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MOZAMBIQUE STUDY

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The bedrock of inclusion: why investing in the education workforce is critical to the delivery of SDG4

LIGHT FOR THE WORLD

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About the organisations that commissioned this report

ActionAid is a global justice federation working to achieve social justice, gender equality and poverty eradication. It works with over 15 million people in 45 countries, with communities, people's organisations, women's movements, groups and networks, social movements and other allies to overcome the structural causes and consequences of poverty and injustice. ActionAid connects work at community level with broader efforts and struggles for justice to make the greatest contribution towards a just, equitable and sustainable world.

Education International is the voice of teachers and education workers on the global level. It is the world's largest federation of education unions and associations, representing 32 million educators in nearly 400 organisations in over 170 countries and territories, across the globe. More information on Education International's work in inclusive education and decent work for persons with disabilities can be found here.

Light for the World is a global disability and development organisation enabling eye health services and supporting people with disabilities in some of the poorest regions of the world. We break down unjust barriers to unlock the biggest potential! We focus on the poorest and hardest to reach, because they need it most. We aim to change the entire system, because we want our impact to last. We work with partners, because together we are stronger. We work with underserved communities in countries including Burkina Faso, Democratic Republic of Congo, Ethiopia, Kenya, Mozambique, South Sudan and Uganda.

ABOUT THIS STUDY

This report, which focuses on Mozambique, is part of a multi-country study undertaken on behalf of ActionAid, Education International and Light for the World in Ethiopia, Malawi, Mozambique, Nigeria and Tanzania.

The research explores the current state of investment in the education workforce for disability-inclusive education, and the realistic requirements for putting inclusive education into practice. It was carried out using a combination of desk review and qualitative engagement, including consultation of peer reviewed and grey literature such as government reports, policy briefs and issue papers, and interviews with 96 key informants across the five countries.

Investing in the education workforce is the bedrock of inclusion and critical to ensuring all children, especially those with disabilities enjoy their right to education. Whilst well-trained and qualified teachers are at the forefront of this process, they cannot work alone. Support from equally well-trained and qualified education leaders, administrators, and support personnel (e.g. therapists, psychologists, community-based rehabilitation workers and specialists in braille and sign language) is key to an education system equipped to respond to children's diverse learning needs. As such, whilst much of the research centres on teachers, acknowledging their fundamental role in the education process, we have opted for a wider scope of analysis in order to understand the extent to which the broader education workforce is currently equipped to include all children, especially those with disabilities, and deliver on SDG4.

In addition, whilst recognising that, inclusive education aims to address the diverse needs of all learners. this study focuses specifically on disability-inclusion.

This report opens with an introduction, providing some background and highlighting key evidence from around the world that helped to shape the scope of the country studies. This is followed by the in-depth country study. It also highlights (often serious) gaps in knowledge and data, which hampered the achievement of the country studies.

A thematic analysis of the research findings was conducted, to inform the development of the report and develop actionable country-specific recommendations. This found:

- That implementing inclusive education requires investment in education sector financing and widespread change of structures, systems, policies, practices and cultures;
- That a long-term perspective is needed to achieve impactful and sustained change (inclusive education should not be funded through one-off, short-term initiatives);
- That existing structures and systems should be utilised and strengthened;
- That inclusive education involves a range of stakeholders including government at all levels and across ministries (including education, health, finance and social services), teacher training institutions, schools, civil society organisations and communities, and involves a shift in attitudes and beliefs about education and the rights of persons with disabilities.

The study acknowledges certain limitations. While recognising that provision of quality, public disability-inclusive education involves system-wide change at all levels, some important issues were outside of the scope of the research project. For example, strategies to address attitudinal barriers and discriminatory practices, and investments to improve access to school such as transport and accessible infrastructure. It is also important to note that the study focuses on public basic education and did not include the private education sector.

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FOREWORD

Education is one of the key issues in the 2030 global agenda for sustainable development. Indeed, sustainable development goal 4 (SDG4) aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

However, to achieve SDG4, governments as well as bilateral and multilateral actors must commit the required levels of investment, especially those needed for the recruitment and training of the education workforce and other resources needed to implement inclusive education in practice.

The inclusion of pupils with disabilities constitutes a significant challenge for the education workforce. Positioned as they are, at the forefront of the teaching-learning process, it falls to them (and to teachers in particular) to develop new ways of teaching and bring a fresh perspective to classroom interactions, often with little or none of the required resources at their disposal. This study aims to assess the level of investment in disability-inclusive education in Mozambique. The findings shed light on the reasons why there still remains a long way to go before the battle for inclusion is won, highlighting in particular insufficient budget allocations for disability-inclusive education, itself the result both of a failure to prioritise the issue and a lack of reliable data.

Mozambique has a range of laws and policies that aim to ensure the rights of people with disabilities; it ratified the UN Convention on the Rights of Persons with Disabilities in 2010 and has prioritised inclusion in its Strategic Education Plan for 2020-2029, however it is still a long way from ensuring the inclusion of children with disabilities in education.

The report outlines the major challenges faced by the education system, in particular the huge shortage of teachers (and other education support personnel) with the training and support needed to ensure the inclusion of children with disabilities. The report outlines solutions aimed at enabling education stakeholders to understand the importance of investing in the development of a disability-inclusive education system.

In the same way that it is said that an inclusive school is the best school for everyone, access to free, public, quality inclusive education for people with disabilities is vital to expanding learning opportunities and ensuring no child is left behind.

Therefore, it is unthinkable to talk of inclusive education and the achievement of SDG4 without making a significant and purposeful investment in the education workforce (including administrative and support personnel) as it is they, with their work, their knowledge and their dedication who are best placed to transform laws and policies into practical and tangible results.

Investing in the education workforce is investing in a long-term sustainable initiative for the nation, it is not just about ensuring that children's rights are respected, but above all it is about valuing each and every child, with or without disabilities.

> *"Nations will march towards the apex of their greatness at the same pace as their education"*
> Simón Bolívar

Gaspar Sitefane
Executive Director, ActionAid Mozambique

GLOSSARY

For the purpose of this study the following definitions were used by the project team.[i]

Disability	Following the WHO and UNCRPD social definition of disability as an *"evolving concept"* that results from the interaction between an individual with impairments and contextual factors such as attitudinal, social and physical environments, resulting in limitations of one's ability to participate fully in activities and effectively in society on an equal basis with others. For the purpose of this study we will use the internationally comparable impairment categories - physical, intellectual, behavioural, sensory - unless disaggregated differently within country-specific data.
Education support personnel	Those trained in inclusive education, including itinerant teachers, resource centre staff, specialists in child development (including speech therapists, occupational therapists, physical therapists) and special needs teachers.
Inclusive Education	Following the UNCRPD definition,[1] inclusive education is: (a) A fundamental human right of all learners and not, in the case of children, the right of a parent or caregiver. Parental responsibilities in this regard are subordinate to the rights of the child; (b) A principle that values the wellbeing of all students, respects their inherent dignity and autonomy, and acknowledges individuals' requirements and their ability to effectively be included in and contribute to society; (c) A means of realising other human rights, and the primary means by which persons with disabilities can lift themselves out of poverty, obtain the means to participate fully in their communities and be safeguarded from exploitation. It is also the primary means of achieving inclusive societies; (d) The result of a process of continuing and proactive commitment to eliminating barriers impeding the right to education, together with changes to culture, policy and practice of regular schools to accommodate and effectively include all students. For the purpose of this study, the focus is on inclusive education as it relates to disability.
In-service training	Any learning opportunity for teachers who are already certified as per country qualifications and/ or teaching in practice.
Pre-service training	Includes *"recognised and organised, private and public educational programmes designed to train future teachers to formally enter the profession at a specified level of education. Graduates receive a government recognised teaching qualification."*[2]
Schools – Inclusive	Schools designed so that children with disabilities attend regular classes with age-appropriate peers, learn the curriculum to the extent feasible, and are provided with additional resources and support depending on need.
Schools – Integrated	Schools that provide separate classes and additional resources for children with disabilities, which are attached to mainstream schools.
Schools – Special	Schools that provide highly specialised services for children with disabilities and remain separate from broader educational institutions, also called segregated schools.
Special needs education	Education for children with additional needs related to difficulties to learn or access education compared with other children of the same age, for example due to disadvantages resulting from gender, ethnicity, poverty, learning difficulties or disability.

i. Unless otherwise noted, the definitions included here are direct text as presented in the World Report on Disability (WHO and World Bank, 2011)

ACRONYMS

CREI	Resource Centres for Inclusive Education
CSO	Civil society organisation
EFA	Education for all
EMIS	Education management information system
ESP	Education Strategic Plan
GDP	Gross domestic product
IMF	International Monetary Fund
MINEDH	Mozambique Ministry of Education and Human Development
MT	Mozambican Metical (national currency)
NGO	Non-governmental organisation
NIES	National Inclusive Education Strategy
ODA	Overseas development assistance
SDG	Sustainable Development Goals
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WHO	World Health Organization

PHOTO: ULRICH EIGNER / LIGHT FOR THE WORLD

...in most low- and middle-income countries, children with disabilities are more likely to be out of school than any other group of children.

SECTION 1. INTRODUCTION AND BACKGROUND

1.1. Rethinking inclusive education starts with strengthening the education workforce

Despite global commitments, children with disabilities are being left behind

The United Nations' Sustainable Development Goal 4 (SDG4) makes inclusive education an explicit global priority, and all member States have committed to *"ensure inclusive and equitable quality education and promote lifelong learning opportunities for all"* by 2030.[3]

Yet, in most low- and middle-income countries, children with disabilities are more likely to be out of school than any other group of children.[4] As the 2020 Global Education Monitoring Report noted, *"the promise of reaching the furthest behind first is not being kept"*, and *"children with disabilities are particularly at risk of exclusion from education"*.[5]

A lack of data, comparable measurements and agreed definitions means that credible global statistics are lacking.[ii] But the best estimates are that, in low- and lower-middle income countries, around 40% of children with disabilities are out of school at primary level, and 55% at lower secondary level, although these numbers vary enormously between countries.[6] In many lower-income countries, even when children with disabilities do attend school, they are segregated from their classmates, receive a poorer overall quality of education, and are more likely to drop out than their peers.[7] In 10 low- and middle-income countries, children with disabilities were 19% less likely to achieve minimum proficiency in reading than those without.[8]

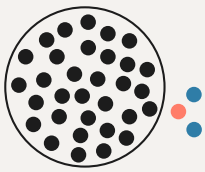
ii. This is also a global issue, as the UIS noted: "because of the scarcity of national data, it is currently not possible to generate statistics on the status of persons with disabilities with regard to education that are regionally or globally representative"

Far too little is known about how disability intersects with other disadvantages, but some studies suggest that girls with disabilities are among the most marginalised groups in society, as a result of social norms and cultural biases around gender and disability.[9]

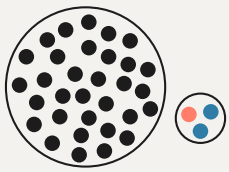
In 2020, widespread school closures introduced in 194 countries in an effort to contain the spread of the Covid-19 pandemic shed a harsh light on existing inequalities, both revealing and reinforcing patterns of disadvantage and discrimination in access to education. With an estimated 91% of the global school population affected by these measures, learners with disabilities are among those most likely to be excluded and face additional setbacks to their education due to factors such as a lack of accessible resources or technology to support continuous remote learning, or a scaling back of specialised support measures.[10]

A summary of the evidence on inclusive education

Adapted from Principe T. (2018) Rethinking Disability: A primer for educators and education unions.

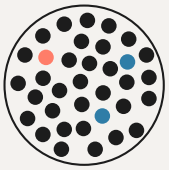


***Exclusion** occurs when students are directly or indirectly prevented from or denied access to education in any form.*



***Segregation** occurs when the education of students with disabilities is provided in separate environments designed or used to respond to a particular or various impaiments, in isolation from students without disabilities.*

***Integration** is a process of placing persons with disabilities in existing mainstream educational institutions, as long as the former can adjust to the standardised requirements of such institutions.*



***Inclusion** involves a process of systemic reform embodying changes and modifications in content, teaching methods, approaches, structures and strategies in education to overcome barriers with a vision serving to provide all students of the relevant age range with an equitable and participatory learning experience and environment that best corresponds to their requirements and preferences.*

Placing students with disabilities within mainstream classes without accompanying structured changes to, for example, organisation, curriculum and teaching and learning strategies, does not constitute inclusion. Furthermore, integration does not automatically guarantee the transition from segregation to inclusion.

Box 1. What do we mean by inclusive education in this study?

At its simplest, inclusive education means that all children learn together in the same schools. This requires education systems that can adapt to the different learning needs of all students. Inclusive education is widely seen as a philosophical approach to education which ensures that diverse students of all backgrounds learn together in the same classroom, and seeks to transform education systems in order to respond to these different needs - irrespective of abilities or disabilities.[11] For the purposes of this report, however, the authors focus on disability-inclusive education specifically, while recognising the broader understanding of "inclusive education". Finally, because inclusive education is a process which can take time, the study also aims to situate current efforts by governments as part of a process of moving *towards* inclusive education.

A well-trained education workforce is the bedrock of inclusion

Poor quality of teaching, inadequate teacher numbers, limited training for workforce development and lack of financing are all cited as significant barriers to the provision of inclusive education.[12]

Inclusive education begins with qualified teachers who are provided with the necessary support to address different pupil needs. In many low- and middle-income countries, teachers have no or limited experience of teaching children with disabilities, and are not trained in inclusive teaching or using accessible classroom tools and materials.[13]

The recent United Nations Disability and Development Report identified a number of actions needed to achieve SDG4 for persons with disabilities, including providing *"training to teachers and other education specialists to gain knowledge and experience in inclusive education for persons with disabilities".* However, it found that many teachers lack the *"skills necessary to support children with more challenging learning needs, including those with severe physical or intellectual disabilities, in mainstream classrooms."*[14] This echoes a 2018 study by Education International, which found that 72.5% of teacher union respondents from 43 countries believed pre-service and in-service training on inclusion to be insufficient, leading a small minority of teachers to pay for their own training.[15]

Teacher quality is the most important determinant of the quality of education and learning outcomes at school level,[16] and teacher preparation to respond to diversity in the classroom is key to ensuring that all children have a positive learning experience. As such, it is crucial to ensure that all teachers – new recruits as well as those already in classrooms – are trained in inclusive education.

However, given that in sub-Saharan Africa only 64% of primary and 50% of secondary school teachers are trained, most teachers lack even the most basic preparation to teach, let alone training in inclusive pedagogy.[iii, 17]

Inclusive education begins with qualified teachers who are provided with the necessary support to address different pupil needs. In many low- and middle-income countries, teachers have no or limited experience of teaching children with disabilities, and are not trained in inclusive teaching or using accessible classroom tools and materials.

In addition, training available in many lower-income countries is often based on the medical model[iv] or on special needs education (which segregates children), rather than the human rights-based framework on which inclusive education is based. Beyond increasing teachers' skills to modify their teaching strategies, training in inclusion also plays a crucial role in improving teacher attitudes, which are *"central in any reform design to improve inclusion."*[18]

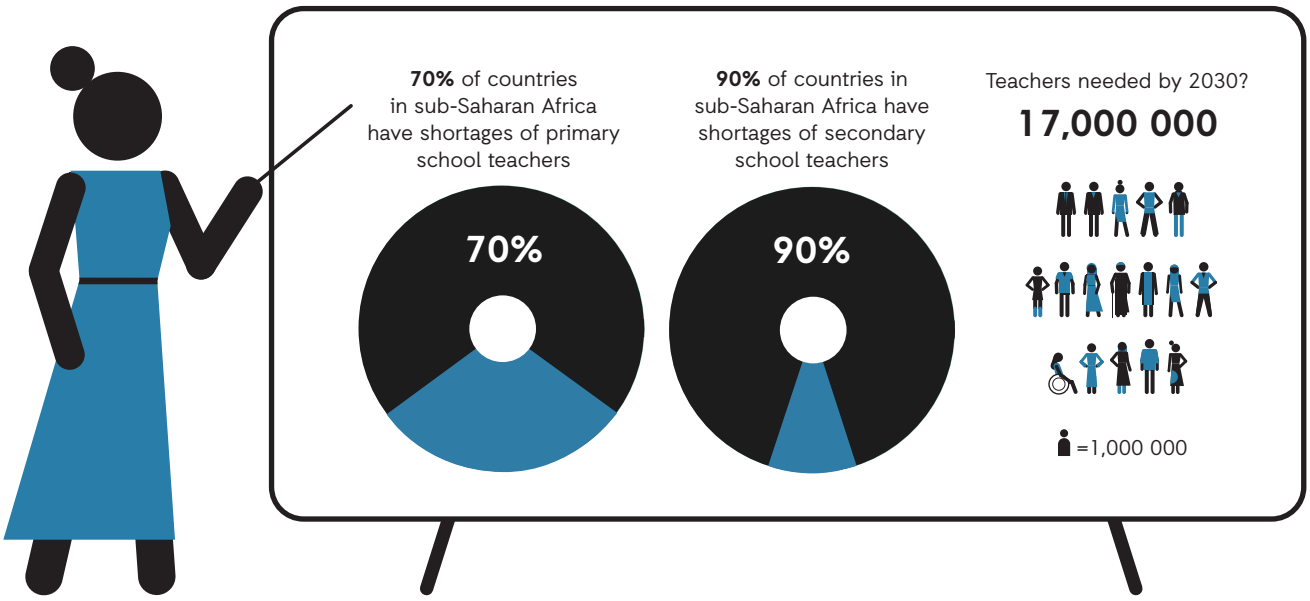
Class size matters

SDG4 calls on countries and development partners to *"substantially increase the supply of qualified teachers"* by 2030. Not only are teachers a fundamental condition for guaranteeing quality education, but the equity gap in education is exacerbated by the shortage and unequal distribution of teachers, especially in disadvantaged areas.

Currently, in most low-income countries, teachers routinely deal with classes of over 40 pupils with a wide range of abilities, especially in the most marginalised and remote areas where classrooms are more often overcrowded due to huge teacher shortages. According to the UNESCO Institute for Statistics, more than 70% of countries in sub-Saharan Africa face acute shortages of primary school teachers, and 90% have serious shortages in secondary education, the largest teacher gap in the world. To keep up with population growth, sub-Saharan Africa will need to recruit 17 million new teachers by 2030.[19]

iii. Across 10 francophone sub-Saharan African countries, just 8% of teachers for grades two and six had received in-service training on inclusive education.

iv. The medical model sets children with disabilities apart from the rest of society (i.e. the child has a "problem" that needs "resolving"). This was the predominant model of thinking around disability until a few decades ago, when the social model of disability shifted understandings of disability away from a charitable welfare-based and rehabilitative approach and towards a social justice, and human rights-based framework – on which inclusive education is based. In many cases, training for teachers is yet to integrate this model fully.



As noted in a report commissioned by Education International, *"Teachers need smaller class sizes in order to be able to teach to every student [and practice inclusive education]. Teaching to 35 diverse learners is significantly more challenging and complex than teaching to 16 diverse students". The report concludes that "classroom materials and technologies are useful, but they cannot replace the value of a skilled teacher available to all her/ his students".*[20]

Teachers need support in the classroom

Providing more and better training for teachers is necessary but not sufficient to achieve inclusive classrooms. In many countries, teachers are not only in short supply, but are also *"isolated, and not supported to provide effective teaching and learning".*[21]

Teachers require supportive working conditions to deliver inclusive education. This may involve additional resources to provide specially designed learning materials and any necessary classroom adaptation.[22] Governments must also develop inclusive curricula that can help teachers break down barriers faced by children with disabilities in the classroom. This involves ensuring that curricula can adapt to the needs of a diversity of learners, while also better representing diversity.

Unfortunately, in many low- and lower-middle income countries, teachers are chronically underpaid, with salaries below the average for jobs requiring a similar level of skills. Rural and poor areas are the most understaffed, with few incentives for teachers to work there.

To ensure inclusive education, teachers are critical. But they cannot work alone. As the Education Commission noted, teachers need leadership and support to be effective and help the learners with the greatest need.[23] Support from specialists in other sectors, such as physiotherapists, occupational therapists, or specialist teachers experienced in teaching children with disabilities, is also essential.[24] Research has shown that these education support personnel play a key role in the learning team necessary to adequately support children and young people with disabilities.[25]

Also critical are adequate remuneration, decent working conditions and incentives for teachers to grow their skills and knowledge and stay in the profession. Governments need to ensure good systems of financial incentives, and improved distribution of teachers qualified in inclusive education. Education International research from 2018 considered that: *"As teachers' skills and responsibilities increase, so too should their compensation".*[26] Unfortunately, in many low- and lower-middle income countries, teachers are chronically underpaid, with salaries below the average for jobs requiring a similar level of skills. Rural and poor areas are the most understaffed, with few incentives for teachers to work there. For these reasons, Education International and national teachers' unions continue to advocate for improved working conditions to support the shifts in strategies in the classroom needed to deliver SDG4.[27]

1.2. Increased public spending on the education workforce is critical to achieve inclusion

Equipping teachers with the right skills and support to teach inclusively requires significantly more resources, and an expansion of the workforce. Teachers are aware that a lack of resources acts as a major brake to ensuring inclusive education. Respondents to an Education International study carried out in 43 countries consistently highlighted budgets and funding as a barrier to creating more inclusive classrooms.[28]

Existing research shows that commitments to inclusive education and reforms to the workforce rarely make it from 'on paper' commitments into annual government budgeting processes. Budgeting for the education workforce in lower-income countries tends to rely on simplistic calculations in sector plans that are disconnected from ongoing budget discussions.[29] Rarely is significant financing for the recruitment, training, deployment and support of teachers to practice systemic inclusion reflected in budgets. Even where there are resources, they are well below what is needed.[v]

The Education Commission has pointed out that teacher salaries already represent a significant share of recurrent education budgets in most countries, and Ministers of Finance manage competing demands.[30] As such, requests for increased investment in the education workforce must be convincing, especially as a long-term investment, and a thorough cost-benefit analysis of any workforce reform is required for policymakers to change the status quo. This must be informed by dialogue with the workforce and trade unions.

Inclusive education requires both system-wide change and a transformation of the teacher workforce. Yet without substantial new funding for education, the financing required to transform education systems, and the teaching force in particular, for inclusion is likely to remain out of reach. Evidence suggests that States which have historically invested in segregated schools tend to lack the political will to move towards inclusive education systems.[31] However, while costly in the short term, investment in inclusive education is more cost-effective over time than building two separate systems, and brings additional benefits associated with more trained teachers on the ground.[vi]

Study after study has evidenced that, in the long-run, investing in inclusive education makes economic sense, because inclusive teaching can be synonymous with quality, and also because it precludes the need to invest in two parallel education systems.[32] In lower income countries, a fairly strong body of research points to the inefficiency of multiple systems of administration, organisational structures and services.[vii]

In other words, in many lower-income countries it is necessary to increase investment in education in order to transform an education workforce equipped to deliver inclusive education. Yet the gaps are vast. The 2015 Global Education Monitoring Report estimated that achieving targets for inclusive and quality education up to secondary level for low- and lower-middle income countries by 2030 would require a tripling of public funding for education.[viii] This increase is required not only to deal with increased demand, but, crucially, to meet commitments to quality and inclusion.

As such, transforming the workforce to deliver system-wide inclusive education requires substantial increases in public budgets. This can be supported by applying ActionAid's "4S education financing framework" (see Box 2) which clearly identifies four principles of education financing to ensure that countries are allocating and spending adequate resources to meet SDG4.

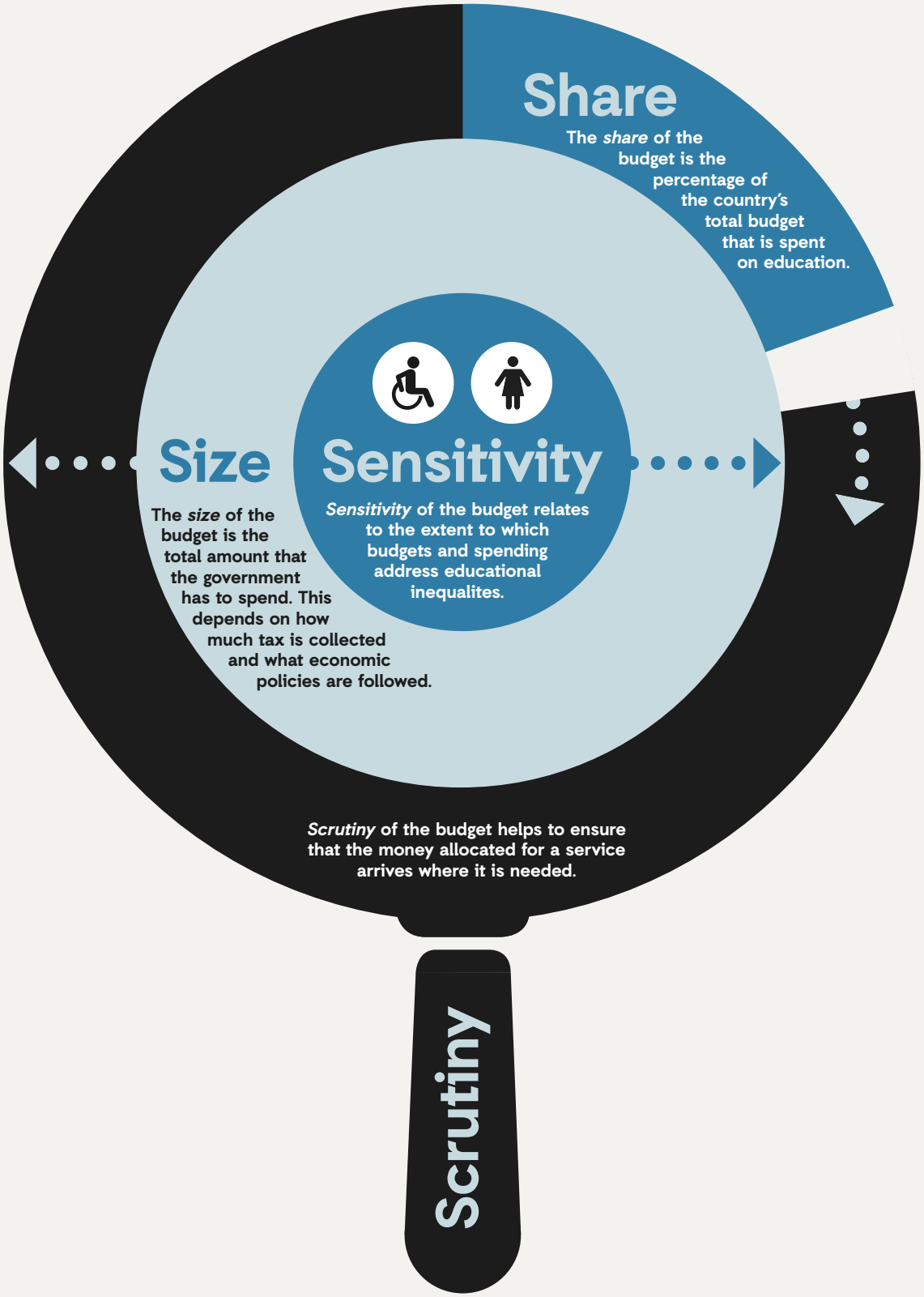
v. Evidence on this is limited. However, a number of studies suggest this to be the case and build a picture. For instance, Light for the World (2016) Costing Equity: The case for disability-responsive education financing, showed a lack of funding overall, and specifically on teaching. The UN Global Education Monitoring Report 2020 also notes a lack of budget for inclusive education overall. Finally, the Education Commission (2020) noted a lack of budgeting for workforce transformation.

vi. In the long run, it has been noted that setting up separate systems costs more. For example, an OECD report estimated that the average cost of putting students with special educational needs in segregated placements is seven to nine times higher than educating them in mainstream classrooms. However, in the short term there is a need for initial up-front investment.

vii. Quoted in World Bank 2004, Inclusive Education: An EFA Strategy for all Children. This was based on common conclusions across a number of studies: Primary sources include OECD, 1994; OECD, 1995; OECD 1999; OECD 2000; O'Toole & McConkey (1995) Innovations in Developing Countries for People with Disabilities; EURYDICE, 2003.

viii. Education for All (2015) Global Monitoring Report. Pricing the right to education: The cost of reaching new targets by 2030. Note: if lower-middle income countries are included, the minimum cost rises to $403 per student.

Domestic Financing for Education: *The 4 Ss*



Box 2. ActionAid's 4S education financing framework

ActionAid's 4S framework identifies four clear principles that must be applied to ensure that countries meet the SDG4 twin promises of quality and inclusion:

1. A fair **SHARE** of the budget is spent on education - meeting or exceeding UNESCO benchmarks of 20% of national budget or 6% of GDP - with a particular focus on marginalised groups, including children with disabilities.
2. A good **SIZE** of overall budget is raised through a progressive tax base, maximising the availability of national resources for investment in public services, ensuring that those most able to pay (the wealthiest) support those least able (the poorest) to do so. This also requires macroeconomic policies which can support budget increases, such as reducing debt servicing or limiting austerity policies.
3. Budgets are **SENSITIVE**, with a focus on equity in public expenditure in order to redress broader inequalities in society (such as stipends for the education of children with disabilities, or greater investment in inclusive teachers in poor rural areas).
4. Public **SCRUTINY** of budget expenditure to ensure that funds arrive on time (especially in disadvantaged areas) and are spent effectively. This may require, for instance, enabling civil society groups to have oversight of budget development and expenditure.

SHARE: International public spending benchmarks must be met

The UNESCO Education 2030 Framework for Action[33] establishes a target for countries to allocate up to 20% of their national budget or 6% of GDP to meet SGD4 by 2030. Countries with the furthest to go to meet SDG4 targets and indicators will need to meet or exceed the higher targets for budget allocations to the sector. High levels of investment are needed to provide more trained and well paid teachers to deal with increased pupil demand,[34] whilst meeting commitments to quality, equity and inclusion.[35] Yet many countries are presently falling short of these targets, as public education expenditure is, on average, 4.4% of GDP and 13.8% of total public expenditure.[ix]

When an insufficient share of the budget is allocated to education, governments tend to look for ways to cut back on spending on teachers, and the financing for teachers' wages, training and support gets squeezed. This can mean that not enough teachers are employed, or that funding for mechanisms to retain teachers and incentivise appropriate deployment, class sizes, and so on is insufficient.

PHOTO: LIGHT FOR THE WORLD

ix. The Global Education Monitoring Report 2020-21 provides data for latest available year (2017), although as the report notes, data were missing for 54% of countries.

Box 3. International financing institutions restrict the expansion of public budgets for workforce capacity

Currently the capacity of many countries to increase the education share of their budget and invest in a workforce able to deliver commitments to quality, inclusive education is under threat. For many decades, the prevailing economic wisdom has been antithetical to the kinds of investment required to expand the education workforce. In 2007, research by ActionAid in 17 countries showed that, between 2003 and 2005, a prominent International Monetary Fund (IMF) structural adjustment programme loan criterion was a wage bill ceiling that limited the number of public sector workers (such as teachers) that could be hired.[36] The IMF later removed the criterion; but there was still pressure on governments behind the scenes to reduce spending on public sector wages.[37]

With debt levels now spiralling, IMF advice again risks limiting investment in the education workforce. According to the Jubilee Debt Campaign, external debt payments by developing countries grew 85% between 2010 and 2018, from 6.6% to 12.2% of government revenue.[38] In this context, the advice of the IMF becomes even more powerful as they negotiate new debt relief programmes. Evidence from ActionAid in 2020 shows a spike in IMF programmes carrying similar conditions to the structural adjustment programmes, with countries struggling to maintain budgets for essential services, and limiting workforce investment.[39]

SIZE: Financing an inclusive education workforce requires increased public budgets

The 2014 Global Education Monitoring Report noted that: *"Countries that require additional teachers will have to increase their overall budgets for teacher salaries".* The report went on to state that US$ 4 billion additional funds were required annually in sub-Saharan Africa to pay the salaries of the additional primary school teachers required by 2020, after taking into account projected economic growth.[40] Given chronic shortages in teaching staff in all countries in this study, and with many teetering on the edge of debt crises, this is a huge problem for achieving SDG4 in all countries (see Box 3 above).

Public taxation is the most effective source of long-term, sustainable funding for recurrent budgets such as workforce costs, and with only a decade to go to meet the 2030 targets, many countries need to increase overall revenue and availability of domestic resources.

In 2010, the UN estimated that a minimum of 20% tax-to-GDP ratio would be needed to deliver on the MDGs.[41] More recently, research from the IMF and World Bank[42] indicates that tax-to-GDP ratios lower than 15% are insufficient to finance even the most basic state functions.[43] As an example, in 2017, the average tax-to-GDP ratio in OECD countries was 34.2% whilst in sub-Saharan Africa, the average ratio was just 17.2%.[44] In other words, whilst the appropriate level of taxation depends on each country's characteristics, a sizeable increase tax capacity is likely to play a significant role in countries' ability to deliver basic public services and attain the SDGs. Indeed, in 2019, the IMF estimated that most low income countries would need to spend an additional 15 percentage points of GDP or more to reach the SDG targets, suggesting that increasing tax to GDP ratios by 5% in the medium-term (around 5 years) would constitute an ambitious yet realistic way forward.[45]

Taking action to remove harmful corporate tax incentives, tackle tax avoidance, evasion, corruption and illicit financial flows are key, if governments are to raise new funds for education relatively quickly.[46]

SENSITIVE: Budgets must address equity and inclusion

It is not enough to spend *more* money on disability-inclusive education, education budgets also need to be spent *better* and with greater sensitivity. A greater focus on equity is required in the deployment of resources– both human and financial –to benefit all learners, including those with disabilities, and ensure that the education workforce is available and able to manage inclusion. This process must start by identifying where

financing and teachers are required, to target the needs of children with disabilities, and support system-wide inclusion more broadly.

In all five countries included in this study, it proved difficult to assess spending in relation to equity of teacher deployment compared to the need for teachers for inclusive education across the country. This is, in part, due to a lack of data to assess needs (i.e. numbers of teachers trained in inclusion or where they are deployed). Without more coherent baselines, effective planning and budgeting for inclusion is impossible.

As the Global Education Monitoring Report notes, a larger share of resources needs to be allocated to compensate for disadvantage, so that *"even as marginalized groups are mainstreamed, a twin-track approach targeting them is needed, since the cost of serving their support needs is much higher, especially for students with disabilities".*[47] This means that school funds need to positively discriminate in favour of more vulnerable learners, so that everyone can be on a more equal footing. This is particularly true for children with disabilities, who may require additional support such as assistive devices, specialised resources, or referral to medical support.

To do this, it is vital to put equity and inclusion at the heart of government financing formulae. These must address individual disadvantage such as disability, but also broader horizontal inequalities such as geographical inequality, and may require extra teacher incentives or support for deployment to remote areas.

Even where funds are allocated to inclusive education, improving oversight, scrutiny and accountability is crucial to ensure that budget allocations are properly targeted, arrive in full and on time, and are effectively and transparently spent

SCRUTINY: Ensuring that education expenditure meets inclusion needs

Even where funds *are* allocated to inclusive education, improving oversight, scrutiny and accountability is crucial to ensure that budget allocations are properly targeted, arrive in full and on time, and are effectively and transparently spent.[48] Moreover, some small allocations can be traced for *"special education"* that can reinforce segregation. This echoes the findings of a study which found that only 31 of a sample of 76 country budget documents from low- and low-middle-income countries had any mention of *"special education"*, and this was often a separate line in the overall education budget, rather than under the appropriate age or level of education, or in ministry budgets other than education, with no plan for integration into the education sector.[49]

Governments should also create the conditions to enable non-governmental organisations (NGOs) to monitor the fulfilment of government commitments and stand up for those excluded from education.[x]

PHOTO: ERNANIO MANDLATE/KISAI/ACTIONAID

x. For instance, according to the recent UNESCO GEM report 2020-21 a 2001 NGO campaign in Armenia resulted in a new legal and budget framework to roll out inclusive education nationally by 2025.

PHOTO: ILAUDA MANALA/LIGHT FOR THE WORLD

SECTION 2. COUNTRY STUDY: MOZAMBIQUE

Background to the Mozambican education system

Since its independence, the Government of Mozambique has viewed education as a fundamental right of all citizens, and essential for the reduction of poverty and the development of the country. The Government has prioritised the creation and expansion of opportunities to ensure that all children can access and complete a basic education of seven years, while creating the conditions for a sustainable expansion of quality post-primary education.

Mozambique's education sector has seen considerable expansion over recent years. Between 2009 and 2014, net enrolment in Grade 1 increased from 67% to 82%. However, recent evidence shows significant challenges in terms of low retention, poor quality and equity.[50] In particular, there are considerable discrepancies in access to school and learning achievements for children in the richest provinces of the South and the poorest provinces of the North, as well as between urban and rural areas. For instance, at national level, primary school completion was 13% for the poorest households, compared to 80% for the wealthiest households. Completion remains low among all groups for lower secondary; just 1% of the poorest and 34% of the wealthiest households complete lower secondary school.[51]

2.1. Current state of disability-inclusive education

Data on disability

Robust data regarding people with disabilities, and children with disabilities in particular, is limited in Mozambique. Various studies have found that there is no agreed definition of disability, and that data collection methods have been weak.[52] The Government of Mozambique recognises a lack of robust data on disability as a barrier to education sector planning and a critical issue in the education of children with disabilities,[53] and has started to address this issue.

The 2017 National Census indicates that around 2.7% of people in Mozambique have some form of disability, a figure which is further disaggregated according to age, sex, location, and the type and cause of disability. The census does not provide details on the education status of persons with disabilities specifically, but does indicate that a total of 171,164 children and young people aged five to 19 (i.e. *very* broadly within the range of primary and secondary school-going age) were recorded as having some form of disability.[54] The 2015-2019 Education Sector Performance Report indicates that a total of 76,843 children with disabilities were enrolled in school in Mozambique in 2019 (see Table 1 below), although the figure varies slightly across different planning documents.[xi]

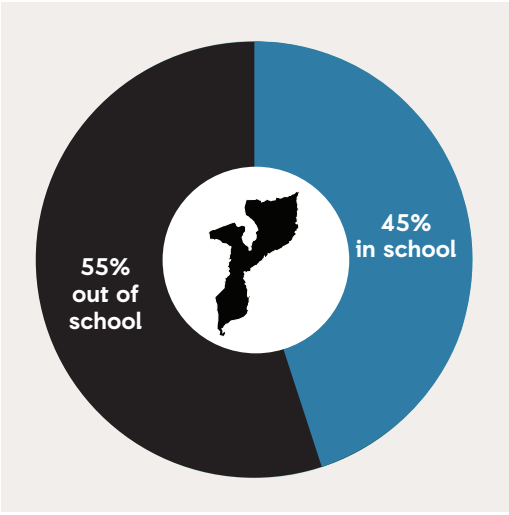
Based on these figures, we can calculate that **roughly 45% of the total population of children and young people aged between five and 19 with disabilities were in school,** making up around 0.9% of the total 8,195,958 children enrolled in primary and secondary education.[55] Whilst this gives an encouraging picture of relatively high levels of enrolment for children with disabilities, if accurate, it also suggests that over half of all children with disabilities are not enrolled in school.

Table 1 shows a gradual increase in the enrolment of children with disabilities between 2015 and 2019, based on figures from the Education Sector Performance Report. The report also provides a breakdown of the enrolment of children with disabilities across different levels of education, and the prevalence of different types of disability overall (see table 2). This data could help to tailor resources to need. For example, the figures show that the vast majority (85%) of children with disabilities are enrolled at primary level, and that hearing and speech impairments are the most prevalent forms of disability recorded.

Table 1: Children with special educational needs enrolled across various levels of education

Levels of Education	School Year				
	2015	**2016**	**2017**	**2018**	**2019**
Primary 1 (EP1)	44 602	58 691	51 876		53 612
Primary 2 (EP2)	12 487	14 650	16 360		11 734
Secondary 1 (ESG1)	7040	9 246	7 794		8 734
Secondary 2 (ESG3)		2 233	2 584		2 763
Total	**64 129**	**84 820**	**78 614**		**76 843**

Data source: MINEDH 2019 Education Sector Progress report



xi. The ESP uses a slightly lower total of 74.921 enrolled children with disabilities (MINEDH 2019. Education Sector Analysis Final Report), and the Strategy for Inclusive Education the slightly higher total of *"80,000 children with disabilities, or developmental problems"* (MINEDH. Department of Special Education. Strategy for inclusive education and development of children with disabilities 2018-2027)

Table 2: Enrolment of pupils by type of disabilities

Type of disability	2015	2016	2017	2018	2019	Growth (%) Δ 2018-2019	Growth (%) Δ 2015-2019 cumulative	Growth (%) Annual average
Visual	13,113	18,261	14,703	12,876	14,479	12.4	10.4	2
Hearing	23,030	28,559	25,388	22,959	22,616	-1.5	-1.8	-0.4
Motor	9,851	13,325	12,667	12,868	12,988	0.9	31.8	5.7
Speech	13,242	18,296	18,436	19,345	19,242	-0.5	45.3	7.8
Multiple	4,893	6,379	7,420	6,873	7,518	9.4	53.6	9
Total	**64,129**	**84,820**	**78,614**	**74,921**	**76,843**	**2.6**	**19.8**	**3.7**

Data source: MINEDH 2019 EDUCATION SECTOR PROGRESS REPORT

Whilst providing useful quantitative information, the data from the census and Education Sector Performance reports do not allow for detailed analysis of the prevalence of different forms of disability across education levels, of differences for boys and girls with disabilities, of the degree to which children's disabilities affect their day to day functioning, or of the issues that hamper their access to and progression through the education system.

The implementation of globally accepted criteria and tools for data collection on disability would provide Mozambique with more functional data and enable international comparison. Further, the data must enable disaggregation for children with disabilities by sex and across different levels of education and aspects of school life.[56] This would enhance the information available on the enrolment and retention of children with disabilities, and enable better tracking of out-of-school children.

Government commitments to inclusive education

Mozambique has multiple obligations to the rights of people with disabilities, including children. It ratified the UN Convention on the Rights of Persons with Disabilities (UNCRPD) in 2010, and has developed several laws and policies to promote, fulfil and protect the rights of people with disabilities. However, the country does not yet have a comprehensive disability law.[57] A technical committee was established in 2014 to develop this law, which has been debated in Parliament but is currently being reviewed by the Ministry of Gender.[xii]

The Government of Mozambique has a long-standing commitment to ensure the right to education for children with disabilities. The Education Sector Strategic Plan 1999-2003, followed by a second plan in 2004, emphasised that *"all children should have the right to education in any ordinary schools without discrimination on the grounds of disability."*[58] The subsequent 2012-2019 Ministry of Education and Human Development (MINEDH) Strategic Plan further committed to the key priorities of inclusion and equity in access to and retention in school. This plan also identified crosscutting areas for targeting specific interventions, including HIV, gender equity, special needs and inclusive education.

The 2012-2019 Strategic Plan committed to inclusion or mainstreaming as a crosscutting issue, to be addressed through curriculum development, teacher training, construction of classrooms and production of textbooks and teaching materials. Equal opportunities were expected to be addressed by promoting inclusive participation and affirmative action. Further strategies include expanding the inclusive school project by improving the identification system, altering school

xii. According to the Mozambican Association of People with Disabilities, the project law was submitted to the Parliament, but at the end of 2019 the draft law was sent back to the Ministry of Gender because it did not consider most of the points raised by civil society organisations. Now the draft law is to be sent to the Ministry Council for approval before going back to Parliament. See: https://www.chr.up.ac.za/dgdr-news/1783-mozambique-takes-first-step-in-developing-a-national-agenda-on-disability.

buildings, promoting sign language and the Braille system, and encouraging families to keep their children in school through social protection programmes.[59] However, despite these consecutive commitments, recent data from MINEDH suggests that children with disabilities still only make up around 0.9% of all children enrolled in school. In addition, the main operational focus to date has been on continuing special schools, of which there are five in the country.[60] As one UNESCO report concluded, *"though the government is trying to implement inclusive education the existence of special schools undermines the success of special education as the two would seem to be competing.*[61]

The development of the National Inclusive Education Strategy (NIES), published by MINEDH in 2018, heralds a new commitment to genuine inclusive education. It defines MINEDH objectives with respect to children with disabilities and outlines other groups with intersecting vulnerabilities (such as HIV or gender inequality). The strategy, which does not include any plans to expand special schools, sets the following objectives:

- Detect disabilities and intervene in pre-school years (0- 6 years);
- Build awareness of the rights of persons with disabilities;
- Promote the empowerment of professionals, especially teachers, for inclusive practices;
- Improve schools for inclusion;
- Create support networks for the process of inclusion for families.

The NIES suggests that inclusive education should be addressed simultaneously on two levels:[62]

- *Systemically* - looking across the entire educational system to incorporate inclusive principles, offering inclusive practices for all children, not just those with disabilities.
- *Individually* – to address the specific needs of children, recognising that the needs of each child may require an individualised approach.

It also argues that medical rehabilitation services and family support are important elements for inclusive education and seeks to articulate how these services can be integrated into the early development of children with disabilities, and even in terms of prevention.[63] The National Plan of Action for the Area of Disability II (2012-2019) provides a framework for an inclusive education strategy which involves medical rehabilitation services alongside family support.
The strategy represents Mozambique's commitment to

PHOTO: ERNANIO MANDLATE/KISAI/ACTIONAID

ensuring that children and young people with disabilities can study on an equal footing and equity with their peers. Significantly, the strategy is also firmly embedded in the newly approved Education Sector Plan 2020-2029, in which the Government commits to being *"consistent with the Inclusive Education Strategy"*. It also includes strong commitments to ensuring inclusive education in primary education, as outlined in its overarching motto, mission statement and strategic objectives.

Nevertheless, much remains to be done for Mozambique to achieve an inclusive education system. This includes shifting attitudes and beliefs, starting within the sector. As one interviewee stated, ***"Nobody argues that [inclusive education] is not important, but nobody seems to be acting with the urgency it deserves. So, there is a mismatch sometimes between policy and implementation."*** A genuine understanding of inclusive education needs to be embedded in the education sector. This was reflected in the field research, where many interviewees conflated inclusive education with special needs education.

Achieving inclusive education will require a better-aligned delivery system, backed by stronger political will. In its 2016 country strategy impact evaluation, Light for the World noted that the implementation of inclusive education in Mozambique varied at different levels of government, with more positive results at community level and to a lesser degree at provincial level, and a lack of ownership and coordination at national or sectoral levels. This implies that, while policy statements were strong, translation to programme activities was poor. As one interviewee stated, *"the directors, inspectors and other directorates at the Ministry level are sensitive to the issue of inclusive education, although they, as such, have not had specific training on inclusive education."* Provincial level authorities also have limited resources to support the implementation of inclusive education. As one interviewee noted, *"in every province we have a special needs department - we have a sector - at district level it is manned by one individual who is also in charge of gender."*

The current state of inclusive education provision in Mozambique

Despite clear policy shifts towards inclusive education, implementation remains very weak. As UNICEF noted, the Government is *"increasingly committed to including children with disabilities, but the response is short-term and ad hoc rather than strategic."*[64] Currently, most provision is in urban areas, and is privately provided. As noted in a 2018 Global Partnership for Education report, *"In Mozambique, education of children with disabilities has primarily been provided by specialized private centres and institutions, while inclusion has been piloted in small projects."*[65] These centres cater mainly for families with financial means in major cities, with the poorest children and many children with disabilities excluded by cost and location. For instance, an assessment of the cities of Maputo and Matola show that the main barrier to access is cost, particularly at the transition to secondary school, with only 27% of pupils completing secondary education.[66]

Outside of the urban private sector, children with disabilities in Mozambique face many obstacles in accessing education.

Outside of the urban private sector, children with disabilities in Mozambique face many obstacles in accessing education. These include: distance to school, the inadequacy of school facilities, lack of preparation of teachers to accommodate their learning needs, the inability of families to support the (direct and indirect) costs of education, cultural aspects, precarious school conditions which discourage school attendance, and frequent absences of teachers.[67]

Some evidence of the effects of these challenges was found in **a recent** (unpublished) **baseline study by ActionAid Mozambique[xiii] showing that, on average, children with disabilities represented only 0.25% of the total number of children enrolled in a sample of schools in Manhiça and Marracuene districts of Maputo province. This is much lower than the 0.9% average cited by the Ministry of Education.**

It is also important to note that the group which conducts the twice-yearly joint monitoring visits carried out by the Ministry of Education all over the country does not include specialists in inclusive education, leading to gaps in information and analysis of the state of inclusive education.[xiv]

xiii. Whilst planned for publication, this study was still unpublished at the time of writing.
xiv. Based on inputs from MIDEH and interviews in the field.

Gaps and challenges in the provision of inclusive education

One of the Government's main strategies for inclusive education is the use of Resource Centres for Inclusive Education (CREI). CREIs were created by Diploma No. 191/2011 of 25 July 2010 in three provinces (Gaza - Southern Region, Tete Province - Central Region, and Nampula Province - Northern Region). The centres were conceived as inclusive education laboratories, developing experiences which can be replicated in surrounding inclusive mainstream schools, and supporting schools with inclusion. The centres are expected to sensitise and mobilise communities around education for children with disabilities, and provide professional training and capacity building, guidance and diagnostic services and advice for the production of materials.[68] It should be noted that the centres attend to cases of severe sensory and intellectual disability and autism, with mild or moderate disabilities serviced in (inclusive) mainstream schools.

However, recent data from the Ministry of Education suggests that the three CREIs jointly support an estimated 902 children in total.[69] With an estimated 76,843 students with disabilities enrolled in education,[70] this means that there just one resource centre per 25,614 pupils with disabilities, and that the vast majority of those pupils are unlikely to be benefitting from the support available.[xv]

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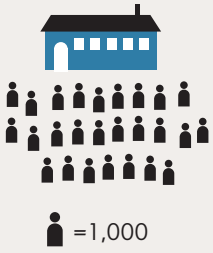


The 2018-2027 NIES recommends expanding CREIs and teacher training, producing materials to develop diagnostic skills, characterisation and pedagogical guidance of children with disabilities included in mainstream schools.[71] However, this requires funding, not least because the general education system has many challenges with retention, equity and quality which are already a challenge for inclusivity.

As one 2016 study noted, inclusive education is faced with basic challenges: *"The schools are few in urban areas, and very few in rural territories. In some cases, there are no actual school buildings, and classes are literally held under the trees. Four lessons are held in a day: from 6 a.m. (the beginning of the first shift) to 12:30 a.m. (the end of the fourth shift, usually attended by adults). The classrooms are overcrowded: 50–60 pupils in urban areas, 120–150 pupils in rural areas. The teachers are few, often very young and inexperienced, roughly trained in basic subjects and completely untrained in disability and inclusive education."*[72] This highlights one of the biggest challenges facing Mozambique in delivering inclusive education, the education workforce. **Overall,** according to MINEDH, **there is a pupil-teacher ratio of 65:1 in Mozambique.[73] In some provinces this is much higher, for instance, in Nampula it is 74:1, and in Zambézia 72:1.[74]**

Moreover, teachers need to be qualified and given the right skills and qualifications to be able to support all their pupils. As one UN study noted, *"This speaks to a problem that is quite large in Mozambique: teachers are in short supply, partly due to budget constraints but also because of the limited availability of adequately qualified individuals who can enter teaching."* It went on to note that 47% of teachers in rural areas had no formal qualifications, 47% had basic education, and only 1% had higher education. These proportions were 25%, 50%, and 11% respectively in urban areas, as more qualified teachers were concentrated in urban areas. It concludes that, for Mozambique, *"Obtaining quality teachers is essential".*[75] UNESCO also points out that "without urgent action", by 2030 there would be more children in school but fewer teachers because of the pressure arising from growing populations and a lack of new teaching recruits.[76]

xv. Authors own calculations. It is worth noting that resource centres may have a number of classrooms, however this is a good illustrative figure for students likely to require some support offered by the centres.

Without investment in more teachers, Mozambique can never hope to fully embed inclusive education.

These pupil-teacher ratios are significantly higher than can feasibly be expected to manage inclusive classrooms, where teachers can respond to a diversity of needs. The NIES acknowledges this, with an objective to *"Reduce the number of students per class to gradually adjust … to differentiated pedagogical practices"*, and goes on to note that *"the current reality of large classes is a considerable obstacle to the improvement of educational quality of schools and practices towards inclusive pedagogy, requiring adjustment of the size and shape of classes to meet the demands of inclusion. The goal of students per inclusive class should be 25 to 30."*[77]

Without investment in more teachers, Mozambique can never hope to fully embed inclusive education. There is a long way to go to achieve this, which will require significantly more resources, not least to improve teachers' pay and attract more people into the sector.

The 2020-2029 Education Sector Plan acknowledges this and outlines plans for the recruitment of an additional 62,515 teachers (10,913 at primary and 51,606 at secondary level) over the period. This is projected to reduce primary level pupil-teacher ratios from 66:1 to 55:1 by the end of the implementation period,[78] which falls short of the maximum recommended maximum ratio of 40:1.[79] It is also almost twice as high as the aspirational ratios of 25:1 to 30:1 outlined in the NIES, suggesting a lack of alignment between the two documents.

In any case, such plans (and associated budgets) need to take into account the fact that most teachers in Mozambique do not earn a living wage. The new Education Strategic Plan (ESP) notes the need to review teacher salaries, especially at lower levels, and better align these with other public sector roles to make the profession more attractive.[80] This is much needed as, according to the national education coalition Movimento de Educação para Todos, around 86% of teachers in Mozambique receive monthly remuneration of between MT 8,908 (US$131) and MT 15,055 (US$223).[xvi] The Mozambican Workers' Union estimates that a basic expenditure basket costs around MT 19,000 per month for a family of five,[81] meaning that these teachers would need a raise of between MT 10,092 (US$ 149) and MT 3,945 (US$ 58) just to meet basic daily living expenses.

Mainstreaming inclusive education will also require more investment in support personnel. A Light for the World report recommended increased community health rehabilitation personnel to support inclusion, and highlighted the need for different types of intermediaries for inclusion (such as interpreters, tutors, support teachers or auxiliaries) to make the necessary connections between the action of teachers and the school and the specific needs of children and young people. In this context, the creation of support units is fundamental to integrate schools' inclusive actions, in close liaison with school councils and other systems, with a view to reconciling different responses on the ground.[82]

Mozambique teachers' salary shortfall

xvi. Boletim da Republica de Mocambique/Decreto de 20 de Maio de 2020, Imprensa Nacional de Mocambique: confirms salary scales for public sector workers. Movimento de Educação para Todos (2020) based on data from the Organizacao dos Trabalhadores Mocambicanos, Instituto Nacional de Estatistica and Ministerio das Financas. Converted to US$ using the average MZN to US$ exchange rate for 2020

2.2. Workforce Development in Inclusive Education in Mozambique

Better data is needed on the number of teachers trained in inclusion

There is no good data on the number of teachers trained to provide inclusive education, but according to government statistics, in 2018 there were 17,000 teachers active in *"special needs education".* Of these, 83% were teaching in primary schools. The education sector analysis report estimated that as many at 80% of all primary school teachers may have some training in "special needs education".[83] However it is widely assumed that very few teachers are trained in inclusive education, or specialised in special needs education. As one interviewee noted, *"the number of people being trained [in inclusive education] is minimal and they mostly concentrate on audio [auditory] and visual disabilities."* MINEDH has been trying to improve the quality of teaching by increasing entry requirements for teachers, offering distance learning and providing pre-service training, but there is a long way to go.[84] The draft National Action Implementation Strategy for Inclusive Education and Development of Children with Disabilities includes a plan for training more teachers in inclusive education, although no financing has been allocated for its implementation.

Most evidence suggests that teachers are ill-prepared to practice inclusive education in the classroom. As one interviewee stated, *"there is a strategy on education, but it is very disconnected to the teachers, so this is unfortunate because there is no link to the teacher."* A 2012 study investigated the readiness of teachers to implement inclusive education for students with visual impairment in the schools and university in Beira. There were very few basic materials for the visually impaired, and 92% of the students reported that both human and material resources were inadequate. The study considered that teachers would benefit from in-service workshops focused on this population of special needs students.[85]

As regards the inclusion of teachers with disabilities, interviewees agreed that it was important. One noted that ***"we see teachers as a mirror - if the community can see a teacher with disabilities then that teacher is a reflection of what could be possible and many children living with disabilities would be encouraged to study."*** Another said that: *"We have a lot of support for disabled teachers (we have given incentives such as recognition prizes, some scholarships, trainings) and we also count on disabled teachers to encourage and motivate disabled children during classes and awareness sessions."*

However, one interviewee noted that *"a few years back the Government told us that we should stop training the visually impaired [as teachers] – they said they were not qualified that they are not in good physical condition."*[xvii] This probably referred to the community-based teacher training colleges offering programmes for visually impaired primary school teachers, Escolas de Professores do Futuro,[86] and scholarships for specialist teacher training colleges. It is unfortunate that this practice has been scaled back, as it was noted as innovative in the 2013 Education for All Global Monitoring Report,[87] and considered a positive model for inclusion.

2.3. Workforce training for inclusive education

The MINEDH 2012-2016 Strategic Plan called for strengthening implementation of the in-service training programme and a new modular pre-service teacher training programme. The new programme, organised into flexible learning blocks, aims to promote the continued development of reflective competencies within the workplace, oriented toward problem-solving and covering a range of learning experiences.[88]

xvii. The higher entry requirement precludes teachers who are blind from entering the profession. For example, blind students do not do mathematics beyond grade 6 and therefore do not qualify. There are no reasonable accommodations for the entrance exam. Personal communication, October 2019

Pre-Service Training

Training for inclusive education is theoretically embedded into the main pre-service teacher training modules. However, very little time is dedicated to addressing topics related to special educational needs and inclusive education within the pre-service training (approximately 13% of the total workload). This points to serious gaps in the preparation of teachers for working with students with disabilities in mainstream schools.[89] As one interviewee stated, *"The gap [in capacity building for inclusive education] is enormous because there is nothing established for the development of teachers' capacity to provide inclusive education. During the training of teachers, the workload of the discipline of special educational needs is quite insignificant and with a medical approach to disability."*

The Strategy for Inclusive Education and Development of Children with Disabilities has a focus on pre-service training and inclusive pedagogical practices. One of its objectives specifies that *"teacher training programmes will include specific disciplines that promote skills related to developmental disturbances, inclusive pedagogical practice, sign language, communication technologies, and/ or other related ones."*[90] The 2020-2029 ESP also outlines the importance of improving the quality of in-service teacher training to promote equity and inclusion, and references actions outlined in the NIES, such as expanding teachers' diagnostic skills, producing materials, and training teachers in child-centred, inclusive learning methods. However, the only *pre-service* teacher training actions with a specific focus on children with disabilities mentioned are workshops with the health sector to help teachers to better identify common forms of disability.[91]

In-Service Training

Due to the large variation in the qualifications and abilities of teachers in Mozambique, MINEDH has sought to enhance and strengthen in-service training, as well as to review the qualification and performance criteria. This includes continuous professional development training, distance professional training, continuous capacity training and school management training. The 2018 NIES recommends that continuous training models focusing on the inclusion of children and young people with disabilities be implemented based on experience, reflection and integrated knowledge.

Despite increases in in-service training, it is unclear how much, if any, is focused on inclusive education; and where this has taken place it has often been in the form of one-off initiatives supported by donors. For example, an interviewee from ADPP noted that they are *"specifically focusing on Namakanda, Sofala and Chimoyo where we are training primary school teachers so that they can practice inclusive education."*

The NIES acknowledges that inclusion is not the mere placement of children with disabilities in schools and classes, but requires teachers to acquire new educational practices.[92] This requires investment in increasing the number of effective training courses, centred on the experience of teachers and the promotion of reflective professional practice.[93] This also requires attention to address the medical model currently at the centre of trainings.

The 2020-2022 operational plan for the ESP includes an allocation for continuous professional development of primary school teachers. The total amount available is just over MT 1 billion (US$ 14 million) over three years, although the exact target numbers of teachers to be trained (and therefore the adequacy of the allocation) is unclear. However, as one key informant highlighted, *"we still have a long way [to go]. We still have pupils who learn under trees so to imagine that we will have finances in the short term to allow us to have educational support or teacher assistants, is far-fetched."*

PHOTO: ERNANIO MANDLATE/KISAI/ACTIONAID

2.4. Financing Workforce Development in Inclusive Education

Resources are not sufficient to deliver inclusive education

There is relatively little information available for costing Mozambique's commitments to inclusive education. The 2020-2029 ESP recognises that its implementation budget is based on an "*optimistic*" scenario. The overall plan and budget emphasise the importance of teacher recruitment and training, and set aside around 3% of the total budget for teacher training activities year on year.[94]

However, the accompanying operational plan and budget for 2020-2022 only includes one specific budget line for activities to improve the practice of primary school teachers in innovative, learner-centred and inclusive methodologies, with an allocation of close to MT 2 billion (roughly US$ 27 million) over three years, constituting 1% of the total budget. The target for 75% of teachers to be reached by the end of 2020 would mean stretching this budget at least over the 87,034 primary school teachers estimated to be in post in 2019, resulting in a modest MT 22,312 (US$ 330) per teacher. An additional, relatively small amount of MT 20,341,000 (US$ 301,303) is allocated for training 100% of primary teacher trainers in these issues over the same timeframe.[95] Furthermore, whilst the plan highlights the need to reinforce the resourcing and responsibilities of the three CREI resource centres, which play a role in delivery of inclusive education by strengthening teacher capacity, producing materials and raising community awareness, there is no budget allocation for this.

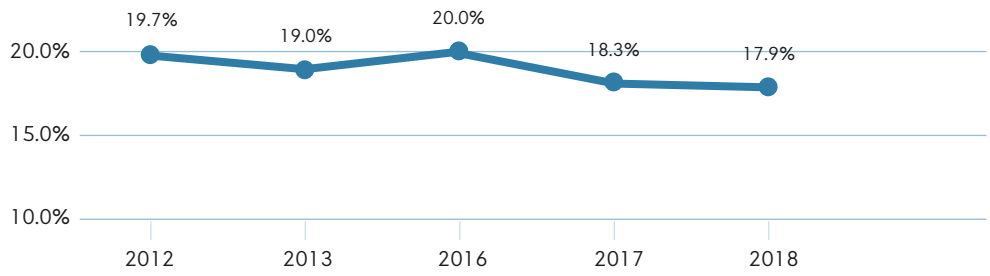
Equally, annual budget documents have no information on current spending on special needs or inclusive education. Only one budget line mentions specific allocations to support improvements to district-level special needs education supervision. As such, the data are not sufficient to calculate the total amount being spent, but only give a very partial reflection of probable budgets.[xviii] Alternatively, if this is the only budget allocation for implementation of the NIES, this raises serious questions around the real level of commitment.

One interviewee noted *"there is a cake [portion] that has been allocated to the Special Education Department or inclusive education. This was two years ago and was more for awareness campaigns about the need to include children or students with disabilities. It was not an investment as such, it was just a specific initiative. With this small budget we have shared ideas related to inclusive education."*

SHARE: Mozambique allocates a good, but insufficient, proportion of spending and GDP to education

Mozambique has been close to the upper end of international benchmarks for budget share to education over the last few years (see Figures 1 and 2).[xix] **In 2018, the education sector was allocated MT 52 billion (approximately US$ 838 million),[96] equivalent to 17.9% of the overall state budget and 5.8% of GDP. This is higher than the average for sub-Saharan African countries, and falls within the range of the 15-20% of budget and 4-6% of GDP benchmarks required to meet SDG4 by 2030,** but is still below the recommended upper end targets required in the short term.

Figure 1: Mozambique share of the budget on education, 2012-2018*

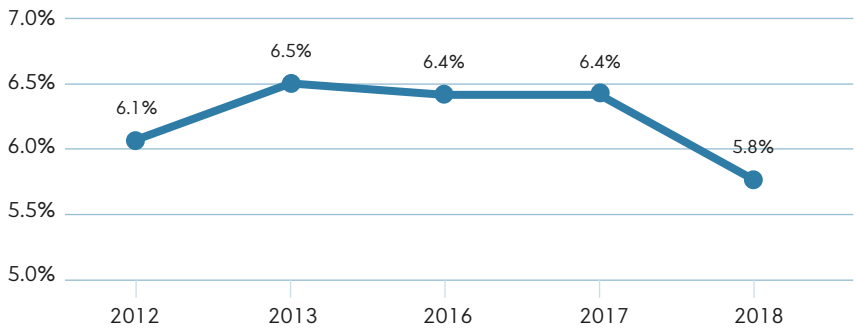


Source: UNESCO Institute of Statistics

*please note, no data for 2014/15

xviii. Author's own analysis of the 2019 annual budget documents from districts
xix. Based on latest data available from the UNESCO Institute of Statistics

Figure 2: Mozambique share of GDP to education, 2012-2018*



Source: UNESCO Institute of Statistics

*please note, no data for 2014/15

The new ESP acknowledges the critical importance of recruiting and training additional teachers to improve equity and quality in education and reduce pupil-teacher ratios.

Countries like Mozambique have a long way to go in a short time to meet the targets of equity, inclusion and quality, while dealing with an increase in children coming into education. The costing model for SDG4 carried out for the Global Education Monitoring Report suggested that, for countries in this situation, spending may need to be at or over the 20% budget and 6% GDP targets.

Moreover, allocations have been decreasing in recent years,[97] and in real terms. While Mozambique has made strong efforts to increase its share of the budget to education, gradually raising this over the last decade, this is now under threat as the debt crisis weakens the Government's capacity to increase investments in the sector (see Box 4).

Mozambique raised the percentage of GDP allocated to education fairly consistently from 3.7% in 2004 to 6% in 2012, which allowed for almost 10,000 teachers to be trained and hired each year from 2008 to 2010, an annual increase of over 10%.[98] These teachers were posted in areas with over¬crowded classrooms to try to ensure effective teaching and learning in the face of a growing demand.[99] Unfortunately, recent constraints on fiscal space in Mozambique halted further growth in the education workforce, which in turn affected the Government's commitment to reducing pupil-teacher ratios and implementing the NIES.

According to UNICEF, the 2018 education sector plan to hire 5,213 new teachers represented a decrease of 35% as compared to 2017, and in recent years an average of 8,400 new teachers were hired every year. UNICEF further notes: *"This decrease was made in the effort to rein in spending on personnel; however, without knowing teacher attrition rates, it is difficult to know the budget impact of such action. Nevertheless, it is also important to note that decreasing the student-to-teacher ratio has long been a sector objective and cutting teacher hires will make meeting the objective more difficult".*[100]

The new ESP acknowledges the critical importance of recruiting and training additional teachers to improve equity and quality in education and reduce pupil-teacher ratios. If successful, this plan would increase the numbers of teachers from 116,046 to 126,959 in primary and 23,485 to 75,087 in secondary, representing a **total increase of 62,515 teachers by 2029.** This is an average of 6,946 new teachers each year,[101] somewhat higher than the 2018 level, but lower than previous averages and insufficient to reduce pupil-teacher ratios to the UNESCO recommended maximum of 40:1.

Overseas development assistance (ODA) is likely to be a crucial source of funding, at least in the short term. Although ODA has become less important as a proportion of the overall education sector budget in recent years (it currently constitutes around 14% of education sector funds in Mozambique), without this support the overall funding gap is projected to stand at around 16% of the total budget for 2020-29, meaning there would be a shortfall of approximately US$ 1.6 billion.[102]

New findings from UNESCO show that aid to education is expected to be more important than ever to mitigate

against the negative effects of the global financial downturn brought on by the Covid-19 pandemic, and ensure that progress towards SDG4 to date is not irrevocably reversed. The pandemic is also expected to put significant pressure on ODA budgets as donor governments struggle to respond to the economic crisis.[103] As a result, the Government of Mozambique must work harder to protect education spending, by raising more funds through progressive domestic resource mobilisation and tackling debt.

SIZE: The Government must focus on increasing the overall budget and revenue collection to fund inclusive education

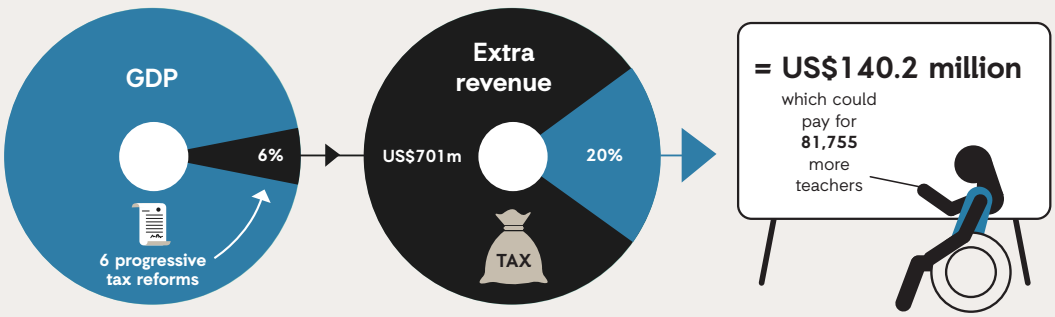
Continuing to raise funds for education, particularly recurrent expenditure for teachers' pay, must involve a focus on increasing the size of budget through boosted revenues and tax-to-GDP ratios. UNICEF noted that, *"As the number of students continues to grow, it will be important for the Government to ensure sufficient internal resources are directed to sector investment priorities."*[104] Central to this will be a continued increase in tax-to-GDP ratios, which had reached just over 20% in 2014/15, after government revenues were boosted by a commodity boom. However, this is now reducing as commodity prices have fallen, to 18% in 2018.[xx] The tax ratio is increasingly important given that debt servicing is sucking away precious revenues. The Government spent 27% of its budget on debt servicing in 2017.[105]

In 2018, ActionAid published a detailed analysis of the amounts lost to tax incentives and tax treaties, and how these could be used to support education financing. This estimated loss of around US$ 562 million each year is equivalent to 67% of the annual education budget allocation.[xxi] Actions are required to reverse this and move Mozambique towards raising larger percentages of tax relative to GDP. Eliminating some tax incentives for corporations could rapidly raise new funds.

Additional research published by ActionAid in 2020, exploring the revenue potential from just six progressive tax reforms in Mozambique, has shown there is considerable space for revenue increase.[106] **The proposed reforms, focusing on taxes on personal and corporate income and incentives, property and luxury goods, could result in a staggering 6% increase in the tax-to-GDP ratio in Mozambique. This adds up to around US$ 701 million, roughly equivalent to the current percentage of GDP allocated to the entire education budget. Just 20% of this could cover the salaries of around 81,755 newly qualified teachers,**[xxii] allowing the Government to meet or even exceed its targets for teacher recruitment over the next decade.

Mozambique:

The revenue potential from six progressive tax reforms in Mozambique has shown there is considerable space for significant revenue increase, up to an estimated 6% increase in the tax-to-GDP ratio. This is roughly equivalent to the current percentage of GDP going to the entire education budget. This adds up to around US$ 701 million, of which just 20% could cover the salaries of around 81,755 newly qualified teachers, allowing the Government to meet or even exceed its targets for teacher recruitment over the next decade.



xx. Based on 2017 data from UNU-WIDER database
xxi. Calculation by authors using historical data from the UNICEF 2018 Budget Brief, converted to historical US$.
xxii. For advocacy purposes, This estimate is based on information published in the Boletim da República de Moçambique/Decreto de 20 de Maio de 2020,, which confirms salary scales for public sector workers. It is also supported by data and personal communications received from Movimento de Educação para Todos. Calculations were done using the average US$ to Metical exchange rate for 2020.

Box 4. Mozambique's debt crisis

Heavily-indebted Mozambique has been battling for years to recover from a debt crisis. In 2016, Mozambique admitted to US$ 1.2 billion of previously undisclosed lending, and defaulted on payments to a commercial lender.[107] This prompted the IMF and foreign donors to cut off support, triggering a currency collapse and a default on the country's debt. It also saw an IMF-imposed austerity push, effectively capping public spending.[108] Currently, debt servicing stands at 27% of all government revenue, reducing the availability of funds for public spending. In 2019, cyclone Idai hit Mozambique (followed by cyclone Kenneth), devastating Beira city and the surrounding areas, disrupting transport and further adding to social spending needs.

SENSITIVITY: Budgets need to better address inequalities to support inclusion

If it is serious about ensuring inclusion, Mozambique must also address persistent and stark inequities in spending across provinces. For example, Zambézia is one of the poorest provinces with the highest numbers of out-of-school children, and yet has customarily received half the per capita allocations of Maputo, the wealthier capital region. The four provinces with the highest pupil-teacher ratio are those with the lowest allocations.[109] It is vital that these discrepancies are targeted to improve equity in education in Mozambique, and help to address severe resource constraints in the poorest provinces.

Furthermore, according to 2017 census data, **an overwhelming 69.5% of children and young people aged 5-19 with some form of disability are classified as living in rural areas.[110] This data must inform the allocation and distribution of resources to support their inclusion in the education system.** Mozambique must ensure that additional allocations actively address disadvantage, rather than compound inequalities (including disability), by ensuring greater sensitivity to equity in budget formulations, allocations and expenditure. Sensitive budgets can also address the severe shortage of trained teachers by incentivising placements in certain districts.

PHOTO: LIGHT FOR THE WORLD

SCRUTINY: Lack of detailed data prevents monitoring of budget allocations to inclusion

At the time of writing, the authors could not find a comprehensive, detailed estimate of financing needs for inclusive education in Mozambique. Although the NIES had recently been approved by the Council of Ministers, it was not yet accompanied by a specific budget.

Some information is available in the three-year operational plan and budget for the new ESP, but this is limited to top-line allocations aimed at promoting inclusion in the widest sense. The only allocations that reference initiatives specifically aimed at supporting children with disabilities and special needs, and improving teaching practices, are:

1. Drafting and implementing an action plan to improve access and learning for children with special needs;
2. Developing a school construction plan that takes inclusion and resilience into account;
3. Expanding innovative, learner-centred and inclusive pedagogical practices;
4. Supplying and maintaining textbooks and attractive learning materials for children with special needs, including equipping school libraries.[111]

The combined total allocation to these lines over a three-year period is around MT 10.5 billion, roughly equivalent to US$ 146 million, of which the allocation to the expansion of learner-centred and inclusive pedagogies is close to MT 2 billion (US$ 27 million). This is encouraging, though more information would be needed on the exact numbers of teachers to be trained to assess how far these funds are expected to stretch.

Greater scrutiny will require more detailed costing models for inclusive education, to understand and unpack what is needed, and then monitor the relevant allocations and expenditure against plans. Until this is available, it is difficult to get a full picture of realistic projections to deliver on inclusive education plans and scrutinise their implementation.

PHOTO: ROBERTINO JORGE/ACTIONAID

PHOTO: ERNANIO MANDLATE/KISAI/ACTIONAID

Mozambique has a long-standing commitment to supporting children with disabilities to enter mainstream education. However, to date, insufficient allocation of resources has meant that this commitment has stayed largely "on paper".

SECTION 3. CONCLUSIONS AND RECOMMENDATIONS

Mozambique has a long-standing commitment to supporting children with disabilities to enter mainstream education. However, to date, insufficient allocation of resources has meant that this commitment has stayed largely "on paper". When children with disabilities receive an education, this has tended to be provided by special schools or private, fee-charging institutions in urban centres, or delivered by NGOs in small pilot initiatives for inclusive education. However, the NIES and the new 2020-2029 ESP both reinforce the Government's commitment to inclusive education, and provide hope for a much stronger focus on disability-inclusion in education going forward.

More work is required, particularly to invest in a workforce able to deliver inclusive education. The NIES and the new ESP both recognise that smaller class sizes are required to manage inclusive pedagogy, and undoubtedly the very high pupil teacher ratios in rural areas may make inclusion seem impossible. **A drive for both in-service and pre-service training in inclusive techniques is needed, through substantial investment in an inclusive education workforce. But with the budget available for expanding the workforce severely restricted by tax revenue loss and debt servicing, as well as the additional impact of the global financial downturn on ODA for education, it is hard to see how this can happen without substantial new domestic revenues being mobilised.**

Recommendations

1. **Continue to embed inclusive education into policy planning, budgeting and monitoring:**

- Ensuring that policy commitments in NIES 2017 are delivered. Establish action plans and accompanying monitoring and evaluation frameworks with detailed targets and SMART indicators to measure progress.
- Ensuring that national inclusive education strategies and policies include commitments to transform the workforce to deliver inclusion, and are accompanied by appropriately costed budgets.
- Ensuring that the MINEDH twice-yearly joint monitoring visits integrate specialists in inclusive education to generate relevant information, improve monitoring against commitments, and ensure that evidence of gaps and challenges informs future planning.

2. **Ensure more robust and accurate data to improve planning and budgeting for inclusive education and monitoring change.**

Improvements in data should focus on:

- Ensuring credible, comparable and relevant data is collected on children with disabilities, both within the education system (across different levels) and out-of-school, so that their specific needs can be addressed in education sector planning and budgeting and their inclusion supported and monitored.
- Ensuring standardised, comparable data collection tools and methods that meet international standards by using the Washington Group child-functioning module and Multiple Indicator Cluster Surveys, which collect information on disability at the household level, school attendance and other relevant demographic data for planning purposes, and provide training in the application of these tools and methods to relevant stakeholders.
- Improving the ability of the Education Management Information System (EMIS) to collect and gather information on children with disabilities by using the UNICEF Inclusive EMIS guidance on rights-based language and appropriate data to inform policy, financing and the allocation of resources.
- Committing to using EMIS to collect better data on the availability of educators and education support personnel, their preparedness and support to practice disability-inclusive education.

3. **Address the high pupil-teacher ratios which prevent teachers from practicing inclusion in the classroom, focused on teacher deployment to areas of most need.**

Delivering on commitments in the new ESP to:

- Recruit and train significantly more teachers and education support personnel to address the acute education workforce shortage and reduce pupil-teacher ratios.
- Develop and roll out pre- and in-service professional development and training that supports teachers to deliver inclusive education whilst continuing to manage large class sizes.
- Ensure development and implementation of inclusive education plans which address teacher training needs and deployment to underserved districts with higher pupil-teacher ratios, to ensure system-wide change.
- Promote the recruitment, training and support for teachers with disabilities based on previous best practice models.

4. **Develop a workforce that can practice inclusion, including focusing on transforming training to equip teachers to practice inclusion:**

- Incentivising teachers to engage in continuing professional development and skill development (e.g. recognition through salary, position, title) to improve in-service training for pre-existing teachers.
- Reviewing compensation, incentives, wage structures and career progression for special needs education and inclusive education support personnel to ensure better staff retention. The acute shortage of professional and support staff in special needs and inclusive education must be addressed.
- Ensuring all pre- and in-service subject teaching training embeds inclusive education principles and covers differentiation for children with different learning styles and abilities. This requires addressing the use of the medical model in both pre- and in-service training.
- Ensuring a more accurate picture of training needs and where teachers are practicing in the system.
- Sensitising practicing teachers to address attitudinal barriers related to the inclusion of children with disabilities.
- Ensuring a more robust plan for training in inclusive education, moving away from ad hoc, one-off and donor driven trainings towards a more comprehensive approach for transforming the education workforce for inclusion.

5. **Support teachers in their roles, through improving the resource centre system of inclusive education delivery.**

- Adequately funding plans to strengthen and expand CREIs, for example by supporting more special schools to transition to centres, in order to extend the network of hubs of expertise providing guidance to teachers, other education personnel and communities on how to effectively deliver and support disability-inclusive education.
- Allocating adequate resources for accessible teaching and learning materials to support teachers to practice inclusive education.

6. **Carry-out credible costings for supporting inclusive education, which include education workforce development.**

- Developing detailed and realistic costings specifically to accompany the NIES and ensure that these are reflected in the Operational Plan and Budget accompanying the ESP 2020-2029 at the next opportunity.

- Basing costing exercises on reliable data and taking into account current levels of spending against need, to understand spending levels and financing gaps, for scaling-up inclusive education considering the necessary system-wide investments.
- Developing all costing exercises collaboratively alongside representatives of the education workforce and unions, as well as other civil society allies including disabled persons organisations and those working on disability-inclusive education.

7. **Raise significant new funds for education to transform both education systems in general, and the teaching force in particular, for inclusion.**

   Transforming the workforce to move towards system-wide inclusive education requires substantial increases in public budgets. This can be supported by applying ActionAid's 4S Education Financing Framework. In Mozambique this requires:

   - **Increasing the *share* of the budget to meet or exceed the 20% international benchmark.** This is necessary to frontload the investments required to scale up education to meet the 2030 targets, and a workforce that can deliver this. Pressure from debt servicing must be managed so as not to erode these investments. The IMF must ensure that its advice to the country does not counter their commitment to social spending.
   - **Increasing the *size* of domestic revenue, and hence government budgets overall.** This requires action to broaden the tax base in progressive ways, and increase the tax-to-GDP ratio. Measures to build more progressive tax systems should be adopted, including stopping harmful corporate tax incentives and aligning the use of tax incentives to facilitate strategic national development.
   - **Improving the *sensitivity* of the budget to support inclusion.** Mozambique needs to focus on ensuring more equitable allocations to provinces, using spending formulae that address disadvantages, such as disability, to fund equity in teacher deployment. Equitable allocations should be made to respond to the very high pupil-teacher ratios and improve teacher pay and conditions, while incentivising more staff to deploy to and remain in marginalised areas.
   - **Enabling greater *scrutiny* of budget allocations and expenditure by making education budgets publicly available.** This requires increasing the availability of data and information on the needs and allocations to special needs and inclusive education.

With crisis comes opportunity and against the backdrop of the Covid-19 pandemic and its aftermath, we hope that the practical recommendations outlined in this report will support the implementation of sustainable measures, not just to perpetuate the status quo, but to invest in the skilled education workforce needed to build back education systems that are better, more inclusive and leave no child behind.

A Call to Action

Billions of dollars are lost each year to harmful tax incentives, double taxation agreements and debt, meanwhile governments lack the funds to recruit, train and deploy the teachers they need to achieve SDG4. With only 10 years to go before 2030, Covid 19 must not be an excuse for retrogression.

We call on governments to act now to safeguard education financing and invest in the education workforce needed to deliver quality education for all children, including those with disabilities by:

- increasing the size of their overall budgets through progressive taxation
- spending at least 20% of budget and 6% of GDP on education
- addressing amounts lost each year to debt servicing and
- ensuring funds allocated to education arrive on time where they're needed most.

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Light for the World is a disability & development organisation enabling eye health services and supporting people with disabilities in some of the poorest regions of the world. We are proud to be part of the global fight to ensure children with disabilities receive quality, inclusive education.

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ActionAid is a global movement of people working together to achieve greater human rights for all and defeat poverty. We believe people in poverty have the power within them to create change for themselves, their families and communities. ActionAid is a catalyst for that change.

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