

FINANCING POLICIES FOR INCLUSIVE EDUCATION SYSTEMS

Policy Guidance Framework



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CONTENTS

PREAMBLE	4
FINANCING POLICY ELEMENTS.....	7
Policy mandate	7
Lead organisation	8
Policy principles	9
Policy vision	10
Framework of financing policy issues, goals and objectives.....	10
FINANCING POLICY GUIDANCE FRAMEWORK.....	12
Identification of policy actions linked to the framework.....	16
FINANCING POLICY SELF REVIEW TOOL	18
ANNEX 1 – METHODOLOGY FOR DEVELOPING THE FRAMEWORK.....	24
ANNEX 2 – USEFUL RESOURCES	24

Working Draft

PREAMBLE

The premise of the Financing Policies for Inclusive Education Systems (FPIES) project is the need for policy-makers across Europe to have more detailed information on the impact of funding mechanisms on inclusive education that can be used to guide their policy developments.

This document presents the Policy Guidance Framework developed as a result of all the FPIES project activities. The intention behind this guidance framework is to support future discussions at national and local levels in countries regarding financing policies for inclusive education systems that have the potential to reduce disparity in education.

Countries' inclusive education policies are embedded in multi-level and multi-stakeholder systems for inclusive education, covering mainstream and specialist provision. In their current form, these systems for inclusive education are far more complex than the general education system and the level of complexity of such systems indicates the journeys countries are on towards inclusive education (European Agency, 2016).

This guidance aims to provide a framework for considering and identifying what a comprehensive financing of inclusive education systems aims at, covers and includes. This aim is fully in line with the original requests from Agency Representative Board members attending the FPIES Scoping meeting in spring 2016. During this meeting, representatives identified the need to improve factors around management, accountability and governance in relation to the financing of inclusive education systems.

On the basis of their discussions, three questions have directed all FPIES project activities:

1. what are the funding and governance mechanisms that prevent exclusionary strategic behaviours?
2. what are the funding and governance mechanisms that support integrated services and cross-sectoral and cross-territorial services
3. what are the funding, monitoring and accountability mechanisms that promote flexibility at national, local and school level?

The Policy Guidance Framework has been developed as an end point within a range of inter-connected FPIES project activities including the development of a project conceptual framework, the collection of detailed country information and the analysis and synthesis of this information to inform the guidance framework. This methodology is explained in more detail in Annex 1. The main steps and essential inter-connections between these activities are shown in the figure below.

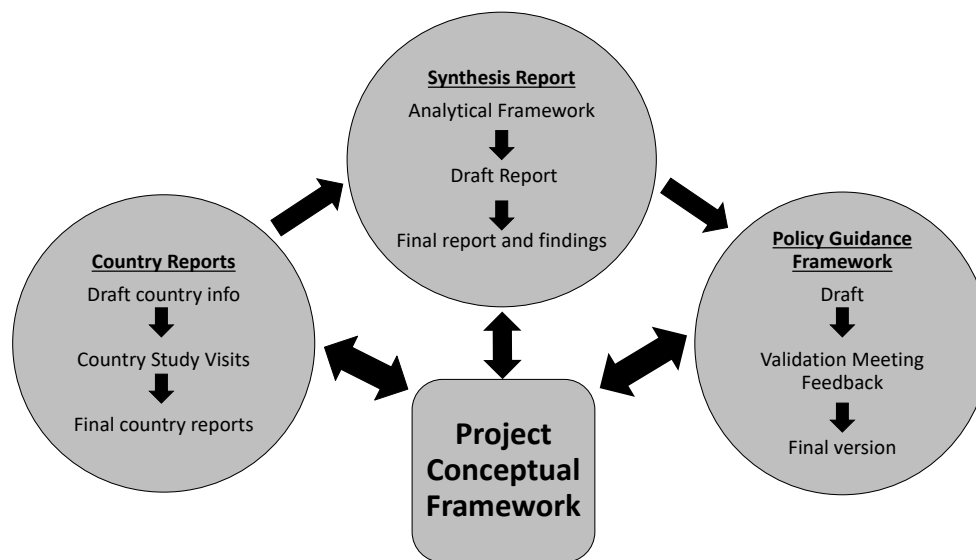


Figure 1: Inter-connections between the FPIES project activities

The intended target audience and potential users of this Policy Guidance Framework are decision makers for inclusive education working at different system levels – national, local and/or regional, but potentially also school level.

Work with the teams of representatives from the six partner country Ministries of Education (please refer to xx for details) lead to the identification of a number of key parameters for the policy guidance framework, namely it must:

- Focus upon the funding of inclusive education systems that aim at high quality education for all learners;
- Apply to different 'types' of education systems – centralised / decentralised;
- Have the potential to be used at different system levels – national, local and school;
- Present a 'comprehensive' view of financing, covering and incorporating different possible funding models and approaches;
- Have the intention of promoting policy thinking and implementation;
- Have the possibility to promote a shared language and way of thinking about financing across system sectors and levels;
- Be a tool that supports the work of different levels of stakeholders (government / municipality / school teams and individuals).

Finally, building upon other areas of Agency work (notable the Country Policy Review and Analysis activities) a further parameter for the guidance was to support the move towards financing policies that incorporate a balance of policy actions that take preventative, intervention or compensatory approaches to funding education systems and provision to support different learning needs. Work within the FPIES project has clearly indicated that

comprehensive financing policies for inclusive education systems place an emphasis on funding strategies that take a prevention and intervention policy approach, whilst minimising the reliance on compensatory funding policy actions.

The FPIES Policy Guidance Framework focusses upon the *what and why of financing* inclusive education systems that applies across country situations. It cannot realistically focus upon the how and when of funding, as these issues must be considered within a specific country context.

For this reason, the FPIES Policy Guidance Framework has been developed as an open educational resource. Any user can freely access and use the Guidance Framework. They can share comments, additions or updates via the public website, as well as adapt the framework to their own personal context under the Common License Agreement.

This will allow the Policy Guidance Framework:

- to be sustained beyond the FPIES project duration;
- to be adapted as needed to different educational and geographic contexts.

In the next section, different policy elements underpinning a comprehensive policy for financing inclusive education systems are presented.

The following section presents the cross-sectoral policy issues, goals and objectives that make up the financing policy framework.

This is followed by the presentation of a self-review tool that builds upon the proposed framework and has the intention of supporting reflection on and discussion about financing policies for inclusive education with a range of stakeholders.

The two Annexes present the methodology for developing the framework (Annex 1) and finally some potentially useful policy development resources (Annex 2).

FINANCING POLICY ELEMENTS

Comprehensive policies – for financing or any other topic – incorporate and clearly present goals and objectives alongside a number of other information elements that put the specific goals and objectives for the policy into an operational context.

In the sections below, four essential elements for inclusive financing policies are described: policy mandate, lead organisation, policy principles and policy vision.

Policy mandate

The framework of financing policy goals, aims and objectives established by a country to fund and resource their education system is individual, based on the country's unique context, history and developmental path. However, all countries can refer to a number of international and European level guiding principle documents to contextualise their financing policy goals and objectives. These documents provide a wider policy mandate for a focus on financing of inclusive education systems.

The United Nations Sustainable Development Goal for Education is to *Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all* (SDG4). The World Forum on Education Incheon declaration (2015) argues that: *Inclusion and equity in and through education is the cornerstone of a transformative education agenda, and we therefore commit to addressing all forms of exclusion and marginalization, disparities and inequalities in access, participation and learning outcomes. No education target should be considered met unless met by all.* (p7).

The Declaration specifically refers to funding and resourcing issues as follows: *the success of the Education 2030 agenda requires sound policies and planning as well as efficient implementation arrangements* (p9).

The Declaration also highlights the importance of governance mechanisms: *The fundamental responsibility for successfully implementing this agenda lies with governments ... to establish legal and policy frameworks that promote accountability and transparency as well as participatory governance and coordinated partnerships at all levels and across sectors* (p9).

Finally, it emphasises the need for well-resourced education systems and for countries to: *ensure that teachers and educators are empowered, adequately recruited, well- trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems* (p8).

The United Nations Convention on the Rights of Persons with Disabilities (2006), outlines in Article 4, general obligations the need for progressive implementation towards the achievement of the rights outlined in the Convention: *... each State Party undertakes to take measures to the maximum of its available resources and, where needed, within the*

framework of international cooperation, with a view to achieving progressively the full realization of these rights. (px)

Within the context of education, effectively financing the progressive realisation of the right to education and an inclusive education as outlined in Article 24 is paramount.

The 2016 Communication from the Commission to the European Parliament, the council, the European Economic and Social committee and the Committee of the regions argues that: *there is no guarantee that increasing public spending yields automatically better results .. evidence points to the critical importance of increasing efficiency, i.e. to make best possible use of limited resources to ensure quality, equity, and performance (px).*

The Conclusions of the Council of the European Union, 2017 calls for the promotion of: *adequate and efficient investments in order to achieve inclusive and equitable high quality education for all (p8).*

High quality education and training for all is seen as based on: *inclusivity, equality, equity, appropriate competences and values (p2).*

The Communication from the European Commission to the European Parliament, the Council, the European social and Economic Committee and the Committee of the Regions, (2016), suggests that stakeholders must be encouraged to: *move away from the traditional “one-size-fits all” mentality and to pursue “equity” in the aims, content, teaching methods and forms of learning to achieve a high quality education for all (px).*

However, as the 2017 Council Conclusions suggests, policy governance across different sectors is essential: *education and training cannot be seen in isolation from social, political, historical, environmental and economic aspects. The primary role of education and training policy should be cooperatively complemented and supported by other policy spheres in order to achieve a high quality education for all (p3).*

Lead organisation

Financing of inclusive education systems must take into account a wide range of dimensions impacting on all learners' access, participation and achievement. This involves many stakeholders at different levels. Potentially, funding from Ministries of Health and/or Welfare will complement expenditure by the Ministry of Education. In some national contexts, other Ministries will also have a stake in financing the inclusive education system.

Comprehensive financing of inclusive education systems requires a multi-level, multi-stakeholder approach which demands effective cross-sectoral and inter-ministerial coordination.

A necessary operational structure to ensure effective cross-sectoral policy implementation is a *lead organisation*, or Ministry, that assumes overall responsibility for the implementation of all financing policy goals and objectives. The specific tasks of the lead organisation include:

- Supporting inter-ministerial work and fostering cross-ministry collaboration;

- Ensuring harmonisation between and co-ordination across all relevant policy sectors and between all interested ministries and departments;
- The establishment of a participatory and inclusive stakeholder approach to developing national strategies for the implementation of the policy;
- Benchmarking aspects of current national and regional practice in relation to inclusive education and the provision of funding;
- Monitoring all aspects of policy enactment and implementation;
- Co-ordinating data collection for benchmarking, monitoring and evaluating the policy;
- Disseminating findings to other ministries and departments;
- Ensuring a seamless financing system for inclusive learning opportunities at all levels of education and lifelong that comply all international and national legislative mandates.

Policy principles

Financing of inclusive education systems may or may not be framed as a single ‘stand-alone’ policy. In many country contexts the goals, objectives and strategies for the implementation of financing will be embedded within other educational policies and strategies. Financing must be understood as being at the interface between a number of different educational legislative and policy areas, as shown in the figure below.

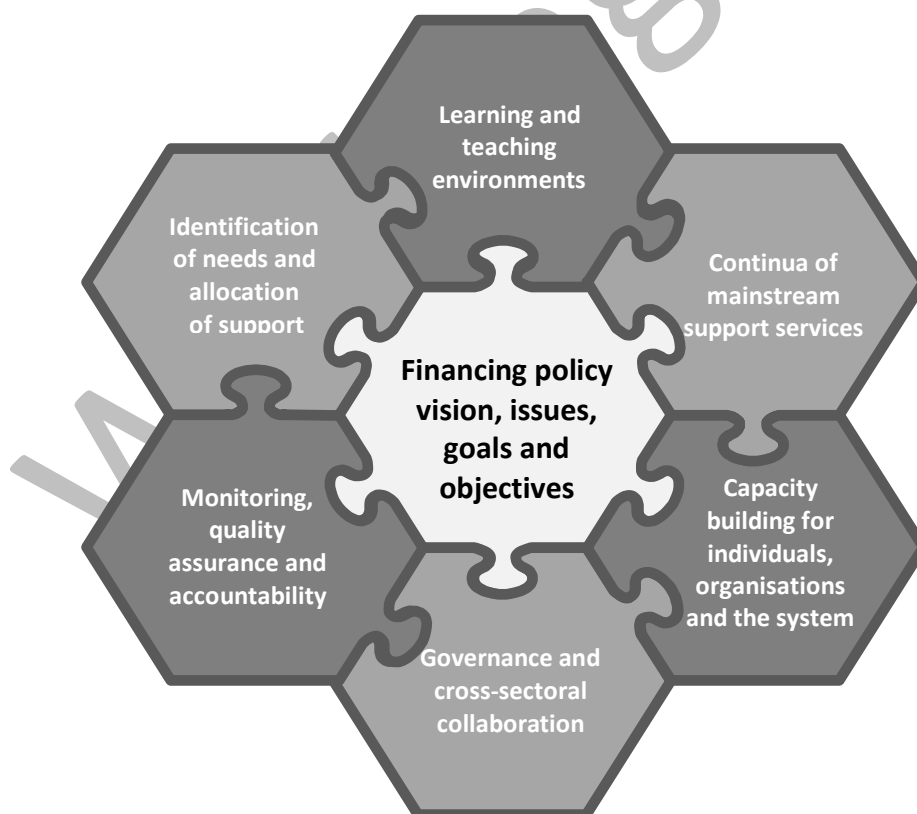


Figure 2: Inter-connections between financing and other inclusive education policy areas

Financing is a critical tool for the successful implementation of other general, or more specific policies that ensure learners' rights to inclusive education are met. The development and implementation of any financing policy, framework or strategy must be underpinned by *three principles* that relate to the concept of learners' rights:

Efficiency, in terms of focusing on the improvement of the cost-benefit relationships within systems;

Effectiveness, in terms of considering educational outcomes for learners as well as other stakeholders in the system;

Equity, in terms of ensuring equitable educational opportunities through respect for diversity and the elimination of discrimination.

Policy vision

Building on the three principles underpinning a comprehensive framework for financing inclusive education systems, it can be seen that the overall aims and intentions behind a policy framework is that funding is used effectively within all educational settings to promote learners' access, participation and achievement, to promote long-term inclusion into wider society, enhancing social inclusion and employment opportunities. The policy vision for financing inclusive education systems, can be seen as follows:

The long-term **policy vision** behind the policy framework is to ensure the development of high quality and cost-effective inclusive education policies that reduce disparity in education and work towards all learners' educational and social inclusion within a life-long perspective.

Framework of financing policy issues, goals and objectives

The FPIES Policy Guidance Framework presented in the next section, is based upon the overall findings drawn from all of the FPIES project activities and presented in the synthesis report *Financing Policies for Inclusive Education Systems: Resourcing Levers to Reduce Disparity in Education* (2018). The report describes a framework of interconnected issues, factors, and levers that underpin financing policies in countries.

Specifically, the findings connect efficient and cost effective inclusive education systems with four underpinning resourcing *issues*. These issues are linked to a number of critical resourcing *factors* that determine equitable, efficient and cost-effective inclusive education. The factors are, in turn, linked to key funding *drivers* that are considered as essential for the implementation of effective financing policies.

Together, the issues, factors and levers can be seen as an indicative framework for the provision of funding and resources necessary for inclusive education systems. As such, these issues, factors and levers have been re-interpreted as:

- *Cross-sectoral issues*, or questions for decision makers from the education, health, social/welfare, higher education and financing sectors;

- Policy *goals*, corresponding to the factors identified in the FPIES project findings;
- Policy *objectives*, corresponding to the levers identified in the FPIES project findings.

A number of the cross-sectoral issues and policy goals are not specifically focussed upon financing questions – financing must be understood as a tool for promoting and ensuring inclusive education systems, not an end in itself. Therefore the policy issues and goals are centred around wider concerns for inclusive education, whilst policy objectives address how the tool of financing can be used to achieve those wider goals.

This inter-relation is summarised in the figure below.

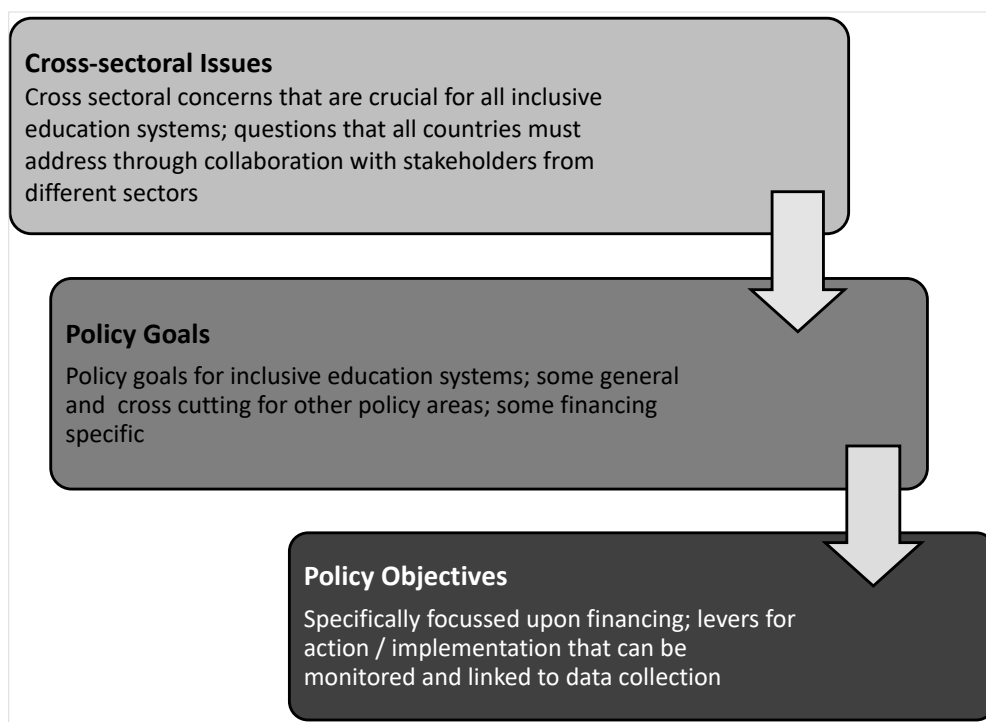


Figure 3: Financing policy cross-sectoral issues, goals and objectives

In the tables in the following section, the full framework of cross-sectoral issues, goals and objectives is presented. A rationale for each of the four cross-sectoral issues is also given as an introduction to why this topic is so vital for multi-stakeholder consideration in relation to financing systems.

In relation to the policy objectives presented, it is not possible to indicate outside of specific country contexts what elements or forms of monitoring would be linked to the specific objectives. Therefore, in the FPIES policy guidance framework the phrasing ‘within all relevant policy documents’ is used as a suggested mechanism and possible starting point for monitoring – indications of these objectives being present within relevant policy documents is a starting point to be built upon.

FINANCING POLICY GUIDANCE FRAMEWORK

Cross Sectoral Issue 1: Ensuring learners are not excluded from educational opportunities

Rationale: Exclusionary strategies that deny learners their right to education and an inclusive education should be prevented. These strategies may include the exclusion of learners from education, from participation in inclusive education, or from engagement in meaningful learning opportunities. Such strategies are often linked to the over-identification of learners as requiring an official decision of special education needs and, consequently, to increasing expenditure related to segregating and/or individual learner support and provision.

Policy Goal 1.1 There is cross-sectoral policy commitment to the right to inclusive education for all learners

Objective 1.1.1 The financial commitment towards inclusive education is clearly stated within all relevant policy documents, across all relevant sectors at national level

Objective 1.1.2 The financial commitment towards excellence for all system stakeholders is clearly stated within all relevant policy documents, across all relevant sectors at national level

Objective 1.1.3 The commitment towards the development of adequately resourced, diverse support measures for learners and stakeholders is clearly stated within all relevant policy documents, across all relevant sectors at national level

Policy Goal 1.2 All resourcing mechanisms support the implementation of inclusive education within local contexts using a community-based approach

Objective 1.2.1 The resources required to implement inclusive education as a key task and area of responsibility at all decision making levels are outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 1.2.2 The resources required for schools to implement their social responsibility towards inclusive education are outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Policy Goal 1.3 All resourcing mechanisms support school development and capacity building for inclusive education

Objective 1.3.1 The implementation of the move away from a needs based (input) funding approach to a whole school (throughput) funding approach is outlined within all relevant policy documents, across all relevant sectors at national and local level

Objective 1.3.2 The resources required for the development of inclusive learning communities are identified and described within all relevant policy documents, across all relevant sectors at national, local and school level

Cross Sectoral Issue 2: Promoting a school development approach for inclusive education

Rationale: Financing mechanisms that act as a disincentive for inclusive education are to be avoided. Flexible financing systems must ensure a school development approach that builds learning communities are crucial as they support school teams to take responsibility for meeting all learners needs through the development of innovative and flexible forms of teaching that combine performance and equity.

Policy Goal 2.1 There are incentives for the provision of supportive learning environments in all schools

Objective 2.1.1 The targeted financial support for schools and learners at risk of under-achievement is specified within all relevant policy documents, across all relevant sectors at national and local level

Objective 2.1.2 The provision of resources for effective working within learning networks is clearly described within all relevant policy documents, across all relevant sectors at national, local and school level

Policy Goal 2.2 School autonomy in taking responsibility for meeting all learners' needs is promoted and supported

Objective 2.2.1 The degrees of flexibility in the use of public funding is clearly outlined within all relevant policy documents, across all relevant sectors at national and local level

Objective 2.2.2 Possibilities for schools to use fund raising opportunities is clearly outlined within all relevant policy documents, across all relevant sectors at national and local level

Objective 2.2.3 The degrees of schools' organisational flexibility over curricula, assessment and allocation of resources are clearly outlined within all relevant policy documents, across all relevant sectors at national and local level

Policy Goal 2.3 The implementation of inclusive education is embedded within quality assurance mechanisms at school level

Objective 2.3.1 The resources to support schools to implement distributed leadership are clearly outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 2.3.2 The resourcing mechanisms necessary for supportive and innovative learning environments are clearly described within all relevant policy documents, across all relevant sectors at national, local and school level

Cross Sectoral Issue 3: Providing innovative and flexible learning environments

Rationale: Ineffective funding mechanisms act as an incentive for segregation and exclusion when teaching and support in mainstream settings is perceived as inadequate for meeting learners needs. This may lead stakeholders to perceive that separate, special settings provide better educational support for some learners. Effective funding mechanisms are an incentive to inclusive education when they promote capacity building mechanisms that empower stakeholders to develop innovative and flexible mainstream learning environments for all learners.

Policy Goal 3.1 All resourcing and support systems promote capacity building strategies at different system levels

Objective 3.1.1 The resources to support local community based capacity building strategies are outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 3.1.2 The resources to support school based capacity building strategies are outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 3.1.3 The specific and targeted resources required for capacity building strategies around the provision of external support for learners' needs are outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Policy Goal 3.2 Special settings are effectively supported to act as a resource for mainstream settings

Objective 3.2.1 The incentives for special settings to act as resource centres supporting the mainstream sector are specified within all relevant policy documents, across all relevant sectors at national and local level

Objective 3.2.2 The resources required to ensure inclusive education issues are embedded within all pre- and in-service training of specialists working in separate, specialist settings are specified within all relevant policy documents, across all relevant sectors at national and local level

Policy Goal 3.3 Inclusive education is embedded within all professional development opportunities

Objective 3.3.1 The resources required to embed inclusive education in all teacher training opportunities are identified and outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 3.3.2 The resources required to promote leadership capabilities for developing inclusive schools are identified and outlined within all relevant policy documents, across all relevant sectors at national and local level

Objective 3.3.3 The resources required to include parents in training opportunities are identified and outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Cross Sectoral Issue 4: Ensuring transparent and accountable systems of inclusive education

Rationale: Resource allocation mechanisms that promote the labelling of learners instead of identifying areas for development within educational support and provision are long term cost-inefficient as well as inequitable. Funding and resourcing systems that balance efficiency, effectiveness and equity issues are clearly linked to regulatory frameworks focusing on system governance, accountability and improvement.

Policy Goal 4.1 There are multi-level and multi-stakeholder governance strategies that promote integrated systems for inclusive education

Objective 4.1.1 The governance and resourcing mechanisms necessary to promote and guide the work of networks of schools is outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 4.1.2 The governance and resourcing mechanisms necessary to promote and guide local level, horizontal collaboration, resource allocation and decision making within and across local communities is outlined within all relevant policy documents, across all relevant sectors at national and local level

Objective 4.1.3 The governance and resourcing mechanisms required to ensure an effective interdisciplinary support framework are described within all relevant policy documents, across all relevant sectors at national and local level

Objective 4.1.4 The resources required to ensure there is an effective and efficient inter-ministerial governance framework are identified and clearly described within all relevant policy documents, across all relevant sectors at national level

Policy Goal 4.2 A move from procedural control mechanisms to more accountable systems for inclusive education is supported and implemented

Objective 4.2.1 The connection between the funding of inclusive education and an evidence based resource planning framework is clearly described within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 4.2.2 The resources required to implement monitoring mechanisms that link schools' use of resources for inclusive education to evidence regarding their ability to meet their strategic goals, efficiency and equity issues are identified and outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 4.2.3 The resources required to connect and map the funding of inclusive education against a framework of system goals and indicators for inclusive education are clearly outlined within all relevant policy documents, across all relevant sectors at national and local level

Objective 4.2.4 The resources required to embed inclusive education issues within all reporting and dissemination mechanisms are clearly outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Policy Goal 4.3 The goals and objectives for inclusive education underpin the quality assurance framework

Objective 4.3.1 The resourcing mechanisms required to ensure inclusive education issues are embedded within all quality assurance systems are identified and outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Objective 4.3.2 The resources required to develop and implement inclusive education quality assurance tools and mechanisms are identified and outlined within all relevant policy documents, across all relevant sectors at national, local and school level

Identification of policy actions linked to the framework

The policy issues, goals and objectives identified in the previous section must be directly related to *Policy Actions* that have been taken at the different levels of the inclusive education system: school, local, national. Policy actions can be identified in relation to four inter-connected phases of the overall policy implementation. These phases provide a progression of policy delivery that must be worked through for the effective implementation of the policy: *auditing* the current situation; ensuring essential *pre-requisites* are in place; *implementing* the activities that deliver the policy objectives; *monitoring* all policy implementation activities and *disseminating* information on the outcomes of the policy implementation.

The phases can be seen as cyclical and also linked to a number of key a number of critical questions to be considered and answered in collaboration with all stakeholders, as shown in the figure below:

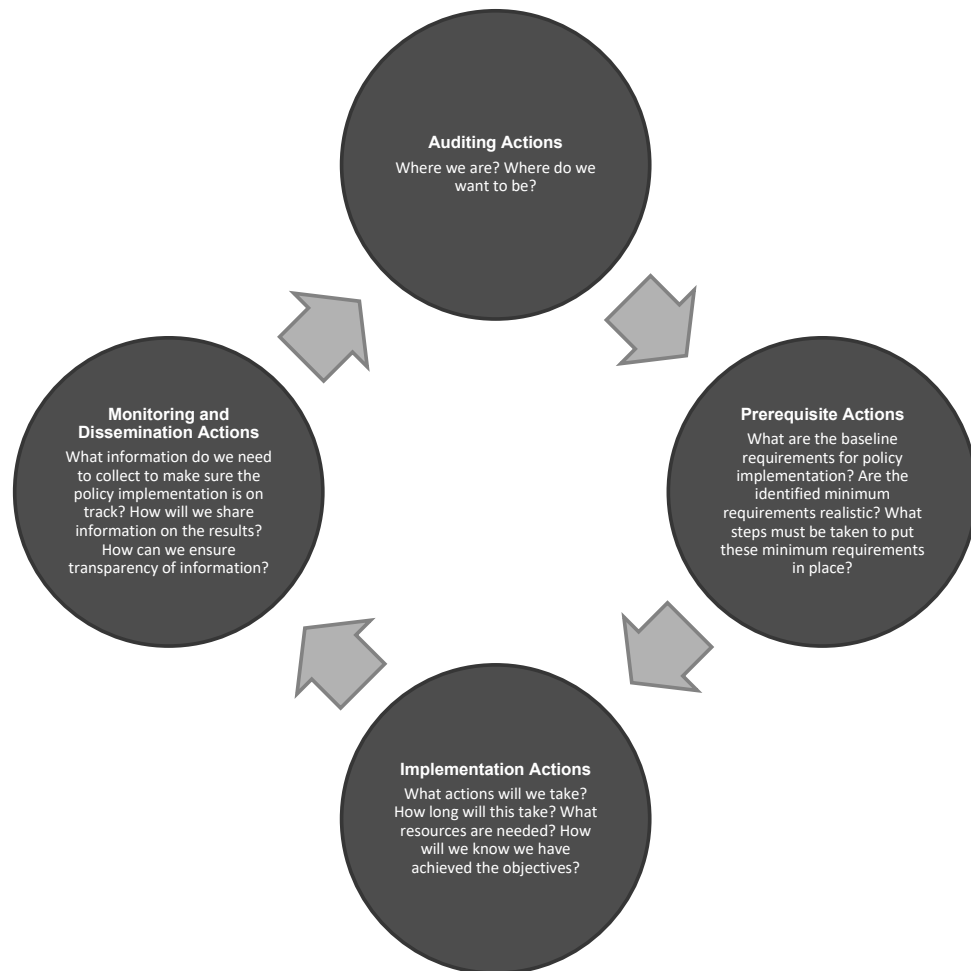


Figure 4: Cycle of policy questions and actions

The process of identifying the specific financing policy actions linked to each of these phases will be unique to each country's context and it goes beyond the scope of this policy guidance framework to attempt this. However, the identified framework of issues, goals and objectives can be used as the basis for reviewing current situations relating to financing policies. In the next section, a suggested self-review tool that can be used to explore policy questions such as 'where are we now?', 'where do we want to be?' and 'how well are we doing?' in relation to financing inclusive education systems, is presented.

FINANCING POLICY SELF REVIEW TOOL

The Financing Policy Self Review tool has been developed with two possible uses in mind:

1. It has the potential to be initially used as a mechanism for auditing policy frameworks and identifying a baseline of current situations;
2. After a period of policy change and implementation, it then has the potential to be used for monitoring policy implementation, identifying and recognising progress and developments made.

This review tool has the intention of supporting reflection on and discussion about financing policies for inclusive education with a range of stakeholders. It can be used at different systems levels – national, local or school – and by a range of decision-makers to get their views on current situations.

The material presented here is open-source and can be adapted and developed to meet specific country or local situations as needed (please see xx for more details).

The table presented below is based around the idea of a *progression continuum* in the development of comprehensive policies for financing inclusive education systems.

The texts presented in the left-hand columns of the table indicate *policy starting points* – i.e. that there is limited or no policy action being taken in relation to a specific area.

The texts presented in the right-hand columns of the table indicate *ideal policy situations* – i.e. that there is comprehensive and embedded policy action being taken in relation to a specific area.

The shaded columns and \Rightarrow symbols indicate a progressive continuum towards the ideal policy situation.

By indicating the position of current policies, the completion of the self-reflection tool will lead to a *profile of perceived strengths and weaknesses* of current strategies in relation to financing inclusive education systems. This profile can then be used by stakeholders to identify areas of strength to be built upon and areas of weakness for development.

Most importantly, it can be used to identify priority policy actions linked to the framework of policy financing issues, goals and objectives.

The financing policy cross-sectoral issues, goals and objectives are presented as follows in the table:

- The four cross-sectoral issues are presented as table headers, in block capitals
- The policy goals are presented as sub-headers, in bold and are phrased as key questions for overall consideration and review
- The specific policy financing objectives are the elements to be rated and presented as opposing statements at each end of a progression continuum.

THE NEED TO ENSURE LEARNERS ARE NOT EXCLUDED FROM EDUCATIONAL OPPORTUNITIES						
To what degree is there cross-sectoral policy commitment to the right to inclusive education for all learners?						
There is limited or no financial commitment towards inclusive education	⇒	⇒	⇒	⇒	⇒	There is clearly stated and implemented financial commitment towards inclusive education
There is limited or no financial commitment towards excellence for all system stakeholders	⇒	⇒	⇒	⇒	⇒	There is clearly stated and implemented financial commitment towards excellence for all system stakeholders
There is limited or no commitment towards the development of adequately resourced, diverse support measures for learners stakeholders	⇒	⇒	⇒	⇒	⇒	There is clearly stated and implemented commitment towards the development of adequately resourced, diverse support measures for learners stakeholders
To what extent do resourcing mechanisms support the implementation of inclusive education within local contexts using a community-based approach?						
Resources required to implement inclusive education as a key task and area of responsibility at all decision making levels (national, local and school level) are not available	⇒	⇒	⇒	⇒	⇒	Resources required to implement inclusive education as a key task and area of responsibility at all decision making levels (national, local and school level) are widely available
Resources required for schools to implement their social responsibility towards inclusive education are not available	⇒	⇒	⇒	⇒	⇒	Resources required for schools to implement their social responsibility towards inclusive education are widely available
To what extent do resourcing mechanisms support school development and capacity building for inclusive education?						
There is no move away from a needs based (input) funding approach towards a whole school (throughput) funding approach	⇒	⇒	⇒	⇒	⇒	The move away from a needs based (input) funding approach towards a whole school (throughput) funding approach is being effectively implemented
There are limited or no resources for the development of inclusive learning communities available	⇒	⇒	⇒	⇒	⇒	A wide range of resources for the development of inclusive learning communities is available

THE NEED TO PROMOTE A SCHOOL DEVELOPMENT APPROACH FOR INCLUSIVE EDUCATION						
Are incentives for the provision of supportive learning environments available to all schools?						
There are limited or no targeted financial support for schools and learners at risk of under-achievement available	⇒	⇒	⇒	⇒	⇒	A range of targeted financial support possibilities for schools and learners at risk of under-achievement are available
There are limited or no resources to support effective working within learning networks available	⇒	⇒	⇒	⇒	⇒	A wide range of resources to support effective working within learning networks is available
To what extent is school autonomy in taking responsibility for meeting all learners' promoted and supported?						
There are limited or no degrees of flexibility in the use of public funding in place	⇒	⇒	⇒	⇒	⇒	Clearly stated and monitored degrees of flexibility in the use of public funding are in place
There are limited or no possibilities for schools to use fund raising opportunities in place	⇒	⇒	⇒	⇒	⇒	Clear frameworks guiding possibilities for schools to use fund raising opportunities are in place
There are limited or no school level flexibility over curricula, assessment and allocation of resources in place	⇒	⇒	⇒	⇒	⇒	Clearly stated and monitored degrees of flexibility over curricula, assessment and allocation of resources are in place
To what extent is the implementation inclusive education embedded within quality assurance mechanisms at school level?						
There are limited or no resources to support schools to implement distributed leadership available	⇒	⇒	⇒	⇒	⇒	A wide range of resources to support schools to implement distributed leadership is available
A framework of resourcing mechanisms necessary for supportive and innovative learning environments is not in place	⇒	⇒	⇒	⇒	⇒	An effective framework of resourcing mechanisms necessary for supportive and innovative learning environments is in place

THE NEED TO PROVIDE INNOVATIVE AND FLEXIBLE LEARNING ENVIRONMENTS						
To what degree do resourcing and support systems promote capacity building strategies at different system levels?						
Resources to support local community based capacity building strategies are not available	⇒	⇒	⇒	⇒	⇒	There are widely available resources to support local community based capacity building strategies
There are limited or no resources to support school based capacity building strategies available	⇒	⇒	⇒	⇒	⇒	A wide range of resources to support school based capacity building strategies is available
There are limited or no specific and targeted resources for capacity building strategies around the provision of external support for learners' needs	⇒	⇒	⇒	⇒	⇒	Specific and targeted resources are widely available for capacity building strategies around the provision of external support for learners' needs
To what extent are separate, special settings effectively supported to act as a resource for mainstream settings?						
There are limited or no incentives for special settings to act as resource centres supporting the mainstream sector	⇒	⇒	⇒	⇒	⇒	There is a range of incentives available for special settings to act as resource centres supporting the mainstream sector
The resources required to ensure inclusive education issues are embedded within all pre- and in-service training of specialists working in separate settings are not in place	⇒	⇒	⇒	⇒	⇒	The is a range of resources to ensure inclusive education issues are embedded within all pre- and in-service training of specialists working in separate settings
To what extent is inclusive education is embedded within all professional development opportunities?						
There are limited or no resources to embed inclusive education in all teacher training opportunities	⇒	⇒	⇒	⇒	⇒	The resources required to embed inclusive education in all teacher training opportunities are widely available
There are limited or no resources to promote leadership capabilities for developing inclusive schools	⇒	⇒	⇒	⇒	⇒	The resources required to promote leadership capabilities for developing inclusive schools are widely available
There are limited or no resources to include parents in training opportunities	⇒	⇒	⇒	⇒	⇒	The resources required to include parents in training opportunities are widely available

THE NEED TO ENSURE TRANSPARENT AND ACCOUNTABLE SYSTEMS OF INCLUSIVE EDUCATION						
Are there multi-level and multi-stakeholder governance strategies that promote integrated systems for inclusive education?						
The governance and resourcing mechanisms necessary to promote and guide the work of networks of schools are not in place	⇒	⇒	⇒	⇒	⇒	Effective governance and resourcing mechanisms necessary to promote and guide the work of networks of schools are in place and widely implemented
The governance and resourcing mechanisms necessary to promote and guide local level, horizontal collaboration, resource allocation and decision making within and across local communities are not in place	⇒	⇒	⇒	⇒	⇒	Effective governance and resourcing mechanisms necessary to promote and guide local level, horizontal collaboration, resource allocation and decision making within and across local communities are in place and widely implemented
The governance and resourcing mechanisms required to ensure an effective interdisciplinary support framework are not in place	⇒	⇒	⇒	⇒	⇒	Effective governance and resourcing mechanisms required to ensure an effective interdisciplinary support framework are in place and widely implemented
The resources required to ensure there is an effective and efficient inter-ministerial governance framework are not in place	⇒	⇒	⇒	⇒	⇒	There are dedicated resources to ensure there is an effective and efficient inter-ministerial governance framework
To what degree has the move from procedural control mechanisms to more accountable systems for inclusive education is supported and implemented been made?						
There is no connection between the funding of inclusive education and an evidence based resource planning framework	⇒	⇒	⇒	⇒	⇒	The connection between the funding of inclusive education and an evidence based resource planning framework is clear and embedded in policy and implementation
The resources required to implement monitoring mechanisms that link schools' use of resources for inclusive education to evidence regarding their ability to meet their strategic goals, efficiency and equity issues are not in place	⇒	⇒	⇒	⇒	⇒	There are dedicated resources to implement monitoring mechanisms that link schools' use of resources for inclusive education to evidence regarding their ability to meet their strategic goals, efficiency and equity issues
The resources required to connect and map the funding of inclusive education against a framework of	⇒	⇒	⇒	⇒	⇒	There are dedicated resources to ensure the funding of inclusive education is connected to and

system goals and indicators for inclusive education are not in place						mapped against a framework of system goals and indicators for inclusive education
The resources required to embed inclusive education issues within all reporting and dissemination mechanisms are not in place	⇒	⇒	⇒	⇒	⇒	There are dedicated resources to effectively embed inclusive education issues within all reporting and dissemination mechanisms
To what extent do the goals and objectives for inclusive education underpin the quality assurance framework?						
The resourcing mechanisms required to ensure inclusive education issues are embedded within all quality assurance systems are not evident or in place	⇒	⇒	⇒	⇒	⇒	There are clear and effective resourcing mechanisms ensuring inclusive education issues are embedded within all quality assurance systems
The resources required to develop and implement inclusive education quality assurance tools and mechanisms are not in place	⇒	⇒	⇒	⇒	⇒	The resources required to develop and implement inclusive education quality assurance tools and mechanisms are in place and working effectively

Working



ANNEX 1 – METHODOLOGY FOR DEVELOPING THE FRAMEWORK

To be added

ANNEX 2 – USEFUL RESOURCES

To be added

Working Draft