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Addressing Exclusion in Education

A Guide to Assessing Education Systems
Towards More Inclusive and Just Societies



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I. Introduction

Education is increasingly seen as a key to the inclusive and sustained development of a society. Experiences in many countries demonstrate that persistent social and economic inequalities and exclusion can lead to disaffection, social fragmentation and even conflicts. Furthermore, exclusion from quality educational opportunities is often related to inequalities in society. In this context, there is growing attention to disparities and inequalities in education, and to systematically addressing exclusion in education.

The principle of equal educational opportunities is at the core of the right to education. Indeed, it inspired the movements for universal primary education and Education for All (EFA). What represents a more recent ambition is that education should not only be available to all, but that it has a crucial role in progress towards creating more inclusive and just societies. With this ambition, international consensus is converging towards a view that if there is a phenomenon of exclusion in an education system, then it is not considered to be a quality education system.

Re-orienting today's education systems to address exclusion, however, presents a challenge of considerable magnitude.

First, the forms, as well as causes, of persistent inequalities and exclusion are socio-historical, hence diverse and complex. Certain differences between people become defining vectors of exclusion and inclusion, intersecting with each other in various ways to produce disparities and inequalities in different social contexts of different countries.

Second, relationships between education, inequalities and exclusion in today's societies are highly complex and difficult to grasp. The patterns of inequalities and exclusion in broader society often shape the patterns of inequalities and exclusion in education. At the same time, exclusion in education can feed into social exclusion. Yet, education can also be a means for reducing inequalities and exclusion in society.

Third, many of today's formal school systems have origins in the early 19th century and expanded since then, thus they are built on past understandings about society and people. However, not only have the ways in which societies are organized changed greatly since then, but they are also undergoing even faster transformation today than they were 20 years ago. There is a widening discrepancy between assumptions behind today's school systems and today's social realities, and this also must be addressed when addressing exclusion in education today.

The re-orientation of education systems towards more inclusive and just societies, therefore, requires addressing exclusion in its diverse manifestations, while simultaneously taking a departure from deeply held assumptions about education and society. The first step of this challenging process thus necessarily entails a close and detailed look at the current education system in its relation to the current situation of exclusion, together with reflection on how differently, rather than how much more, systems of education can be developed.

This guide aims at supporting Member States in taking this first step. It tries to do so by accompanying readers through a process of a) assessing, analyzing and understanding a country's situation of exclusion in education ([Part II](#)); b) on the basis of the analysis, reviewing existing policies, institutional arrangements, financing and operational frameworks, and programmes in order to formulate actions to address exclusion in education ([Part III](#)).

For your reflection:

Imagine a picture of an inclusive and just society. What does an education system look like in this picture? Please describe some features of this education system in the inclusive and just society as you imagine.

Now, please look at the education system in your country today. Compare the current system with the education system in an inclusive and just society in your picture.

What are some aspects that correspond between the two? What aspects differ between the two?

II. Understanding exclusion in education

This part aims at guiding readers to assess, analyze and understand their country's situation of exclusion in education by finding out who experiences exclusion, and when and how exclusion occurs.

1. Which expressions of exclusion do I see in education in my country?

Exclusion in education does not only mean “out-of-school children.” It has many forms and expressions.

- Exclusion from having the life prospects needed for learning;
For example: living under conditions inadequate for health and well-being, e.g. inadequate housing, food, and clothing; living under limited security and safety.
- Exclusion from entry into a school or an educational programme;
For example: unable to pay entrance fees and tuition fees; being outside the eligibility criteria for entry; dressed in ways considered inadmissible by the school.
- Exclusion from regular and continuing participation in school or an educational programme;
For example: school or programme too far to attend regularly; unable to continuously pay for participation; unable to spare time for attending school due to other life demands; school or programme closed down; illness or injuries.
- Exclusion from meaningful learning experiences;
For example: teaching and learning process not meeting the learning needs of the learner; teaching and learning process not corresponding to the learning styles of the learner; the language of instruction and learning materials is not comprehensible; learner goes through uncomfortable, negative and/or discouraging experiences at school or in the programme, e.g. discrimination, prejudice, bullying, violence.
- Exclusion from a recognition of the learning acquired;
For example: learning acquired in a non-formal programme not recognized for entry to a formal programme; learning acquired is not considered admissible for a certification; learning acquired is not considered valid for accessing further learning opportunities.
- Exclusion from contributing the learning acquired to the development of community and society.
For example: learning acquired is considered to be of little value by society; the school or programme attended is seen to have low social status and is disrespected by society; limited work opportunities that correspond to the area of learning acquired, or limited work opportunities in general; discrimination in society on the basis of socially ascribed differences that disregards any learning acquired by the person.

For your reflection:

Which forms and expressions of exclusion do you see in education in your country?

2. Who experiences exclusion?

In order to address exclusion in education effectively, it is necessary to clarify who experiences exclusion. Today, most countries have legally guaranteed the right to education. Finding out who experiences exclusion in education allows for sustainable and pro-active policy development to put such laws into practice. Finding out who experiences exclusion is also a crucial step for developing strategies and actions to address exclusion in education that those people experience.

i. Who experiences exclusion in society? Who experiences exclusion in education?

In many countries, patterns of social exclusion often continue to influence the patterns of exclusion in education while exclusion in education often feeds into social exclusion.

Let us first think about who may be excluded from social development in your country. For example:

- Are any people not allowed to vote in national or local elections? (e.g. immigrants, refugees, unregistered residents, people under voting age, women, etc.);
- Do any people face discrimination in obtaining loans, credits, or assets? (e.g. poor people, people without regular incomes, people without stable employment, women, people without citizenship status, people without a fixed address, etc.);
- Do any people face more challenges to employment than others? (e.g. language minorities, people with disabilities, women, people living in certain places with social stigma, people of a certain caste, people living with HIV, people with little or no formal school education, etc.);
- Do any people face more difficulties in accessing basic healthcare than others? (e.g. orphans, street children, refugees, people living in remote rural areas, people in poverty, etc.).

For your reflection:

Do you feel that some people experience more exclusion from social development than others in your country? If so, who are they?

International human rights treaties prohibit any exclusion from or limitation to educational opportunities on the bases of socially ascribed or perceived differences. They include differences in "sex," "race," "ethnic origin," "language," "religion," "political or other opinion," "national origin," "birth," "descent," "economic condition," "property," "social origin," "disability," and "the status, activities, expressed opinions, or beliefs of the child's parents, legal guardians, or family members."¹

¹ UNESCO Convention against Discrimination in Education (1960), International Covenant on Economic, Social and Cultural Rights (1966), International Covenant on Civil and Political Rights (1966), International Convention on the Elimination of All Forms of Racial Discrimination (1965), Convention on the Elimination of All Forms of Discrimination against Women (1979), Convention on the Rights of the Child (1989), International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990), and Convention on the Rights of Persons with Disabilities (2006).

This means that a country needs to ensure that educational opportunities are not limited for anyone due to such differences listed above. Still, today, millions of children, youth and adults continue to experience exclusion in education in its various forms and expressions around the world.

For your reflection:

Which people in your country tend to experience exclusion in education more than others? (To find out who experiences exclusion, go to II.2.ii.)

Compare the people who tend to experience social exclusion with those who tend to experience exclusion in education.

Do they correspond or do they differ?

Are there any people who are found in both? Are there any people who experience exclusion only in education? Are there any people who experience exclusion in other areas but not in education?

ii. How do we find out who experiences exclusion in education?

In order to find out who experiences exclusion more than others, data disaggregated by variables associated with exclusion are helpful. These are data that are broken down according to units of social categorization that tends to define contours of inclusion/exclusion in education, such as categories based on differences in gender, wealth, ability, ethnic origin, language, social origin, parental status, place of residence, etc., in other words, markers of disparities in educational opportunities.

Below is an example from Lao People’s Democratic Republic. The table presents primary, lower secondary and upper secondary gross enrolment ratios, disaggregated by poverty/wealth level. One of the implications that can be drawn from this table is that the poorest seem significantly more excluded from the opportunity to enrol in lower and upper secondary school than others.

Gross Enrollment Ratios (GER) by Household Income Quintile (%)²

Level	Poorest Q1	Q2	Q3	Q4	Richest Q5	Total
Primary	91	110	120	127	128	112
Lower Secondary	23	41	51	71	88	53
Upper Secondary	12	17	27	38	53	29

Below is another example from Norway. It is a table disaggregated by immigrant status. In this table, immigrant students in lower secondary schools show lower learning outcomes than other students in various subjects. An implication that can be drawn from this is that immigrant students may have had less quality learning experiences than non-immigrant students.

² Lao People’s Democratic Republic Ministry of Education, 2008, *Education for All Mid-Decade Assessment*, Vientiane, Ministry of Education, p. 25.

Average overall achievement marks, selected subjects, by immigration category. 2010³

Subject	Immigration category		
	Other pupils	Immigrant pupils	Norwegian born pupils to immigrant parents
English, written	3.9	3.2	3.7
English, oral	4.1	3.5	4.0
Arts and crafts	4.3	3.9	4.1
Physical education	4.4	4.1	4.2
Mathematics	3.6	3.0	3.5
Food and health	4.4	3.9	4.3
Music	4.3	3.7	4.1
Natural sciences	4.0	3.4	3.9
Norwegian first-choice form	3.9	3.2	3.6
Norwegian second-choice form	3.7	3.4	3.6
Norwegian, oral	4.2	3.5	4.0
Religion, philosophy and ethics	4.1	3.6	4.0
Social sciences	4.1	3.5	4.0

Various effects of social categorization intersect with each other to influence processes of inclusion/exclusion. Therefore, it is important to disaggregate data not only by a single variable but also across multiple variables. Disaggregating data by multiple variables will help gain a finer insight into understanding the processes through which exclusion occurs.

Below is an example from Bangladesh. The table shows an analysis of data on primary school drop-out rates by intersecting differences in the place of residence and differences in sex. This analysis tells us a more intricate story of primary school drop-outs than an analysis of data disaggregated only by sex or by the place of residence. An implication that can be drawn from this table, for example, is that in 2009, boys and girls in slums dropped out more than boys and girls living in other areas, and that while boys dropped out more than girls in non-slum areas, girls dropped out more than boys in slums.

Percentage of children who attended primary school in 2008 but dropped out in 2009⁴

Area	Boys	Girls	Total
Rural	1.4	1.0	1.2
Urban	1.6	0.8	1.2
Municipality	1.5	0.7	1.1
City corporation	1.4	1.3	1.4
Slum	7.1	8.6	7.9

3 Statistics Norway, 2010, http://www.ssb.no/english/subjects/04/02/20/kargrs_en/tab-2010-12-17-04-en.html (Accessed 28 March 2012).

4 Bangladesh Bureau of Statistics and UNICEF, 2010, *Multiple Indicators Cluster Survey 2009*, Dhaka, Government of Bangladesh, p.98.

For your reflection:

According to your analysis of disaggregated data available in your country, who seems to have more tendencies to experience exclusion in education than others?

iii. Where do we find data that help find out who experiences exclusion?

One of the key sources of data that enable the analysis of exclusion in education is education management information systems (EMIS). However, very often, disaggregation is not taken into account in the design of EMIS in many countries. In order to regularly monitor and assess exclusion in education, it is critically important that the disaggregation of data is integrated in the design of EMIS from the planning stage.

While it is the case that the availability of disaggregated data is limited in Ministries of Education of many countries, the analysis is possible through other existing data sources, such as population censuses, household surveys, and various surveys conducted in social sectors outside education such as national welfare surveys, national socio-economic surveys and labour force surveys. For example, the data of the table from Lao PDR shown in II.2.ii was sourced from the Lao Expenditure and Consumption Survey. Furthermore, monitoring and evaluation (M&E) systems of other public sectors, such as health management information systems (HMIS) as well as research studies carried out in universities and research centres may also provide data that enable the analysis.⁵ It is important that Ministries of Education work with other agencies and partners, such as the national statistics agency, the national planning agency, the ministries of social welfare, health, labour, and women, and universities and research institutes, to analyze exclusion in education.

For your reflection:

Which data and information are currently available in the Ministry of Education? Which data and information are needed to help find out who tends to experience exclusion in education? Which data and information can be obtained from other Ministries, governmental agencies, universities, research institutions, and non-governmental organizations?

3. When does exclusion occur?

When “exclusion in education” is understood to express itself in various ways, one begins to see that there are many moments in the long course of an education system when exclusion can occur. The multiple ways in which exclusion expresses itself in different moments together have cumulative effects that can feed into social exclusion. Therefore, in addition to finding out who experiences exclusion, finding out when exclusion occurs is crucial to effectively address exclusion in education.

⁵ For the details of the technical aspects of data analysis, the following UNESCO publications may be consulted: UNESCO Bangkok, 2011, *Systematic Monitoring of Education for All: Training Modules for Asia-Pacific*, Bangkok, UNESCO; UNESCO Bangkok, 2008, *Guidelines for the Asia and Pacific Education for All Mid-Decade Assessment: Identifying and Reaching the Unreached: working draft*, Bangkok, UNESCO; UNESCO Institute for Statistics, 2004, *Guide to the Analysis and Use of Household Survey and Census Educational Data*, Montreal, UNESCO Institute for Statistics; UNESCO Institute for Statistics, 2009, *Education Indicators: Technical guidelines*, Montreal, UNESCO Institute for Statistics.

i. When in the process of the education system does exclusion occur?

Exclusion can occur at the entry to primary education, in the course of primary education, at the end of primary education, at the entry to lower secondary education, in the course of lower secondary education, at the end of lower secondary education, so on and so forth. It can also occur between formal and non-formal education, between different types of schools at the secondary level, or in the transition from an educational programme to community and society. [The diagram on the next page](#) illustrates various moments when people may possibly experience exclusion in the course of their educational careers.

Finding out when exclusion may be occurring is important because it would help a country to focus its interventions on addressing those specific moments of exclusion. For example, Mexico, which found out that less than a third of persons with disabilities between ages 15 and 19 were attending school, announced a strategy for upper secondary education for persons with disabilities.⁶ Malawi, which found that, although statistics show that gender parity had been achieved at primary level, gender disparities were noticeable at upper primary level, and evident at secondary level, decided to make the transition of girls to secondary level one of the priority areas of action.⁷

For your reflection:

When, in the process of the education system, does exclusion seem to occur more prominently for the learners who seem to have more tendencies to experience it?

ii. How do we find out when exclusion occurs?

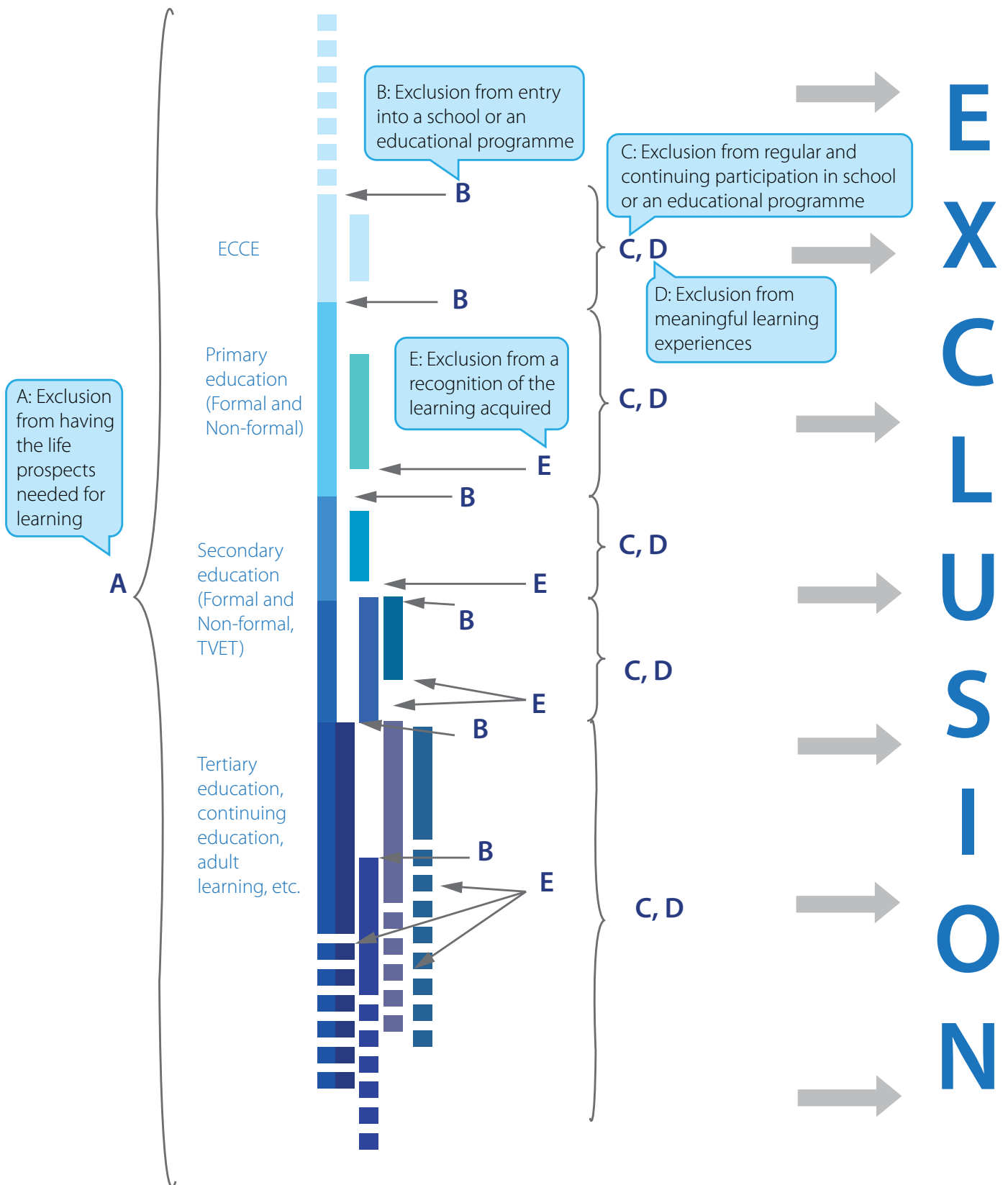
What information do we need in order to find out at which moment exclusion occurs for the learners who tend to experience exclusion? Disaggregated data on various indicators can help assess the extent of exclusion that occurs at various moments in the course of an education system.

For example, let's say, in II.2, children belonging to a minority ethnic group were found to experience exclusion more than the majority ethnic group. In order to find out if this exclusion occurs at the entry into primary education, the intake rate to the first grade of primary education for children belonging to the minority ethnic group may be compared with the intake rate to the first grade of primary education for children belonging to the majority ethnic group. In order to find out if children of the minority ethnic group are excluded from regular participation in primary education, the dropout rate in primary education for children of the minority ethnic group may be compared with the dropout rate in primary education for children of the majority ethnic group.

6 Secretaría de Educación Pública de México, 2009, *Estrategia de Educación Media Superior Orientada a Personas con Discapacidad*, México, D.F., Secretaría de Educación Pública de México.

7 Malawi Ministry of Education, Science and Technology, 2009, *Education Sector Implementation Plan: Towards quality education: implementing the National Education Sector Plan 2009-2013*, Lilongwe, Ministry of Education, Science and Technology.

Diagram for II.3.i Various Moments of Exclusion



A: Exclusion from having the life prospects needed for learning
 B: Exclusion from entry into a school or an educational programme
 C: Exclusion from regular and continuing participation in school or an educational programme
 D: Exclusion from meaningful learning experiences
 E: Exclusion from a recognition of the learning acquired

The table on the next page lists some example indicators for different moments of exclusion.

For your reflection:

Which data and information are currently available? Which data and information can be obtained from other Ministries, governmental agencies, universities, research institutions, and non-governmental organizations?

Based on your analysis of the information and data available and obtained, do you find any moment in the course of the education system when many learners of various backgrounds and characteristics experience exclusion? If so, there may be a major glitch of the system in this moment that requires a fundamental reform (See also III.4 for this analysis).

iii. What do we need to consider when collecting data on exclusion?

When collecting data about experiences of exclusion, one needs to be fully aware of diverse perspectives towards society that people with different experiences of exclusion/inclusion have. For example, if you try collecting information and data from people who have historically experienced continuous exclusion and marginalization, you may encounter reluctance, sometimes resistance. Historically excluded and marginalized communities may be reluctant to publicly provide information out of fear of discrimination or stigmatization.

It is indispensable that the collection of information and data from historically excluded and marginalized communities accompany a clearly and explicitly expressed commitment of the government to addressing and redressing exclusion experienced by those people, to the protection of those people, and to the improvement of their lives. Such a commitment can be expressed through legislation and policy statements. Otherwise, the data collection may only reinforce the feelings of doubts and suspicion that some people and communities may have toward the government.

It is also essential to keep the following principles in the data collection process.

- The principle of self-identification: The state may not impose an identity on individuals, and each person must be able to choose, for example, which ethnic, religious or linguistic group(s) if any, to identify with (cf. General Recommendation VIII of CERD⁸). This means that there should be a choice of “none of the above” for those persons who do not identify with any of the listed categories. Also, a person should be able to choose two or more of the given categories as s/he may identify with multiple communities or groups.
- The principle of consent: When collecting data, the agency needs to obtain an explicit consent from the person who is asked to provide her/his personal information.
- Principle of data protection: The agency that collects, manages, and holds data must protect the anonymity of data.

8 “The Committee on the Elimination of Racial Discrimination, Having considered reports from States parties concerning information about the ways in which individuals are identified as being members of a particular racial or ethnic group or groups, is of the opinion that such identification shall, if no justification exists to the contrary, be based upon self-identification by the individual concerned.” United Nations, 1990, A/45/18 Report of the Committee on the Elimination of Racial Discrimination, Thirty-eighth session, New York, United Nations, p. 79.

Table for II.2.ii: Example Indicators

Exclusion from...		Example Indicators
entry into...	primary education (formal and non-formal)	<ul style="list-style-type: none"> • intake rates
	lower secondary education (formal and non-formal)	<ul style="list-style-type: none"> • intake rates • transition rate from primary to lower secondary
	upper secondary education (formal and non-formal, including TVET)	<ul style="list-style-type: none"> • intake rates • transition rates from lower secondary to upper secondary
regular and continuing participation in...	primary education (formal and non-formal)	<ul style="list-style-type: none"> • attendance rates • dropout rates • enrolment rates • survival rates • percentage of out-of-school children of primary school age
	lower secondary education (formal and non-formal)	<ul style="list-style-type: none"> • attendance rates • dropout rates • enrolment rates • percentage of out-of-school adolescents of lower secondary school age
	upper secondary education (formal and non-formal, including TVET)	<ul style="list-style-type: none"> • attendance rates • dropout rates • enrolment rates • percentage of out-of-school youth of upper secondary school age
meaningful learning in the course of...	primary education (formal and non-formal)	<ul style="list-style-type: none"> • repetition rates • promotion rates • learning outcomes
	lower secondary education (formal and non-formal)	<ul style="list-style-type: none"> • repetition rates • promotion rates • learning outcomes
	upper secondary education (formal and non-formal, including TVET)	<ul style="list-style-type: none"> • repetition rates • promotion rates • learning outcomes
the recognition of learning acquired in...	primary education (formal and non-formal)	<ul style="list-style-type: none"> • percentage of learners whose completion of primary education is recognized among the learners who participated in the full course of primary education
	lower secondary education (formal and non-formal)	<ul style="list-style-type: none"> • percentage of learners whose completion of lower secondary education is recognized among the learners who participated in the full course of lower secondary education
	upper secondary education (formal and non-formal, including TVET)	<ul style="list-style-type: none"> • percentage of learners whose completion of upper secondary education is recognized among the learners who participated in the full course of upper secondary education
contributing the learning acquired...	to community and society	<ul style="list-style-type: none"> • percentage of those who engage in work after the completion of an educational programme among all those who completed the programme

For your reflection:

Has the government expressed a commitment to addressing exclusion experienced by the people you would like to collect information and data from? If so, in what ways has the commitment been expressed?

To what extent have the principles of self-identification, consent and data protection been considered in the plan for data and information collection? What are some of the further actions that may help ensure the three principles?

4. How does exclusion occur?

Exclusion in education occurs differently in different contexts. After clarifying who tends to experience exclusion more than others, and when such exclusion tends to occur, it is necessary to find out how exclusion occurs at those moments in order to effectively address the identified phenomena of exclusion towards redressing them.

i. What are some of the ways in which exclusion in education occurs?

Each instance of exclusion occurs in the particular context of social dynamics and relations within which people experiencing the exclusion are placed. Therefore, the processes through which exclusion occurs vary from one instance to another. The ways in which exclusion occurs are also different in different cases.

For example:

Let's say, through the analysis in [II.1](#), [II.2](#) and [II.3](#), you found out that many learners whose home language differs from the language of instruction drop out of primary education. The ways in which this phenomenon of exclusion occurs may include:

- The learners do not fully understand the instruction given, thus do not find it meaningful to continue primary education;
- The learners receive frequent negative comments from their teachers about their language, which results in their loss of interest in learning.

Let's say, through the analysis in [II.1](#), [II.2](#) and [II.3](#), you found out that many poor learners who complete primary education do not go on to lower secondary education. The ways in which this happens may include:

- The costs required to participate in lower secondary education, e.g. entrance fees, tuition fees, textbooks, etc. are not affordable for poor learners;
- Many need to work to support families, and they do not see lower secondary education as bringing advantages for finding jobs;
- There is no lower secondary education programme close enough to the neighborhoods where poor people live;
- There is a highly selective process based on examination results for entry to lower secondary education programmes, and poor learners, despite their completion of primary education, perform less well in the examination than rich learners.

For your reflection:

What are some of the ways in which the instances of exclusion you found out about may be occurring?

ii. How do we find out how exclusion occurs?

Existing studies and project evaluation reports may provide relevant information in finding out how exclusion occurs. Reports of classroom and school observation made by teachers and inspectors may also offer useful insights. For further information and analysis, research could be conducted. Case studies as a holistic form of inquiry can help understand some of the exclusion processes.

Quantitative analysis using surveys and interviews may provide information that helps identify some of the causes of exclusion. Qualitative analysis, such as ethnographic inquiry using participant observation, collaborative action research, life histories, interviews and focus group discussions, may be especially useful in understanding how exclusion occurs. Such methods can help understand people's perceptions and meanings that shape exclusion and inclusion. Collaborative action research can involve partners working together to identify the problems and possible ways to overcome them.

For example:

The Ministry of Education and Training of Viet Nam, which noticed low rates of transition from primary schools to lower secondary schools among ethnic minority girls, conducted research to examine this issue using surveys, in-depth interviews, focus groups, and observations. The study illuminated various barriers that prevented ethnic minority girls from completing primary schools and continuing on to further learning, such as economic and financial barriers, labour needs in the family, poor quality of teaching and learning in schools, distance to school, inadequate school facilities, and cultural perceptions about education. It also found differences among different ethnic groups in the ways in which such barriers manifest in their experiences of exclusion in the transition from primary to lower secondary education. Furthermore, the girls, their parents and community members suggested various ways to facilitate their continued learning.⁹

Besides conducting whole-scale organized research, carefully listening to people who experience exclusion by making visits to the communities of the people and engaging in part of their community activities may provide insights into some aspects of how the exclusion may be occurring. This would allow us to hear about how exclusion may be occurring from the points of view of those who experience it, but may also give us opportunities to listen to their ideas and suggestions to tackle the problem of exclusion.

As noted in [II.3.iii](#), collecting information about experiences of exclusion requires keen sensitivity and understandings toward the perceptions that the people who experience exclusion may have of those who are more "included" in the mainstream society. This is also certainly the case when conducting research to find out how exclusion occurs using qualitative methodologies or visiting the communities of people who tend to experience exclusion. The points that must be considered

⁹ Viet Nam Ministry of Education and Training, UNESCO and UNICEF, 2008, *The Transition of Ethnic Minority Girls from Primary to Secondary Education*, Ha Noi, Ministry of Education and Training.

as listed in [II.3.iii](#), i.e. the need for a clearly expressed commitment to addressing and redressing the exclusion experienced by the people and to the betterment of their lives, and the principles of self-identification, consent and data protection, also apply to the process of finding out how exclusion occurs.

Needless to mention, close partnerships with community groups and associations, as well as NGOs which work with the communities are critically important in this process. A particular point that should be noted in the process of finding out how exclusion occurs is not to limit your source of information to one person, or one association, group or organization, but to make sure to cross-check the information with multiple people, groups, or organizations.

For your reflection:

From existing studies and reports, what insights did you gain into some of the ways in which the instances of exclusion that you found out about may be occurring?

To better understand how the exclusion occurs, what are some of the things you would consider doing?

III. Reviewing and formulating actions to address exclusion

Building on [Part II](#), this part aims at guiding readers to appraise and reflect on how existing education policies, institutional arrangements, programmes and interventions, as well as public policies, service provisions and programmes related to aspects of life outside education, may have foreseen or unforeseen consequences for exclusion in education.

1. What are the existing policies, programmes and interventions in education that are intended to address exclusion?

Social inequalities and exclusion comprise core concerns for most countries. Many countries have put in place legislative and policy measures to ensure the equality of opportunities, and introduced policies, programmes and interventions that aim at addressing and redressing inequalities and exclusion. Still, the analysis through Part II reveals that there still are many children, youth and adults who experience exclusion in education in a variety of ways.

In order to address exclusion more effectively, it is necessary to take stock of and appraise the impacts of those measures and interventions that have been taken and carried out already. Reviewing existing measures and interventions will help find out where the gaps are, what the remaining challenges are, and/or what are unexpected impacts of those measures and interventions, in relation to the phenomena of exclusion analyzed in Part II.

For example:

In Part II, if it was found that many language minority learners from poor families drop out of primary school before reaching grade 5, existing measures and programmes relevant to this phenomenon of exclusion could be:

- Constitutional guarantee of equal opportunities for all to receive primary education
- Policy to provide primary education for all without charging tuition fees
- Programme to provide free textbooks for children from poor families
- Programme to provide free lunch at school for children from poor families

The list demonstrates that existing measures generally focus on removing cost barriers to participate in primary education. If, despite those measures and support programmes, many language minority learners from poor families still drop out, then not only further actions to remove cost barriers but also actions related to aspects other than costs may need to be considered to address this particular phenomenon of exclusion.

Further actions to address cost barriers could be, for example, to provide scholarships for language minority children from poor families. Actions to address other aspects of education could be a more holistic reform that addresses the diversity of learning needs, which may encompass, for example, the recruitment of teachers from learners' community, offering bilingual instruction, providing learning materials in the language of the learners, involving the community in learning processes and making curriculum relevant and responsive to learners' community, and institutionalizing the training of teachers in responding to diverse learning needs.

For your reflection:

What are the existing education policies, programmes, and interventions that are intended to address the phenomenon of exclusion analyzed in Part II?

What are strengths of existing measures? What are some of the limitations, gaps and/or remaining obstacles that need to be addressed?

2. Which existing measures and arrangements in education may have impacts on exclusion?

Here, we are referring to various measures and arrangements to deliver education in the country, whose primary concerns may not be to address exclusion but nevertheless may have consequences for exclusion in education.

Such measures and arrangements to deliver education include laws and policies, financing frameworks, modes of administration, how different educational levels are structured and organized, ways in which schools are managed, formal/non-formal provisions and articulations between the two, public/private provisions, the recruitment, deployment and salaries of teachers, assessment mechanisms, curriculum, school calendar, textbook development and distribution, and water and sanitation facilities.

For example:

In the reality where there exist diverse learning needs and styles, how learning assessment is offered is critical to ensuring equality and fairness in the recognition of learning acquired by learners. In Part II, if many learners with certain disabilities are found not to pass the national examination to certify the completion of primary education, thus unable to continue learning at the secondary level despite their continued participation in primary education, then it may be the case that the national examination is offered in a way that is not equally accessible for all learners. For example, the examination is offered only in print formats and learners with visual impairments are not able to read it. Or, it could be the case that, the eligibility for taking the examination is restricted. For example, one has to be enrolled in certain schools to take the examination, and many learners with disabilities are not attending those schools which are eligible for taking the examination.

How education is financed may also influence inequality and exclusion in education. In Part II, if growing disparities are found in learning outcomes between high-income and low-income communities after the introduction of a policy to decentralize the financing of education to local communities, then it may be the case that the new policy resulted in increased disparities in educational resources in different communities, thereby reducing equality in educational opportunities, and excluding more learners in low-income communities from quality learning experiences.

The ways in which the education system is structured and organized may produce broad exclusionary effects. For example, in Part II, it may be found that the graduates of technical and vocational schools are less likely to be employed than the graduates of academic secondary schools due to the social perception that students in technical and vocational schools have less to offer

than students in general secondary schools. Such social perceptions may have been formed as a result of the institutional arrangement that separates students into different types of schools mainly on the basis of test scores. Or, it may be the case that such perceptions were formed because the graduates of technical and vocational schools are not eligible to apply to certain types of tertiary education while the graduates of general secondary schools can apply to any.

For your reflection:

Based on the findings of Part II, which laws, policies, structure and organization of the system, financing frameworks, operational frameworks, and programmes in education appear to have impacts on exclusion, whether positive or negative?

3. Which existing public policies, service provisions and programmes outside education may have impacts on exclusion in education?

Public policies, service provisions and programmes that relate to aspects of life other than education may include transportation, health, childcare, employment, water, welfare, and security and safety.

For example:

In Part II, if it was found that many rural girls experience exclusion from upper secondary education due to the distance from home to school, the availability of affordable transport would have relevance for this particular phenomenon of exclusion.

If it was found that boys and girls drop out of school in order to fetch water for the families and take care of their younger siblings, the availability and accessibility of water and childcare support would be relevant to the phenomenon of drop-outs in these communities.

If it was found that the attendance of children in primary schools in violence-prone communities is poor due to parents' fear of violent incidents on their children's way to school, then public security management would be a relevant area to consider.

For your reflection:

Based on the findings of Part II, which public policy areas beyond education appear to have impacts on exclusion in education, whether positive or negative?

4. What can be done to address exclusion?

i. Where are the major gaps, obstacles, contradictions and dilemmas?

A synthesis of the analyses in Part II and Sections III.1, III.2 and III.3 above may lead to the identification of some gaps and obstacles in the current education system, as well as contradictions and dilemmas in effectively addressing exclusion. To synthesize, one could, for example, draw a matrix like this.

Example Matrix for III.4.i: Where are the major gaps, obstacles, contradictions and dilemmas?

Who experiences exclusion?	When does the exclusion occur?	How does the exclusion occur?	Existing policies and programmes that are intended to address the exclusion	Existing measures and arrangements in education that may have impacts on the exclusion	Existing public policies, service provisions and programmes outside education that may have impacts on the exclusion	Gaps, obstacles, contradictions, dilemmas
Ethnic minority learners in remote areas	In the course of primary school.	Exclusion from regular and continuing participation	Tuition free primary education.	Household contributions in the financing of primary education.	Nil.	Obstacles: the costs of textbooks, notebooks, pencils, clothes and shoes, drinking water and lunch, which households are currently responsible for. Dilemma: the government does not have the financial capacity to take on these costs.
		Need to work in the morning to help families eat, thus always late to school.	Programme to raise the awareness of parents about "parenting."	Schools start at 8am.	Nil.	Obstacles: Labour needs in the family. Contradiction: School hours do not match the daily life schedule of the learners.
	Exclusion from meaningful learning	Poor quality of learning: high teacher turn-over rates due to the remoteness of the area; insufficient learning materials.	Financial incentives for teachers who work in remote areas.	Teacher recruitment and deployment; teacher remuneration and benefits. Learning material distribution system.	Nil.	Gaps: insufficient availability of teachers who are willing to work in remote schools. Insufficient availability of learning materials.
		The learners do not fully understand the instruction and learning materials given in a language different from home language.	Nil.	Curriculum; textbooks; teacher training.	National language policy.	Gap: insufficient availability of teachers who can communicate well with the learners and their families. No textbooks in minority languages. Obstacles: monolingual curriculum, instruction and learning materials. Dilemmas: only few people from minority language communities continue education to upper levels and obtain teaching certificates.
		Many repeat grades and lose interest in school.	Nil.	Grade structure and progression system based on learning outcomes.	Nil.	Contradiction: the grade progression of learners is defined by the assessment of their learning made by teachers, but the teachers are not able to appropriately assess the learning acquired by the learners due to communication barriers.
	Entry to lower secondary school.	Many do not pass the primary education completion exam required for entry to lower secondary school.	Nil.	Primary education completion exam.	Nil.	Obstacles: primary education completion exam.
		Many attend community-based non-formal education programmes, but those certificates are not valid for entry to lower secondary school.	Nil.	Requirements for lower secondary school entry. Non-formal learning recognition system. Primary education completion exam given only in formal primary schools.		Gap: formal-non-formal equivalency. Obstacle: Requirements for lower secondary school entry. Contradiction: Primary education completion exam is required for entry to lower secondary school, but the exam is not accessible for everyone.
		School is in town, but the transportation is irregular. Also, people of the community do not like going to town as they often experience negative and discriminatory treatment.	Nil.	Geographical distribution of lower secondary schools in the country.	Transportation services in the area. Anti-discrimination policy.	Obstacles: Irregular transportation; discrimination by people in town. Gaps: Regular transportation services; lower secondary schools near where the learners live. Dilemmas: financially not feasible to construct a lower secondary school in every village.
		Cannot afford going to a lower secondary school.	Selective scholarship scheme for girls in rural areas to attend lower secondary school.	Household contributions in the financing of lower secondary education.		Gaps: financial support to ethnic minority boys in rural areas, as well as to ethnic minority girls in rural areas who did not obtain the scholarship for girls in rural areas.

In the process of synthesizing the various phenomenon of exclusion that various people experience, one may begin to notice that there are some moments of exclusion that seem to affect many people in the country, not only a specific group of people. This implies that in those moments may lie major, critical bottlenecks that are hindering the education system in your country from effectively contributing to the development of a more inclusive and just society.

For your reflection:

Based on the synthesis of your findings in Part II and Sections III.1, III.2 and III.3 where do you see some of the gaps, obstacles, contradictions and dilemmas in your country's efforts to address exclusion?

In your country's education system, do you notice any major bottlenecks which are associated with many people's experiences of exclusion?

ii. What are the ways to fill the gaps, remove the obstacles, resolve the contradictions, and negotiate dilemmas?

Now that we have scrutinized various phenomenon of exclusion and identified the existing gaps, obstacles, contradictions and dilemmas in addressing exclusion, we can begin to consider the ways to fill the gaps, remove the obstacles, resolve the contradictions and negotiate dilemmas. It could be an action to add to or revise existing policies, programmes or interventions, but it may require multiple strategies and cooperation with other Ministries and partners. In the case of a major bottleneck that is broadly affecting many people, a major reform of the system may be necessary. As innovative ideas and solutions are not easily found among a small number of people, it is always better to consult widely - with teachers and administrators, communities, civil society organizations, universities, other Ministries, and other stakeholders – and ask for their ideas and views. Which of these ideas appear most promising for achieving greater sustainable impact on addressing exclusion? What are some of the ways to monitor and evaluate the impact of such actions, strategies and/or reform?

For your reflection:

What are some of the ways to fill the gaps, remove the obstacles, resolve the contradictions, and negotiate dilemmas identified in III.4.i?

Whose ideas, views, and advice are needed in exploring the above question?

IV. Moving forward towards a more inclusive and just society

By working through this guide, you have drawn on your knowledge and experience to:

- consider various phenomenon of exclusion in your country (II.1);
- investigate who experiences exclusion in education (II.2);
- identify when exclusion occurs (II.3);
- understand how exclusion takes place (II.4);
- review actions within and outside the education system that have consequences for exclusion (III.1, III.2 and III.3);
- formulate actions which can help towards creating a more inclusive and just society (III.4).

Importantly, we have analyzed some of the social and educational processes that are linked to persistent exclusion and inequalities. These processes are often context-specific, complex to analyse and challenging to address. We also learnt that, while education reforms are needed to address exclusion, education reforms alone will not be sufficient. Full coordination with reforms in other areas of public policy, and consultation, dialogue and cooperation with all relevant stakeholders, especially learners and their communities, are essential in moving forward to a more inclusive and just society.

For your reflection:

What may be the most crucial next step to advance towards a more inclusive and just society?

What is your role in taking this step?

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