Including the Excluded: One School for All.


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This issue of "EFA 2000" focuses on the theme of inclusive education, i.e., including children with disabilities in general education classrooms. The cover story discusses a 1995 UNESCO survey of 63 countries that showed that integration of children with disabilities in regular schools is a declared policy in almost every country. Reasons for this movement toward inclusion are discussed, including the demand of parents of children with disabilities for equal rights for their children. Components for successful inclusion are identified, including: (1) the development of appropriate and flexible curricula to allow teachers to give additional time and instructional support to children with special needs; (2) adequate training for teachers in ordinary schools to be able to deal with diversified groups of pupils, including children with disabilities and learning difficulties; (3) new organizational arrangements to encourage special schools to work more closely with mainstream schools and individual teachers; and (4) information and support to parents of children with disabilities. Subsequent articles include a position statement by David Blunkett, Secretary of State for education and employment in the United Kingdom, an interview with Federico Mayor, director-general of UNESCO, about the state of basic education, and a description of China’s ambitious national plan on inclusive education. (CR)
Inside:

Breaking the barriers
by David Blunkett,
England's Secretary of
State for Education and
Employment
p. 3

Interview with
Federico Mayor,
Director-General
of UNESCO
p. 5

China's ambitious plan
on inclusive education
p. 6

Including
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for all
One school for all children

Inclusive education is a concept that is gaining ground in ministries of education around the world and imposes a fundamental rethinking of the meaning and purpose of education for all. EFA 2000 reports on this new trend.

An estimated one child in ten is born with or acquires a serious impairment which, if no attention is given to it, could impede development. Altogether, an estimated 20 per cent of children have special learning needs at some point during their schooling. If the large number of out-of-school children is added to this equation, education systems are failing some 200 million children.

A 1995 UNESCO survey of sixty-three countries showed that integration of these children into regular schools is a declared policy in almost every country, compared to only three-quarters of the countries asked in a similar survey in 1988. Backed by several United Nations agencies and many human and disability rights organizations, inclusive education has reached policy-making agendas.

Why is this shift happening? Inclusive education is the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving true education for all, according to the Salamanca Statement,* adopted at the 1994 World Conference on Special Needs Education.

More than just rhetoric

"In many countries, a large number of children are still excluded from school," says Lena Saleh, chief of UNESCO’s special needs education programme. "In even more countries, children with special learning needs are inadequately served by over-burdened institutions that have mastered the rhetoric of inclusion, but not its content, meaning and spirit."

Traditionally, special needs education has been largely limited to children with various physical, sensory, intellectual and emotional difficulties. Today, its scope has considerably widened to deal with children who, for whatever reasons, are failing to benefit from school. In many cases, learning difficulties are due to environmental factors such as poverty, chronic malnutrition, homelessness, violence and situations where the language spoken in the home differs from the language of instruction.

This broadened scope of special needs comes after a long history of segregated provision, which started in the last century. In the industrialized countries, early efforts to care for the disabled resulted in the creation of special institutions, separating individuals from their families and communities. Little attention was paid to their education.

A question of rights

In the 1960s and 1970s, parents started to demand equal rights for their children, supported by the normalization movement first expounded in Sweden and the civil rights movement in the United States. As a result, regular schools started to open their doors to children with special needs and people with disabilities had a voice in the decisions society made concerning them.

Today, the number of special schools has decreased significantly. In countries such as Australia, Denmark, Greece, Norway and Spain, less than 1 per cent of children are now educated in special schools. And parents in the United States and the United Kingdom, for example, are fighting — and often winning — battles with local education authorities to admit disabled pupils to mainstream schools.

In developing countries, the evolution of special needs education has been both different and, in many ways, more favourable. Joseph Kisanji, a lecturer in special education at the University of Manchester, points out that indigenous societies never adopted the western practice of excluding persons with disabilities by bundling them into asylums and into special schools. "Indigenous customary education was based on strong family ties, the value of the individual person, coexistence and survival," he says, underlining that basic education was available and accessible to all community members without distinction.

However, with colonization came Western practices. Special schools were established in most developing countries, although their coverage was limited, and after independence, many continued to invest in specialized institutions, often copying Western models. Today, most countries are now returning to the practice of inclusion that existed for so long in rural communities.

The President of Uganda declared in 1997 that he would make education free for four children in each family and that priority should be given to disabled children. In China, the government has launched a new national plan that aims to create 1.8 million places for disabled children in mainstream schools and train up to 1 million teachers (see p. 6).

* The Salamanca Statement and Framework for Action on Special Needs Education can be obtained from the Special Needs Education Unit at UNESCO’s headquarters in Paris.
In countries such as Burundi, Guyana, Jamaica, Kenya, Mexico, Philippines and Viet Nam, community-based rehabilitation (CBR) is used as a strategy to empower local people to work together to secure access to basic human rights such as education. Often CBR projects start in selected districts in order to gain experience and expertise before launching a wider programme or even a national plan for integration of children with special needs.

An overall strategy

Despite these positive trends, making a school more inclusive is not an easy move. "The most important barriers to inclusive education are the negative attitudes and habits that prevail within schools and in the education system as a whole," comments Saleh.

Experts agree that reform in special needs education must be part of a general educational strategy, cutting across key areas such as curriculum development, teacher education and school organization.

Firstly, there is a need for developing appropriate and flexible curricula, allowing teachers to give additional time and instructional support to children who have special learning needs. It is also important to create assessment standards that allow for diversity of pupils' abilities.

Secondly, teachers in ordinary schools need to receive adequate training to be able to deal with diversified groups of pupils, including children with disabilities and learning difficulties. A 1988 UNESCO survey of fifty-eight countries showed that only a minority reported coverage of disability issues in pre-service training programmes for all teachers, and in-service opportunities were similarly limited.

"It seems clear that most of the relevant training is directed at specialists who will work in segregated special schools," says Mel Ainscow of Manchester University. He is one of the developers of UNESCO's Teacher Education Resource Pack, Special Needs in the Classroom. Targeting both the pre-service and in-service levels, this successful training material, available in more than eighteen languages, seeks to help teachers in regular schools to respond positively to pupil diversity and to explore new teaching approaches.

(Continued on p. 4)
Thirdly, new organizational arrangements have to be made. For example, special schools will have to work more closely with mainstream schools and individual teachers, doing outreach work and acting as resource and support centres.

Finally, successful integration programmes required a concerted effort by teachers, schools, parents, families and the community. “Special needs education does not exist in isolation,” states the final report of the 1994 Salamanca Conference. “It can only be understood and developed in the context of its community.”

Today, there is still much ignorance, fear and misunderstanding, and parents with disabled children often experience isolation. To deal with this, parent organizations such as the Association de Parents d’Enfants Inadaptés de l’Ile Maurice and village committees in the Bangalore district of India provide information and support to parents of children with learning disabilities.

“But where is the money for reforms going to come from,” is a frequently asked question in the debate on inclusive education. The argument is that today, many developing countries cannot afford quality education and well-equipped schools even for ordinary children. How then will they be able to finance the integration of children with special needs into mainstream schools?

**A cost-effective solution**

One answer is to look at where resources are allocated and how they are used. A 1994 World Bank report, *Provision for Children with Special Educational Needs in the Asia Region*, points out that there are personal, social and economic gains to educating children with special needs in mainstream schools.

The Organisation for Economic Co-operation and Development (OECD) estimates that a place in a special school costs between two to five times that of a place in an integrated setting.

Bengt Lindquist, the United Nations’ special rapporteur on disability issues, argues that one of the key steps in dealing with disabilities is to establish one and the same funding system, in which special needs are treated as any other needs within the education system. In New Brunswick, Canada, for example, funding for special education no longer follows the individual pupil but is pooled and spent on special services.

Another reservation is that inclusive education will “open the floodgates” and cause chaos in ordinary schools by bringing down standards. In response to this concern, a 1994 report, *Altogether Better*, analysed the picture that would emerge if the United Kingdom closed down all its special schools. It demonstrated that if all disabled pupils aged 4 to 19 were fully included in mainstream schools, each school would have to include only two or three pupils with moderate learning difficulties, one pupil with severe learning difficulties and less than one pupil with physical/sensory impairment. There would also be one pupil with emotional and behavioural difficulties per 3 schools.

“Clearly, a mainstream school that could not cope with including this small number of children,” Saleh says, “could be questioned as an effective environment for any child.”

She adds that the entire education system profits from the interaction and exchange of experiences between pupils from diverse backgrounds and with different abilities.

**INCLUSIVE EDUCATION IS FOR:**

- All children and adults who need to learn
- Children and adults with physical disabilities such as visual and hearing impairments, motor and intellectual disabilities and emotional/behavioural difficulties
- Children and adults on the margins of society such as street and working children, ethnic and linguistic minorities
- Children with high abilities such as “precocious” and “talented” children

The consequences of having no inclusive education could prove disastrous. Millions of children and adults would continue to live on the fringes of society, with little or no access to education or the labour market, obliged to survive by begging or depending on their families.

“We have to make an extra effort to close the widening gap between children who are well integrated in school and all those whom the system still fails to reach,” says Dieter Berstecher, director of UNESCO’s Global Action Programme on Education for All. “A real commitment by all the EFA partners to create inclusive schools is a crucial step in developing an inclusive society, in which there is a place and a role for all.”
A real change of attitudes

Federico Mayor, director-general of UNESCO, spoke to EFA 2000 about the state of basic education nearly a decade after the 1990 World Conference on Education for All. This interview is the fifth of a series of interviews with key figures in the Education for All movement.

EFA 2000: At the recent conference of African ministers of education (Durban, April 1998), the ministers committed themselves to work towards a new vision of Africa. How can this commitment change the state of education on the continent?

Federico Mayor: The Durban declaration is important because it shows a real change of attitudes. Instead of adapting external models of education, the African ministers give their vision of how the problems of education could be addressed. They will create a network to share information and consult each other, and they also plan to publish an annual declaration on the state of education in Africa. I think this is extremely important, because united, the ministers are strong, while isolated they are weak. And I hope this initiative will inspire many other education ministers around the world.

In spite of the EFA movement, the education sector is underfunded in many countries. Have countries, United Nations and donor agencies failed to deliver on their commitment to provide basic education for all?

No, not at all. Many countries have actually increased their funding to education. This is an important sign, because it means that countries are coming out of the vicious circle of loans, reimbursements and indebtedness. We have seen countries such as Brazil and Bangladesh doubling their education budget since 1990, while the population growth rate has decreased significantly. We must realize once more that loans to trigger a process are fine, but that loans to eliminate illiteracy are undesirable. Education for all must be financed by a reshaping of countries' priorities. This is my hope.

This year, the Education for All Forum is inviting governments around the world to participate in the end-of-decade assessment of progress made during the 1990s towards the goals of Education for All. What do you think will come out of this?

First of all, good news. While we have no good news on environment, no good news on poverty, we can say that education is going well. There is also an important new approach to education. The International Conference on Adult Education (Hamburg, 1997) adopted a broader definition of adult education, which includes much more than literacy courses and education for all throughout life. We have to ask men and especially women how they think they can improve their lives. Maybe they need a well or income-generating activities more than literacy classes. We have to improve the quality of life of all those who are able to facilitate the education of their children.

One of the main innovations of the 1990 World Conference was the creation of new partnerships in basic education. How do you see the continuation of the EFA coalition and what is UNESCO's particular role in this?

The coalition has worked well, but I think we must try to find ways to improve cooperation at country level. For instance, I advise that UNESCO be present when countries negotiate loans for educational development because we are best suited to give advice on education. There is also another partnership that is extremely important. We have always considered national governments as our counterparts, but we realize that today, many education systems are decentralized. We must therefore be in contact with national parliaments, grassroots organizations and municipalities in order to make education for all a reality. We need partnerships more than ever before and I would like all institutions to consider education as the key to the future.

In your view, what are the priorities for education at the dawn of the century?

There is one very clear target group: women, women and women.

The EFA movement enters a new phase in the year 2000. What is your vision for the movement in the ten years to come?

I am very encouraged and hopeful because the year 2000 has been declared the International Year for the Culture of Peace by the United Nations' General Assembly. Moreover, it has been decided that the first decade of the new century be dedicated to education for non-violence. If the culture of peace is combined with non-violence and education for all, I think we have three pillars for hope.
China: Inclusion in practice

In 1996, China launched an ambitious national plan on inclusive education. Some 1.8 million school places for children with disabilities will be created over the next five years. A number of successful integration initiatives such as the Golden Key Project are already a reality.

Long Lin is a remote village situated in a poor mountainous province in western China. Only a walking path connects the village to the outside world, and it takes more than two hours to walk to the nearest village.

Forty-nine people live in Long Lin. There is one school with one female teacher, Wu Weiguo, and five pupils. In 1996, the school got a new classmate, Lan Rue, a 10-year-old girl, who was born blind.

It was the Golden Key Project that got Lan Rue into school. Wu Weiguo, who had been trained by the project during her summer vacation, heard about Lan Rue and daily visits, she slowly gained her trust. Wu Weiguo then convinced sceptical villagers of the importance of sending the blind child to school and they volunteered to repair the path that she uses to walk to school.

School has changed Lan Rue’s life radically. Before, she was hidden away and unable to speak. Today, she loves to talk, writes her own diary, goes to school with the help of a cane, and helps her parents feed the chickens and make bamboo baskets.

Lan Rue is one of nearly 2,000 visually impaired children whom the Golden Key Project has integrated into mainstream schools since the project started in 1996. The goal is to integrate the majority of blind children, who live in the nine poorest provinces of China, before the year 2005. Only 500 of these children were enrolled in school in 1994.

The project functions in the following way: each blind child is guided by a personal instructor, and so far, some 2,000 mainstream teachers have been trained. The blind pupils follow, to the extent possible, the same curriculum as their classmates. The project provides resource materials to teachers, as well as Braille books, writing boards and cassette recorders to the blind pupils. Supervision and administration networks have been established, and a school for the blind has been converted into a resource centre.

Remarkable progress

However, the most impressive achievement of the project is its impact on the lives of blind children. The Golden Key Project has sensitized communities and teachers, raising awareness and mobilizing support for these children. And, as in the case of Lan Rue, when blind children enter school, they are able to dispel traditional attitudes by showing their peers, teachers and parents that they can make an active contribution to their communities.

The Golden Key Project is run by the Golden Key Research Centre, which is responsible for overall planning, teacher training, and fund-raising, and the Education Commission of the Guangxi region, which is responsible for running the project. It is part of a larger project, Inclusive Schools and Community Support Programmes, launched by UNESCO in 1995, to reaffirm the principles of the Salamanca Statement. The success is evident, and plans are already in place for continuation and expansion of the project to neighbouring provinces.

The Golden Key Project is one of several examples of new successful integration initiatives in China. Moreover, it is an example of the remarkable progress in inclusive education that the country has achieved in the last decade.

Until 1984, China had no national policy on special needs education. But since the mid-1980s, children with special needs have been high on the policy-making agenda. At the time, large-scale surveys indicated that some 3 million disabled children were not attending any form of school.

Preparing for a better future

In 1990, China adopted a law on the protection of disabled people, which has been praised by Disabled Peoples’ International, a worldwide grassroots network, as one of the most progressive laws in the world. Six years later, the government launched an ambitious national plan to provide school places for 80 per cent of disabled children.

According to the new plan, 1.8 million school places will be created mainly in regular schools, while up to 1 million teachers will be trained in new teacher-training institutions. In addition to the national guidelines on classroom integration dating from 1994, a special education curriculum will be included in training courses for mainstream teachers.

Finally, special schools will increasingly function as resource centres, providing in-service teacher training, parental guidance and counselling, and support to teachers in regular schools.

This new plan is in part a response to the situation of the 60 million disabled adults who live in China today, of whom a third do not have enough food, 40 per cent are illiterate and 30 per cent are unemployed. The Chinese government considers education as an important way of ensuring that the next generation of disabled adults will be equipped to live in more satisfying conditions.

Professor Peter Mittler of the University of Hong Kong provided information for this article.
ASIA’S FINANCIAL CRISIS
SEEN UP CLOSE

Seen up close in villages, the Asian financial crisis is not a question of currency fluctuations. Rising prices of food and medicine, as well as unemployment are the reality of millions of people in countries such as Viet Nam, Indonesia and Thailand. The result? Growing numbers of school drop-outs and increasing malnutrition. Although Asia has always had many poor areas and hungry children, the problems are now magnified.

There are few statistics so far on the social impact of the crisis. Most evidence of the human cost is anecdotal, and from the findings of rural clinics and aid workers. The situation in education is deteriorating. In Thailand, estimates indicate that 40,000 to 50,000 first-graders have dropped out of the school system this year alone. In Indonesia, the government warns that 8 million elementary and junior high school students may drop out this year, compared with 2.8 million in a “normal” year. In addition, governments in these countries have had to cut spending and a result in some cases has been an end to school lunches and cutbacks for public health campaigns.

Source: International Herald Tribune, 9 June 1998

WORLD POPULATION WILL DOUBLE BY YEAR 2150

The world’s population could reach nearly 11 billion persons by the year 2150, depending on the policies and actions pursued by countries and the international community in the years to come. This figure is almost double the present world population of 5.7 billion.

A new prognosis from the United Nations shows that population growth is finally starting to slow down, after the most explosive growth in history over the past 50 years. A population of almost 11 billion in 2150 would be 700 million less than the projections published in 1992 by the United Nations, mainly due to larger-than-expected decreases in fertility in many countries. But there is no room for complacency.

“A slowdown doesn’t mean the problem is over,” says Dr Nafis Sadik, executive director of the United Nations Population Fund (UNFPA). “Far from it, we are still adding more than 80 million people a year to the population base. And the new projection shows, even if by some miracle, each couple in the world had started in 1995 to have only two children and continued to do so, we would still continue to grow to 9.5 billion people in the year 2150.”

Source: UNFPA’s newsletter POPULI, March-April 1998

INTERNATIONAL CONTEST FOR STUDENTS OF JOURNALISM ON THE RIGHT TO EDUCATION

The Universal Declaration of Human Rights states that “everyone has a right to education.” On the occasion of the Declaration’s fiftieth anniversary, the Education for All Forum has launched an international competition for students in schools of journalism around the world. They are invited to write articles or take photographs illustrating the state of education in their countries.

The competition is organized in two stages. First, each participating school of journalism will select the five best articles and ten best photos to be sent to the EFA Forum Secretariat. Then, an international jury will select the winning entries before the end of the year. There is a first prize of US$2,500 for the best article and the best photo, as well as prizes for fifty more articles and photos. The winning submissions will be published in EFA 2000 and on the Forum’s web site in 1999. Deadline for entries: 1 October 1998.

GLOBAL EFA 2000 ASSESSMENT BEGINS

How well have countries delivered on their commitment to provide basic education to their people? To answer this question, the Education for All Forum has launched a global assessment of the progress made during the 1990s towards the goal of Education for All. Each country is invited to establish a special team, headed by a national co-ordinator, with a clear mandate to design, supervise and carry out the national assessment. National coordinators will be able to examine data and discuss problems at sub-regional workshops early in 1998. Moreover, some thirty developing countries will be asked to carry out special sample studies to examine the learning environment and measure achievement of primary-school pupils.

“This exercise will provide new data that are essential for planning further action to promote basic education,” says Michael Lakin, executive secretary of the EFA Forum, who is co-ordinating the assessment exercise. He underlines the fact that the assessment is more than a technical exercise to generate reports: “We hope that this major stocktaking will encourage countries to rethink their EFA strategies and monitor their actions closely,” he says.

The five convenors of the EFA Forum (UNDP, UNESCO, UNFPA, UNICEF and the World Bank) are supporting the worldwide exercise. The results will be examined by the international community in the year 2000 at the EFA Forum’s fourth global meeting.

THE EFA FORUM ON INTERNET

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When non-formal education is successful

Millions of children in India do not attend school. The reasons include child labour, cultural practices and a rigid formal education system. Since 1979, PROPEL (Promoting Primary and Elementary Education), India’s first comprehensive project in non-formal education, has tried to reach some of these children through a flexible learning environment. This book describes how the project functions and discusses the advantages of non-formal education. It then sets out the conditions for success. Raising community awareness about the importance of education, for example, is seen as a powerful tool to stem the tide of drop-outs and increase the quality of education.

What Makes an Education Project Work?
Conditions for Successful Functioning of an Indian Primary-level Programme of Non-formal Education by Kanana Kosaraju, University of Jawarhat, India, 1996. 337 pp. ISBN 92-3-100429-1

Inclusion must start in the early years

In 1997, twenty-one experts from fifteen countries participated in a consultation on early childhood and special educational needs organized by UNESCO in collaboration with UNICEF. This report of the consultation discusses how services developed for young children can respond to children with special educational needs. It examines the nature of services that should be provided to meet the needs of all young children whatever their abilities. The guiding principle throughout the report is inclusion, stressing that all children should learn together.


Making educational reform work

Schools are built but stay half empty, while out-of-school children remain off the education map. A curriculum reform is implemented, but teachers continue to act as before. Examples of education reforms that were rationally sound but went wrong in their implementation stage are found in many countries around the world. In this book, the authors argue that such failures are linked to the characteristics of the social planning process, which is highly centralised, with rigid norms and standard models, and with little participation of the beneficiaries. The book gives an in-depth analysis of the theoretical background of educational reforms and examines how incentives can be applied in certain fields and for specific groups.


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