

The Scottish Government International Development Fund: designing a new International Development inclusive education programme

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Strategic Case

Introduction

This document was commissioned by the Scottish Government following a review of Scotland's approach to international development in the wake of Covid-19, and incorporates a needs analysis and evidence, review, a detailed description of the global and national policy contexts relevant to partner country education systems and inputs from partner country governments, civil society and development partners on their priorities for investment in Inclusive Education.

Drawing on these inputs, the report proposes a focus for the Scottish Government's inclusive education programme on learners with disabilities and girls and young women, which is due to begin implementation in 2024. It also outlines a number of options and potential workstreams related to these areas of focus, as well as a number of policy and implementation elements, including alignment with SG's commitments to take a feminist and anti-racist approach to its international development work.

Definitions

Inclusive Education

In this business case we use the term “inclusive education” to mean that different and diverse learners are welcomed, learning and achieving alongside their peers, feeling safe and secure with participation through informed parental decision-making. In the spirit of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), it should be delivered in supportive environments in which “all members of the community are welcomed equally, with respect to (the different types of) diversity (UN, 2006).

Disability

We conceptualise disability according to the World Health Organisation (WHO) International Classification of Functioning, Disability and Health (ICF), a bio-psycho-social model of disability, framed within a rights-based agenda (all human rights). The ICF considers disability to be an umbrella concept, encompassing the mechanisms by which a health condition (e.g. polio) can lead to impairment (e.g. lower limb impairment), activity limitations (e.g. difficulties walking) and participation restrictions (e.g. unable to walk to school). The potential impact of the health condition on the child’s lived experience of disability is mediated by personal factors (e.g. age, developing relationships, contributing to family income) and environmental factors (e.g. access to appropriate EdTech or enabling, inclusive educational systems). Developmental disability is used to describe disorders in children affecting the nervous system, and include cerebral palsy, sensory impairments (vision or hearing), global developmental delay, autism and epilepsy (Lynch et al. 2023).

Why invest in education for girls and young women?

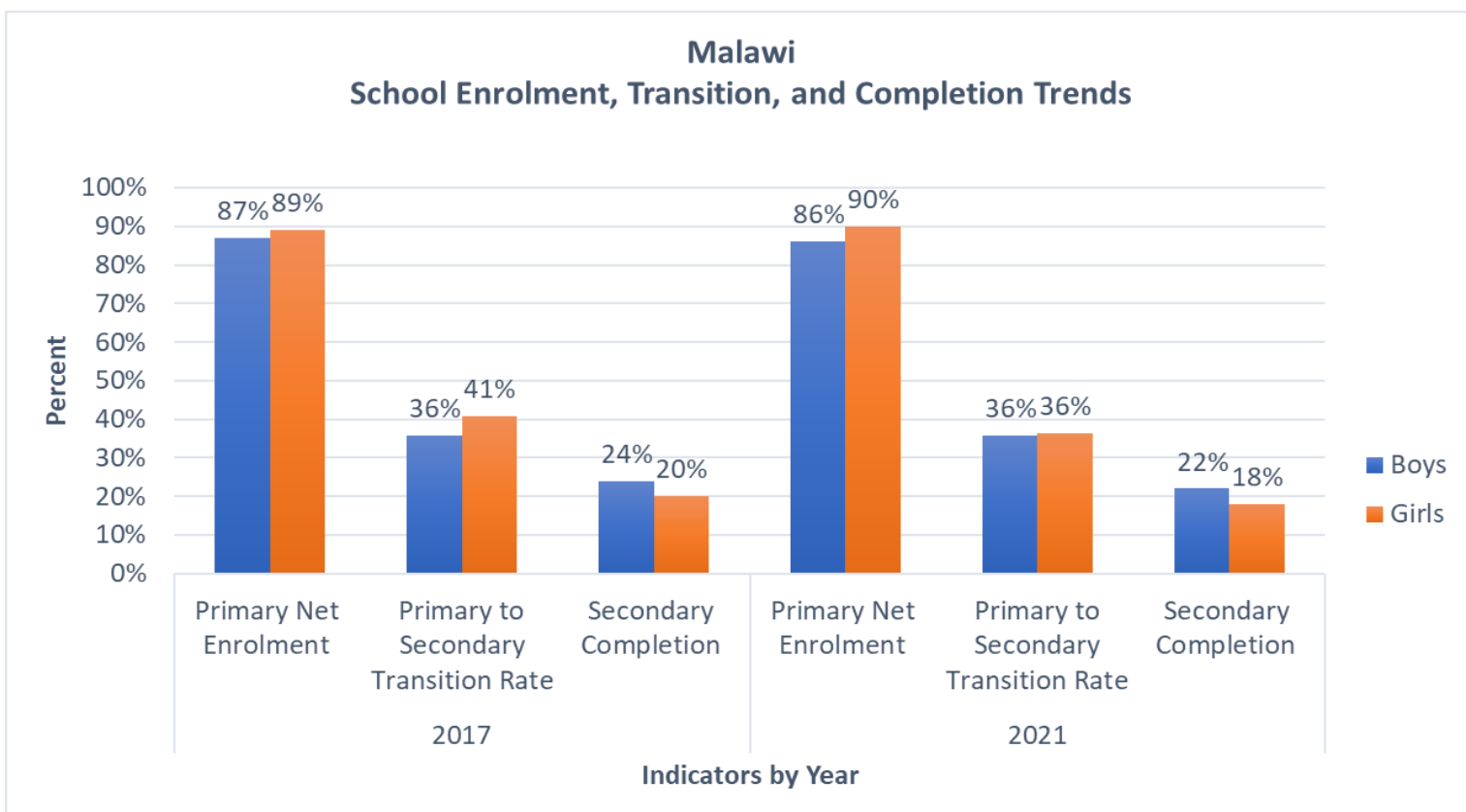
To various extents, gender inequality persists in all countries (Organisation for Economic Co-operation and Development, OECD, 2019). The education sector is no exception to this. In fact, inequalities and girls' exclusion from education have wide ranging impacts, from limiting the individual's employment prospects and higher rates of child marriage to reduced national growth and community stability, not to mention, the denial of one's human rights (United Nations International Children's Emergency Fund - UNICEF, 2023a; Malala Fund, 2023). As such, investing in girls' education is a high priority globally, with a large number of donors active within this area. For example, the Girls' Education Challenge funded by the Foreign, Commonwealth and Development Office (FCDO). This focus has produced significant progress in girls' education in low- and middle-income countries over the last 50 years, with girls often having more completed years of schooling than their male counterparts (Centre for Global Development CGD, 2022). Nevertheless, the non-pharmaceutical interventions implemented to suppress the spread of COVID had a particularly negative impact on girls, who were less likely to return to school following the school closures, and more likely to have experienced mental health issues, violence, and an increase in domestic chores, early childhood pregnancy and marriage (see for example, Institute of Development Studies - IDS, 2022 and World Bank, 2020b). Furthermore, there is evidence to suggest that the negative effects of the closures on girls will also be compounded by other intersectional factors, such as living with a disability and low socio-economic status (United Nations Educational Scientific and Cultural Organisation - UNESCO, 2022). Therefore, there is a need for further investment in this area to ensure the gains of the last half century are not undone.

Why invest in education girls and young women in partner countries?

Following initial inter-governmental conversations between the Scottish Government and the governments of Malawi, Rwanda and Zambia to identify priority focus areas for support on Inclusive Education, a targeted needs analysis was conducted in SG partners countries, with the aim to identify areas where the respective education systems need support to improve inclusivity. In all contexts, education for girls and young women had shown significant signs of improvements in recent years. However, gender remains a multiplying factor when it intersects with other forms of disadvantage such as girls who also have a disability or come from a lower socio-economic background (UNESCO, 2022). Therefore, there is a clear need for investment in partner countries to support girls and young women from marginalised communities to access and remain in education. These needs are particularly acute at the higher levels of the system. A brief overview of the three contexts is detailed below.

Malawi

Figure 1: School Enrolment, Transition and Completion Trends in Malawi



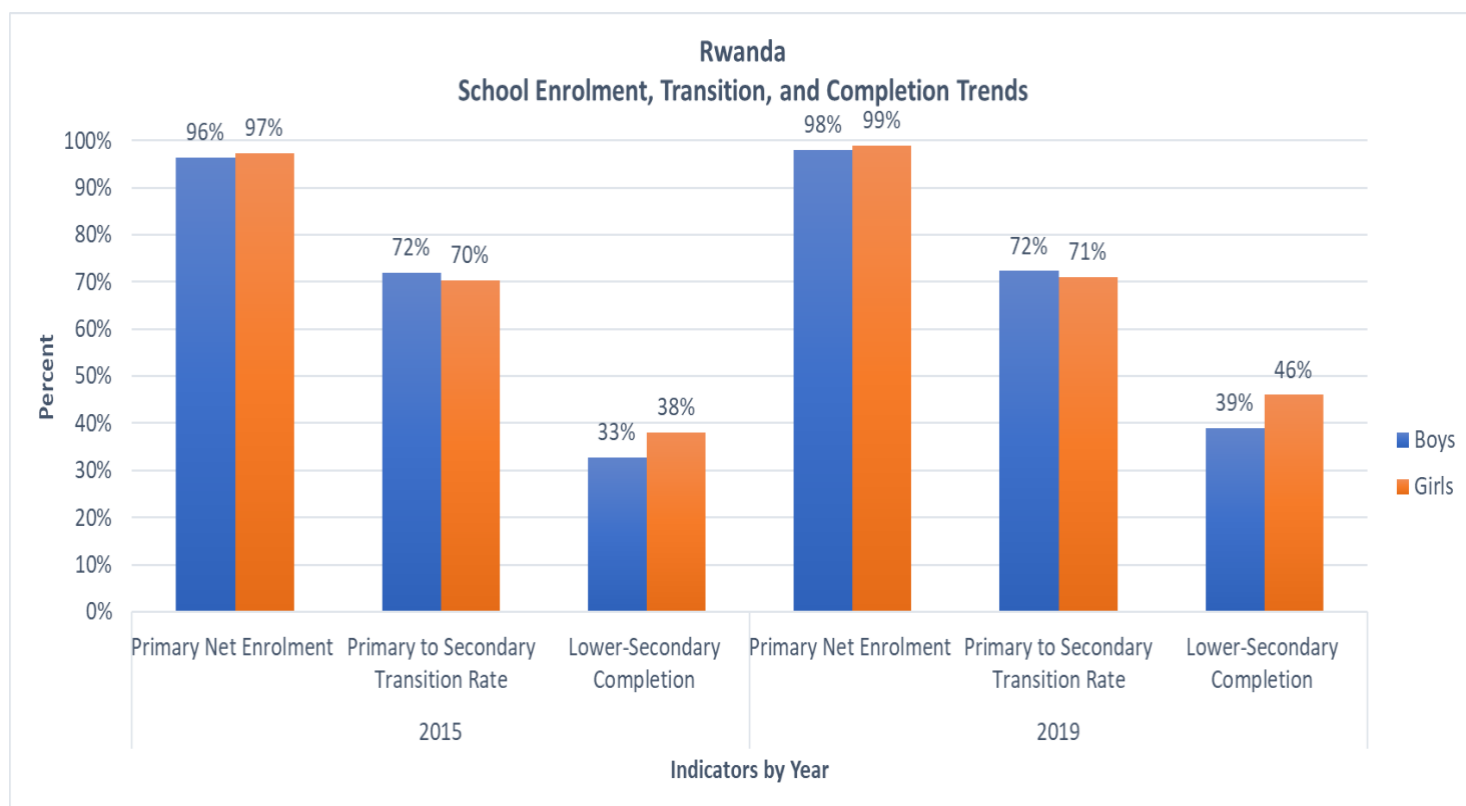
Source: Ministry of Education (MoE), 2021

In Malawi, girls have a slight advantage in terms of primary level enrolment and secondary level transition rates. However, this advantage does not continue through secondary school, with boys maintaining a 4-percentage point higher secondary completion rate between 2017 and 2021. This can be seen in figure 1. This trend seemingly continues and intensifies in tertiary education. However, a lack of recent data makes this difficult to understand the current situation. In 2011, the tertiary education enrolment gender parity index was 0.62, which suggests a further significant reduction in girls' advantages, and in 2015, female gross enrolment in tertiary education was only 1%, half that of males (World Bank, 2023). There is also a lack of recent publicly available assessment data, particularly at higher levels of education. However, EGRA data from 2016 suggests that girls outperform boys academically (USAID, 2016). Therefore, it is likely that it is broader societal barriers, which inhibit girls transitioning through the Malawian education system.

For example, Malawi has the highest rates of child marriage in the world, with 12% of girls being married before they are 15 and 50% before they are 18 (Ministry of Gender, Children, Disability and Social Welfare - MoGCDSW, 2014). This point was further reinforced by the stakeholder consultations, where participants raised the issues of cultural norms and practices, such as early pregnancy, child labour or domestic duties, excluding girls from education at all levels. Other exclusionary issues raised in the consultation include the scarcity of spaces in secondary schools that are close to the girls' homes, which creates the potential for a dangerous travel to gain access to the next stages of their education, poverty, and increasing responsibilities within the family. These factors combined not only create barriers for girls to enter or continue in their education, but also add to the family's argument to keep daughters at home. Furthermore, whilst data on the impact of the Covid-19 school closures is insufficient, the information available suggests girls were particularly disadvantaged during this period, with reported increases in girl drop-outs and early pregnancies (40,000 increase) and child marriage (additional 12,995) (Institute of Development Studies - IDS, 2022). This highlights two areas of need within the Malawian education systems. Firstly, there is a clear need for investment at the higher levels of the education system, to address the barriers faced by girls and young women in terms of access and retention. The second area for action identified is in improved data practices, in order to improve the understanding of gender equity at higher levels in the system, which, in turn, will support evidence informed policy making.

Rwanda

Figure 2: School Enrolment, Transition and Completion Trends in Rwanda



Source: NISR, 2021; MoE, 2018

In Rwanda, girls have an advantage in basic education. Figure 2 shows this well. Net enrolment in primary education is high for both sexes. However, girls' enrolment is higher, reaching 99% in 2019. Between 2015 and 2019, girls were 1 percentage point less likely to transition to secondary education. Nevertheless, if they did, they were significantly more likely to complete lower secondary level. For example, in 2019, 46% of girls completed lower- secondary school, compared to 39% of boys. Furthermore, whilst lower secondary completion has been rising in both sexes, the gap between boys and girls has been widening in favour of girls, growing 2 percentage points between 2015 and 2019.

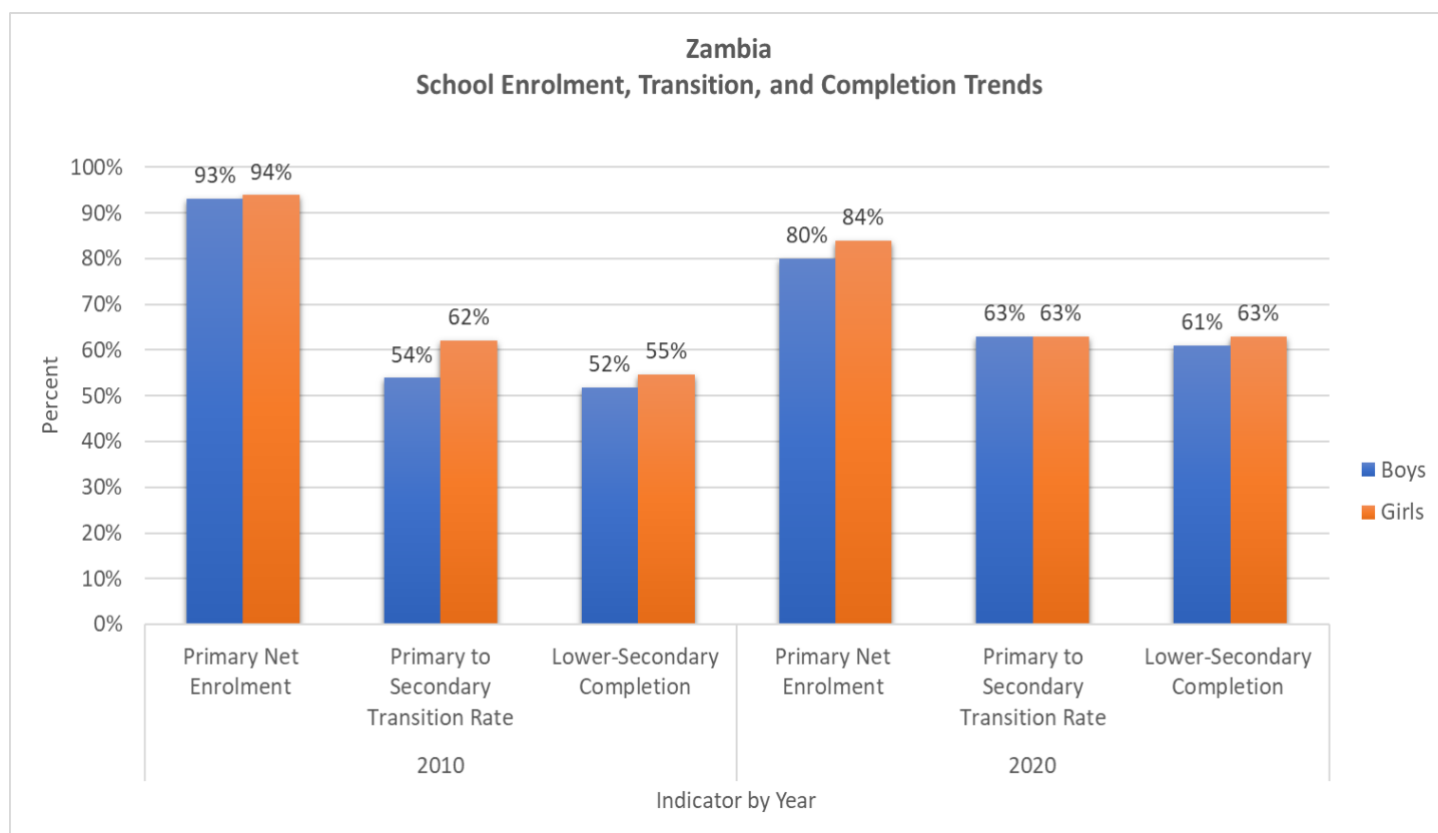
There is less data available at the higher levels of education. However, the trend of a female educational advantage appears to continue. In the upper secondary level, between 2016 and 2018 girls maintained a higher net enrolment rate than boys, dropping from 24.3% to 23.3% for girls and 22.7% to 20.7% for boys (Ministry of Education - MoE, 2018). In 2016, the girls also had a higher transition rate to tertiary education than boys, with 47.5% and 46.9% of female and male learners transitioning respectively (MoE, 2018). Furthermore, whilst publicly available

assessment data is scarce, EGRA data suggests that girls also outperform boys academically (United States Agency for International Development -USAID, 2018). Nevertheless, disadvantage is multifaceted, and this high-level overview of the Rwandan education system does not account for instances where being female can further compound disadvantage. For example, adolescent girls in the poorest quintile of urban areas are more likely to be out of school than boys (36% compared to 22%) (Centre for Global Development - CGD, 2022). Furthermore, the evidence available from the impact of the Covid-19 closures suggest that the negative consequences were greater for those already marginalised. For example, households with lower socio-economic status struggled to send their children back to school due to the loss in income experienced from lockdowns and, for girls, the closures also led to early sexual debut and marriages, and increased teenage pregnancies and gender-based violence (FCDO, 2021). Therefore, there is a support need for girls' and young women's education in Rwanda to reduce the barriers faced by girls from marginalised group in accessing and remaining in education. Specifically, to address the impacts of the Covid closures, financial barriers are key area to target to support girls to return to the classroom (Oulo et al., 2021).

The focus of government gender policy is on increasing girls' participation in Technical and Vocational Education and Training (TVET) and science, technology, engineering, and mathematics (STEM) subjects, in order to increase employment skills (NISR, 2021). As such, any targeted support SG puts in place should also align with this approach and be targeted at the higher levels of education including TVET.

Zambia

Figure 3: School Enrolment, Transition and Completion Trends in Zambia



Source: MoE, 2010; MoE 2020

The Zambian education system provides free to access basic education, which was extended to the secondary level in 2022. The system is well balanced in terms of male and female enrolment patterns, with girls having a slight advantage. This is shown well in figure 3. In 2010 and 2020 girls had higher primary enrolment and completion rates than boys. In 2010 girls also had a higher transition rate from primary to lower-secondary school (62% compared to 54%), but in 2020 both 63% of boys and girls enrolled in primary school transitioned to secondary education. Furthermore, the government has introduced a range of policies targeted at supporting gender equity with education. These include heavy fines for those keeping children out of school (due to reasons such as child marriage); quotas for girls in technical schools; bursaries for girls; and a re-entry policy for girls who become pregnant. Nevertheless, there are still areas in which the government may benefit from support. For example, one such area is the latter issue of teenage pregnancy.

Whilst there is a policy in place to support girls to return to education post pregnancy, at the primary level only around half do and in 2018 69% of secondary school girls returned post pregnancy. Evidence from both Zambia and the wider the

region suggest a key barrier to re-entry is cost (see for example, World Bank, 2020; Oulo et al., 2021; Jochim et al., 2022). As such, there is a case for targeted SG support to keep marginalised girls in education. This is especially true in the context of the adverse effects of the Covid-19 school closures, where, whilst exact figures are not available, reports suggest Zambia experienced an increase in girls dropping out and an increase in teenage pregnancy (see for example, World Bank, 2020b and Comprehensive Perl Archive Network - CPAN, 2021).

Building on the data limitations from the Covid closures, Zambian stakeholders also noted during the consultation process that they do not have access to gender disaggregated data more broadly. This creates challenges in monitoring the impact of policy and strategy on girls, and is an area SG could also provide support in.

Why invest in education for learners with disabilities?

There is increasing evidence showing a close link between poverty and disability with bidirectional cause and effect, wherein poverty causes disability and disability causes poverty (Braithwaite & Mont, 2009; Department for International Development, 2000; Eide & Ingstaad, 2013). Poverty may lead to, or exacerbate, disability through malnutrition, poor health care, and dangerous working or living conditions. Disability may lead to, or exacerbate, poverty through lost earnings, due to lack of employment or underemployment, and through the additional costs of living with disability, such as extra medical, housing and transport costs (WHO, 2011). Furthermore, there is an emerging evidence base showing that being female and being disabled intersects to cause further disadvantage (see for example, Christian Blind Mission - CBM, 2018).

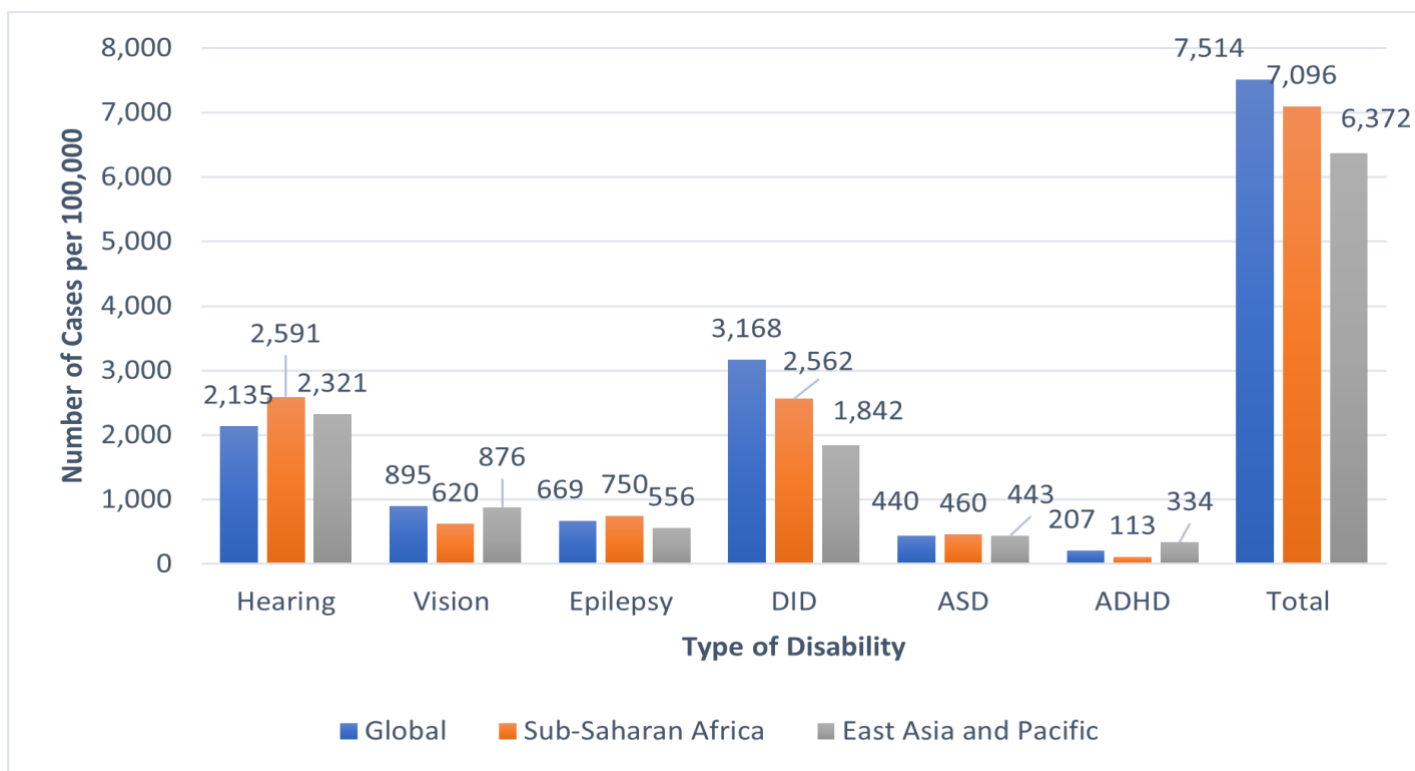
People with disabilities are likely to experience multiple levels of poverty, increased care needs and other disability-related costs such as transportation and care support (Mitra et al., 2013; Mont & Nguyen, 2013), as well as lower educational attainment and poorer employment prospects (Groce et al., 2011, Mitra et al., 2013). In countries and areas where people with disabilities are among the most vulnerable, they are often the first to die when sanitary and food conditions become critical, least likely to get care when transportation cannot be paid for, or last to get jobs when employment is scarce. The scenario is further complicated when differing combinations of structural factors (such as caste, gender, religion etc.), life cycle factors (being young or elderly, household composition) and other idiosyncratic factors (ill health, accidents) intersect leading to different life experiences. Studies on women with disabilities in rural areas of many countries in the Asia-Pacific region have found that more than 80 per cent have no independent means of livelihood and are totally dependent on others (United Nations Economic and Social Commission for Asia and the Pacific - UNESCAP, 2003). Similarly, Pal (2010), referring to the Indian context, discusses how being a Dalit (someone from a lower caste) with a disability results in greater exclusion from mainstream processes. Groce et al. (2011a) point to the existence of a 'feedback loop' existing between poverty, disability and ill health in low-income countries. Poverty, food insecurity and malnutrition all have an impact on the numbers of children and adults with disabilities in low-income countries.

In terms of the link between disability and education, a World Bank (2018) investigation in sub-Saharan Africa found an independent association between having a disability and educational exclusion. They found that people with disabilities were 8 percentage points less likely to ever enrol in education than their non-disabled counterparts. They also observed that the increase in completion rates at both the primary and secondary levels was at a slower rate for learners with disabilities; meaning the gap between those with and without disabilities is widening. For example, in 2018 they estimated 11- and 7-point completion rate gaps for boys and girls with and without disabilities respectively. Therefore, there is a clear need

for investment in this area and studies have shown that the returns to education for learners with disabilities are at least the same and possibly higher than those observed for learners without disabilities (World Bank, 2018). As such, investors in this area will not only be supporting some of the most marginalised in society, but they will also see a high economic as well as social return.

Investment in this area has previously been restricted, due to a lack of data, which makes it difficult to understand the prevalence of child disabilities globally (IDDC and Light for the World, 2016). This, in turn, makes it difficult to target and justify investment. Nevertheless, there are some key sources, which provide insights. Namely, the United Nations Children’s Fund (UNICEF) Child Functioning Module data, the Global Burden of Diseases (GBD) Study, and meta-analyses of epidemiological prevalence studies. The key insights from these studies suggest the most common disability amongst children is Developmental Intellectual Disability (DID), followed by hearing and then vision (Figure 4), and that the prevalence of disabilities in children is higher in sub-Saharan African than other regions. For instance, UNICEF (2021c) estimates 6% of children 0-4 have a disability in Sub-Saharan Africa compared to 3.5% in Asia and Pacific region. Therefore, in addition to investment to improve country level data collection, support for learners with these types of disabilities in areas such as accessible infrastructure and assistive technologies would be a strong starting point.

Figure 4: GBD Estimates on the Prevalence of Disability in Under 5s



Source: Olusanya et al., 2022

There is also a case for interventions to support learners with disabilities that take a less 'by disability' focus. Namely, this would be the reduction of financial barriers to education. Both boys and girls face financial barriers to education in low- and middle-income contexts. However, the evidence suggests girls' education is particularly contingent on household wealth, with families generally opting to finance boys' education over girls if resources are scarce (Evans et al., 2023). As such, scholarship schemes, which either reduce the financial barriers for girls to attend education or create a financial incentive, have been shown to support girls to remain in school, which in turn increases their life chances. When this is considered in the context of COVID-19, which had disproportionate impact on girls, and the wider global recession, influenced by factors such as the war in Ukraine, there is a compelling argument to invest in scholarships for girls and other disadvantaged groups, like those with disabilities who will face substantial additional hidden costs to schooling. This is to ensure they do not fall behind and the global progress towards Sustainable Development Goals - SDG4 is not undone.

Why invest in education for learners with disabilities in partner countries?

Following initial inter-governmental conversations between the Scottish Government and the governments of Malawi, Rwanda and Zambia to identify priority focus areas for support on Inclusive Education, a targeted needs analysis was conducted in SG partners countries, with the aim to identify areas where the respective education systems need support to improve inclusivity. In all contexts, education for learners with disabilities stood out as an area in need of significant investment. Whilst the nuance of the specific support needs in each country and system were different, there are broad areas for action, which are consistent across all contexts.

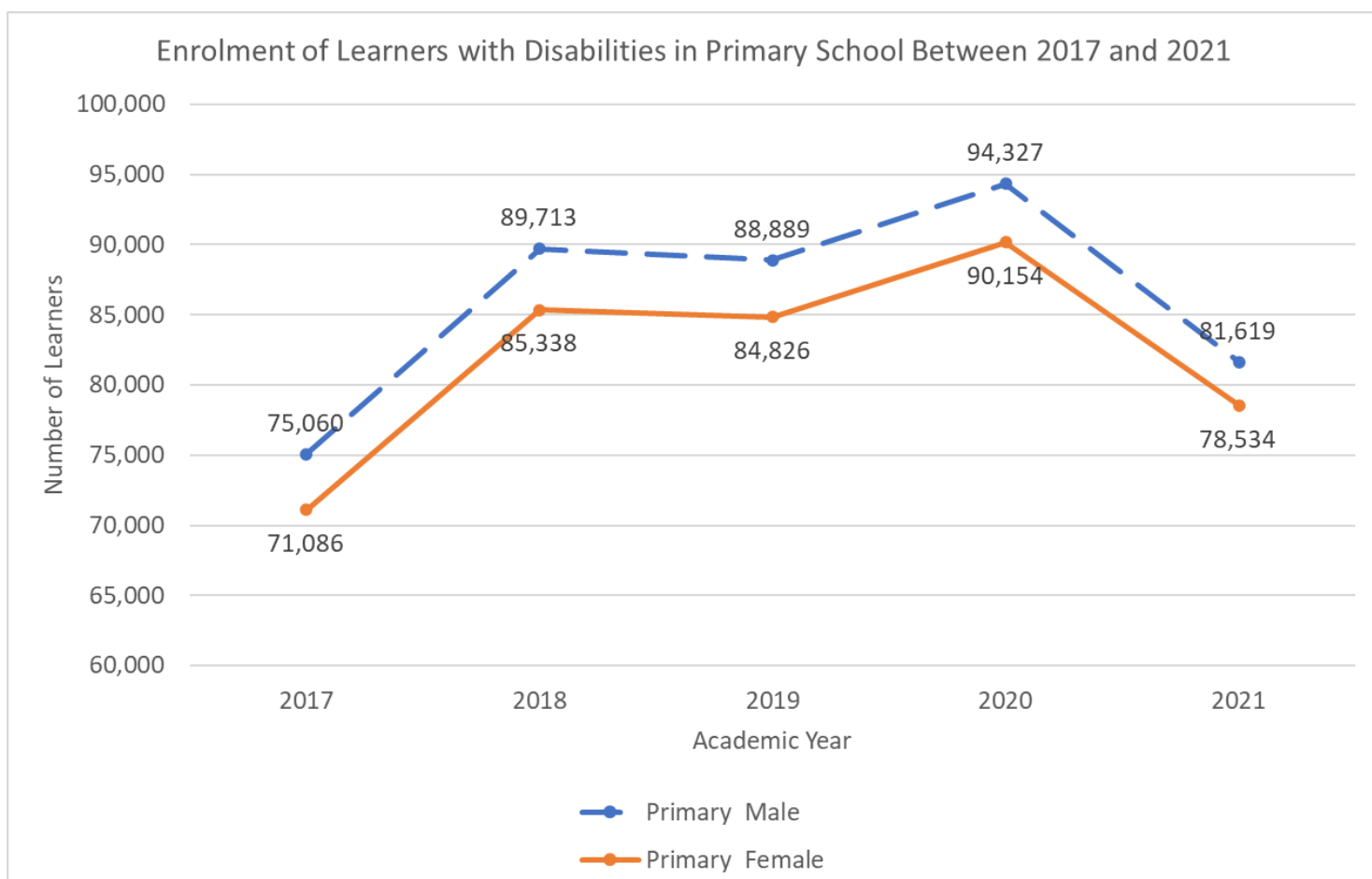
First and foremost, a lack of robust data categories, collection processes, and monitoring and evaluation strategies has been identified as a significant need in all contexts. This feeds into every other area for action identified in this business case. This is because lack of robust data not only limits government, Civil Society Organisations (CSO), and donors' ability to design and monitor evidence informed policies and interventions, but it has been highlighted by many stakeholders as an issue that has hampered investment in inclusive education. Secondly, the data available suggests that in all contexts, the number of learners decreases by every grade. There is a notable increase in dropouts at the transition point between primary and secondary level, with significantly fewer learners with disabilities enrolled in 'regular' secondary education. Thirdly, educational infrastructure and resources were also highlighted as a barrier to education in all contexts. Whilst there was a lack of in-depth publicly available data showing the scale of the issue in all contexts, all governments recognise that the lack of facilities for learners with disabilities is stopping them accessing education, and for those who do enrol, a lack of assistive devices is barrier to learners being able to engage in quality education. In all contexts, cost is noted as a major issue. As such, there are opportunities for SG to demonstrate low-cost solutions in this area.

In all contexts, there is a need for improved identification and referral mechanisms for people with disabilities. Such mechanisms are essential to ensure learners get the support they need in order to enrol and stay in education. All countries are at different stages in the development of these tools, and support needs vary between contexts. Teacher training was also a cross cutting theme between partner countries. In all contexts there has been a significant improvement in training teachers in additional support needs (ASN) education. However, government and stakeholders recognise there is still a large gap to fill. As all three countries have introduced ASN into their teacher training curriculums, donor attention should turn to those teachers who have already completed their training. The evidence indicates in-service training for teachers would be welcomed by stakeholders, government, and teachers themselves in all contexts. Finally, gender. Being a girl was also highlighted as a factor of multiple deprivation, meaning that being both a girl and

having a disability is of a particular disadvantage. This means any interventions in support of people with disabilities should mainstream a gender equalities approach and ensure girls needs are addressed. An overview of the three partner country contexts is detailed below.

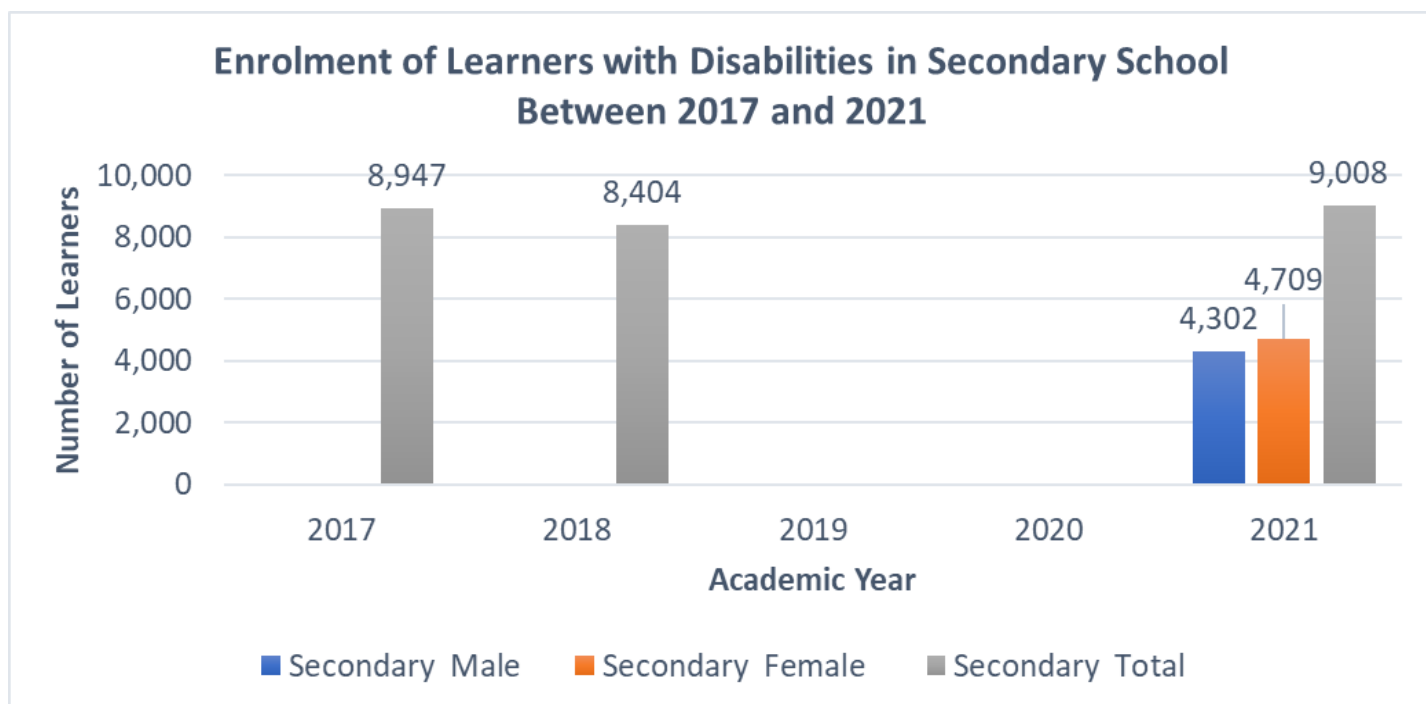
Malawi – Overview

Figure 5: Enrolment of Learners with Disabilities in Primary School Between 2017 and 2021 trends in Malawi



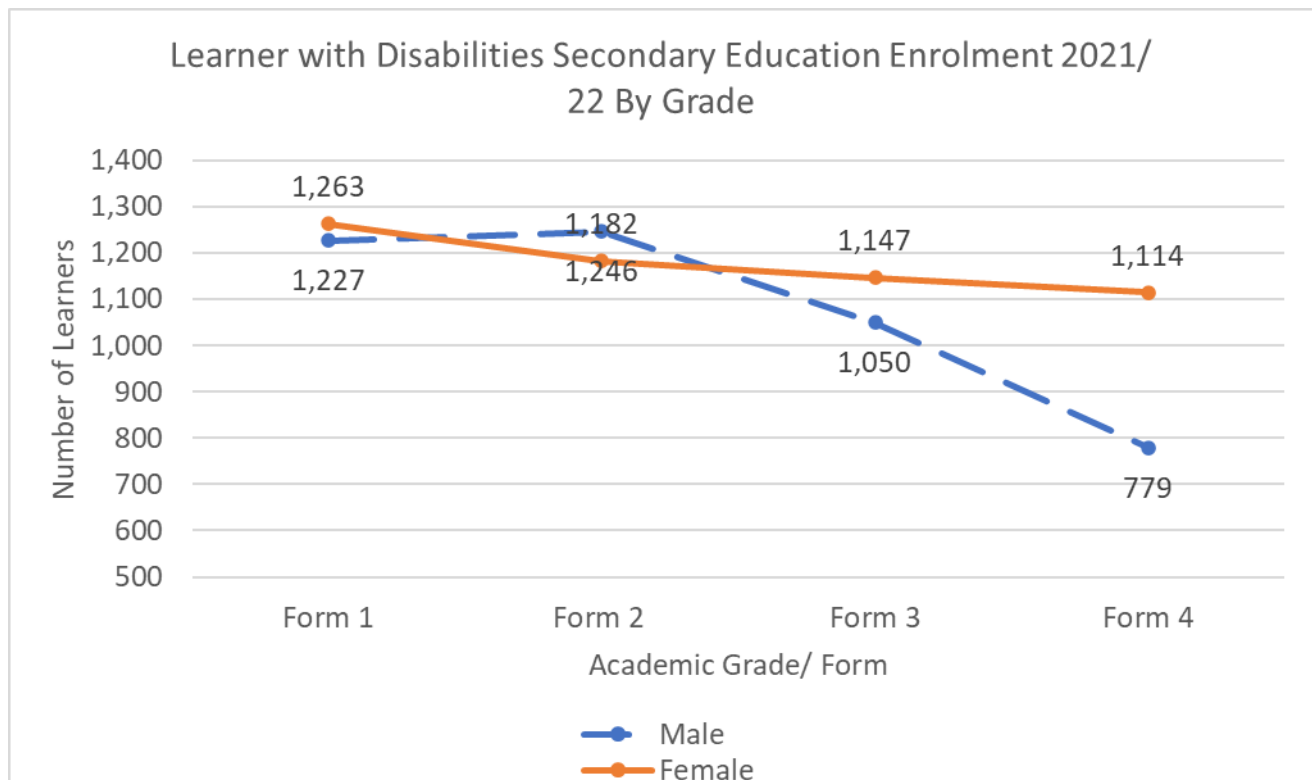
Source: MoE, 2021

Figure 6: Enrolment of Learners with Disabilities in Secondary School Between 2017 and 2021 trends in Malawi



Source: MoE 2021; Ministry of Education Science and Technology - MoEST, 2019

Figure 7: Learner with Disabilities Secondary Education Enrolment 2021/22 by Grade trends in Malawi

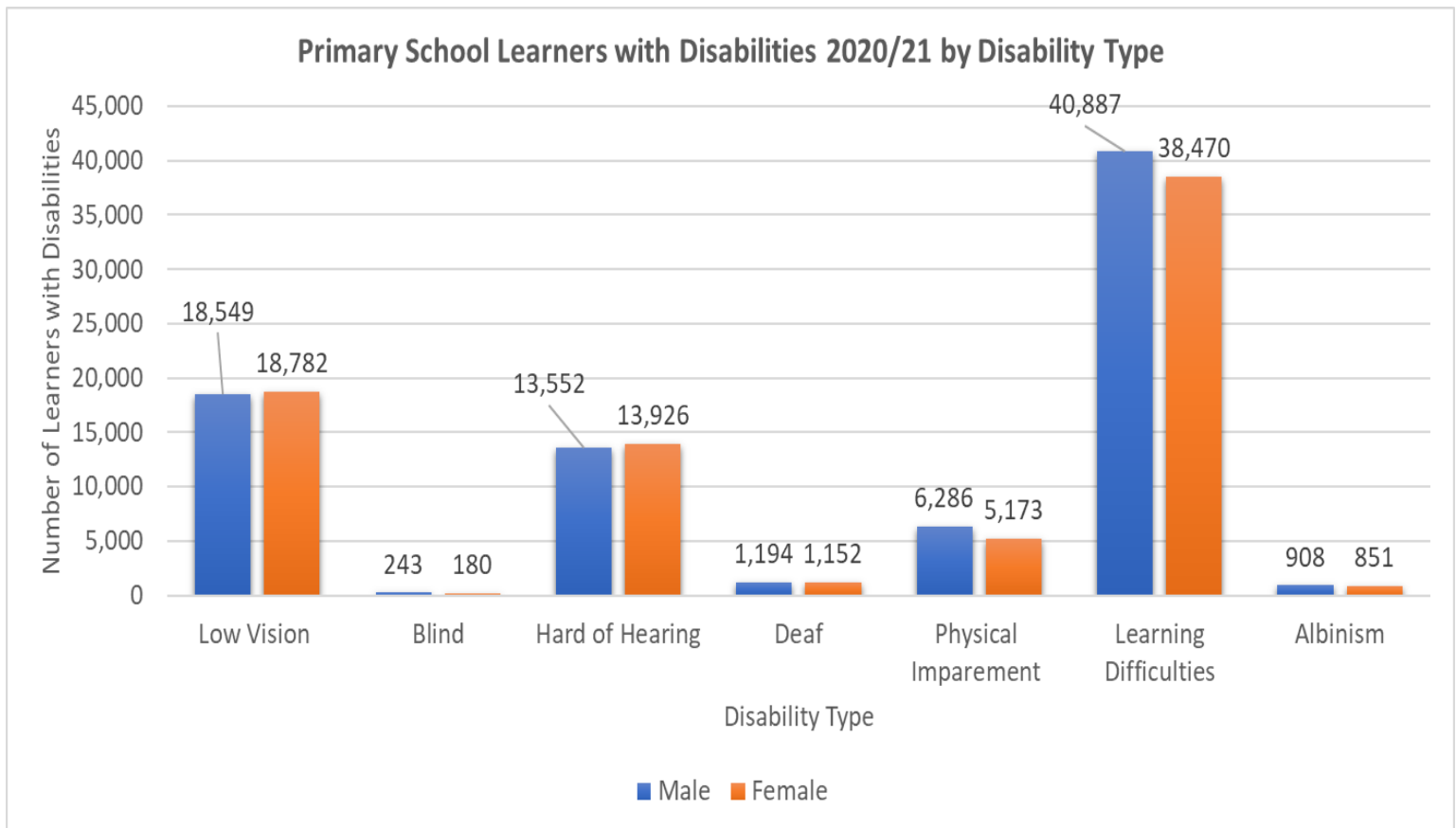


Source: MoE, 2021

According to the 2018 NSO Housing and Population Census, Malawi has 332,990 children with disabilities, 227,814 aged 5–14 and 105,176 aged 15-19. This means children with ASN are estimated to be between 15% and 18% of the total number of children in Malawi. Whilst disabled learner enrolment trends show signs of improvement, increasing from 1.9% all enrolments in 2008 to 3.4% in 2018, they are still low and a significant number of learners are out of school (MoEST, 2019). Figures 5 and 6 highlights this well, showing that in 2018 only 55% of those children of school age were enrolled. The chart also suggests that if you are male and have a disability, you are more likely to be enrolled in school than if you are female. However, this is difficult to qualify without further data on the distribution of disabilities between the genders within the school aged population. Furthermore, the small amount of evidence available suggests that all learners with disabilities struggle to transition through the system to higher levels of education. This is illustrated well by figures 5, 6, and 7, which together show a significant difference in enrolment at the primary and secondary level for learners with disabilities (secondary enrolment being only 6% of primary), and the snapshot of secondary enrolment in 2021/ 22 indicates that learners with disabilities drop out as the grades increase. The government produces data on learners enrolled in education by disability type and gender (see figure 8 and 9). The most prevalent disabilities are amongst boys and girls at primary and secondary are learning difficulties, followed by low vision. However, support may be needed to develop a more consistent approach to defining and collecting disability data, as categories were not consistent

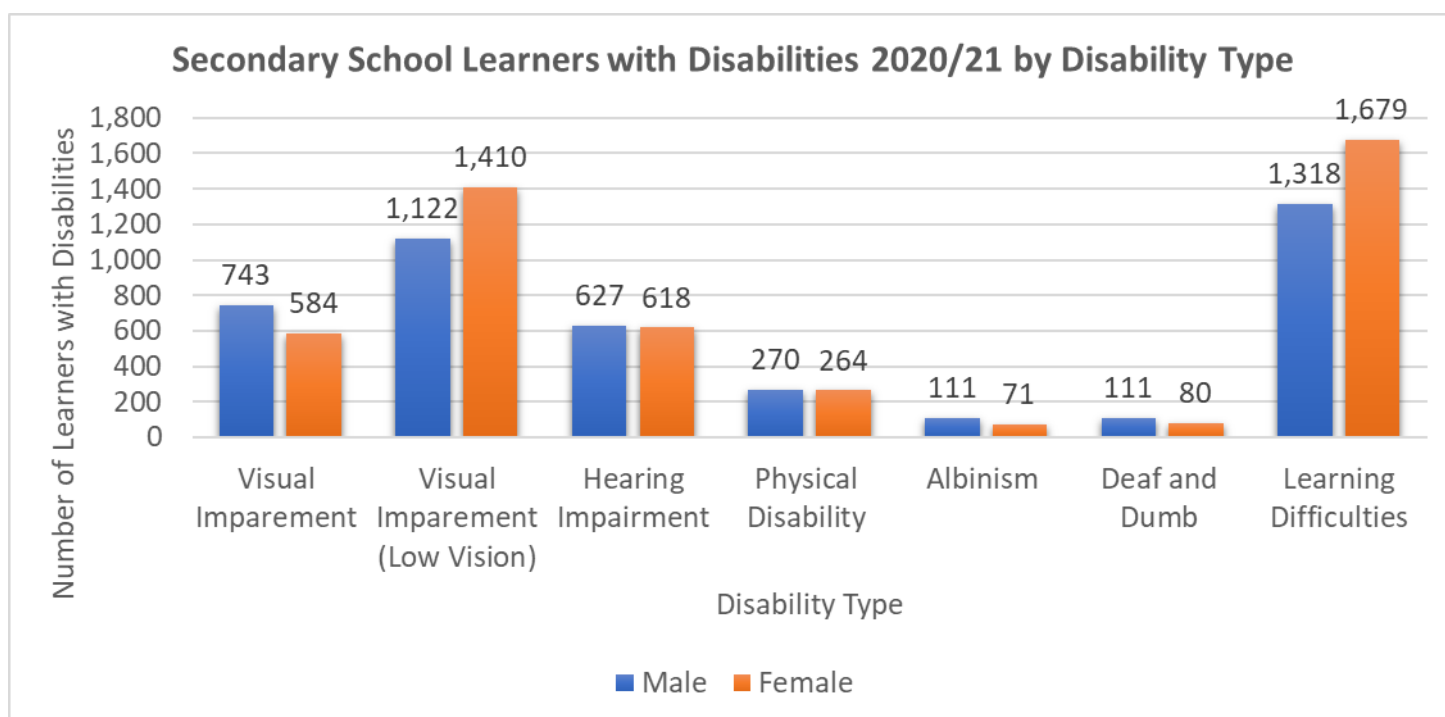
across primary and secondary school data and definitions were not provided in the statistics bulletin (MoE, 2021).

Figure 8: Primary School Learners with Disabilities 2020/21 by Disability trends in Malawi



Source: MoE, 2021

Figure 9: Secondary School Learners with Disabilities 2020/21 by Disability Type trends in Malawi



Source: MoE, 2021

Policy Context in Malawi

In Malawi, the government have signalled their commitment to inclusive education and ensuring the educational rights of disabled learners are realised. This can be seen in a number of key policies and legislation. For example, the 2012 Disabilities Act includes a clear definition of inclusive education and commits the government to ‘addressing and responding to the diversity of needs of all learners’ (Government of Malawi - GoM, 2012). The government has established the Directorate of Special Needs Education, which manages the provision of ASN education, leads on integrating learners with disabilities into regular education, and crucially conducts early identification and needs assessments for them. Nevertheless, in spite of the strong policy base, the National Education Sector Investment plan 2020-2030, has identified that there is underinvestment for improving the education of children with ASN, and the 2019 Education Sector Analysis recommends the establishment of directorate for inclusive education, to promote and manage inclusive education at all levels of the system. Furthermore, the monitoring and evaluation data available is insufficient to assess how effective the implementation of the current policies has been. As such, additional support is needed in this area.

In terms of resources, there are some signs of improvement. The budget for special needs education increased by MK611 million (480,325 GBP) between 2020/21 and 2022/23, to MK642 million (504,695 GBP). However, this is still only 46% of the

amount requested by the Ministry of Education (MoE) to procure the teaching and learning materials for ASN learners, training of teachers, early identification and assessment of learners, monitoring, and development of inclusive education policy. The issue of monitoring policy implementation is particularly pertinent in the case of Malawi, as there is some evidence to suggest they are not following through and allocating financial resources to projects outlined in their investment plans (UNICEF, 2022b). Nevertheless, participants in our stakeholder consultation noted that the GoM has now created a sub-division dedicated to disability inclusion in education under the National Education Sector Investment plan with a team made up of experts that have worked in institutes that specialise in the area of children with disabilities. The consultations also identified that UNICEF Malawi has been working closely with the Ministry of Education and Ministry of Health to develop a new program identifying children with disabilities and so far, 180,000 children have been screened and 250 children have been referred. A number of stakeholders identified a weakness in policy implementation due to a lack of financial and human resources as well as competing priorities in the sector – including responding to natural disasters. There was also a clearly identified need to invest further in training at all levels of the system. Donor support for this area has been low in the past due, in part, to the lack of reliable data and evidence to identify the needs.

Infrastructure in Malawi

Providing adequate infrastructure to ensure an education system accessible to all remains a challenge in Malawi. The student to classroom ratio is high, with the majority of districts being over 100:1 ratio at the primary level in 2017 (MoE, 2020). Nevertheless, the government have taken positive steps by mandating that all schools are accessible to students with disabilities. This is supported by the Education Infrastructure Management Unit, who provide guidelines on disability friendly infrastructure. However, the data available only tends to focus infrastructure changes for learners with physical disabilities; namely ramps and disability friendly toilets. Whilst the number of classrooms with ramps increased by 41% between 2018 and 2021, in 2021 only 43% of permanent classrooms had them, and there were only 6,136 disability friendly toilets in schools (2,737 and 3,399 male and female toilets respectively). This equates to 0.93 disability friendly toilets per school, and it should be noted that these are not evenly distributed around the country. For example, Likoma district has zero disability friendly toilets (MoE, 2021). Furthermore, schools in remote areas are reported to lack any basic inclusive infrastructure at all (Norad, 2020). As such, the policy goal has not been realised and infrastructure is not disability friendly. This was recognised by the Ministry of Education, Science and Technology (MoEST) in their 2019 sector analysis, and, in their 2020 NESIP 2020 - 2030, they identified the lack of appropriate infrastructure as a key barrier to learners with disabilities' participation. The main areas for action highlighted in the National Strategy on Inclusive Education strategy were the construction of inclusive classrooms, sanitation facilities, water points, and playgrounds (MoEST, 2017).

In the stakeholder consultations, it was raised that the lack of infrastructure data has hampered European Commission investment in ASN centres for secondary schools in Malawi, as they could not gain robust insights into how many centres would be effective. We also discovered other organisations in Malawi, such as Care, are looking to incorporate mixed approaches with all of their programs that consider inclusive education from programme inception with adapted services and infrastructure that cater for all of the students that they are working with. They noted the Education Joint Fund system is available to support organisations on the ground to help further facilitate this.

Education Resources in Malawi

There are insufficient resources available for learners with disabilities. The national education sector investment plan recognises that schools do not have the materials they need for effective instruction nor has sufficient investment been made in assistive technologies. Nevertheless, there are some examples of good practice in this area. The 2013-2016 Early Grade Reading Assessment (EGRA) programme in Malawi, had a specific workstream dedicated to supporting visually impaired children. This included developing in-country public- private partnerships to provide the necessary education resources, including Perkins Brailers (a form of typewriter for the blind), braille paper, and talking calculators. Furthermore, they held the first 'Braille Cup' in 2014. This was a braille reading competition intended to encourage reading skills in blind children and to both create a best practice network amongst practitioners and improve community engagement. The EGRA programme was relatively small, only reaching 548 primary schools (9% of the total) (USAID, 2016). Nevertheless, the assessment was helpful in identifying areas for future training and instruction. Specifically, the results indicated teachers needed to focus increased instructional time and effort in teaching the mechanics of braille reading and in braille reading and comprehension. Learners read well below what would be expected for their grade level, and therefore more explicit focus should be placed on the teaching of reading for learners who use braille. Global concerns trust and Malawi Council for the Handicapped (MACOHA) are currently working on producing resources for teachers that are training to help provide better awareness of disability in education and sign language so that teachers in the classroom are able communicate with all of their students regardless of their abilities. No gender disaggregated data was found for education resources and disabilities.

Education Staff Training in Malawi

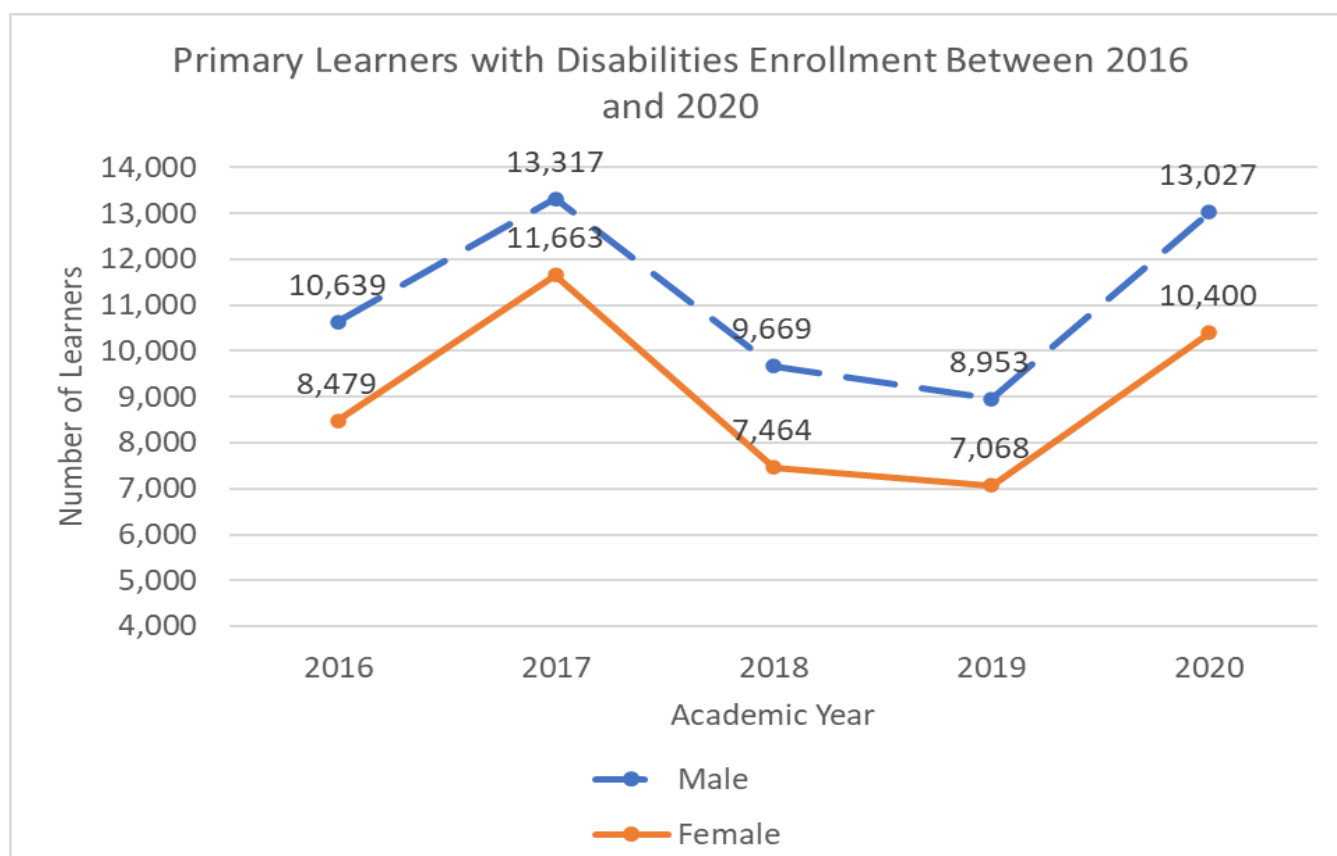
The Malawi Education Sector Analysis 2019 recognises that there is an insufficient supply of trained ASN teachers in both mainstream and specialised educational settings. This can be attributed to the fact that whilst the 2013 National Education Policy tried to mainstream ASN and inclusive education, there is only one college training ASN teachers (about 100 every two years) (UNESCO, 2022b). This issue is

further compounded by the uneven distribution of trained teachers around the country. The itinerant teaching programme has been set up to try and combat this (UNESCO, 2022b). This programme designates a specialist teacher to manage ASN learners in a number of mainstream schools and provides them with additional mobility support.

The government has recognised inadequate continuing professional development (CPD) and in-service training of teachers. This limits the opportunities for qualified to teachers to gain the skills needed to support students with ASN. The 2013-2016 EGRA programme highlighted a number of areas where teacher CPD could be effective for the visually impaired. For example, in the amount of time and effort dedicated braille reading and comprehension, supporting learners to reduce ‘scrubbing’ and developing the skills to read with two hands (USAID, 2016b). No gender disaggregated data was found for teacher training and disabilities.

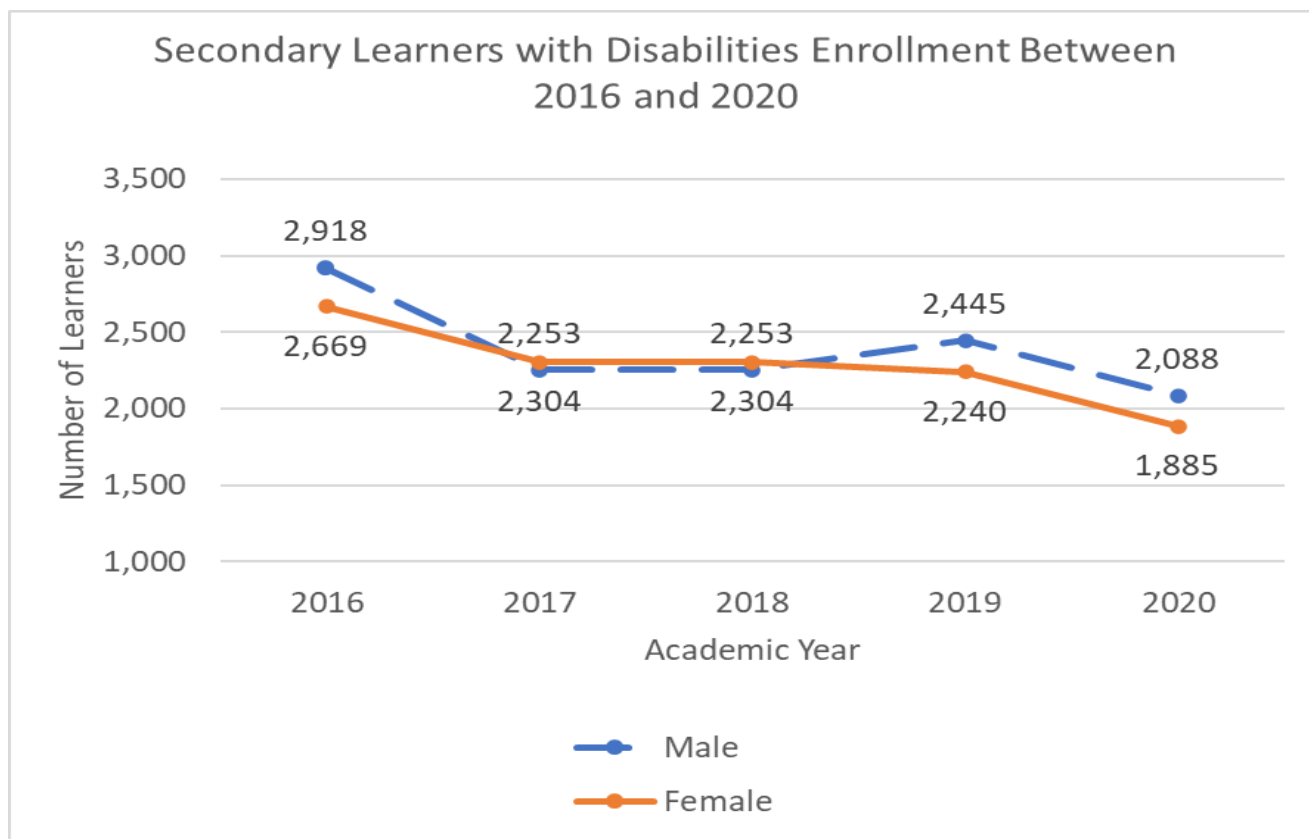
Rwanda – Overview

Figure 10: Primary Learners with Disabilities Enrolment Between 2016 and 2020 trends in Rwanda



Source: MoE, 2016; MoE, 2022b

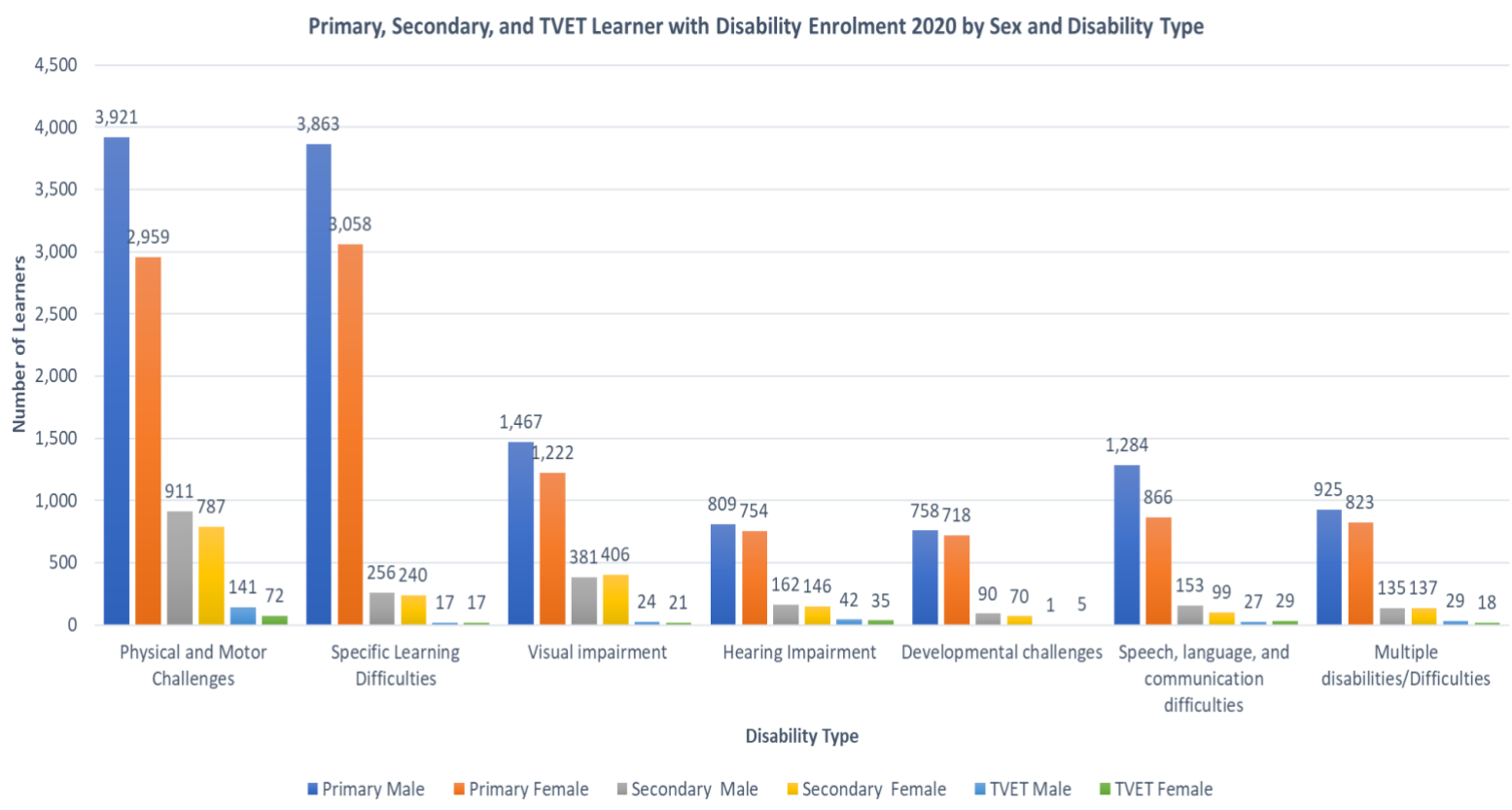
Figure 11: Secondary Learners with Disabilities Enrolment Between 2016 and 2020 trends in Rwanda



Source: MoE, 2016; MoE, 2022b

In 2020, there were 27,400 students with disabilities in the basic education system, with 23,427 in primary school (figure 10) and 3,973 in secondary school (figure 11). The available prevalence data is poor. However, to contextualise these figures, the Global Partnership for Education estimates that roughly one in three children with disabilities in Rwanda never attend school (GPE, 2021). The government has detailed data of learners with disabilities in schools, collecting information by grade, gender, and disability type. The main disability type at both levels is physical disability, followed by learning disabilities. This can be seen in figure 12.

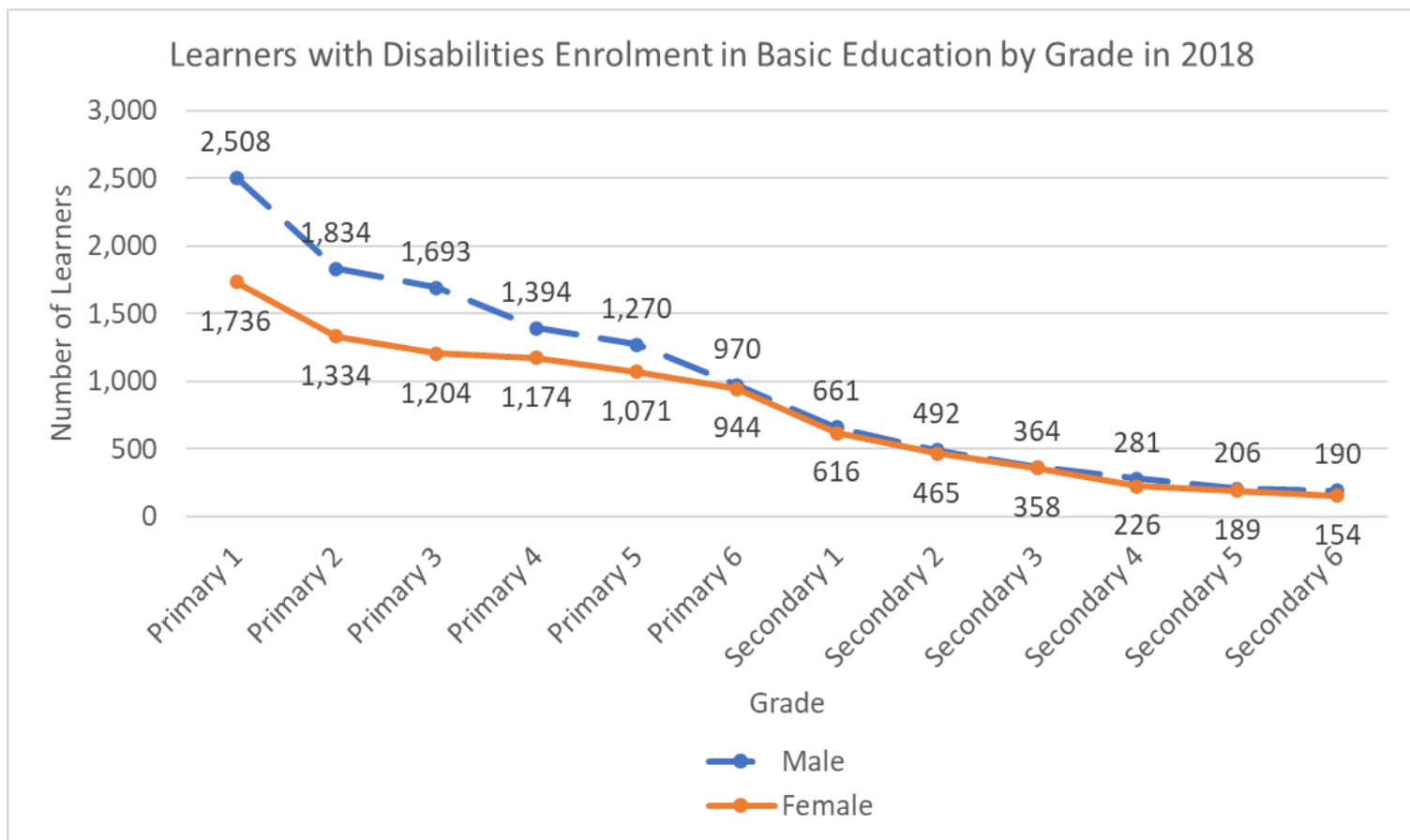
Figure 12: Primary, Secondary and TVET Learner with Disability Enrolment 2020 by Sex and Disability Type trends in Rwanda



Source: MoE, 2022b

There are more disabled boys in the system than girls, with girls being underrepresented in schools compared to the proportion of girls with disabilities in the general population (CGD, 2022). The data demonstrates that learners with disabilities struggle to transition through the system to higher levels of education, with the number of learners with disabilities decreasing in every grade (MoE, 2018). This is illustrated well in Figure 13.

Figure 13: Learners with Disabilities Enrolment in Basic Education by Grade in 2018 trends in Rwanda



Source: MoE, 2018

Policy Context in Rwanda

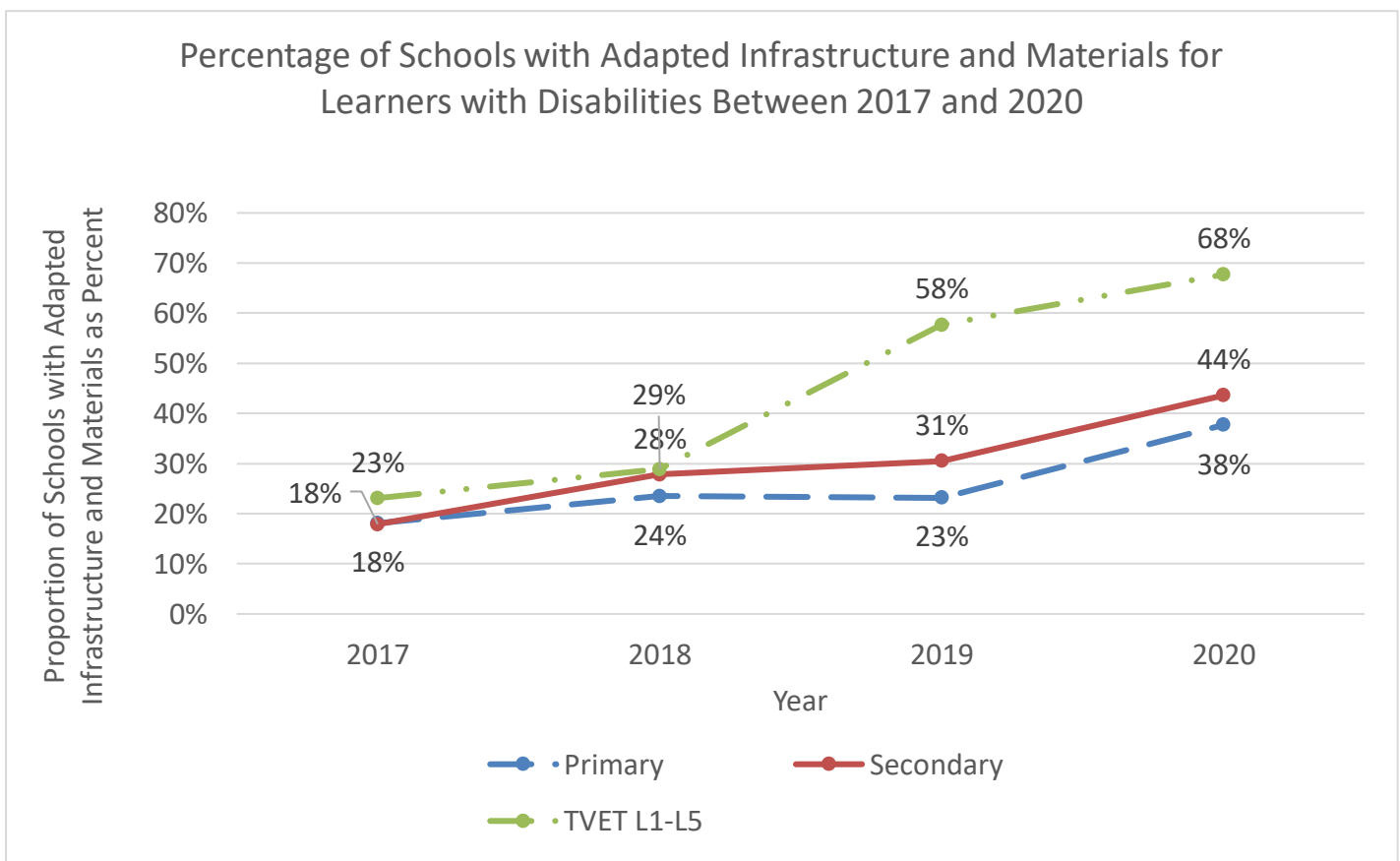
The Ministry of Education is responsible for inclusive education policy and has developed a number of policies to ensure people with disabilities' equity within education. For example, the 2018 Revised Special Needs and Inclusive Education Policy. However, official documents suggest there is currently no formal mechanism to assess and identify those learners with ASN. Nevertheless, our stakeholder consultations highlighted that the government is currently assessing two different screening and referral mechanisms, with the intention to combine and implement them. This is an area SG may be able to add valuable input. Furthermore, the broader monitoring and evaluation of inclusive education policies is ineffective (MoE, 2018b). This suggests the countries approach would benefit from further clarity, to ensure learners with disabilities get the support they need.

It was noted in our consultations that there is not a section in the education sector plan specifically for inclusive education, but it is currently being mainstreamed. This is likely building on the Revised Special Needs and Inclusive Education Policy

(2018b). There are also tools being made available by the government such as School Improvement Plan that dedicates leadership training and provides some outcome data for schools but has yet to be completed and integrated in to mainstreaming schooling. So, one of the organisations in the consultation shared they are continually querying how the data that is produced is being used to improve inclusive education on the ground. It was also mentioned there had been some focus on girls and inclusion previously, but it seems to have faded recently given the other pressures on the system such as COVID and the global financial crisis. The ministry seems to be focused more on inputs and not system strategy.

Infrastructure

Figure 14: Percentage of Schools with Adapted Infrastructure and Materials for Learners with Disabilities Between 2017 and 2020 trends in Rwanda



Source: MoE, 2022b

Rwanda has been making progress in accessible infrastructure at all levels of education. This is demonstrated well in figure 14, which shows a positive trend between 2017 and 2020 in the adaptation of infrastructure and materials at all levels. In 2018, at both the primary and secondary levels they met and exceeded their infrastructure targets for learners with disabilities, with 28.6% of secondary schools meeting the standards of accessibility for those living with disability (target 26%) and 24% of primary (target 21%) (MoE, 2018). Nevertheless, this is still a small proportion of schools and, whilst the 2018/19 -2023/ 24 Education Sector Plan

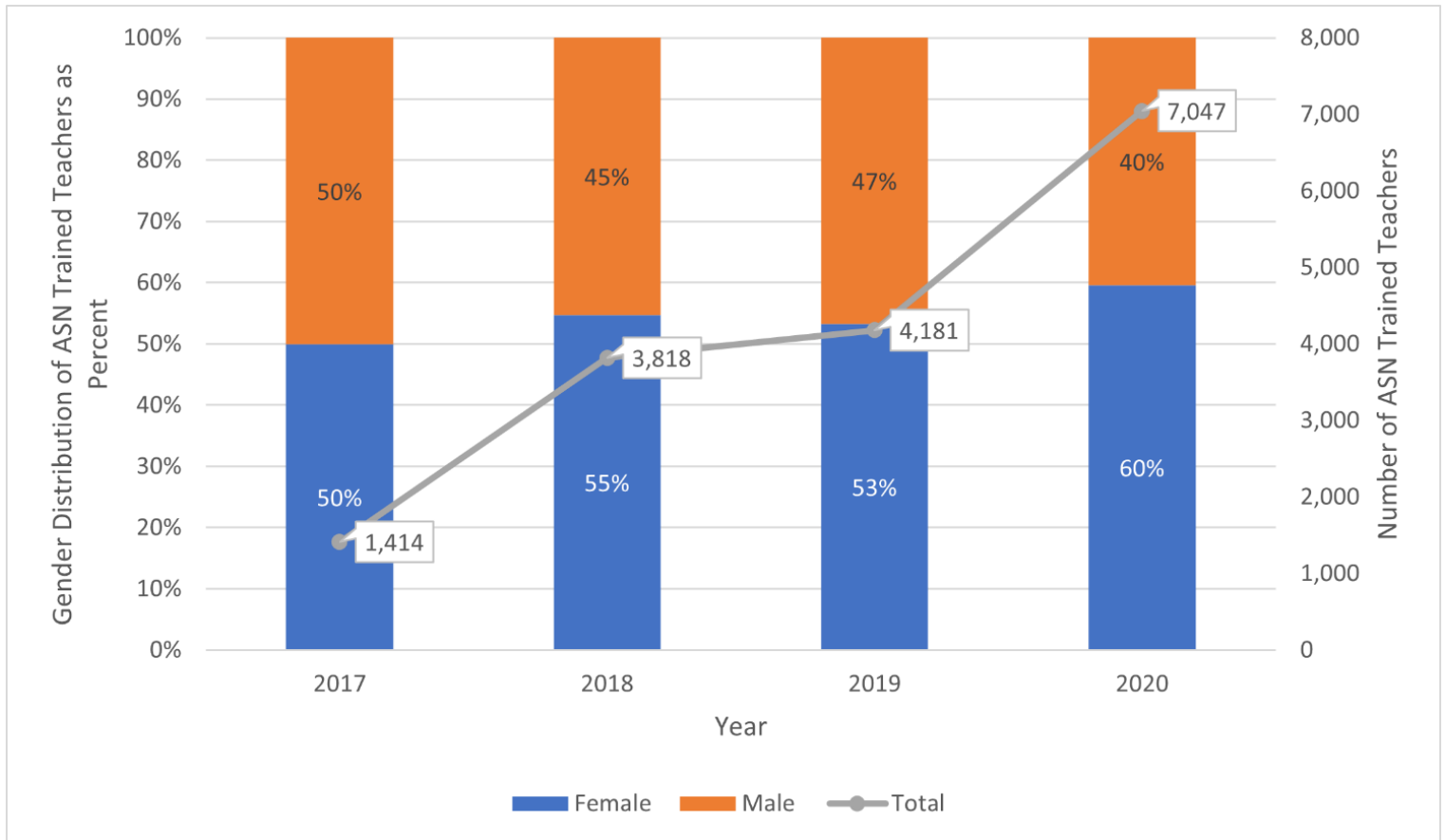
(2019) does plan to further develop facilities in mainstream and specialist schools, there are opportunities here for additional support. Furthermore, there is evidence to suggest that there are significant hidden costs associated with people with disabilities' access to schooling. These range from purchasing of assistive devices and adapting learning materials, to hiring additional classroom support and increased food costs (World Bank, 2023). In terms of infrastructure, the most significant hidden costs are those associated with transport. There is evidence to suggest that Rwandan school transport infrastructure is not accessible for learners with disabilities, and learners with physical impairments are charged a premium to use motorised transport to commute to school (World Bank, 2023). The government does have financial benefits in place to support households with these hidden costs. However, the evidence available suggests that public awareness of these opportunities is low (World Bank, 2023). Our consultation with the Director General of the Ministry of Education mentioned that one of the biggest hurdles that the country faces is infrastructure, with only 10 ASN schools in the country. No gender disaggregated data was found for infrastructure and disabilities.

Education Resources in Rwanda

The data on the availability of additional resources for learners with ASN is poor. For example, hearing aids, adapted readers, or Braille paper. However, the evidence available suggests that there is a significant gap between the demand for assistive devices in the education system and the supply, with a particular need for those learners with hearing difficulties. Furthermore, the costs of assistive devices are not only a barrier for the individual or family in engaging in education, but also too high for many schools to purchase (World Bank, 2023). Nevertheless, the 2018/19 – 2023/24 Education Sector Strategic Plan does recognise the need for adapted learning materials for those with ASN, and it is one of the outputs to achieve increased participation and achievement of children with ASN at all levels (strategic priority 7.2) (MoE, 2019). This is an area where Scotland would be well placed to add value. For example, through demonstrating low-cost assistive device interventions. No gender disaggregated data was found for education resources and disabilities.

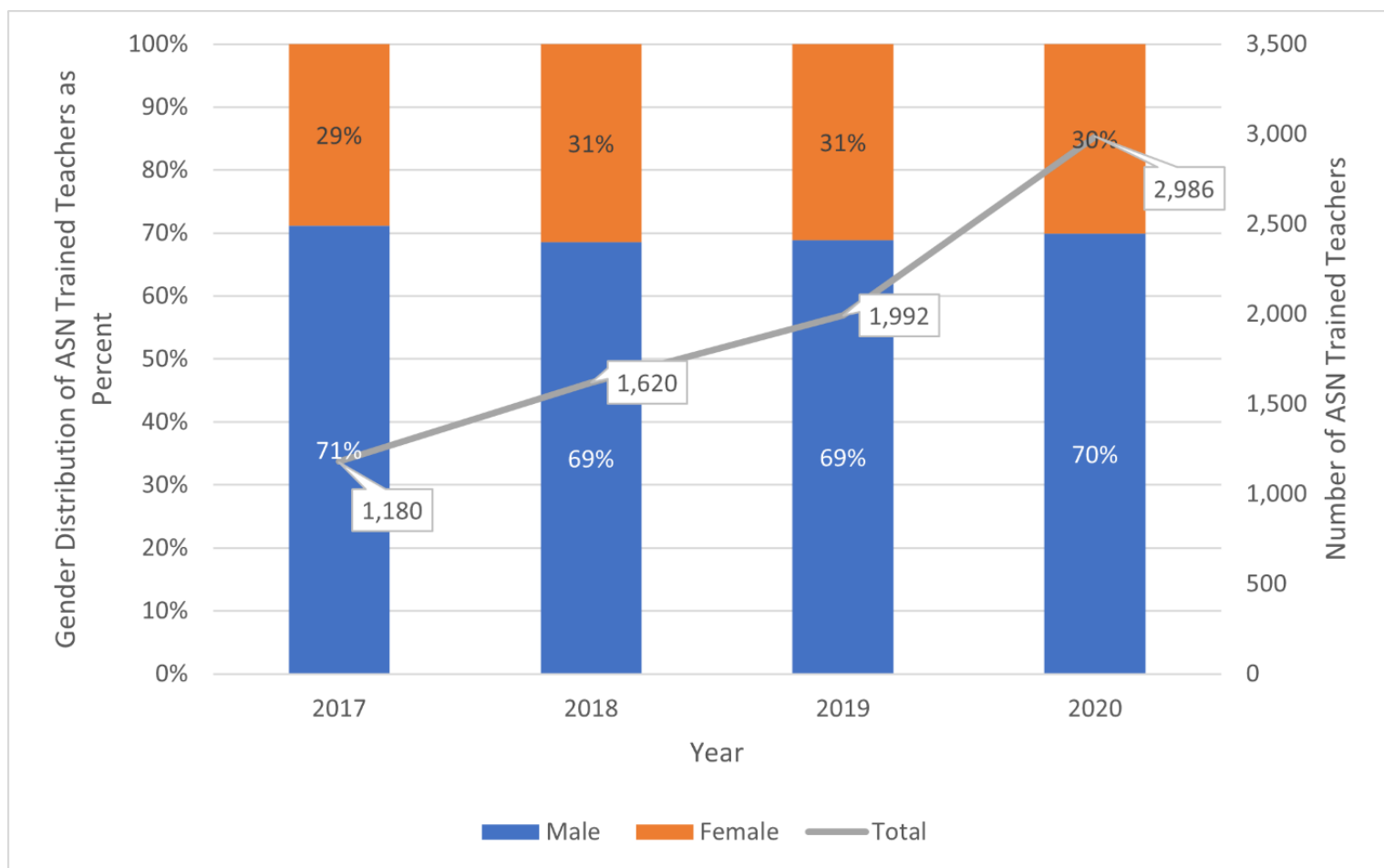
Education Staff Training in Rwanda

Figure 15: Primary School Teachers Trained in ASN Education by Sex Between 2017 and 2020 trends in Rwanda



Source: MoE, 2022b

Figure 16: Secondary School Teachers Trained in ASN Education by Sex Between 2017 and 2020 trends in Rwanda



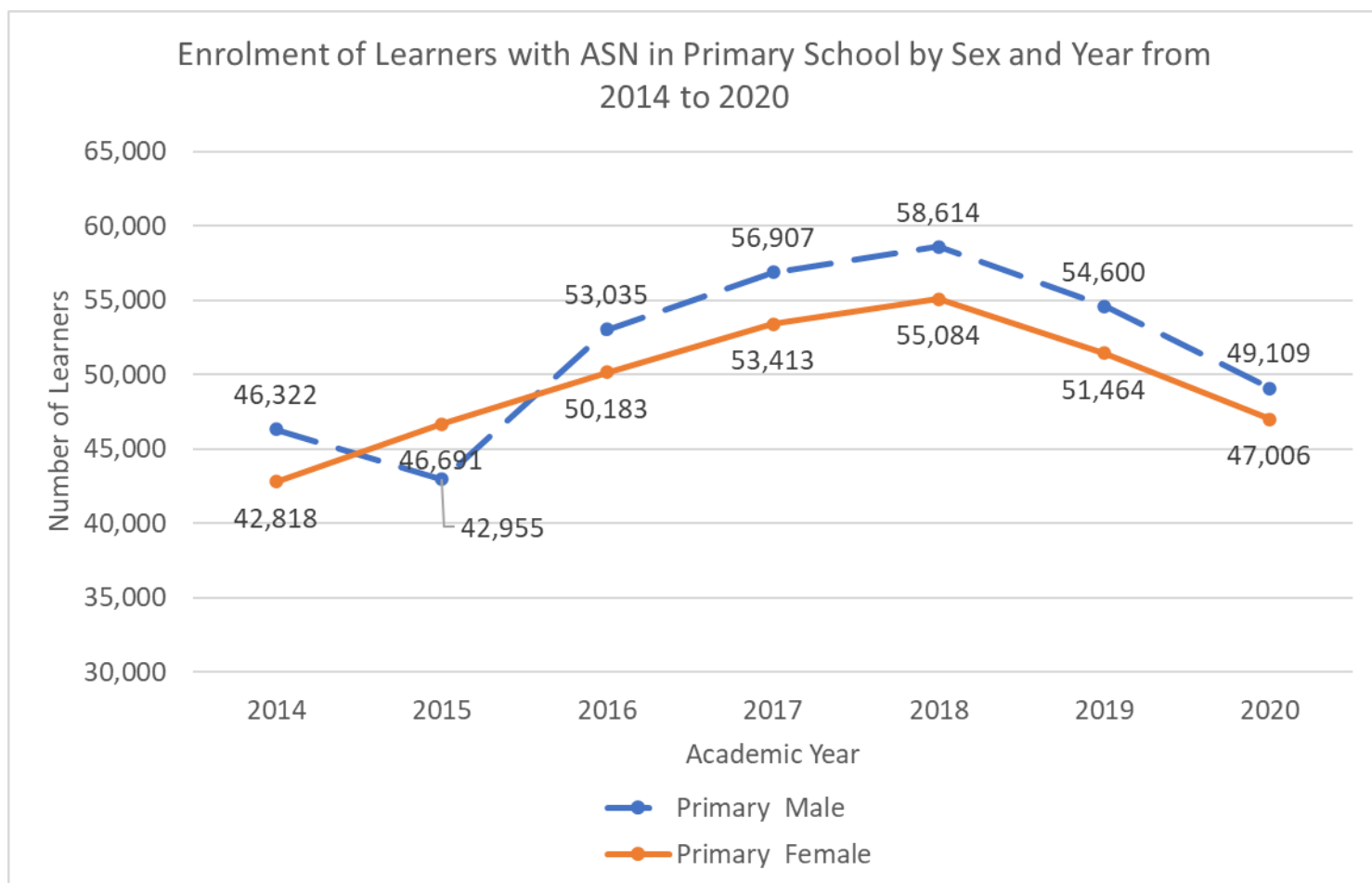
Source: MoE, 2022b

There are a number of notable positive developments in ASN teacher training. Firstly, the University of Rwanda’s College Education has begun to include modules of ASN and inclusive education into their teacher training programmes (MoE, 2018b). Secondly, following the ESP 2014-18, four guides were developed to support teachers to address the needs of children with disabilities. Thirdly, the government aims to standardise Rwandan sign language skills and develop associated teaching materials, to help schools to provide quality education to learners with hearing and speaking difficulties (MoE, 2018b). Finally, there is a positive trend in the number of teachers trained in ASN education, as can be seen in figures 15 and 16. At the primary level, between 2017 and 2020 there was a 398% increase in the number of ASN trained teachers (1,414 to 7,407), and at the secondary level, there was a 153% increase in the same period (1,180 to 2,986). Nevertheless, it should be noted that whilst the trend is positive, between 2017 and 2020 at both levels a roughly 7:3 ratio has been maintained in favour of male teachers being trained in ASN education. Furthermore, the 2018 Revised Special Needs and Inclusive Education Policy still highlighted the insufficient number of specially trained staff and more progress is needed.

The government recognised in the 2018/19 - 2023/ 24 Education Sector Plan the value of and need for teacher continued professional development and in-service training, particularly with the ASN area, and has committed to developing a range of opportunities. This is a possible area where Scottish university expertise could add significant value. In our consultation, one organisation mentioned their work on restorative justice and emotional capacity journeys for teachers when training and its positive effects. It was also noted that the one of the most effective ways to improve inclusive education in Rwanda would be to invest in dedicated teacher training for students with disabilities. They suggested that specialist training for teachers would be essential in growing this area further. They noted that one of the main gaps in teacher training is in the screening of children with hearing and sight impairments. This would allow teachers to pick up problems earlier and improve both the inclusivity of the system and the experience of the students.

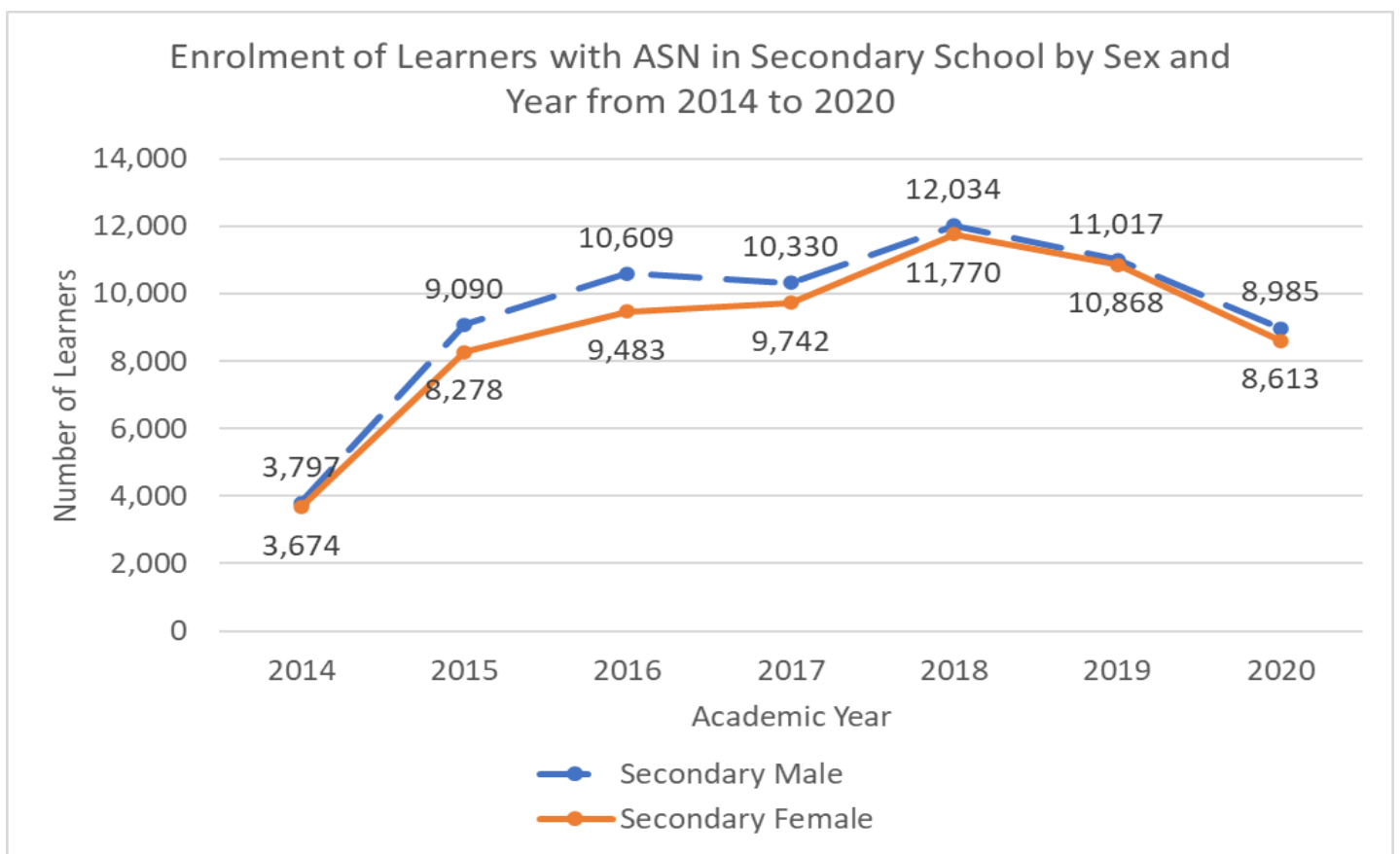
Zambia – Overview

Figure 17: Enrolment of Learners with ASN in Primary School by Sex and Year from 2014 to 2020 trends in Zambia



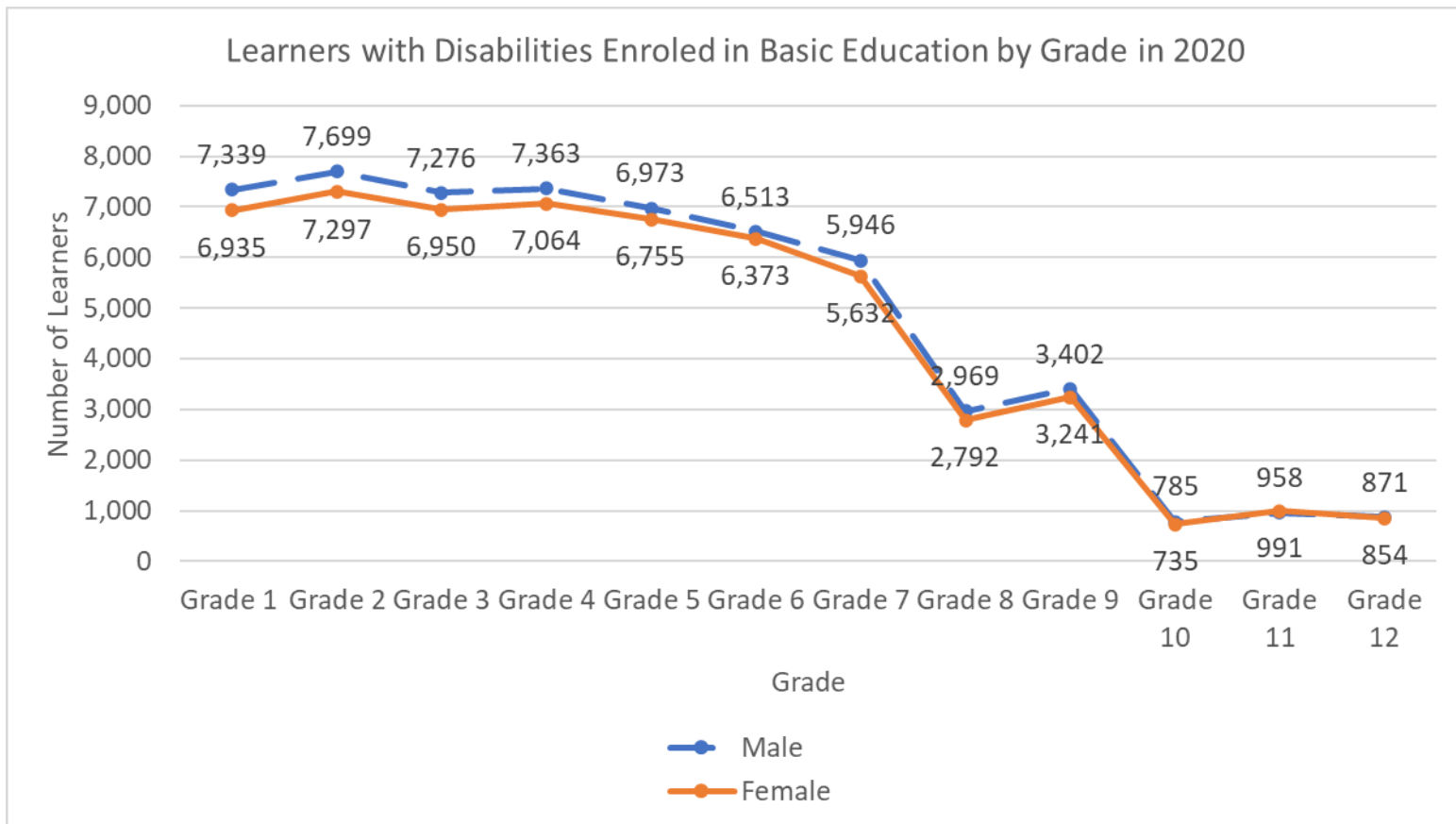
Source: MoE, 2020

Figure 18: Enrolment of Learners with ASN in Secondary School by Sex and Year from 2014 to 2020 trends in Zambia



Source: MoE, 2020

Figure 19: Learners with Disabilities Enrolled in Basic Education by Grade in 2020 trends in Zambia



Source: MoE, 2020

In 2020, there were 113,713 students with disabilities in the basic education system, with 96,115 in primary school (figure 17) and 17,598 in secondary school (figure 18). The government has detailed data of learners with disabilities in schools, collecting information by grade, gender, and geography. However, it does not publish information on learners by disability type. Figure 15 suggests that boys with disabilities may have a slight advantage over girls in terms of enrolment. However, without gender disaggregated data on the prevalence of disabilities within the wider school aged population, this is difficult to substantiate. The evidence indicates that learners with disabilities struggle to transition through the system to higher levels of education, with the number of learners with disabilities generally decreasing in every additional grade. This is illustrated well by the snapshot of the learner with disability enrolment in 2020 shown in figure 19, with a significant drop off at the transition point between primary and secondary education (grade 7 to 8). The 2015 Disability survey (2018) adds further insights. It finds there is an educational disparity between those with and without disabilities. It demonstrates that children with disabilities' primary enrolment rates (95% vs 87%) and literacy rates (82% vs 67%) were lower than those without, and that they were more likely to engage in housework in their

home or no activities at all. As such, there are significant equity concerns for learners with disabilities in Zambian education.

Policy Context in Zambia

The government has signalled its commitment to protecting the rights of people with disabilities. The 2012 Persons with Disabilities Act provides Zambia with a strong legal framework to protect people with disabilities' rights. In educational terms, it also provides a number of additional rights. For example, the entitlement to an allowance to cover the additional costs associated with schooling and the right to education delivered through the most appropriate means of communication, such as sign language. The wider policy environment also demonstrates the government's commitment to understanding the challenge and taking proactive action. For example, by commissioning the 2015 Disability Survey. Furthermore, the Ministry of General Education and the Ministry of Higher Education, regularly plan to take positive action to ensure people with disabilities' equity within education in their sector plans. For example, in the latest Education and Skills Sector Plan 2017-2021 (2017), they commit to improving their approach to ASN assessment and needs analysis. Nevertheless, the lack of accessible monitoring and evaluation data makes it difficult to understand how effective the implementation of these policies has been. One organisation mentioned in the consultations a big challenge has been that there is no cohesion between policy and policy implementation. It was noted that Zambia's education policy has been in preparation for the past few years and there have been challenges in implementing programs due to the change in government.

Infrastructure

Improved ASN infrastructure was included as part of the 2017- 2021 Education and Skills Sector Plan, in which the government committed to building a further three specialist schools. Unfortunately, however, with the data available it is difficult to understand the scale of the progress. This is because there is no indication of how many specialist classrooms and schools are needed to enable an inclusive education system. Beyond this, as in Rwanda, the available evidence suggests that the wider education infrastructure is not inclusive and learners with disabilities face higher transport costs than other learners to travel to school. Similarly, awareness of the financial support available for learners with disabilities was also low. However, it should be noted that these types of benefits are not extensive in Zambia. The support available includes social cash transfer programmes and benefits to support with transport costs, the hiring of assistive devices and personal assistants (World Bank, 2023). One organisation in the consultations shared that they believe the Zambian education system is failing children with disabilities in their education and highlighted the separation of mainstream and ASN schools as an issue. Stakeholders also noted that they felt better analysis and data collection on disabilities would be useful. Furthermore, they thought that practical support for wheelchairs and adaptive devices is an essential need. No gender disaggregated data was found for education infrastructure and disabilities.

Education Resources in Zambia

The data found on the availability of additional resources for learners with ASN was not extensive. However, the information available suggests that there is general lack of resources for students with disabilities and few resources adapted to support their specific requirements. Insights from the 2015 disability survey (n=1,006) suggest that there is low awareness amongst learners with disabilities of assistive technology. Of the 47% who were aware of them, 45% reported needing them and only 6% reported having them. This suggests there is a service gap of 86% (difference between reported demand and provision). There is a particular need to support learners with hearing difficulties within the system, and evidence to suggest that the assistive devices that are available tend to be distributed to ASN schools, rather than regular, which reduces the inclusivity of the system and opportunities for people with disabilities' participation (World Bank, 2023). Furthermore, there is some evidence to suggest teachers spend large amounts of time adapting the standard curriculum to meet the specific needs of their students with disabilities (MoCDSS, 2018b). As such, there are opportunities to support the development and procurement of specialist curriculum and resources for learners with disabilities. For example, in the development of the new ASN education framework, which was committed to in the 2017- 2021 Education and Skills Sector Plan (MoGE & MoHE, 2017). No gender disaggregated data was found for education resources and disabilities.

Education Staff Training in Zambia

ASN education courses are integrated into part of the teacher training curriculum in colleges of education and universities. However, the Institute for Special Education (ZAMISE) is solely responsible for the specialised training of teachers in ASN and inclusive education at the early childhood and secondary level, with the University of Zambia able to provide specialist training at the secondary level. The evidence available suggests that there is an insufficient number of trained specialist teachers. This absence of specialised support combined with the government's move towards inclusive education necessitates generalist teachers have both a good understanding of learners with disabilities' needs and the necessary training to be able to adapt their resources.

The evidence available suggests teachers would welcome this training (MoCDSS, 2018b), and the ministry of education has shown it values teacher continued professional development in the latest sector plan (MoGE & MoHE, 2017). As such, this is a potential area for SG action and support. Stakeholders stated that in the last year over 30,000 teachers were deployed and only 44 were trained for ASN. As such, there is a strong need for more ASN training in teacher colleges. Nevertheless, stakeholders did mention that there has been an increase in the past 3 years of teachers trained in inclusive education and are still teaching in regular or

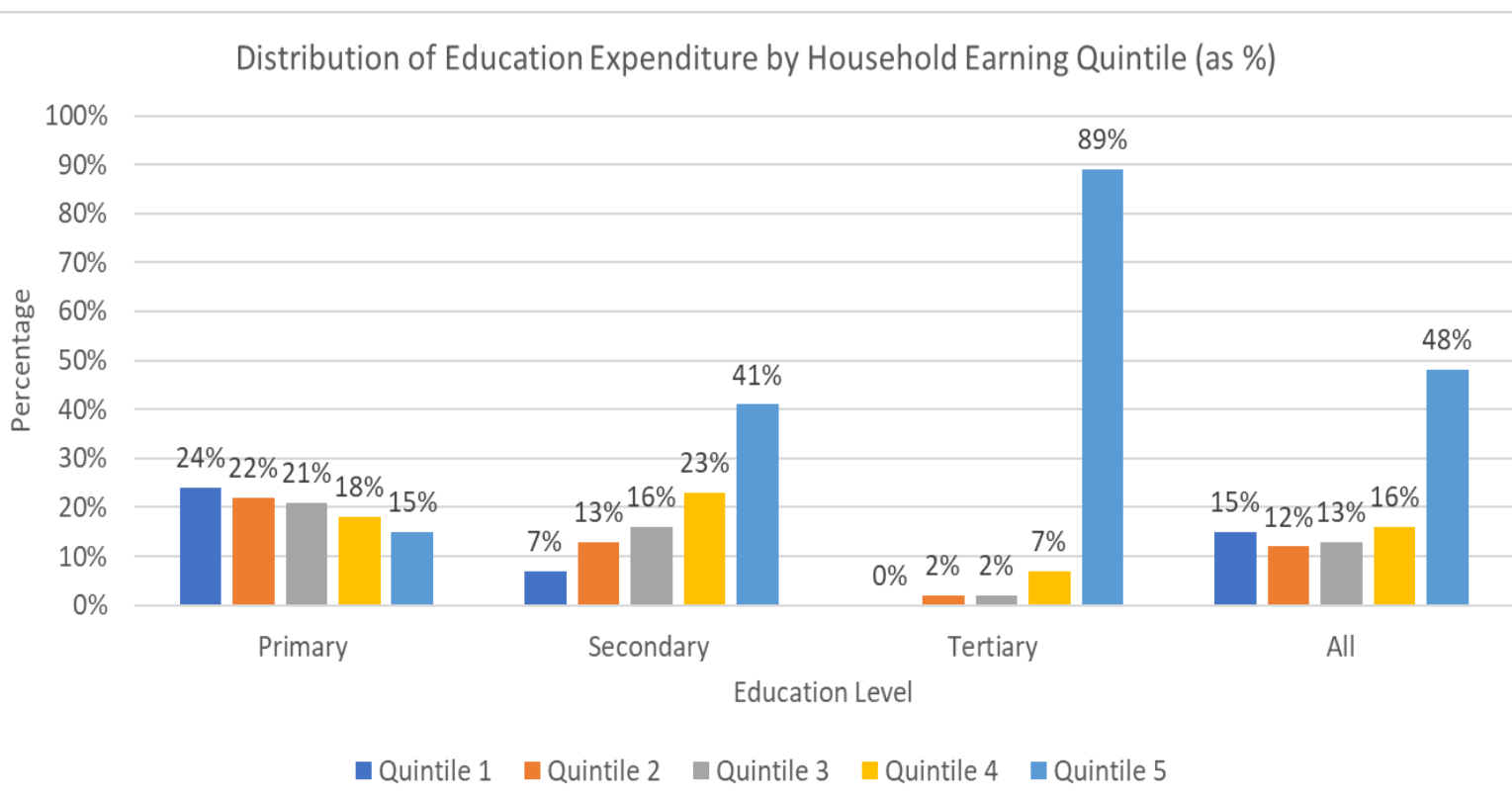
non-ASN schools. No gender disaggregated data was found for education staff training and disabilities.

Partner Country Education Finance

This section gives a brief overview of how partner countries finance their education systems and additional donor activities.

Malawi

Figure 20: Distribution of Education Expenditure by Household Earning Quintile (as %) trends in Malawi



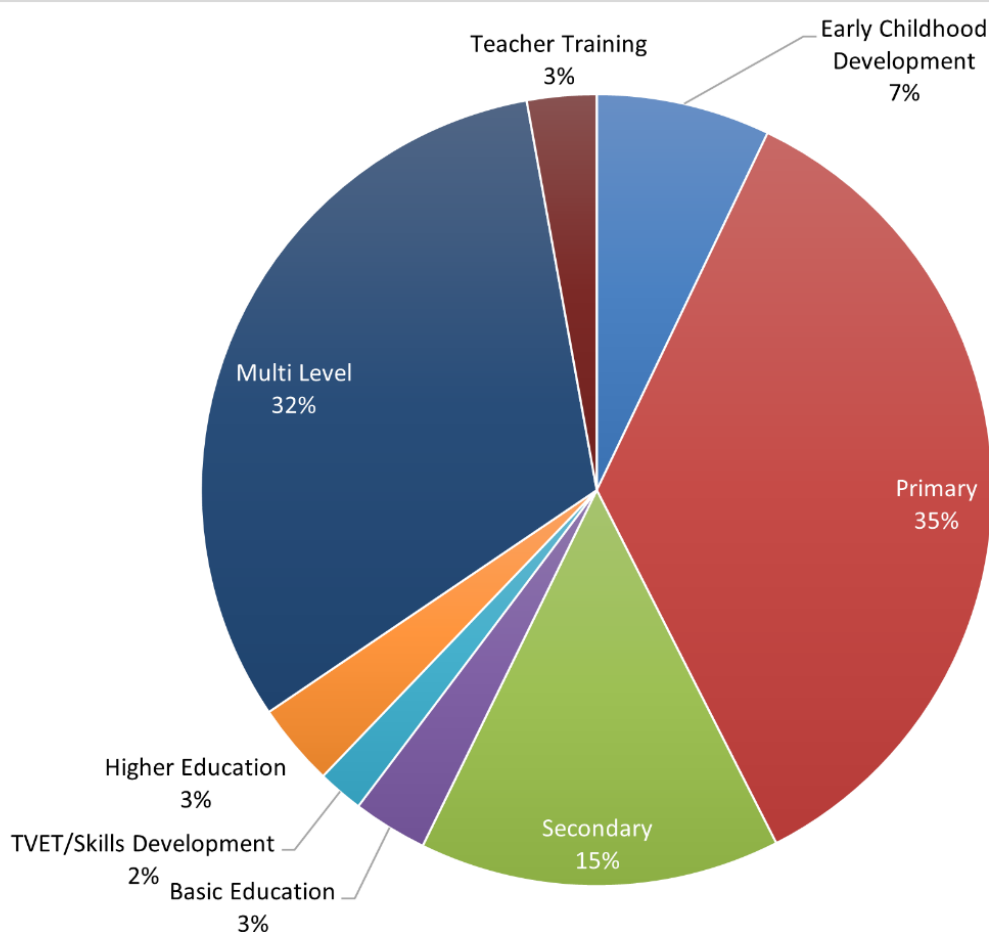
Source: UNICEF, 2022b

The government's investment in education as a percent of GDP peaked in 2015 at 5.6%. However, it has declined since, accounting for only 2.9% of GDP in 2020 (World Bank, 2023). This is below the 4% regional average (UNESCO, 2022c). This means that the government in 2020 only funds 46% of the total costs of education, with donors and households funding the remaining 15 % and 39% respectively. Government funding largely covers recurrent costs of education and with only a small proportion of the budget being allocated to capital expenditure. In 2020, this can be broken down 89.8% recurrent and 3.3% capital, with donors covering the remaining 6.9% of budgeted expenditure (UNICEF, 2022b). The government is taking an increasingly decentralised approach to education funding. In 2021/22 48%

of the budget was allocated to local authorities for distribution, with plans to increase this to 51% of total education expenditure by 2022/23 (UNICEF, 2022b). In terms of equity, a World Bank Benefit Incidence Analysis indicates that only 15% of government expenditure goes to the poorest quintile, while nearly half goes to the richest (UNICEF, 2022b). Figure 20 shows this well.

Figure 21: Distribution of External Funding by Education Sub-sectors 2016-2026 (as % trends in Malawi

Source: FCDO, 2023.

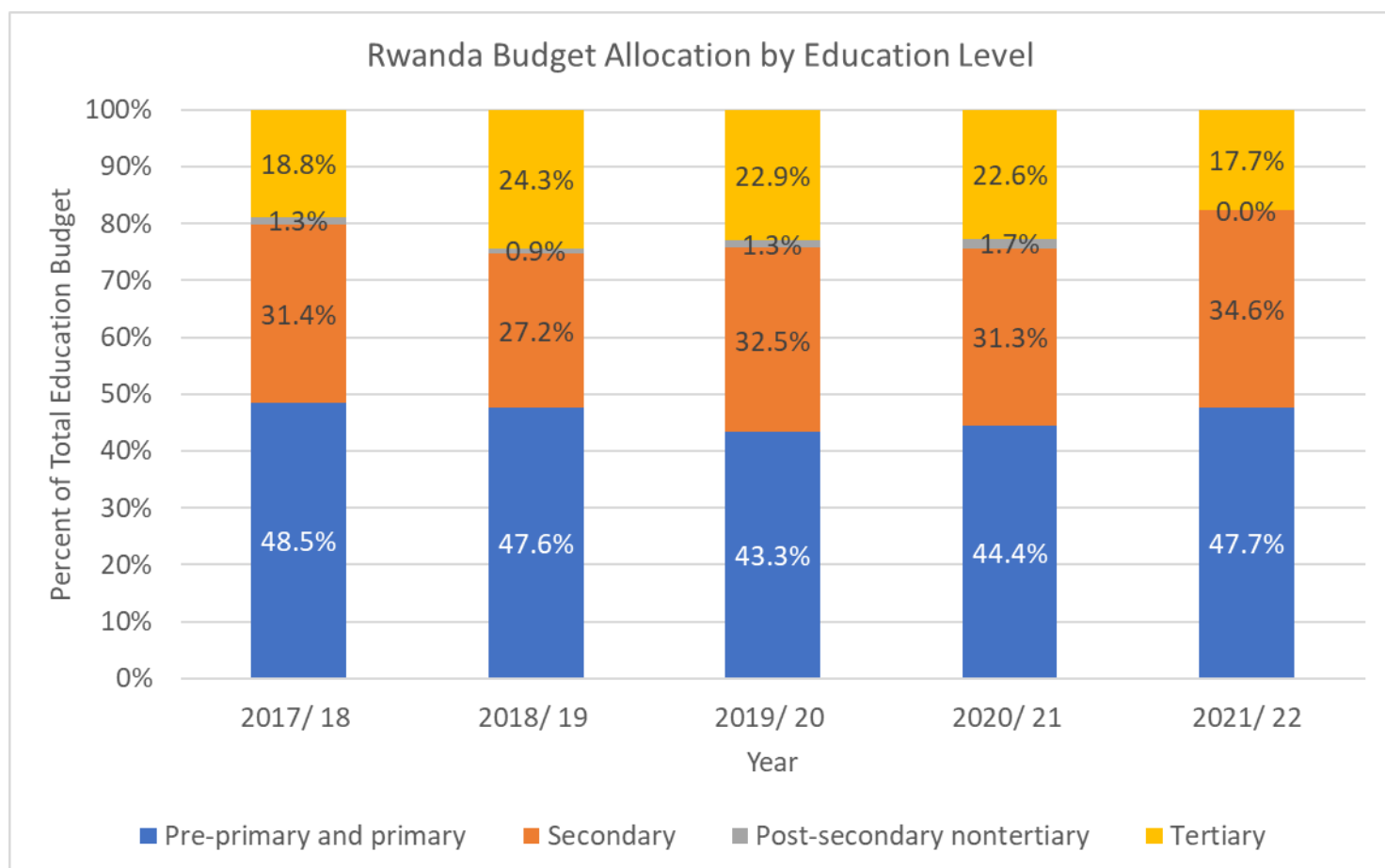


Aid commitments for education in Malawi in 2022 totalled just under US\$800M. The largest donors are the World Bank (US\$447M – IDA loans); the EU (US\$170M); USAID (US\$163M); Germany (US\$72M); Norway (US\$67.8M); FCDO (US\$43.6M); and JICA (US\$29M) (FCDO, 2023). As can be seen in figure 21, the majority of aid financing is targeted at the primary and secondary sub-sectors. Investment in tertiary education (TVET and HEI) is primarily from the multilateral agencies including the World Bank SAVE project to build labour force skills; EU STEP and Zanchito grant programmes supporting investments in infrastructure and equipment in TVET; and the AfDB Jobs for Youth Project. None of the major education

programmes is listed as having a specific focus on learners with disabilities, although several programmes state a commitment to promoting inclusive education and reaching the most marginalised. Three programmes have a specific focus on girls' education: FCDO supported Camfed and TeamGirl projects, and Norway supported Joint UN Programme for Girls.

Rwanda

Figure 22: Budget Allocation by Education Level trends in Rwanda

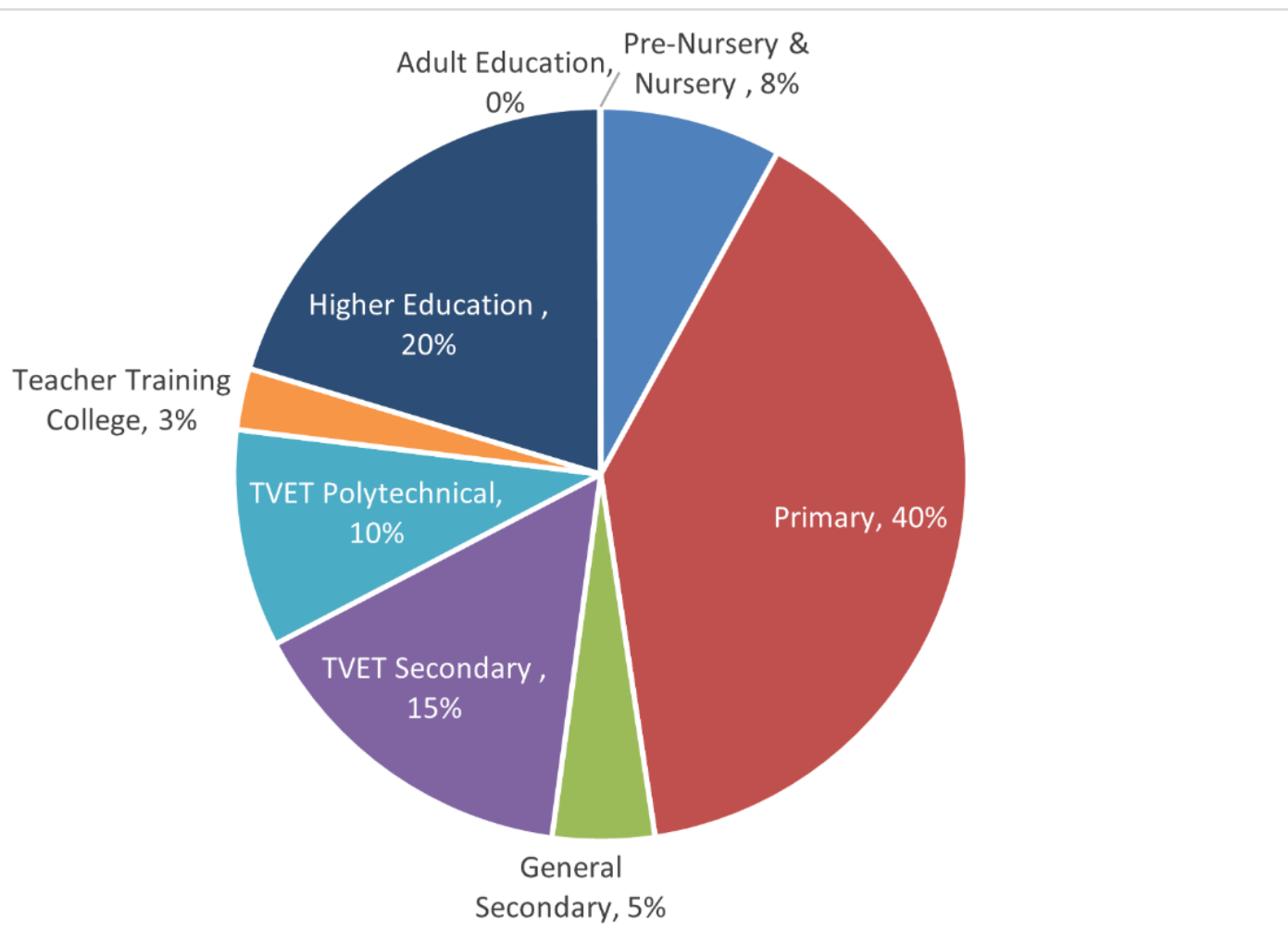


Source: UNICEF, 2021

The government investment in education as a percent of GDP peaked in 2003 at 4.8%. However, investment is not consistent and accounted for only 3.1% of GDP in 2018. Nevertheless, investment remains close to the 4% regional average and the current trend is positive, increasing to 3.8% of GDP in 2021 (World Bank, 2023; UNESCO, 2022c). The government currently funds the majority of education system domestically. In 2021/22, the government only relied on external financing for 8.7% of the budgeted expenditure. This is a significant decrease from 2020/21 and 2019/20, where the government funded 26.2% and 21.8% of the system using

external funds. However, this can be explained in part by the government's engagement with the World Bank's human capital development project, which led to significant government borrowing and receipt of grants (UNICEF, 2021). The budget largely consists of recurrent expenditure. For example, in 2021/22 the budget was split 75.1% and 24.9% between recurrent and capital expenditure respectively (UNICEF, 2021). The education sector is the most decentralised sector in Rwanda and in 2021/22 59.3% of the budget was allocated to decentralised organisations. This is an increase of 7.3% from the average between 2017/18 and 2020/21 (UNICEF, 2021). In terms of equity, in 2021/22 budget a greater proportion of finance was allocated to secondary education than in previous years, which can be seen in figure 22. This was taken from the tertiary education budget to support the government's commitment to 12 years of basic education (UNICEF, 2021).

Figure 23: Distribution of External Funding by Education Sub-sectors 2012-2028 (as % trends in Rwanda



Source: Languille S, 2023.

Aid commitments for education in Rwanda in 2022 totalled just under US\$1BN (RwF1,080 BN). The largest donors are the World Bank / IDA and GPE (US\$536M –loans); the EU (US\$50M); USAID (US\$42.9M); France / AFD (US\$54.1M); Germany (US\$64.2M); and UK / FCDO (US\$100M) (Languille, 2023). As can be seen in figure 23, the majority of bilateral aid financing is targeted at the pre-primary, primary and secondary sub-sectors. However, there is also substantial multilateral investment in tertiary education in particular the World Bank Skills for Growth project (US\$242M). None of the major education programmes is listed as having a specific focus on learners with disabilities, although several programmes state a commitment to promoting inclusive education and reaching the most marginalised. Only one programme has a specific focus on girls' education although most of the programmes include commitments to mainstreaming gender and ensuring gender equality across of the sector. MasterCard Foundation has a number of projects to improve secondary education including targeted scholarship programmes.

Zambia

The government's investment in education as a percent of GDP fluctuates. Between 2010 and 2020 the average Zambian expenditure on education was 4.2% of GDP, which is above the regional average of 4% (World Bank, 2023; UNESCO, 2022c). The government does not fund the entirety of the system. The publicly available information on this is poor. However, reports suggest donors provide direct budget support, in addition to financing discrete projects (UNICEF, 2021b). In 2021, approximately three quarters of the education budget is allocated to recurrent expenditure. Whilst the overall budget execution rate averages at 90% between 2014 and 2018, there is a significant difference in the execution rate for recurrent and capital expenditure. Between 2014 and 2018, the execution rate for recurrent expenditure was 92%, whereas for capital expenditure it was only 67%. Therefore, the government is failing to mobilise the funding available to them. The majority of Zambia's education spend is allocated to the primary level (55% in 2021). However, the per pupil expenditure is 1.2 times higher at the secondary level (UNICEF, 2021b).

Publicly available data on donor funding for the education sector in Zambia is poor. The OECD's Development Assistance Committee Creditor Reporting System shows that external financing for education was around ZMW 612 million in 2021. With the 2023–2025 Medium Term Budget Plan (MTBP) stating that education sector spending was ZMW 119 billion in 2021, which would represent around 5 percent of total education sector financing. USAID and the World Bank account for around two thirds of this external funding with additional support provided by FCDO through the British Council.

Appraisal Case

Feasible Options

For the purposes of this report, four options have been considered in relation to SG's strategic case. Whilst each case should be considered on its individual merits, a combination of the proposed options could support SG to achieve its programme and policy aims.

Option 1: Change nothing and continue existing untargeted support.

Option 2: Reorientate funding into existing global inclusive education initiatives.

Option 3: Target funding to a discrete component of education for girls, young women and learners with disabilities.

Option 4: Take a systems approach and develop a holistic package of support in partner countries, which both delivers short-term impact and supports SGs strategic aims of policy influence, by building expertise, presence, and credibility.

Description of Options

Option 1: Change nothing and continue existing untargeted support.

This option assumes that SG continues its existing support for education in Malawi, Rwanda and Zambia through its International Development Fund, and design efforts for its inclusive education programme cease. In addition to a small grants programme, between 2017 and 2023, SG awarded and managed 24 development assistance programme contracts in partner countries, seven of which were associated with education. The focus of these programmes was broad, ranging from feeding programmes in Malawi to teacher development programmes in Zambia. If the SG investment portfolio continues in its current form, it is unlikely to be able to achieve its strategic aims of anti-racist, feminist, and partner led investments, which advance gender equality. Furthermore, current investments generally sit outside of partner country government structures, policies, and budgets, which makes it difficult for SG to achieve its longer-term aim of developing its own capacity to engage strategically in support of partner country education systems. Given the limitations of the current approach and that the commission, following the 2020 SG international development review, specifically asked for a new strategic approach to investing in education in the three countries, this option will not be considered further.

Option 2: Reorientate funding into existing global inclusive education initiatives.

This option assumes that SG reorientate their existing support into international inclusive education initiatives. This could be in the form of pooled funds or a single

contract with organisations such as UNICEF or Education Cannot Wait. This would enable SG to have some input on the way in which its funds are spent, meaning it will be able to achieve its goals in terms of an anti-racist and feminist approach. However, due to the scale of SG investment, such an approach would likely reduce SG visibility. Furthermore, there would be reduced opportunities for bilateral engagement with partner countries, which in turn would make it challenging for SG to achieve its strategic goals of partner country led development and the ability to engage partner governments and civil society in support of their education sectors. Therefore, Scotland's capacity to have influence beyond investment would be limited. As such, this option will not be considered in its entirety for further analysis. However, strategic partnerships will be considered for discrete elements of the programme design.

Option 3: Target funding to a discrete component of education for girls, young women and learners with disabilities.

This option assumes that SG channel their funds in to one or two discrete components to support learners with disabilities and girls and young women. For example, purchasing a large volume of wheelchairs for learners with physical impairments or improved water, sanitation, and hygiene (WASH) facilities for girls. This option would provide immediate and tangible impact on SG investment and a good degree of visibility. However, in terms of education for learners with disabilities, this option fails to account for the complex and intersecting factors, which combined exclude them from the system. It would also fail to consider both the strong feedback from partner country stakeholders and an extensive evidence base (further detail below) that indicates a systems approach is necessary to effectively deliver impact within this space. Building on the example of purchasing wheelchairs illustrates this well. If SG were to purchase a high volume of wheelchairs, it would support a number of learners in the short term. However, depending on programme design, it would not explore the reasons why there were not enough wheelchairs in the first place and in turn support the process of positive change; it would not support government and civil society organisations to understand the scale of the problem; it would not help identify learners who need the support; it would not support the development of an inclusive community and school environment that allows the learners to engage in quality education. The limitations go on. In essence, it would be like treating the symptoms rather than the disease. As such, these factors combine mean that if SG were to take this approach for learners with disabilities, it would limit their capacity to achieve their wider strategic aims of policy influence and may contribute to the perpetuation of inequalities.

In terms of education for girls and young women, this option has more scope for impact. As noted above, girls' education has received much attention from donors in recent years, to the point in all contexts they have loosely achieved gender parity or even a girls' advantage in basic education. Nevertheless, there is significant evidence to show that being a girl can act as multiplier with different forms of disadvantage. For example, having a disability or being from a lower socio-economic

background. Therefore, the needs of the system are not as wide ranging and there is scope for more targeted action. As such, option three will not be considered in the context of learners with disabilities. However, this option will be considered for the girls and young women's direct support element of the programme design.

Option 4: Take a systems approach and develop a holistic package of support in partner countries.

This option assumes SG is able to leverage its political support for inclusive education to further the global momentum towards SDG4, by delivering impact, contributing to the emerging global evidence base, and building its own capacity as a leader in the education for people with disabilities and girls and young women. SG would build on the evidence outlined in the needs analysis and, using a systems approach, develop a bespoke programme of support that is both responsive to the nuance of partner country needs and in line with the broad areas for action identified in the needs analysis common to all partner contexts. A systems approach is one which recognises the complex and interconnected nature of education systems. It takes a holistic understanding of the education system and targets the levers within a system, which can affect change (Faul and Savage, 2023). Systems approaches have an extensive evidence base (see for example, World Banks, 2013; Pritchett, 2015; Crouch and DeStefano, 2017; Kaffenberger, 2022) and would be aligned with partner country stakeholder input for the programme elements focussing on learners with disabilities. This option assumes that the programme will take a mixture of technical or hard approaches and human or soft approaches. This means that the programme will target the individuals, communities, and key stakeholders, which both impact educational exclusion and implement change (soft approach), and a range of technical solutions aimed at resolving identified problems, such as building ramps (hard approach). This accounts for the complex and often unpredictable interactions of the system and increases the likelihood of system-wide effects (Faul and Savage, 2023).

Such an approach would require ambition on the part of the SG but provides the greatest opportunity to achieve their goals. It would allow for significant control of the programme inputs, outputs, and success indicators, which in turn would both allow them to channel funding in line with their anti-racist and feminist approach and enhance their capacity to ensure that gender equality is mainstreamed. The programme would be able to deliver tangible benefits to learners with disabilities in partner countries, whilst building up the evidence base for affordable high impact initiatives in this area. The option assumes there will be consistency in the programme across the three partner countries. This would allow for adaptive management processes and cross-country learning in the programme for the contractor(s) and would strengthen SGs ability to develop a significant stock of knowledge within inclusive education and education for learners with disabilities. This, in turn, will increase its credibility as a leader within this area of education and development. Furthermore, such an approach would provide significant opportunities for SG to develop its relationship and engagement with partner country governments

and civil society. These factors combined will allow for SG to achieve its goal to be able to engage strategically in support of partner country education sectors and more broadly. This option has the most promise and will be taken forward for further in-depth consideration in the programme design section below.

Conclusion

This section has outlined a range of options for SG to consider. All have a range of benefits and limitations and all present opportunities for SG to deliver varying degrees of impact in partner countries. If SG wants to achieve the strategic aims they have outlined, they are recommended to incorporate different elements of options three and four into two distinct programme workstreams. Namely, to take forward option three to provide targeted support to girls and young women in marginalised communities, and to combine option four to create a holistic programme to support learners with disabilities. The latter workstream would take a whole systems approach and mainstream a gender equalities approach. SG should work in partnership with local or regional organisations to deliver the programme. The programme design will be outlined further in the next section.

Programme Design

Programme Design

The programme design seeks to improve the inclusivity of partner country 'regular' education systems for people with disabilities and girls and young women. The programme is divided into two distinct workstreams: targeted support for girls and young women and holistic support for learners with disabilities. These will be outlined in greater depth below. However, it is important to note that, whilst distinct, neither workstream operates in isolation, but rather are complimentary to each other and both work towards an overall aim of improving the inclusivity of the education systems in partner countries, advancing gender equality, and ultimately contributing to the realisation of Sustainable Development Goal (SDG) four. Furthermore, both workstreams broadly seek to target learners at the secondary level in order to focus SG investment and in turn increase impact.

The programme design is high level and intended to be responsive to the context of each partner country. For example, the extent to which functioning disability screening and referral mechanisms exist in partner countries is variable and will necessitate different levels of input from SG and its partners. Nevertheless, the design is intended to provide a degree of consistency across partner countries, which will allow SG to develop its own skills and knowledge, and in turn its reputation for excellence within disability, gender, inclusive education, and international development. The programme draws upon lessons from a wide variety of existing policies and programmes, such as government and international organisation sector reviews, and local CSO and governmental representatives were consulted in the design process.

The overarching impacts the programme is aiming to achieve are:

Impact 1: Improved life chances for learners with disabilities, girls, and young women.

Impact 2: A more inclusive education system, in particular for people with disabilities, girls and young women.

An overview of the two workstreams can be seen below.

Workstream 1: Targeted support for girls and young women

Table 1: Workstream 1 Inputs

Input	Level	Education Focus
Input 4: Design and invest in marginalised girls scholarship scheme for secondary and TVET students, including a quota for learners with disabilities	National	Basic Education/ Tertiary

The focus of this workstream is at the secondary level and the transition in to Technical and Vocational Education and Training (TVET). The workstream seeks to support girls and young women's retention in education, by implementing a targeted scholarship scheme to remove barriers faced by marginalised girls and young women (input four). This input responds directly to support requests from partner country governments and is an important element in SG feminist approach and contribution to SDG five. Nevertheless, whilst the main focus of this workstream is girls and young women, it also constitutes an important element of the systems approach adopted in workstream two, by necessitating a quota for girls with disabilities. As can be seen in table 1, this workstream will have a national level impact.

Workstream 2: Holistic support for learners with disabilities

The focus of this workstream is at the secondary level. However, there are discrete elements where the evidence and stakeholder input indicate a broader scope would deliver higher impact. This workstream aims to improve inclusivity by taking a holistic systems approach, which targets: evidence generation and informed policy development; hard and soft infrastructure, in the form of the built education environment, teacher skills, access to and knowledge of assistive technologies, and robust early years disability screening and referral mechanisms; and crucially advocacy and policy campaigns, to ensure awareness of disabled persons needs and the existing support opportunities. Gender equality will be considered at every stage of the workstreams design and implementation. The inputs should be viewed together as part of a package which supports system level change and creates a much-needed evidence base for policy makers in Scotland, partner countries, and beyond, to make positive change.

Table 2: Workstream 2 Inputs

Input	Level	Education Focus
Input 1: Strengthen Monitoring, evaluation and learning framework for people with disabilities' inclusion in the education system, including capturing data on those not in the system.	National	Basic Education
Input 2: Review and/ or design system to screen and refer early years aged children for disabilities.	National	Basic Education
Input 3: Asynchronous in-service teacher training module on supporting learners with disabilities.	National	Secondary Education
Input 5: Invest in assistive technologies for learners with disabilities.	Local	Secondary Education
Input 6: Invest in training on the use of assistive technologies.	Local	Secondary Education
Input 7: Supporting investment in inclusive education infrastructure.	Local	Secondary Education
Input 8: Advocacy campaign to raise awareness of people with disabilities education needs and opportunities.	Local	Secondary Education

As shown in table 2, the inputs operate on two levels: the national and the local. National level inputs will allow SG to have an impact on the entirety of partner country systems. For example, input 1 would improve data collection, management, and insights at the national level. Local level inputs recognise the budgetary and capacity restrictions of both SG and partner countries and seeks to turn them into a strength. They would work in conjunction with the national level inputs to both provide impact and demonstrate how low-cost community interventions in different areas of the system can together produce a more inclusive system for learners with disabilities. Furthermore, the costs associated with education for learners with disabilities is often seen as barrier not only for the learners, but also for government and civil society. Therefore, the local level inputs will have an important demonstration effect for low-cost solutions, which will be important in policy dialogue and influence. As such , if SG wish to increase their credibility as an inclusive

education development partner and achieve their strategic goal of policy influence, these local level initiatives are essential, and the evidence created will allow them the authority to champion the issue in local education groups and in partner country policy dialogue. It is recommended that these smaller scale interventions are concentrated in particular region or district to maximise impact.

Strength of Evidence

There is an extensive evidence base for investing in learners with disabilities and girls and young women at the global level to improve both their life chances and the broader inclusivity of education systems. Table 1 outlines the main assumptions applied within this business case and explores the source and quality of the evidence found, which supports these areas. Nevertheless, there are limitations and gaps in terms of context specific evidence. Please note, the section does not provide a detailed overview of the evidence, as this has been outlined in the body of the business case. The definition of quality evidence can be seen in the table below.

Table 3: Confidence level

Confidence Level	Descriptor
Very Low	The true effect is probably markedly different from the estimated effect
Low	The true effect might be markedly different from the estimated effect
Moderate	The authors believe that the true effect is probably close to the estimated effect
High	The authors have a lot of confidence that the true effect is similar to the estimated effect

Table 4: Strength of Evidence Table

Statement	Strength	Sources	Summary
<p>Education for people with disabilities should be invested in at a global level</p>	<p>High</p>	<p>World Bank: The price of exclusion (PASEC data)</p> <p>Special Olympics Global Centre for Inclusion: Global State of Inclusion</p> <p>IDDC and Light for the World: Costing Equity</p> <p>FCDO Girls Education Challenge: What drives value for money in Girls' Education Challenge projects that support girls with disabilities</p>	<p>Asides from disabled persons right to basic education, the evidence suggests the returns to investing in children with disabilities are high. Furthermore, the evidence suggests being gender intersects with disability to compound disadvantage.</p>
<p>There are evidence-based interventions to improve educational access, retention, and outcomes for people with disabilities</p>	<p>High</p>	<p>World Bank: The price of exclusion (PASEC data)</p> <p>IDDC and Light for the World: Costing Equity</p> <p>FCDO Girls Education Challenge: What drives value for money in Girls' Education Challenge projects that support girls with disabilities</p>	<p>There are a number of international evaluations of different projects and intervention types to support learners with disabilities.</p>
<p>There are evidence-based interventions to improve educational access, retention, and outcomes for</p>	<p>High</p>	<p>CGD, Girls education and women's equality.</p> <p>CGD, Girls Education and Women's Equality</p> <p>BFPG and GPE, Achieving the UK's Foreign Policy Objectives through</p>	<p>There are a number of international evaluations of different projects and intervention types to support girls and young women's education.</p>

girls and young women.		Investment in Girls' Education Sperling and Winthrop (Eds), What Works in Girls' Education: Evidence for the World's Best Investment	
There is evidence that taking a gender mainstreaming approach will improve educational, access, retention and outcomes for girls, young women and people with disabilities	Low	OECD-DAC Gender Equality Policy Marker	The evidence suggests that gender mainstreaming has few examples of successful implementation and in turn impact on access, retention, and learning outcomes, and that buy in from all parties is essential for meaningful application. Nevertheless, evidence suggests that female gender can compound disabled persons disadvantage. As such, ensuring girls are considered at every stage of policy development should help to control for this. Furthermore, gender mainstreaming is a central feature of the OECD DAC Gender Equality Marker.
Supporting learners with disabilities will support the most marginalised in society	High	OECD: Equity and Inclusion in Education GPE: Disability and Inclusive Education	There is a strong evidence base to suggest that people with disabilities are some of the most marginalised in society.
People with disabilities' education should be invested in in	High	World Bank: Open Data National Education Statistics	There is a clear need to invest in people with disabilities' education in Malawi, Zambia, and Rwanda. There is

<p>Malawi, Rwanda, and Zambia</p>		<p>National Sector Plans and Reviews</p> <p>GPE: Household survey data on disability and education in GPE partner countries</p> <p>GPE: Disability and Inclusive Education</p> <p>UNICEF, Inclusive Education Mapping in Eastern and Southern Africa</p>	<p>national data which identifies gaps in infrastructure and teacher training. Wider studies also highlight the need for disabled persons support in other areas, such as assistive technologies. However, support is needed to update and expand on this data to ensure it is robust and comprehensive.</p>
<p>Girls and young women's education should be invested in in Malawi, Rwanda, and Zambia</p>	<p>Medium</p>	<p>World Bank: Open Data</p> <p>National Education Statistics</p> <p>National Sector Plans and Reviews</p>	<p>In all context there has been significant positive developments in education for girls and young women in partner countries. However, those girls and young women from marginalised communities still face multifaceted discrimination. As such, there is evidence of a need for targeted support for disadvantaged groups of girls and young women. Furthermore, the effects of the covid-19 closures are still poorly understood. However, emerging evidence suggests girls are particularly in need of support to ensure equality in recovery.</p>
<p>Investment in infrastructure will improve education access and retention for</p>	<p>Medium</p>	<p>World Bank: The price of exclusion (PASEC data)</p> <p>GPE: Disability and Inclusive Education</p>	<p>There is a wide range evidence to suggest that improving infrastructure increases access and retention of learners. Generally, a broad logic is</p>

<p>people with disabilities.</p>		<p>Hassan et al. (2022) Education funding and learning outcomes in Sub-Saharan Africa: A review of reviews</p>	<p>employed that if the school's infrastructure is not accessible to learners with disabilities, they cannot attend. Furthermore, interventions that improve learners day-to-day experience of schooling are associated with increased student performance.</p> <p>Beyond this, the evidence available tends to focus on discrete aspects of infrastructure, such as larger windows for the visually impaired or ramps for wheelchair uses, rather than infrastructure more broadly. As such, specific infrastructure investments will need careful consideration.</p>
<p>Investment in assistive technologies will improve retention and outcomes for learners with disabilities.</p>	<p>Medium</p>	<p>World Health Organisation and UNICEF: Global report on assistive technologies</p> <p>GPE: Disability and Inclusive Education</p> <p>Lynch et al. 2022. Educational technology for learners with disabilities in primary school settings in low- and middle-income countries: a systematic literature review</p>	<p>There are a range of studies, which demonstrate assistive technologies positive impact on learning outcomes, particularly when used within an accessible school environment. However, further evidence is needed to understand the role assistive technologies play in student retention. Furthermore, there is a lack of evidence on how EdTech can most effectively be introduced into mainstream settings</p>

			and aligned to the curriculum.
Investment in teacher training will improve the quality of provision for learners with disabilities and those with additional needs.	Medium	<p>World Bank: The price of exclusion (PASEC data)</p> <p>OECD: Equity and Inclusion in Education</p> <p>Light for the World, Action Aid, and Education International: The bedrock of inclusion: Why investing in the education workforce is critical to the delivery of SDG4</p> <p>GPE: Disability and Inclusive Education</p> <p>Small scale studies e.g. Crispel O and Kasperski R (2019). The impact of teacher training in special education on the implementation of inclusion in mainstream classrooms.</p>	There is an extensive evidence base for the impact teachers have on a child's learning and the positive value added of training that provides them with the skills needed to support their students. There is a small but growing evidence base specifically on the impact of in-service teacher training on supporting ASN learners.
Policy and advocacy campaigns will raise the profile of people with disabilities' educational needs and issues	Medium	<p>GPE: Disability and Inclusive Education</p>	There is evidence to suggest that policy and advocacy campaigns can successfully raise the profile of disabled persons educational issues, and contribute to positive change by strengthening planning, implementation, and impact, and lobbying for increased budgets.
Investing in robust monitoring	Medium	<p>World Bank: The price of exclusion (PASEC data)</p>	There is an extensive evidence base for the role of monitoring and

<p>and evaluation practices will improve educational access, retention, and outcomes of learners with disabilities</p>		<p>OECD: Equity and Inclusion in Education</p> <p>UN Convention on the Rights of Persons with Disabilities</p> <p>GPE: Household survey data on disability and education in GPE partner countries</p> <p>GPE: Disability and Inclusive Education</p> <p>Washington Group on Disability Statistics</p> <p>UNDESA: Inequality and disability toolkit for Africa</p>	<p>evaluation within education. It is essential in order to understand the relevance, efficiency and effectiveness of the different, interventions, programmes, and initiatives, which collectively constitute the education sector in a given context. Nevertheless, the design of any monitoring and evaluation framework dictates its value, as it must be relevant. The field of monitoring and evaluation in disability and inclusive education is a relatively new field. However, there are global frameworks in place that can support the design of effective strategies and frameworks.</p>
<p>Investing in robust early disability identification and referral systems will improve access, retention, and outcomes of learners with disabilities</p>	<p>Medium</p>	<p>Malawian Developmental Assessment Tool</p> <p>World Bank Toolkit on measuring Early Child Development in Low and Middle Income Countries</p> <p>World Health Organisation: Global Report on Health Equity for Persons with Disabilities</p>	<p>There is a strong evidence base for the positive benefits early screening can bring to a child's education and wider life. There are also a number of established frameworks and models that can be deployed. However, further evidence is needed to ensure the right model is used in a given context for the specific disability being identified.</p>
<p>Investing in a scholarship scheme for secondary and TVET female</p>	<p>Medium</p>	<p>García and Saavedra, (2017). Educational Impacts and Cost-Effectiveness of Conditional Cash</p>	<p>The evidence base for the effectiveness of scholarship schemes in improving access, retention and outcomes is</p>

<p>students will improve access, retention, and outcomes.</p>		<p><u>Transfer Programs in Developing Countries: A Meta-Analysis.</u></p> <p>Glewwe and Muralidharan (2016). Improving Education Outcomes in Developing Countries: Evidence, Knowledge Gaps, and Policy Implications.</p> <p><u>Hassan et al. (2022) Education funding and learning outcomes in Sub-Saharan Africa: A review of reviews</u></p>	<p>mixed and depends on the mechanism used to deliver the scholarships. However, demand side interventions that reduce household costs of schooling or increase the returns to student effort, tend to increase time students spend in school and educational outcomes. However, cost effectiveness is variable. Conditional cash transfers appear to be the most effective modality in improving educational access, retention, and outcomes for the most marginalised. However, within these there is little consistency on the size of effect between different initiatives and different types of incentives produce different results. For example, there is evidence to suggest that cash transfers to families based on school attendance, in conjunction with supply side grants to schools, teachers, and parent-teacher associations have an impact on attendance. Whereas performance-based scholarships have a positive correlation with improved learning achievements. As such, considerable care would need to be taken when designing a scholarship programme to ensure maximum impact for the desired outcome.</p>
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Programme Costs

How does the proposed SG programme compare to global ‘best buy’ standards? The Global Education Evidence Advisory Panel produced an analysis of ‘best buys’ in education in low- and middle-income countries drawing on the best available evaluation and research on the most cost-effective interventions to improve learning (World Bank, 2023b). The Panel acknowledges that there are limitations to this approach and stress the importance of taking account of local contexts (not all interventions will work in all contexts), political will and feasibility. To control for this, they recommend any recommendations be supported by a country specific needs analysis, which was conducted as part of the programme design process. The Panel also stresses the importance of taking a systems approach to the design and delivery of any intervention.

The proposed interventions for the SG Inclusive Education Programme have taken account of the global findings whilst noting the limitations of the evidence of impact of system wide interventions to improve the learning of children and young people with disabilities.

Table 6 on the next page presents a comparison between the global ‘best buy’ standards as identified by the Global Education Advisory Panel and the interventions proposed in the SG Inclusive Education Programme, which seeks to improve the life chances of learners with disabilities and help to create a more inclusive education, in particular for girls and young women.

Table 5: Best Buys key



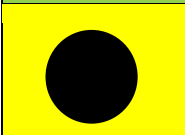





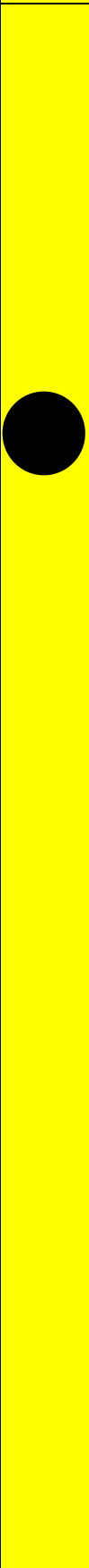
	GREAT BUY
	GOOD BUY
	PROMISING BUT LOW EVIDENCE
	EFFECTIVE BUT RELATIVELY EXPENSIVE
	BAD BUY

Table 6: Programme Input Best Buy Rating

	Global Standards	SG Inclusive Education Programme Impact 1: Improved life chances for learners with disabilities, girls, and young women. Impact 2: A more inclusive education system, in particular for people with disabilities, girls and young women.	Programme Link Description
★	Giving information on education benefits, costs and quality	<p>Input 1: Strengthen Monitoring, evaluation and learning framework for people with disabilities' inclusion in the education system.</p> <p>Input 8: Review of the support available for learners with disabilities and development of policy and advocacy campaign to raise awareness of people with disabilities education needs and opportunities.</p>	<p>Input 1: The best buys report outlines the need for locally relevant data from a trusted source. As such, improved national data plays an important role in supporting quality education and represents a 'great' return on investment.</p> <p>Input 8: The best buy report outlines the need for sharing information on education benefits, costs and quality with parents and educators. This input builds on this and broadens the scope to include information on the type of support available to learners with disabilities. As such it</p>

			represents a 'great' return on investment.
★	Supporting teachers with structured pedagogy, with linked materials and ongoing teacher monitoring & training	Input 3: Asynchronous in-service teacher training module on supporting learners with disabilities.	Input 3: The best buy report highlights that upskilling teachers, by providing pedagogical training and/ or teaching resources represents a 'great' buy. As this input provides just this, it represents a 'great' return on investment.
★	Interventions to target teaching instruction by learning level not grade (in and out of school)		
◆	Targeted interventions to reduce travel time to schools	Input 7: Supporting investment in inclusive education infrastructure. (e.g. Community projects to make local schools more accessible.)	Input 7: The best buy report highlights that travel times to school are a key barrier to educational access. In the case of learners with disabilities, this may be because the school in the local community does not have accessible infrastructure, which becomes a barrier to access. As such, projects that improve this represent a 'good' return on investment.
◆	Giving merit-based scholarships to disadvantaged children and youth	Input 4: Design and invest in a marginalised girls scholarship scheme for secondary and TVET students, including a quota for learners with disabilities.	Input 4: The best buys report outlines the case for 'need-based aid' as a tool for keeping children in school, particularly at the secondary level. This input is a direct link to this finding and, as such, represents a 'good' return on investment.
◆	Pre-primary education	Input 2: Review and/ or design system to screen and	Input 2: The best buys report highlights the substantial returns for

		refer early years aged children for disabilities.	learning outcomes and long-term economic benefits, which accrue from early years intervention. As such, correctly identifying learner needs and providing them with the support they need at as early an age as possible, represent a 'good' return on investment.
	Providing parent-directed early childhood stimulation programs		
	Administering school-based mass deworming where worm-load is high		
	Using software that allows for personalised learning and adapts to the learning level of the child (where hardware is already in schools)	<p>Input 5: Invest in assistive technologies for learners with disabilities.</p> <p>Input 6: Invest in training on the use of assistive technologies.</p>	<p>Input 5 & 6: The best buys report highlights that the use of adaptive software, which targets the learning needs of an individual child is a promising investment. As such, investing in technologies that augment the classroom experience for those with disabilities and support them to engage represents a strong link to this evidence base. Furthermore, the report stresses the need for any EdTech solution to be supported by training to ensure it is integrated effectively into the classroom. As such, the combination of these two inputs</p>

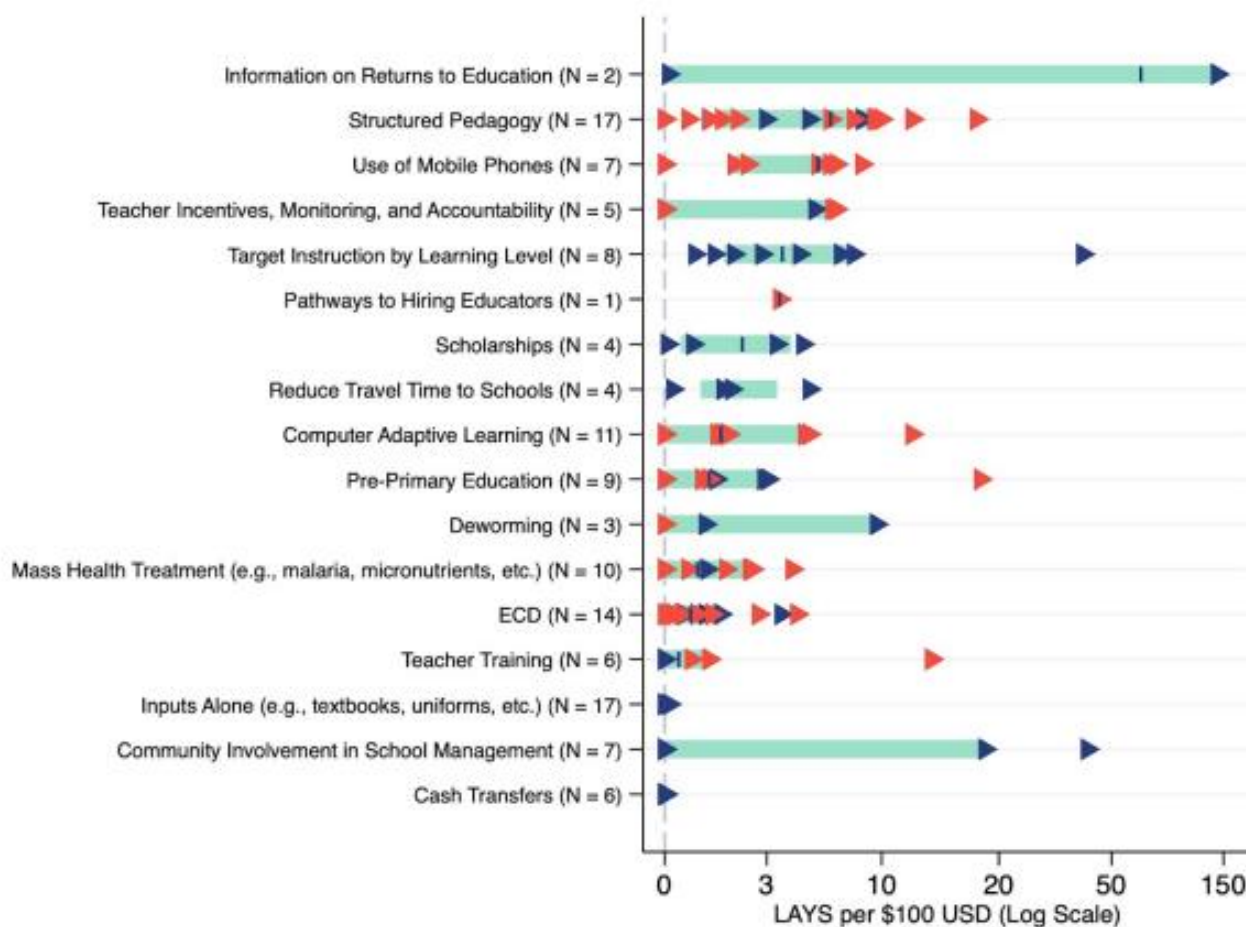
			represents a 'promising' return on investment.
	Targeting interventions towards girls	<p>Input 1: Strengthen Monitoring, evaluation and learning framework for people with disabilities' inclusion in the education system.</p> <p>Input 2: Review and/ or design system to screen and refer early years aged children for disabilities.</p> <p>Input 3: Asynchronous in-service teacher training module on supporting learners with disabilities.</p> <p>Input 4: Design and invest in a girls scholarship scheme for secondary and TVET students, including a quota for learners with disabilities.</p> <p>Input 5: Invest in assistive technologies for learners with disabilities.</p> <p>Input 6: Invest in training on the use of assistive technologies.</p> <p>Input 7: Supporting investment in inclusive education infrastructure. (e.g. Community projects to make local schools more accessible.)</p> <p>Input 8: Review of the support available for learners with disabilities and development of policy and advocacy campaign to raise awareness of people with</p>	The programme mainstreams a gender equality approach, as such all components consider girls needs in their design, with input 4 directly targeting girls. As such, in this regard, the programme represents a 'promising' return on investment.

		disabilities education needs and opportunities.	
●	Augmenting teaching teams with community-hired staff		
●	Providing mass school-based treatment of specific health conditions		
●	Leveraging mobile phones to support learning		
●	Safeguarding students from violence		
●	Teaching socio-emotional and life skills		
●	Community involvement in school management		
▲	Feeding in Primary Schools		
▲	Cash transfers (as a tool to improve learning)		
◆	Additional inputs alone (textbooks, class size, laptops/tablets, grants, libraries, etc)		
◆	Investing in hardware like laptops, tablets and computers alone		

Source: World Bank, 2023

What are the costs and benefits of the proposed interventions in the SG inclusive education programme?

Assessing the costs and benefits of interventions in the education sector is much more challenging than in other sectors, such as health. In particular, the benefits



accruing from improving access to a good quality education are spread over a lifetime and are affected by a wide range of complex variables. The benefits of improving education particularly for girls and young women have been demonstrated to be substantial both to the individual and to their communities (see for example FCDO, 2021).

The Global Education Evidence Advisory Panel presented a high-level cost-benefit analysis of a selection of interventions which have been shown to improve learning in LMICs as measured by learning adjusted years (LAYS) with significant caveats on the importance of taking account of local context.

Figure 24: Learning-Adjusted Years of School (LAYS) Gained Per \$100, by Category Chart

Source: World Bank, 2023b

The data available on the costs and benefits of specific interventions targeted on learners with disabilities is not extensive. However, there is a broader evidence base, which demonstrates the value for money in investing in children with disabilities education. The available evidence suggests that the returns are greater for investment in this group's education, and in turn life chances, than investments in learners without disabilities. This is due to a variety of reasons, not least because

economically inactive people with disabilities are expensive for the state to support (Watters, 2022; IDDC and Light for the World, 2016; World Bank, 2018). It is recommended that the SG Inclusive Education Programme in Malawi, Rwanda and Zambia should include a research and evaluation stream to collect data on the costs, benefits and sustainable impact of the interventions supported by the programme, as this will make a substantial contribution to the global debate on improving education and life chances for children and young people with disabilities.

Programme Procurement Strategy

Table 7: SG Inclusive Education Programme Procurement

Workstream	Contract Strand	Input	Level	Education Focus
Workstream 1	Strand 1	Input 4: Design and invest in a girl's scholarship scheme for secondary and TVET students, including a quota for learners with disabilities.	National	Secondary Education / TVET
Workstream 2	Strand 2	Input 1: Strengthen Monitoring, evaluation and learning framework for people with disabilities' inclusion in the education system.	National	Basic Education
		Input 2: Review and/ or design system to screen and refer early years aged children for disabilities.	National	Basic Education
		Input 3: Asynchronous in-service teacher training module on supporting learners with disabilities.	National	Secondary Education
		Input 5: Invest in assistive technologies for learners with disabilities.	Local	Secondary Education
		Input 6: Invest in training on the use of assistive technologies.	Local	Secondary Education

		Input 7: Supporting investment in inclusive education infrastructure.	Local	Secondary Education
		Input 8: Review of the support available for learners with disabilities and development of policy and advocacy campaign to raise awareness of people with disabilities education needs and opportunities.	Local	Secondary Education

It is recommended that SG take a two-strand approach to procuring the appropriate skills and capabilities to deliver the inclusive education programme to a high quality whilst ensuring value for money. This is outlined in the table 7 above.

The first strand relates to Input 4, which proposes a targeted scholarship scheme for girls and young women in secondary schools, to allow them to complete their education at this level and transition to vocational or university education. Given the importance of ensuring strong local networks of support for scholarship schemes, it is recommended that this input is delivered in partnership with one or more organisations who have a strong track record of delivering scholarship programmes in the partner countries. The MasterCard Foundation and FAWE are both potentially strong partners in this area.

The second strand relates to the delivery of all of the other inputs to increase access to quality education for girls and young women, and learners with disabilities. It is recommended that this is procured through a competitive tender which invites proposals from civil society organisations and contractors, possibly in a consortium which allows for lesson sharing across all three countries. Credit could be given in the tender criteria for strong in-country presence and a demonstrated track record in reaching girls and young women, and learners with disabilities from the most disadvantaged communities. There were a number of organisations who participated in the consultations who would be well placed to deliver a high-quality programme and offer innovative approaches which are applicable in the local context in the partner countries.

Programme Monitoring, Evaluation, and Learning Strategy

This section outlines a long list of the key indicators SG should consider with their delivery partner(s) both in the monitoring, evaluation, and learning framework of the programme as a whole and in the separate inputs. To align with the OECD DAC

Gender Equality Marker and their own feminist approach, SG should ensure the inclusion of a gender disaggregated indicator in all inputs.

Table 8: Key Indicators

Indicator	Component	Methodology
<p>% increase in learners with disabilities, girls and young women completing secondary education and transferring into tertiary education</p>	<p>Impact 1: Improved life chances for learners with disabilities, girls, and young women Impact 2: A more inclusive education system, in particular for people with disabilities, girls and young women. Inputs: 1, 2, 3, 4, 5, 6, 7, 8</p>	<p>Secondary data analysis of official partner country statistics</p>
<p>Improved data on learners with disabilities at all levels of the education sector plans</p>	<p>Impact 1: Improved life chances for learners with disabilities, girls, and young women Impact 2: A more inclusive education system, in particular for people with disabilities, girls and young women. Inputs: 1, 2, 8</p>	<p>Review national education sector plans using both a disability and a gender lens.</p>
<p>% increase in communities and policy makers with positive attitudes towards people with disability</p>	<p>Impact 1: Improved life chances for learners with disabilities, girls, and young women Impact 2: A more inclusive education system, in particular for people with disabilities, girls and young women. Inputs: 8</p>	<p>Qualitative study that tracks attitudinal change, conducted by delivery partner. This will consist of focus group discussions and key informant interviews.</p>

<p>Impact of programme on life chances of girls and young women. This includes labour market outcomes, retention in school, reduced early pregnancies and marriage, transition into tertiary education.</p>	<p>Impact 1: Improved life chances for learners with disabilities, girls, and young women Impact 2: A more inclusive education system, in particular for people with disabilities, girls and young women. Inputs: 3, 4, 5, 6, 7, 8</p>	<p>A tracer study, following a small sample from the cohort of SG beneficiaries. It will track their activities and outcomes during [and after] the SG IE programme. This should be included in the design of the scholarship and the study should include some control subjects, to enhance the validity of the findings.</p>
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Risks

There are a number of risks to the success of the programme, which will be addressed and managed during final stages of programme design and monitored during programme implementation. The table below provides a summary of the high-level strategic risks with an assessment of the likelihood and impact along with mitigating actions.

Table 9: Strategic Level Programme Risks

Risk	Risk Likelihood	Risk Impact	Mitigating Actions
<p>SG does not have capacity to engage with partner country governments on strategic issues in the education sector.</p>	<p>Medium</p>	<p>High</p>	<p>Build capacity in SG team Establish strong partnerships with Local Education Group. Contract technical expertise to support in-country dialogue.</p>
<p>Local civil society organisations lack capacity to engage at the strategic level to achieve the programme objectives</p>	<p>Medium / High</p>	<p>High</p>	<p>Select local and regional CSOs with demonstrated experience in strategic influencing. Ensure lead organisation has experience and</p>

			capacity to support other CSOs
Partner country governments lack political will to improve education for girls and young women, and for learners with disabilities and additional support needs.	Low	High	Confirm support for programme from partner country governments. Participate in joint education sector reviews to monitor policy implementation.
Partner country governments lack capacity to improve education for girls and young women, and for learners with disabilities and additional support needs.	Medium	High	Minimise additional transaction costs for partner country governments by aligning with national education sector plans and participating in joint reviews. Ensure that delivery partners support and build capacity for government partners.
Teachers and head teachers lack capacity to improve education for girls and young women, and for learners with disabilities and additional support needs.	Medium	High	Ensure teacher training programmes are well targeted and delivered flexibly to allow teachers to participate.
Families and communities resist efforts to improve education for girls and young women, and for learners with disabilities and additional support needs.	Low	High	Ensure that delivery partners build community support and take account of cultural norms and expectations.
Small scale infrastructure projects and assistive technologies fail to demonstrate affordable solutions to overcome barriers to education.	Medium	Medium	Ensure that delivery partners have clear plans for designing, delivering and evaluating cost effective solutions.
Scholarship schemes fail to reach most marginalised girls and young women, and learners with disabilities	Medium	High	Ensure that specifications include targets for reaching most marginalised students. Monitor progress against key indicators relating to

and additional support needs			marginalised communities.
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Summary Value for Money Statement

The design for the Scottish Government International Inclusive Education Programme seeks to achieve value for money in line with best practice in aid effectiveness, following the principles of feminist and anti-racist programme design and delivery as set out in the International Development Policy and in line with Scottish government guidance on achieving best value (2023).

The three-strand approach for the options recommended in this business case seek to maximise the likelihood of Scottish Government achieving its goal of helping to secure a lasting and sustainable positive impact on the educational achievements and life chances of girls and young women, and learners with disabilities in the partner countries, particularly those from marginalised communities.

In particular, the Scottish Government Inclusive Education Programme will achieve best value through:

Vision and Leadership by acting as a leader and champion for change to advocate for increased support for education for girls and young women, and learners with disabilities in national education sector plans and through local community projects in the three partner countries. SG, through its local delivery partners and a close partnership with partner governments, will help to develop and promote a vision for better education opportunities for the target groups.

Governance and Accountability by working in collaboration with partner country governments and local CSOs to support good governance and better accountability in the education sector, including through initiatives to improve the collection and use of data and evidence on the educational achievements and improved life changes of girls and young women, and learners with disabilities and additional support needs. The Scottish government international development department will take overall responsibility for the governance of the programme as a whole. They will provide a robust governance framework in place for all partners in the programme, which ensure the programme operates and effectively and efficiently, and in turn provides value for money. They will do this by ensuring clearly defined roles, communication and escalations routes, and risk management procedures are in place. These should be in line with SG programme management standards and the requirements and priorities of partner countries.

Use of resources by allocating the majority of the resources of the inclusive education programme through a competitive tender process which gives credit to organisations with a strong track record of achieving results through cost effective, community led interventions. In addition, it is proposed that SG allocate a small proportion of the programme budget to international organisations that are well placed to achieve the high-level strategic objectives in particular influencing government policy and improving data and evidence.

Partnership and collaborative working. The business case aligns to the SG International Development principles of equality, transparency, and accountability, and recommends working collaboratively with partner country governments, development partners and international organisations, CSOs and, through the delivery partners, local communities. SG will establish a shared vision and co-creating shared solutions, which will build the capacity of partner country organisations and communities to affect positive change. This will increase the likelihood of SG's investment through its inclusive education programme achieves an impact across the education sector as a whole and over time.

Working with Communities The programme will build on the SG established participation ethos by ensuring that delivery partners have close links with local communities and that the voices of girls and young women from marginalised communities, and learners with disabilities are heard during the development, implementation and evaluation of the programme.

Sustainability by working closely with partner country governments to strengthen the delivery of national and local district education sector plans that prioritise the needs of the target groups and by committing to a long-term engagement in order to achieve the strategic objectives of the programme.

Fairness and equality by ensuring that delivery partners use targeted interventions to reach girls and young women, and learners with disabilities from the most marginalised communities, and by ensuring that outcome indicators include measures to track the extent to which project interventions reach these groups.

Indicators of VFM

It is difficult to provide reliable indicators of VFM in the education sector in LMICs due to insufficient data available on the key variables that can have a significant impact on effectiveness, efficiency and economic value of the programme. The table below proposes a number of potential indicators against each input that could be tracked to assess value for money. It is recommended that SG invites its delivery partners to propose a small number of VFM indicators based on their knowledge and experience of the local context.

The indicative VFM indicators are categorised as follows:

Effectiveness: How well do the outputs of the intervention achieve the desired outcomes?

Efficiency: How well are inputs are turned into outputs?

Economy: Are the inputs purchased the appropriate quality and price?

Table 10: Indicative VFM Indicators

Input	Indicative VFM Indicators
Input 1: Strengthen monitoring, evaluation and learning framework for people with disabilities' inclusion in the education system.	<p>Effectiveness – partner countries incorporate components of MEL framework into education sector plans.</p> <p>Efficiency – joint education sector reviews use MEL framework to track progress for learners with disabilities.</p> <p>Economy – cost of technical expertise.</p>
Input 2: Review and/ or design system to screen and refer early years aged children for disabilities.	<p>Effectiveness – partner countries adopt screening tools for use at national level.</p> <p>Efficiency – increased % of learners with disabilities in the education system.</p> <p>Economy – cost of screening tools.</p>
Input 3: Asynchronous in-service teacher training module on supporting learners with disabilities.	<p>Effectiveness – improved understanding of needs of learners with disabilities (self-reported).</p> <p>Efficiency - % of teachers complete training courses.</p> <p>Economy – cost of developing and delivering training courses.</p>
Input 4: Design and invest in marginalised girls' scholarship scheme for secondary and TVET students, including a quota for learners with disabilities	<p>Effectiveness – girls and young women from marginalised communities take up scholarships and complete secondary or TVET courses.</p> <p>Efficiency – number of girls and young women enrolled on the scheme</p> <p>Economy – cost of scholarship schemes (including management costs)</p>
Input 5: Invest in assistive technologies for learners with disabilities.	<p>Effectiveness – learners with disabilities report improved access to and engagement in courses.</p>
Input 6: Invest in training on the use of assistive technologies.	<p>Efficiency – increased access to and use of assistive technology in schools and colleges.</p>

	Economy – cost of assistive technologies.
Input 7: Supporting investment in inclusive education infrastructure.	<p>Effectiveness – more learners with disabilities accessing schools and colleges.</p> <p>Efficiency – appropriate adaptations completed by local communities on time and within budget</p> <p>Economy – cost of adaptations</p>
Input 8: Advocacy campaign to raise awareness of people with disabilities education needs and opportunities.	<p>Effectiveness – measurable change in awareness at the community level</p> <p>Efficiency – campaigns reach large number of community members</p> <p>Economy cost of advocacy campaigns vs number of people reached.</p>

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The Scottish Government
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Edinburgh
EH1 3DG

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