in teams?
Is the work project-oriented?
Is teaching predominantly theoretical?
Do materials cater to the needs of all learners with learning difficulties (visually impaired, hearing impaired, etc.)?
Are teachers encouraged to cooperate with parents and civil society?

II.2.4 Supporting the policy cycle

Inclusive education systems and societies can only be realized if governments are aware of the nature of the problem and are committed to solving it. This must be reflected in the willingness to undertake in-depth analysis of the size and character of the out-of-school populations and ensure their integration into quality school and other kinds of education and training programmes. Such analysis would frequently require improved data systems and data collection methods.

Government commitment would also express itself in appropriate legal frameworks established in accordance with relevant international conventions and recommendations ensuring that inclusive education is appropriately understood and interpreted as a rights issue. Its priority in national policy, planning and implementation should be reflected in the comparative allocation in national budgets and in requests for development assistance from international partners and

the private sector. Appropriate monitoring and evaluation mechanisms need to be put in place to evaluate the impact of inclusive education policies as regards the learner, the education system and wider societal development.

Assessment approaches that promote a development towards inclusion need to be elaborated. The European Agency for Development in Special needs education has as one example developed outline indicators stressing that:

- all pupils should be entitled to be involved in all assessment procedures as long as they are relevant and adapted to accommodate their needs
- initial identification of pupils' needs should not be the only mechanism for resource allocation
- legal definitions and subsequent assessment procedures based on medical/deficit approaches lead to labelling and categorisation that often reinforces segregation and separate approaches to provision
- curriculum, program reform should be centred upon learning needs and not be content lead/driven.²⁵

Figure 5 presents some of the many issues that need to be addressed to appropriately position inclusive education in the policy cycle.

The numbers of suggested actions are many and please note that it might be necessary to identify a few activities that you think lies within your competency and possibility to deal with during the coming planning period.

Your selection must be based on the actual needs of your country, its infrastructure and what you estimate should be the most strategic activity within the closest period of planning.

The suggested actions presents a holistic approach to bring about change in the entire education system and it takes a lot of cooperation among many actors to make this happen. A coordinated action plan would be the ultimate solution but it is however also important to emphasize that there is no need to wait for such a plan. Every initiative and action that stimulates more inclusive education systems is valuable and may constitute an important turning point in support of its further development.

²⁵ Watkins, A. (Editor). 2007. *Assessment in Inclusive Settings: Key Issues for Policy and Practice*. Odense, Denmark: European Agency for Development in Special Needs Education.

Figure 5: Concerns on and actions for inclusive education

Policy concerns	Policy questions	Gaps to be resolved	Suggested actions
Needs analysis and diagnosis of needs must proceed the formulation of policies and plans	Enrolment of out-of-school children, youth and adults <ol style="list-style-type: none"> 1. What is known about the present situation? 2. Are many children out of school? 3. Has youth been provided with appropriate education and training programmes? 4. Can all adults in need of education be reached? 	<ol style="list-style-type: none"> 1. Lack of statistics and information on children who are out of school 2. Who are the children not in school and why are they not enrolled? 3. Encouraging youth to take part in education and training programmes that are relevant to them 4. Reaching adults with relevant education and training programmes 	<ol style="list-style-type: none"> A1. Promote innovative programmes and support the community in its capacity to identify out-of-school children, youth and adults in order to get them into school and other education or training programmes A2. Involve communities in services that reach out to adults in need of education A3. Engage schools and communities in: <ul style="list-style-type: none"> – mapping households and identifying out-of-school children – enrolment campaigns and community mobilization in partnership with local leaders A4. Provide support for mechanisms at local levels that aim at reaching out to children, youth and adults currently deprived of education
Systems and methods of collecting education-related data are necessary to inform policy and practice	Data system collection <ol style="list-style-type: none"> 1. Does your country have appropriate data systems for the collection, maintenance and monitoring of information? 2. Are education policies in your country built firmly on a system of information gathering involving participatory processes with children, youth and adults across the community? 	<ol style="list-style-type: none"> 1. Data systems are deficient 2. Data collection is weak and sporadic and cannot be verified 3. Planning is difficult without relevant data 4. Lack of 'population mapping' 	<ol style="list-style-type: none"> B1. Build appropriate data systems at the national level B2. Encourage use of household surveys B3. Strengthen the capacity of local NGOs to collect data B4. Involve local communities in data collection
Policies and plans must be pro-poor and stress the rights basis for inclusion	Inclusive education as a rights issue <ol style="list-style-type: none"> 1. Do policies in your country promote inclusion as a human rights issue and use human rights as a justification for inclusive policies? 	<ol style="list-style-type: none"> 1. Lack of endorsement and implementation of rights instruments 2. Children and youth in rural or hard-to-reach areas are still out of school 3. Many adults have no access to educational programmes 	<ol style="list-style-type: none"> C1. Ensure that national legislation is in line with international conventions C2. Ensure that policies reflect rights-based and pro-poor approaches, and target disadvantaged children C3. Support programmes for youth and adults
Policies have rather unclear definitions. Inclusive education is seen primarily in terms of disability and 'special needs'	Definitions of inclusive education <ol style="list-style-type: none"> 1. Are your country's policies based on a comprehensive definition of inclusive education? 2. Do policies address the differences in concepts of 'special needs' education and inclusive education? 	<ol style="list-style-type: none"> 1. Lack of legislation on inclusive education 2. Lack of policies related to inclusive education 3. Lack of a precise concept 	<ol style="list-style-type: none"> D1. Conduct awareness campaigns via media, posters, conferences and training D2. Involve communities and local leaders

Policy concerns	Policy questions	Gaps to be resolved	Suggested actions
Allocating funding to inclusive education is a challenge	Resource allocation 1. Do policies in your country encourage budgeting that targets inclusive education, rather than sidelining inclusive education in a separate budget?	1. Budgets are fragmented and do not allocate resources efficiently 2. Rigid regulations prevent resources from being attributed effectively where they are needed 3. ECCE is not considered a priority and thus insufficient resources are allocated	E1. Ensure effective planning and budgeting in the education sector and with other sectors of society E2. Decentralize the use of funds within the education system E3. Ensure that ECCE-related funding from different ministerial budgets (social, health education, etc.) is coordinated E4. Ensure that budget allocations support currently excluded groups E5. Allow flexible use of funds to support activities for inclusive schools, education and /or training programmes
Inclusive education is mainly presented as a set of separate interventions for different groups of learners	Holistic approach 1. Do policies in your country view inclusive education as a way to change the entire education system so that each learner is included in better quality education? 2. Do policies present a vision of a system unifying formal, non-formal, mainstream and segregated provision? 3. Do other sectors contribute to education (cooperation between sectors such as ministries and also with the private sector)?	1. Separate and segregated provisions for different learners; costly parallel systems 2. Provisions for certain groups are not with the Ministry of Education	F1. Ensure cross-sectoral planning for education F2. Develop long-term policies for economic and social development to achieve and sustain inclusive education objectives F3. Strengthen ECCE provisions, linking them to inclusive approaches F4. Involve the private sector in supporting education
An holistic education system requires an information flow among professionals at different levels as well as between the school and families	Communication between different levels of education 1. Is there a systematic information exchange between different levels of education as well as between schools and parents? 2. Have efforts been made to promote exchange of experiences among professionals?	1. There are problems and misunderstandings between staff at different levels of the education system (from early childhood onwards) 2. There is lack of information flow from the various levels of education 3. Changes in pedagogical approaches and teaching methods from one level to the next may be confusing to learners	G1. Initiate meetings among staff to discuss and define roles and areas of cooperation G2. Provide information on activities and experiences gained at lower levels G3. Encourage sharing experiences through staff exchange

Policy concerns	Policy questions	Gaps to be resolved	Suggested actions
Access to school buildings and curriculum	Access <ol style="list-style-type: none"> Do children have easy access to school, particularly those living in remote areas and rural communities? Do youth and adults have access to education or training programmes? No policies indicate that school buildings must be accessible to everybody 	<ol style="list-style-type: none"> Children often have to walk long distances to get to school Many schools have no ramps and/or sanitary facilities There are no uniform standards and directives for building schools that are accessible 	<p>H1. Governments must ensure transport to and from schools when needed</p> <p>H2. Encourage schools to build their own ramps and improve sanitary conditions</p> <p>H3. Provide incentives for the construction of accessible schools and elicit support from the private sector</p>
Improving quality in education is not given as much attention as increasing enrolment rates and access	Quality education <ol style="list-style-type: none"> Are your country's policies based on a strong understanding that improvements in access need to be matched with improvements in quality if enrolment growth is to be maintained and drop-out rates reduced? 	<ol style="list-style-type: none"> Lack of retention, high drop out and high repetition rates Inadequate learning outcomes 	<ol style="list-style-type: none"> Adopt methods to assess learning outcomes Improve teaching methods Take account of cognition and cognitive development Ensure effective use of resources
Curriculum reform needs to be more prominent and involve relevant stakeholders in the development of new and revised curricula	Flexible curriculum development <ol style="list-style-type: none"> Do policies in your country encourage curriculum reforms built on stakeholder input? Do policies support local flexibility in curriculum development? 	<ol style="list-style-type: none"> The curriculum is concentrating on academic skills and only assessing these skills Methods used are inflexible and only allow for one teaching style No contacts and cooperation with the community are foreseen in the curriculum The curriculum is prescriptive and non-flexible 	<ol style="list-style-type: none"> Provide support when needed and make curricula open and flexible, allowing for different learning styles and content that makes the curriculum relevant to learners and society Involve the local community in teaching in local languages Include issues on early childhood programmes in the curriculum to secure easy transition Ensure that curricula do not focus only on academic skills Encourage new methods and ways of learning Initiate discussions in schools about teaching and learning processes

Policy concerns	Policy questions	Gaps to be resolved	Suggested actions
<p>Teacher education is often discussed in detail but not addressed in the context of promoting diversity.</p>	<p>Teacher education</p> <ol style="list-style-type: none"> 1. Do policies in your country advocate radical reform of pre- and in-service teacher education in order to prepare teachers for inclusive approaches in education? 2. Do they encourage a view of inclusive education as a natural way of working for every teacher? 3. Do they ask the question 'who trains trainers?' and tackle the sensitive issue of well-established training institutes teaching out-of-date approaches? 4. Do policies acknowledge the different pedagogical needs and methods used with children, youth and adults? 	<ol style="list-style-type: none"> 1. Lack of incentives and professional development of teachers 2. Insufficient learning resources such as textbooks and learning materials 3. Lack of materials that support the needs of particular groups of learners such as in Braille, sign language, easy reading materials) 4. Lack of mother tongue instruction 5. Lack of gender-sensitivity and gender-responsiveness 6. Teachers do not welcome diversity but see it is a problem 7. Teaching staff is not yet familiar with the use of ICT 	<ol style="list-style-type: none"> K1. Improve pre- and in-service training, mentorship, teambuilding K2. Provide teacher education for teachers at early grades and early literacy K3. Promote the use of new and alternative methods for teaching K4. Encourage methods for planning education based on individual educational needs K5. Encourage teachers to organize their work in teams and to apply problem oriented teaching methods as well as paying respect to diversities and different learning styles among their pupils K6. Set up work with groups of mixed abilities to facilitate peer tutoring among pupils K7. Encourage the use of new technology and ICT
<p>Capacity development is important at all levels of the education system</p>	<p>Capacity development</p> <ol style="list-style-type: none"> 1. Are there clear ideas expressed about the importance of continuous capacity development activities for all staff to ensure a continuous development of the quality of teaching? 2. Is there specific training for school managers (head teachers, directors)? 	<ol style="list-style-type: none"> 1. There is no structured planning for capacity building of educational staff as well as support staff in schools 2. No specific requirements have been established for capacity development of head teachers and inspectors of schools 	<ol style="list-style-type: none"> L1. Initiate the elaboration of capacity development plans for educational staff both at national, regional and local levels L2. Develop a set of criteria for the requirements of capacities needed for school managers, inspectors and teachers
<p>Monitoring and evaluation are necessary to improve planning and implementation</p>	<p>Monitoring and evaluation</p> <ol style="list-style-type: none"> 1. Have clear expectations been set for the monitoring of schools and non-formal education activities and for evaluation of their results? 2. Does this apply to both regional and central authorities? 3. Do private schools form part of the monitoring and evaluation process? 	<ol style="list-style-type: none"> 1. Lack of policies or weak expectations on monitoring and evaluation 2. No monitoring or evaluation systems are put in place 	<ol style="list-style-type: none"> M1. Develop systems for monitoring and evaluation that relate to all levels (national, regional, local and private) M2. Improve monitoring and evaluation of performance at schools and in non-formal education programmes M3. Train and involve school heads and inspectors in assessment and evaluation M4. Early identification of children at the risk of dropping out followed by analysis of the factors and conditions that constitutes this situation should be part of all evaluations

annex 1

Education for All (EFA) goals

1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality;
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes;
4. Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
5. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
6. Improving all aspects of the quality of education, and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

annex 2

Millennium Development Goals (MDGs)

- Goal 1:** Eradicate extreme poverty and hunger – reduce by half the population living on less than a dollar a day and who suffer from hunger
- Goal 2:** Achieve universal primary education
- Goal 3:** Promote gender equality and empower women – eliminate gender disparity in primary and secondary education
- Goal 4:** Reduce child mortality
- Goal 5:** Improve maternal health
- Goal 6:** Combat HIV/AIDS, malaria and other diseases
- Goal 7:** Ensure environmental sustainability – reduce by half the proportion of people without sustainable access to safe drinking water
- Goal 8:** Develop a global partnership for development – more aid, more debt relief, access to essential drugs and good governance

annex 3

Conventions, declarations and recommendations related to inclusive education

Conventions	Main features relevant to inclusive quality education
Convention against Discrimination in Education (1960)	Right of <i>access</i> to education and to <i>quality</i> of education.
International Covenant on Economic, Social and Cultural Rights (1966)	Right of everyone to <i>access all levels of education</i> , including technical and vocational education.
International Covenant on Civil and Political Rights (1966)	Elimination of discrimination to <i>race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status</i> .
International Convention on the Elimination of All Forms of Racial Discrimination (1965)	Adoption of measures, particularly in the fields of teaching, education, culture and information, to combat <i>prejudices</i> that lead to <i>racial discrimination</i> .
Convention on the Elimination of All Forms of Discrimination against Women (1979)	Elimination of discrimination against <i>women</i> in the field of education. Elimination of <i>stereotyped concept</i> of the roles of men and women by encouraging <i>co-education</i> , the <i>revision of textbooks, school programmes</i> and the adaptation of <i>teaching methods</i> .
Convention concerning Indigenous and Tribal Peoples in Independent Countries (1989)	Right to education that is <i>responsive to culture</i> and <i>needs of indigenous peoples</i> . Elimination of prejudices ensuring that <i>textbooks</i> and other <i>educational materials</i> provide a fair, accurate and informative portrayal of the societies and cultures of these peoples.

Conventions	Main features relevant to inclusive quality education
Convention on the Rights of the Child (1989)	Right to <i>free and compulsory primary schooling</i> without any type of discrimination. Emphasis on <i>child well-being</i> and <i>development</i> , and measures to support <i>child care</i> .
International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (1990)	Facilitation of teaching of mother tongue and culture for the children of <i>migrant</i> workers.
International Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour (1999)	Access to <i>free basic education</i> and to <i>vocational training</i> for all children removed from the worst forms of <i>child labour</i> .
Convention on the Protection and Promotion of Diversity in Cultural Expressions (2005)	Equal dignity of and respect for all cultures, including the cultures of persons belonging to <i>linguistic minorities</i> .
Convention on the Rights of Persons with Disabilities (2006)	No exclusion from free and compulsory primary education, or from secondary education, on the basis of <i>disability</i> . Assurance of an inclusive education system at all levels and in <i>lifelong learning</i> .

Recommendations	Main features relevant to inclusive quality education
Recommendation Against Discrimination in Education (1960)	<i>Elimination of discrimination in Education</i> , and also the adoption of measures aimed at promoting <i>equality of opportunity</i> and <i>treatment</i> in this field.
Recommendation concerning the Status of Teachers (1966)	Responsibility of states for proper <i>education for all (EFA)</i> .
Recommendation concerning Education for International Understanding, Cooperation and Peace and Education relating to Human Rights and Fundamental Freedoms (1974)	Need for <i>understanding</i> and <i>respect</i> for all peoples, their cultures, civilizations, values and ways of life.
Recommendation on the Development of Adult Education (1976)	Norms and standards for wider <i>access</i> and <i>inclusive approaches</i> to education. Provision of <i>continuing education</i> and <i>learning opportunities</i> for youth and adults.
Recommendation on the Recognition of Studies and Qualifications in Higher Education (1993)	Right of wider <i>access</i> to educational resources world wide through greater <i>mobility</i> for students, researchers, teachers and specialists.

Recommendations	Main features relevant to inclusive quality education
Recommendation concerning the Status of Higher-Education Teaching Personnel (1997)	Equitable treatment of <i>women</i> and <i>minorities</i> and <i>elimination of sexual and racial harassment</i> .
Revised Recommendation concerning Technical and Vocational Education (2001)	Technical and vocational education programmes should be designed as comprehensive and <i>inclusive</i> systems to <i>accommodate the needs of all learners</i> , particularly <i>girls and women</i> .

Declarations	Main features relevant to inclusive quality education
Universal Declaration of Human Rights (1948)	<i>Everyone</i> has the right to education. Education shall be <i>free</i> , at least in the elementary and fundamental stages. Elementary education shall be <i>compulsory</i> .
World Declaration on Education for All (1990)	Every person – child, youth and adult – shall be able to benefit from educational opportunities designed to meet their basic learning needs.
The Delhi Declaration (1993)	Eliminate disparities of access to basic education arising from <i>gender, age, income, family</i> , cultural, ethnic and linguistic differences, and geographic remoteness.
Declaration and Integrated Framework of Action on Education for Peace, Human Rights and democracy (1995)	Respect for the educational rights of persons belonging to <i>ethnic, religious and linguistic minorities</i> , as well as <i>indigenous people</i> , and this must also have implications in <i>curricula</i> and methods as well as in the way education is organized.
The Hamburg Declaration on Adult Learning (1997)	The <i>State</i> as essential vehicle for ensuring the right to education for all, particularly for the <i>most vulnerable groups</i> of society, such as minorities and indigenous people.
Recife Declaration of the E-9 countries (2000)	Effecting changes in legislation to extend basic education and to <i>include education for all in policy statements</i> . Ensuring access and equity for <i>population located in remote areas</i> .
Beijing Declaration of the E-9 countries (2001)	Reinforce action-oriented programmes to meeting the <i>learning needs of disadvantaged groups</i> such as children with special needs, migrants, minorities and the urban/rural poor.

Declarations	Main features relevant to inclusive quality education
<p>Universal Declaration on Cultural Diversity (2005)</p>	<p>Encourageing <i>linguistic diversity</i> – while respecting the mother tongue – at all levels of education; Incorporating, where appropriate, <i>traditional pedagogies</i> into the education process with a view to preserving and making full use of <i>culturally appropriate methods</i> of communication and transmission of knowledge.</p>
<p>United Nations Declaration on the Rights of Indigenous Peoples (2007)</p>	<p>Recognizes the right of <i>indigenous</i> families and communities to retain shared responsibility for the upbringing, training, education and well-being of their children, consistent with the rights of the child; indigenous peoples have the right to establish and control their education systems and institutions providing education in their own languages, in a manner appropriate to their <i>cultural methods of teaching and learning</i>.</p>

Bibliography and References

- Ainscow, M. 1999. *Understanding the Development of Inclusive Schools*. Oxford, Routledge.
- Ainscow, M. and Booth, T. 1998. *From Them to Us: An International Study of Inclusion in Education*. London, Routledge.
- Ainscow, M., Booth, T. and Dyson, A., with Farrell, P., Frankham, J., Gallannaugh, F. Howes, A. and Smith, R. 2006. *Improving Schools, Developing Inclusion*. London, Routledge.
- Bernard, A. 2000. *Education for All and Children who are Excluded*. Paris, UNESCO.
<http://unesdoc.unesco.org/images/0012/001233/123330e.pdf>
- Booth, T. and Ainscow, M. 2002. *The Index for Inclusion*. Bristol, Centre for Studies on Inclusive Education.
- Chambers, R. 1997. *Whose Reality Counts? Putting the First Last*. London, Intermediate Technology Publications.
- Darnell, F. and Hoëm, A. 1996. *Taken to Extremes. Education in the Far North*. Oslo, Scandinavian University Press.
- Davis, P. and Florian, L., with Ainscow, M., Dyson, A., Farrell, P., Hick, P., Humphrey, N., Jenkins, P., Kaplan, I., Palmer, S., Parkinson, G., Polat, F., Reason, R., Byers, R., Dee, L., Kershner, R. and Rouse, M. 2004. *Teaching Strategies and Approaches for Pupils with Special Educational Needs: A Scoping Study*. London, DfES.
- Delors, J. et al. 1996. *Learning: the Treasure Within. Report to UNESCO of the International Commission on Education for the Twenty-first Century*. Paris, UNESCO.
- Dyson, A., Howes, A., and Roberts, B. 2002. *A Systematic Review of the Effectiveness of School-level Actions for Promoting Participation by all Students*. London, Inclusive Education Review Group for the EPPI Centre, Institute of Education.
- Ficke, C. 1992. *Digest of Data on Persons with Disabilities*, Washington: US Department of Education, National Institute on Disability and Rehabilitation Research.
- Fine, M. 2000. *Creating Inclusive Communities. An Inquiry into Organizational Approaches for Pursuing Diversity*. New York, NY, Academy for Education Development/National Youth Leadership Council, Service-Learning Diversity project.
- Florian, L. (ed.). 2007. *The Sage Handbook of Special Education*. London, Sage.
- Freire, P. 1970. *Pedagogy of the Oppressed*. London, Penguin Education.
- Fullan, M. 1999. *The New Meaning of Educational Change*. London, Cassell Educational Limited.
- Giroux, H. 1997. *Pedagogy and the Politics of Hope*, Boulder, Colo., Westview Press.
- Hals, R. and Ficke, R. C. 1991. *Digest of Data on Persons with Disabilities*. Washington, DC.
- International Consultative Forum on Education for All. 2000a. *Global Synthesis. Education for All Year 2000 Assessment*. Paris, UNESCO.
- _____. 2000b. *Statistical Document. Education for All Year 2000 Assessment*. Paris, UNESCO.

- Kugelmass, J. 2004. *What is a Culture of Inclusion?* School of Education and Human Development. Binghamton University, USA.
- Lewis, A. and Norwich, B. 2005. *Special Teaching for Special Children: A Pedagogy for Inclusion?* Maidenhead, Open University Press.
- McGregor, G. and Timm Vogelsberg, R. 1998. *Inclusive Schooling Practices: Pedagogical and Research Foundations. Consortium on Inclusive Schooling Practices.* Missoula, Mon., University of Montana Rural Institute.
- McKinsey&Company. 2007. *How The World's Best Performing School Systems Come Out On Top.* http://www.mckinsey.com/locations/ukireland/publications/pdf/Education_report.pdf
- Meijer, C. 1999. *Financing of Special Needs Education.* Middelfart, Denmark. European Agency for Development in Special Needs Education.
- Meisjord, R.M. 2001. *Women's Views A Qualitative Case Study of the Impact of Adult Training on Women in South Africa.* Oslo, Oslo University College.
- Miles, S. 2002. *Schools for All: Including Disabled Children in Schools,* Save the Children, London.
- National Commission on Special Needs in Education and Training (NCSNET) and National Committee on Education Support Services (NCESS). 1997a. *Lifelong learning for the 21st Century.* Pretoria, CTB Books.
- _____. 1997b. *Quality Education for All. Overcoming Barriers to Learning and Development.* Pretoria, Department of Education.
- Nind, M. 2005. Inclusive education: discourse and action. *British Educational Research Journal*, Vol. 31, No. 2, April, pp. 269-75.
- OECD. 1999. *Inclusive Education at Work. Students with Disabilities in Mainstream Schools.* Paris, OECD.
- _____. 2007a. *No More Failures: Ten Steps to Equity in Education.* Paris, OECD.
- _____. 2007b. *PISA 2006: Science Competencies for Tomorrow's World.* Paris, OECD.
- Opertti, R. and Belalcázar, C. 2008. *Trends in Inclusive Education at Regional and Interregional Levels: Issues and Challenges.* Geneva, IBE.
- OXFAM. 2000. *Achieving Universal Primary Education.* London, OXFAM.
- Peters, S.J. 2003. *Inclusive Education: Achieving Education for All by Including those with Disabilities and Special Needs.* Washington DC, World Bank.
- _____. 2004. *Inclusive Education: An EFA Strategy for all Children.* Washington, DC, World Bank.
- Riehl, C. J. 2000. The principal's role in creating inclusive schools for diverse students: a review of normative, empirical and critical literature on the practices of educational administration. *Review of Educational Research*, Vol. 70, No. 1, pp. 55-81.
- Rieser, R. 2008. *Implementing Inclusive Education.* London, Commonwealth secretariat.
- Save the Children. 2000. *Access for All: Helping to Make Participatory Processes Accessible to Everyone.* London, Save the Children.
- Savolainen, H. 2008. *Responding to Diversity and Striving for Excellence.* Helsinki. (unpublished.)

- Skidmore, D. 2004. *Inclusion: The Dynamic of School Development*. London, Open University Press.
- Skrtic, T. 1991. *Behind Special Education: A Critical Analysis of Professional Culture and School Organization*. Denver, Colo., Love Publishing.
- Stubbs, S. 2002. *Inclusive Education: Where there are Few Resources*. Oslo, The Atlas Alliance.
- Supovitz, J. and Brennan R. 1997. Mirror, mirror on the wall, which is the fairest test of all? *Harvard Educational Review*. Vol. 67, No. 3, Fall.
- Theis, J. 2003. *Rights-based Approach to Education*. Sweden, Save the Children.
- Tomasevski, K. 2003. *Education Denied. Costs and Remedies*. London, Zed Books Limited.
- Tutt, R. 2007. *Every Child Included*. London, Paul Chapman Publishing/The Association for all School Leaders (NAHT).
- United Nations Development Programme (UNDP) 2005. *Human Development Report 2005: International Cooperation at a Crossroads: Aid, Trade and Security in an Unequal World*. New York, UNDP. hdr.undp.org/reports/global/2005/
- _____. 2006. *Human Development Report, 2006: Beyond Scarcity: Power, Poverty and the Global Water Crisis*. New York, UNDP.
- UNESCO. 1994. *The Salamanca Statement and Framework for Action on Special Needs Education*. Paris, UNESCO/Ministry of Education, Spain. (ED-34/WS/18.)
- _____. 2001a. *Including the Excluded: Meeting Diversity in Education. Example from Romania*. Paris, UNESCO.
- _____. 2001b. *Including the Excluded: Meeting Diversity in Education. Example from Uganda*. Paris, UNESCO.
- _____. 2001c. *Open File on Inclusive Education*. Paris, UNESCO.
- _____. 2003a. *Ministerial Roundtable Meeting on Quality Education*. Paris, UNESCO
- _____. 2003b. *Overcoming Exclusion through Inclusive Approaches in Education. A challenge and a vision*. Paris, UNESCO.
- _____. 2004a. *Changing Teaching Practices: Using curriculum differentiation to respond to students' diversity*. Paris, UNESCO.
- _____. 2004b. *EFA Global Monitoring Report 2005 Education for All: The Quality Imperative*. Paris, UNESCO.
- _____. 2004c. *Investing in the Future: Financing the Expansion of Educational Opportunity in Latin America and the Caribbean*. Montreal, Que., UIS.
- _____. 2007. *EFA Global Monitoring Report 2008. Education for All by 2015 – Will we make it?* Paris, UNESCO.
- _____. 2008a. *Equity and Inclusion in Education*. Paris, UNESCO. (unpublished.)
- _____. 2008b. *Learning Counts: An Overview of Approaches and Indicators for Measuring and Enhancing Quality Learning in EFA-FTI Countries*. Paris, UNESCO. (mimeo.)
- UNESCO-OREALC. 2007. *The State of Education in Latin America and the Caribbean: Guaranteeing Quality Education for All*. Santiago, UNESCO-OREALC Regional Bureau for Education in Latin America and the Caribbean.

- United Nations General Assembly Resolution 61/295. 2007. *United Nations Declaration on the Rights of Indigenous Peoples*. New York, UN Headquarters. <http://www.un.org/esa/socdev/unpfi/en/drip.html>
- UNICEF. 2003. *Inclusive Education Initiatives for Children with Disabilities: Lessons from the East Asia and Pacific Region*. Bangkok, UNICEF.
- _____. 2006. *The State of the World's Children 2007. Woman and Children: The Double Dividend of Gender Equality*. New York, UNICEF.
- Watkins, A. (Editor). 2007. *Assessment in Inclusive Settings: Key Issues for Policy and Practice*. Odense, Denmark: European Agency for Development in Special needs Education.
- World Bank. Peters, S. 2004. *Inclusive education: an ERA strategy for all children*. Washington DC, World Bank.
- World Conference on Education for All. Meeting Basic Learning Needs. 1990. *World Declaration on Education for All and Framework for Action to Meet Basic Learning Needs*. New York, NY, Inter-Agency Commission for the World Conference on Education for All.
- World Education Forum. 2000. *The Dakar Framework for Action: Education for All – Meeting our Collective Commitments*. Paris, UNESCO. (ED-2000/WS/27)

