TEACHER EDUCATION FOR INCLUSION

Project Recommendations linked to Sources of Evidence

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CONTENTS

1. INTRODUCTION

Evidence gathered during the Teacher Education for Inclusion Project highlights the need for initial teacher education in many institutions throughout Europe to be further developed if it is to effectively prepare teachers for diversity in inclusive classrooms. The project final report makes recommendations presented in two parts. The first set of recommendations directly relate to teacher education and are, therefore, directed mainly towards professionals working in this area. As any reform in teacher education is unlikely to succeed without wider supporting policies across the education sector and beyond – a second set of recommendations is directed towards policy makers who will need to provide a coherent policy framework for managing the wider, systemic change necessary to impact on teacher education for inclusion.

The target audience for this document is all education policy makers and professionals involved in teacher education. Ensuring that all learners receive a quality education is central to general policy decisions – not the responsibility of a small number of specialists.

This document draws together evidence from different strands of project work that have provided the basis for each of the recommendations. Such evidence can be found in:

- the project policy review (http://www.european-agency.org/agency-projects/teacher-education-for-inclusion/teacher-education-web-files/TE4I-Policy-Review.pdf)

- the international literature review (http://www.european-agency.org/agency-projects/teacher-education-for-inclusion/teacher-education-web-files/TE4I-Literature-Review.pdf)

- the project synthesis report *Teacher Education for Inclusion across Europe* (http://www.european-agency.org/agency-projects/teacher-education-for-inclusion/teacher-education-web-files/TE4I-Synthesis-Report-EN.pdf)

- individual country reports and practice examples (http://www.european-agency.org/agency-projects/teacher-education-for-inclusion/country-info)

Providing the links between the project recommendations and sources of evidence in this way supports the open and transparent working methods of the Agency and, it is hoped will provide a useful basis for further research on the areas identified in the recommendations themselves.

Throughout this document links are provided directly to documents where possible. References to books and papers can be found in the bibliographies of the International Literature review and the project synthesis report by following the links supplied above.

2. RECOMMENDATIONS FOR TEACHER EDUCATION

2.1 Recommendation 1 – Recruitment of teacher candidates

Effective approaches to improve the recruitment of teacher candidates and increase retention rates should be explored along with ways to increase the number of teachers from diverse backgrounds, including those with disabilities.

Recent research suggests that skills tests are not a reliable way forward in the selection of teacher candidates, however, many of the attributes looked for in teachers may not be easy to identify through qualifications or through interviews.

In order to select appropriate teacher candidates and reduce the number who drop out during initial teacher education or when later employed, further work is required to:

- Examine the selection process, bearing in mind that the aim should be to increase diversity in the teacher workforce both to serve as role models and to increase cultural knowledge and understanding of disability issues within the teaching profession from different perspectives.

- Study the status of teachers and ways to reinforce this by the advancement of a continuum of professional development and academic standards parallel to that of other professional groups. The concept of teachers as reflective practitioners who regularly update their competences and apply recent research findings in their own work should be disseminated, resisting any move towards approaches that reduce teachers to 'technicians' or the teaching process to a tick-box exercise.

Evidence for this recommendation can be found in:

Policy Review

Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Improving competences for the 21st Century: An Agenda for European Cooperation on Schools

Date: 03/07/2008   Reference: COM(2008) 425 final

http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0425:FIN:EN:PDF

… to improve the quality of teachers and school staff, with more and better quality teacher education; more effective teacher recruitment; and help for school leaders to focus on improving learning.

p. 11 *Teacher Competences and Qualifications*: **4.1** Teacher quality is the most important within-school factor affecting student performance. As such, it is vital to the achievement of Lisbon goals. The profession has a high percentage of older workers; some 30% of teachers are over 50, and around two million will need to be replaced in the next 15 years to maintain the size of the teaching workforce.

4.2 Ministers agreed in 2007 to make the teaching profession a more attractive career choice, and to improve the quality of teacher education and to provide initial education, early career support (induction) and further professional development that is coordinated, coherent, adequately resourced and quality assured.

4.4 Recent research shows that the best-performing education systems attract the most able people into the teaching profession; use effective processes to select the right applicants to become teachers and to tackle poor performance; adopt a career-long and

practical approach to teacher education; and create school environments in which teachers learn from each other.

Communication from the Commission to the Council and the European Parliament: Improving the Quality of Teacher Education

Date: 3/08/2007   Reference: COM(2007) 392 final

http://ec.europa.eu/education/com392_en.pdf

p. 15 *A framework for action: 2.3.6. Teaching in society*: 'Teachers act as role models. It is important for pupil attainment that the profession fully reflects the diversity of the society in which it operates (in terms, for example of culture, mother tongue, and (dis)ability). Member States could take measures to ensure that the composition of the teaching workforce fully reflects the diversity of society …'

Education and Training 2010 programme – Cluster 'Teachers and Trainers' Report of the Peer Learning Activity, Oslo, May 2007. 'How can Teacher Education and Training policies prepare teachers to teach effectively in culturally diverse settings?'

http://ec.europa.eu/education/lifelong-learning-policy/doc/clusters/reportpeer3_en.pdf

p. 4 *Policy conclusions – system issues – 23*: 'Several participants noted that the current teaching workforce in their country does not adequately reflect the cultural diversity of society. They identified a need for policies to encourage the recruitment and retention of larger numbers of teachers and other school staff – as well as school leaders and teacher educators – from other cultural backgrounds.'

Study on Key Education Indicators on Social Inclusion and Efficiency, Mobility, Adult Skills and Active Citizenship

Date: December 2006   Reference: 2005-4682/001-001 EDU ETU

http://ec.europa.eu/education/pdf/doc258_en.pdf

p. 7 '*Variations in the demand for and supply of teachers: Qualitative factors'*: 'There are a range of factors that influence demand, these include: policy preference [..] the design of national curricula [..] and special needs linked to migration, culture, languages or disabilities. These factors might create the need for existing teachers to follow further training and/or create the need for new teachers. There is concern that adequate support needs to be provided to teachers through, for example, teaching assistants so as to avoid workloads which might lead to 'burn-out' and the loss of teachers.'

Communication from the Commission to the Council and to the European Parliament: Efficiency and equity in European education and training systems

Date: 08/09/2006   Reference: COM(2006) 481 final

http://europa.eu/legislation_summaries/education_training_youth/general_framework/c11095_en.htm

p. 7 'Efficiency and equity can both be improved by focussing on improving teacher quality and recruitment procedures in disadvantaged areas, and designing autonomy and accountability systems which avoid inequity.'

Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council of 21 November 2008 on preparing young people for the 21st century: an agenda for European cooperation on schools

Date: 13/12/2008   Reference: 2008/C 319/08

http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2008:319:0020:0022:EN:PDF

p. 9 *'Invite Member States with the support of the Commission to'* (4) '… when following up the Council conclusions on improving the quality of teacher education, to focus cooperation on:

- enhancing the attractiveness of teaching as a profession,

- enabling all beginning teachers to benefit from structured early career support programmes,

- improving the supply, quality and take-up of teachers' continuous professional development programmes,

- reviewing teacher recruitment, placement, retention and mobility policies, in order to maximise their impact on the quality of school education…

Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council of 15 November 2007, on improving the quality of teacher education

Date: 17/11/2007   Reference: 2007/C 300/07

http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2007:300:0006:0009:EN:PDF

4. In several Member States there is a need not only to attract new people – including suitably qualified people with experience from other professions – into the teaching profession, but also to persuade experienced teachers to remain in the profession rather than retiring early or moving to other professions.

Convention on the Rights of Persons with Disabilities

http://www.un.org/disabilities/default.asp?navid=13&pid=150

Article 24 – Education: (4) In order to help ensure the realization of this right, States Parties shall take appropriate measures to employ teachers, including teachers with disabilities, who are qualified in sign language and/or Braille, and to train professionals and staff who work at all levels of education.

Conclusions and recommendations of the 48th session of the International Conference on Education: Inclusive Education: The way of the Future (Geneva, 25-28 November 2008)

http://www.ibe.unesco.org/en/ice/48th-ice-2008/conclusions-and-recommendations.html

16. Reinforce the role of teachers by working to improve their status and their working conditions, and develop mechanisms for recruiting suitable candidates, and retain qualified teachers who are sensitive to different learning requirements.

Centre for Educational Research and Innovation (OECD CERI) – Educating Teachers for Diversity: Meeting the Challenge (2010)

p. 287 Knowledge gaps and policy orientations identified by the project include: 'Improve the diversity of student teachers and teachers. For this to be accomplished, there must be a holistic plan within countries and regions for attracting, retaining and inserting diverse students teachers into the teaching force.'

p. 289 'Focus more on the factors involved in improving attraction and retention of diverse student teachers and teachers who can serve as important role models and bring valuable perspectives into the classroom'.

[Further information relevant to the recommendation can be found in: OECD (2005) Teachers Matter: *Attracting, Developing and Retaining Effective Teachers*. Paris: OECD]

Literature Review

The McKinsey Report (2007) examined data from 25 school systems and concluded that the high-performing school systems *'get the right people to become teachers; they develop these people into effective instructors; they put in place systems and targeted support to ensure that every child is able to benefit from excellent instruction'* (p. 37). In order to recruit and retain high quality teachers, high-performing systems are reported as having common strategies and best practices for attracting strong candidates: marketing and recruitment techniques taken from business to increase the supply of quality applicants; the creation of alternative routes for experienced hires; effective selective mechanisms (with processes for early removal of low-performing teachers soon after appointment) and good starting compensation. High-performing systems also have strategies in place to recognise a common set of characteristics that can be identified before entry into teaching.

Large numbers of teachers, recruited during 1960s and 1970s are now close to retirement and in many areas, trained teachers are not staying in the profession in the long term. As research indicates that the more preparation prospective teachers receive, the more likely they are to remain in the profession (Darling-Hammond, 2003), this further reinforces the need for effective teacher education which takes account of the increasing diversity of needs in today's classrooms. (p. 11)

Synthesis report

A minority of countries have tests to regulate entry to the teaching profession but recent research by Menter and colleagues (2010) highlights evidence showing that there are many dimensions of effective teaching that are not reliably predicted by tests of academic ability. This conclusion is certainly supported by the project literature review and country reports, as both highlight the importance of attitudes, values and beliefs in addition to knowledge and skills in developing inclusive practice. These, together with dispositions that support the development of the required competences are difficult to ascertain even through an interview situation and further research is needed into methods of selecting of teacher candidates.

Even in countries where teaching is a high status occupation and there is greater competition for places, such as Finland, there is no guarantee that the most able candidates in academic terms will become the most effective teachers. Account needs to be taken of candidates' prior experiences of working with learners with diverse needs and their reflections upon these, together with references from experienced personnel regarding some of the dispositions that are critical in inclusive practice.

Entry requirements are increasingly flexible for mature entrants and people with disabilities and relevant prior learning may be taken into account for such applicants. However, some country reports raise a concern about entry criteria discriminating against certain minority groups at a time when it is generally agreed that the make up of the teaching force should more closely reflect that of the population as a whole. (p. 19)

Most countries that do not collect data report anecdotally on the under-representation of people with disabilities and those from minority ethnic groups among student teachers and qualified teachers and the situation appears to be similar among teacher educators.

Efforts are being made in some countries to increase the number of men entering, in particular, primary teaching and to increase diversity among the teacher workforce. However, while it is widely recognised that the provision of appropriate role models is an important aspect of developing inclusive practice, a great deal of work is required to remove the barriers presented by the selection process in many countries. (p. 20)

In one group of countries including France and Germany, the number of those wishing to qualify to teach exceeds the number of positions available. In Finland and Ireland teacher supply is also strong and in Austria, newly qualified teachers exceed the number of vacancies. In a second group of countries, however, authorities struggle to fill places on ITE programmes and to fill vacant teaching posts with appropriately qualified staff; teacher recruitment, particularly at the secondary level in mathematics and science is problematic.

The age profile of the teaching profession is also an issue, with many teachers due to retire in the next 10 years and many education systems are supplementing teachers with increasing numbers of para-professionals playing a variety of roles (Moon, 2007).

However, it is not sufficient just to fill teaching vacancies; it is essential to attract people with the right values, attitudes, competences and knowledge. Research by Auguste and colleagues (2010) suggests that the world's best-performing education systems recruit all of their teachers from the top tier of graduates and create a mutually reinforcing balance between high selectivity and attractive working conditions; few European countries achieve this.

In countries such as Germany and France the status of teachers as civil servants offers security and stability. In some areas of the UK, however, additional payments have been necessary to attract teachers into shortage subjects at secondary level. There appears to be fewer problems at primary level, particularly since initial teacher education in most countries has become a Higher Education Institution (HEI) responsibility and the status of primary teachers has improved. However, closer analysis of the factors that impact on teacher supply at primary and secondary level would be important to inform policy in this area.

Moran (2009) believes that teachers need to recapture their status and dignity as some of society's leading intellectuals, and not 'deliverers of other people's agendas'. She concludes: 'Those who focus only on teaching techniques and curriculum standards, and who do not also engage in the greater social and moral questions of their time, promote an impoverished view of teaching and teacher professionalism (p. 15)'. (p. 61)

A report in 2010 by UNESCO and the International Labour Organisation also underlined the importance of teachers, stating that '… under-investing in teachers is short-sighted and ultimately works against economic and social well-being' (p. 4). Similarly, failing to recruit more diverse teachers into the profession may also work against wider societal change. (p. 62)

Country Reports

Austria: The currently applied entry requirements give rise to several questions with regard to teacher education for inclusion, which must be subjected to fundamental clarification: Physical and motor qualification: in its current version, this requirement entails discrimination against persons with physical disabilities and excludes persons with physical or sensory disabilities – who could actually assume important tasks in inclusive settings as 'role models'.

Written and spoken knowledge of the German language: also this requirement obstructs students with migrant backgrounds and good, but not impeccable command of written and spoken German, in becoming a teacher. This is, in particular, the case in primary and special school teacher education, since these are carried out along the class teacher principle, with German being an integral part. Students with a migrant background rather opt for – if at all – becoming teachers at lower secondary school. (p. 5)

Cyprus: Disabled applicants or applicants from other minority groups may follow the normal entry examination procedures and secure a placement in any department they wish. However, each university has its own policy for encouraging disabled people's entry to the courses offered … Disabled students, in general, and disabled student teachers, in particular, are eligible for individualised support offered by the university (personal assistant for note taking, library use, essay writing, etc.). (p.2)

Representation of disabled people among the population of teachers is also unknown, but measures are now being taken in order to comply with the new legislation regarding a 10% hiring quota of disabled people in the public sector (N. 146(I)/2009). (p. 6)

Denmark: There are special requirements for people who do not fulfil the general requirements but who have obtained similar qualifications in other ways. This means that people with specific abilities and an interest in teaching learners with SEN and learners from minority groups can be granted admission to teacher education.

Specific preparatory courses aim to inspire people from other ethnic backgrounds and improve their opportunities to fulfil a teacher education course (FIF: *Forberedelseskursus for Indvandrere og Flygtninge* – Preparatory Courses for Migrants and Refugees).

Support is granted through the Danish Education Support Agency under the Ministry of Education. Special educational assistance (Danish acronym SPS) is intended to ensure that students with physical or mental difficulties can receive education on equal terms with others. (p. 4)

Finland: In Finland, teacher education provides the students with a higher education degree. Only 10 per cent of the applicants are admitted yearly. … Finnish universities are required to have an equity plan according to which students with special needs are guaranteed equal access. Ethnicity is not officially acknowledged. Students are generally supposed to have adequate Finnish or Swedish skills so as to pursue teacher studies. (p. 6)

Scotland: The General Teaching Council has been working to increase the representation of minorities in the teaching profession and universities have various policies to encourage applications from under-represented minority groups in order to widen access and participation. (p. 6)

2.2 Recommendation 2 – Effectiveness of routes into teaching and Initial Teacher Education

> **Research should be undertaken on the effectiveness of different routes into teaching and the course organisation, content and pedagogy to best develop the competence of teachers to meet the diverse needs of all learners.**

The evidence base to inform policy and practice in teacher education for inclusion is currently limited. A move towards a competence approach will require changes in content, pedagogy and assessment within initial teacher education. There is a need for rigorous, long-term research to investigate:

- The effectiveness of different routes into teaching e.g. 4/5 year bachelor/masters programmes, post-graduate programmes, fast track and school-based routes for teachers of learners of all ages and all subject areas.

- The organisation of initial teacher education programmes in terms of discrete, integrated or merged courses and ways of moving along the continuum from separate courses through greater collaboration and integration of content towards merged provision.

- The areas of competence needed for quality, inclusive practice in order to inform consistent judgements about the effectiveness of teacher education and the practice of new teachers.

- The most effective ways to impact on pre-service teachers competences (values, attitudes, skills, knowledge and understanding) i.e. content, pedagogy and assessment to prepare them for inclusive practice.

Evidence for this recommendation can be found in:

Policy Review

Study on Key Education Indicators on Social Inclusion and Efficiency, Mobility, Adult Skills and Active Citizenship

Date: December 2006   Reference: 2005-4682/001-001 EDU ETU

http://ec.europa.eu/education/pdf/doc258_en.pdf

p. 60/62 '*Special needs education*'**:** 'At teacher training colleges, curricula for both the theoretical and practical branch of special needs education had to be developed or revised.'

Centre for Educational Research and Innovation (OECD CERI) – Educating Teachers for Diversity: Meeting the Challenge (2010)

p. 287 Knowledge gaps and policy orientations include: Encourage capacity-building throughout the system for using research to influence teacher education practice …'

p. 288 Support relevant research, especially empirical research, on initial and on-going teacher education as well as classroom practices for diversity in order to develop as richer knowledge base'.

Centre for Educational Research and Innovation (OECD CERI) – Educating Teachers for Diversity: Meeting the Challenge (2010)

p. 288 Without rigorous empirical research on the key elements of teavher education for diversity, policy makers will not be able to answer crucial questions about what works and what does not.

Policies and practices for teaching sociocultural diversity – Concepts, principles and challenges in teacher education (Council of Europe)

Authors: Anne-Lise Arnesen, Pavlina Hadzhitheodoulou-Loizidou, Cézar Bîrzéa, Miquel Angel Essomba, Julie Allan

p. 80 'Collaboration with staff in other institutions nationally and internationally will provide opportunities to undertake research and exchange ideas about teacher education for diversity.'

Literature Review

One key debate is between those who argue for the introduction of alternative, more flexible training routes and those who wish to further professionalise teaching. The supporters of de-regulation view certification as 'an unnecessary regulatory hurdle' (Mc Leskey & Ross 2004) and suggest a 'utilitarian' approach to teacher education which increasingly takes it out of the academic arena (Bartell 2001). An emphasis on accreditation, rather than learning may lead teachers to be trained in skills and practices through an 'apprenticeship' approach which may produce 'technicians' without the required underpinning knowledge and understanding. While alternative training routes may attract candidates from diverse backgrounds into teaching, all approved programmes must include rigorous teacher preparation activities and prepare teachers to meet the needs of all learners. (p. 10)

[See also Literature Review 7.1, 7.2 and 7.4]

Synthesis report

Further research is needed to establish the impact of different models on the coherence of the curriculum and the development of knowledge and skills. (p. 25)

Research suggests that separate units or modules of content on learners with SEN and other minority groups can reinforce the 'difference' of learners. This, in turn, may lead teachers to believe that they are not able to teach certain groups of learners unless they have taken specialist courses. However, many countries report that such courses do have a positive impact on skills, knowledge and attitudes, which 'carries over' into other courses and into students' practical work. (p. 28)

In order to inform future changes, a more rigorous approach to course evaluation and follow-up of new teachers is needed, possibly involving the use of agreed competences as a basis for judgments about 'quality' inclusive practice. (p. 53)

While it is increasingly common to gather views of former graduates or newly qualified teachers (NQTs), for example by means of a questionnaire or survey, few countries have a systematic follow-up of new teachers and evaluation of ITE that pays specific attention to inclusion or focuses on attention to diversity as a criterion. (p. 53)

The lack of large-scale, cumulative research and empirical evidence in teacher education has been noted by the OECD (2010) and also by the recent review of teacher education in UK (Scotland) (Menter and colleagues, 2010). (p. 64)

Country Reports

Slovenia: The Tuning documents emphasise the different approaches in teaching and learning. That means that we need to extend the methods and routes of learning and teaching in a way that enables the learning outcomes: lectures, seminars, research seminars, project work, individual assignments, co-operative learning and teaching, active

(reflective) teaching, portfolio conferences, laboratory exercises, field work, workshops. (p. 2)

Spain: The authors of this report believe that the ways of teaching with the greatest impact on future teachers' training with regards to the improvement of their inclusive education are those in which university teachers take their lessons within the same principles and implement methodologies for inclusion. (p. 5)

UK (England): In principle, there is supposed to be collaboration between staff responsible for courses on inclusion and those working in subject areas, but it is often not evident in the one year programmes. SEN/inclusion etc. tend to be covered in modules on education issues where teaching knowledge and strategies are often covered by different tutors. Many programme directors talk about permeation of these cross curriculum matters across the programme, but research shows that many trainees do not see much permeation of these issues across their programme experiences. (p. 2)

[While this recommendation is specifically about the need for research – information on ITE courses and countries' use of competences in developing inclusive practice (i.e. the focus of the recommended research) can be found in the individual country reports at: http://www.european-agency.org/agency-projects/teacher-education-for-inclusion/country-info and in the project synthesis report chapters 3 and 6]

2.3 Recommendation 3 – Developing the 'profession' of teacher educators

> **The 'profession' of teacher educators needs to be further developed with improvements in recruitment, induction and continuing professional development.**

The profile of teacher educators in HEIs and school staff with this responsibility should be raised by the appointment of candidates with appropriate expertise and qualifications. Collaboration between faculties in institutions and between teacher educators and colleagues should be further developed to ensure that positive attitudes as well as knowledge/understanding about teaching learners with diverse needs contribute to a consistent, whole institution approach to inclusion with strong conceptual links across all courses.

Further work is needed to:

- Develop a formal induction process as part of a continuum of on-going professional development.

- Explore ways to maintain recent, relevant classroom experience for staff based in HEIs e.g. through close co-operation with inclusive schools, opportunities to take part in action research and put research findings into practice. School based staff should similarly be involved in academic research.

- Examine the implications of the introduction of a competences approach for the development of teacher educators' skills, knowledge and understanding to ascertain to what level competences have been met and to plan and mediate learning with the student to improve key areas.

Evidence for this recommendation can be found in:

Policy Review

Report from the Commission: The Concrete Future Objectives of Education Systems

Date: 31.01.2001   Reference: COM(2001) 59 final

http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2001:0059:FIN:EN:PDF

p. 6 *Improving Training for Teachers and Trainers*: 'Upgrading the initial and in- service training of teachers and trainers so that their skills respond both to the changes in society and expectations, and to the varied groups involved (all ages of young people in initial education and training, and a wide spectrum of ages of adults; people with specific learning difficulties, and with personal or societal difficulties; etc.)

Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council of 15 November 2007, on improving the quality of teacher education

Date: 17/11/2007   Reference: 2007/C 300/07

http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2007:300:0006:0009:EN:PDF

7. Provide appropriate support for teacher education institutions and teacher educators, so as to enable these to develop innovative responses to the new demands on teacher education.

Literature Review

The OECD project (2010) 'Educating Teachers for Diversity' found surprisingly little knowledge on how teacher educators themselves are prepared for the challenge of

diversity. They found that, in many countries there appeared to be 'minimal oversight' on who can become a teacher educator, with ill-defined courses of study. (p. 31)

Forlin (2010) notes that a lack of formal induction into the role of teacher educator may make transition difficult for many novice teacher educators. She adds that teaching practicing and pre-service teachers is a completely different skill to teaching in schools requiring 'deep understanding of teaching and of oneself as a teacher educator' (Swennen and van der Klink 2008 p. 221). Furthermore, many teacher educators will have attended traditional – often academic/grammar – schools and will have had little contact with peers with diverse needs. (p. 31)

Nevin et al. (2009) reviewed collaborative teaching for teacher educators and concluded that there is no curriculum for teacher educators to become co-teachers with others in higher education and no information about how department chairs or deans might work together to establish a culture to support co-teaching. (p. 32)

Synthesis Report

Snoek, Swenne and van der Klink (2009) analysed policy documents on teacher education on an international level and found limited references to the professionalism of teacher educators. As a consequence, they suggest the development of an induction process and further professional development to enhance the status of teacher educators as a specialised professional group.

Information gathered for the Agency project shows that while in HEIs that offer courses in special needs education, staff may have qualifications and experience in this area of work, such a background is not usually required for teacher educators delivering general courses. (p. 41)

There is wide agreement that all teacher educators need to practice what they preach and move towards a greater range of teaching methods such as those mentioned above. As the report from UK (Northern Ireland) states: 'The pedagogical approaches adopted on ITE courses should promote collaboration, reflection and discussion'. (p. 42)

Although in most countries, teacher educators are individually involved in national and international networks, projects or research communities, there appears to be little consistency in the appointment of teacher educators and their on-going professional 44development is often on an 'ad hoc' basis. Recent research (Boyd et al., 2006; Murray, 2005) indicates that newly-appointed teacher educators' introduction to the profession is uneven and sometimes inadequate, often taking place within departments and through non- formal learning. The systematic induction of teacher educators and their continuing professional development, particularly in relation to meeting diverse needs in classrooms, therefore needs to be developed to further the teacher education for inclusion agenda. (p. 44)

Teacher educators are key players in assuring a high-quality teaching force; yet many European countries have no explicit policy on the competences they should possess or on how they should be selected or trained. (p. 63)

Country Reports

Austria: Educators at teacher training colleges are not obliged to apply methods that promote inclusion, such as various forms of education, autonomous learning, problem-solving methods etc. in their student groups. Freedom in teaching still permits methods of lecturing. Although team teaching during training would promote the team competences of

students, the teacher training colleges offer teams as a model only to a certain extent. The reasons for this are in particular the difficulties in financing double staffing. (p. 2)

The Ministry of Education does provide specific training for teacher educators in the above mentioned fields, though quite unsystematically. As two examples we would like to mention the courses 'Central Further Training Course on Intercultural Pedagogy for Human Sciences Scholars' from June 3 to 5 2008 in Vienna, and the 'Train-The-Trainer Workshop' 'Educational Diagnosis as a Prerequisite for Successful Teaching and Learning in an Individualised Educational Setting (focus on lower secondary education)' from May 10 to 11 2010. (p. 11)

Belgium (Flemish Community): Educators responsible for modules on inclusion or SEN are expected to follow research as well as political and social issues concerning inclusive education. All other educators are informed and will be trained by means of extra sessions in the college, collaboration on related topics or support of students in teaching practice. (p. 15)

Czech Republic: It is hard to generalise about teacher educators' qualifications and experience as they were taught at different universities according to various study programmes. It depends on the individual teacher educators and their willingness to obtain experience in this area. (p. 3)

Denmark: A successful collaboration between educators in pedagogy and other subjects and the different institutions of a university college is crucial to the implementation of inclusive education in teacher education. The focus should be on the overall teacher education in order to develop inclusive education. (p. 11)

Estonia: In order to begin and sustain co-operation between staff members, regular meetings, conferences, joint research projects and publications are initiated. For that purpose, universities have special co-ordinating units (for example, Pedagogicum at the University of Tartu and Centre for Pedagogical Practice at Tallinn University).

Those structural arrangements allow a more integrated approach and support inclusion. The development of interdisciplinary and cross-institutional frameworks requires the involvement of not only a few enthusiasts but also an institutional structure including resources, mechanisms and infrastructure. (p. 4)

Ireland: A number of colleges preparing primary school teachers reported that inclusion is now central to their work. In these colleges, all staff teaching subject-based modules/courses are required to collaborate with staff who are concerned with specialist content relating to inclusive and/or special needs education, equality and diversity at both a formal and informal level and to amend their individual courses to incorporate an inclusive emphasis. (p. 10)

Norway: To facilitate collaboration between staff responsible for teaching subject based modules and courses and staff concerned with specialist content relating to inclusive and/or special needs education, equality and diversity is up to the individual teacher education institustions – see 3c above. But the white paper on teacher education encourages such collaboration and multidisciplinary cooperation among teacher educators.

The required competences of the teacher educators are first and foremost of academic kind: a masters or doctoral degree in the subject in question. Experience from school as a teacher, or having a diverse background oneself, may be reckoned an advantage when applying for a job as a teacher educator. (p. 7)

Spain: This approach needs a strong team-working culture among the higher education teachers which, in the view of the authors of this report, is clearly lacking in most of the universities, of course with a few important exceptions. Teamwork and educational teams sharing criteria is also fundamental for inclusive education at a higher education level. (p. 6)

It can not be forgotten that some of the teacher trainers still maintain an individualistic approach or medical model about the work that has to do with the more vulnerable pupils and therefore they do not understand or share what underlies the principles of a more inclusive education. In any case, we should also mention the importance of the Ministry of Education to strongly conduct this change of mentalities and practices to assist these teachers, training teachers, to review their ideas and practices. (p. 7)

UK (England): In principle, there is supposed to be collaboration between staff responsible for courses on inclusion and those working in subject areas, but it is often not evident in the one year programmes (p. 2)

UK (N Ireland): Each ITE provider has a programme for staff development which facilitates teacher educators to develop their interest and expertise in a range of ways. This can be through formal, accredited courses and programmes through to information provision, conference attendance and research-based activities. (p. 8)

UK (Wales): The situation is gradually improving with HEI's recruiting more staff with expertise and experience and where there is a need, external personnel with experience are brought in for specific sessions. This can be seen as both a strength and a weakness. It is a strength because LEA advisers can bring up to date practical information and advice to trainees but a weakness as a number of these sessions could be seen as 'one off' lectures without relation to other aspects of courses. (p. 13)

2.4 Recommendation 4 – Collaboration to ensure appropriate placements for teaching practice

> **Schools and teacher education institutions must work together to ensure good models in practice schools and appropriate placements for teaching practice.**

As a major part of all ITE courses, teaching practice needs to be supported by a clear understanding of underpinning theoretical issues to close the theory-practice gap and ensure that practice does not become a box-ticking exercise focussing on the skills that can be most easily observed and measured. The introduction of competences may further support effective assessment in practical situations. The model of demonstration schools is worthy of closer investigation as it supports school practice informed by recent research and maintains the skills of teacher educators. Further work is needed to:

- Investigate effective models of teaching practice (e.g. concurrent rather than consecutive, spiral development of key concepts) to provide a context for theory.

- Explore effective supervision, mediating experience to support further learning. This would also include study of the necessary attitudes, values, skills and competences of supervisors/mentors in teacher education institutions and schools.

- Clarify the potential role of focused specialised placements, to provide awareness and some skill development to enable supported reflection on key issues around inclusion. Such practice, acknowledging that inclusion is a continuous process, would be a 'stepping-stone' to further development while inclusive placements are hard to find in many countries.

- Examine the potential of networks to provide opportunities for collaboration with school based colleagues who are also involved in teacher education and with a wider range of organisations who might provide practical experiences and personal contacts to extend knowledge and understanding of diversity.

Evidence for this recommendation can be found in:

Policy Review

Centre for Educational Research and Innovation (OECD CERI) – Educating Teachers for Diversity: Meeting the Challenge (2010)

p. 291 Teacher education programmes should provide student teachers the opportunity to engage in activities that expose them to practical situations of classroom diversity and allow them to broaden their frame of reference.

Literature Review

Many researchers have concluded that teacher education programs lack an organised approach linking courses and field experiences within a conceptual framework resulting in '*incongruence in definition, purpose, and goals for the teaching experience'*. (Conderman et al 2005, op. cit.) (p. 27)

Loreman (2010) writes that that teacher preparation institutions might consider building elements of what constitutes an inclusive environment into their criteria for selecting a practicum school. He states that, although this may be difficult due to a shortage of school placements, '*to simply accept practicum schools because a quota must be filled, regardless of the standard of practice in the school does pre-service teachers (and ultimately children) a disservice (p. 62)'*. (p. 27)

Iceland similarly has introduced the idea of 'associate' schools which take an active part in teacher education by participating in a 'learning community' of school based teachers and HEI tutors. (p. 36)

The level and the nature of support and supervision for student teachers on school practice is also crucial and the examples here highlight the importance of close links between HEIs and practice schools as well as training for school personnel involved in practice supervision. Such steps must be taken to ensure that the messages given during taught classes and theoretical discussions are consistent with those modelled by teachers and senior staff at the practice school. (p. 39)

Teaching practice is a key element of all teacher education courses and much depends on the way that teacher education institutions work with schools. Possible models include the teacher demonstration schools (e.g. Finland) where teacher educators work in schools and practice is informed by research. (p. 64)

Country Reports

Czech Republic: There is a network of so called 'faculty schools', which co-operate closely with the respective faculties of education and provide the background for teaching practical experiences. These schools are selected according to different values, location, structure of pupils, diversity of approaches and willingness to co-operation, etc. (p. 3)

Denmark**:** The university college selects the schools of practice and sets out quality criteria for collaboration. Some colleges elaborate contracts with the schools to specify the demands and expectations of both parties. The selected schools often have a wide range of different learners and classes in order to meet with the various demands in the teacher education programme. (p. 10)

Finland: At the Teacher Demonstration Schools of the Universities, some special education teachers supervise the student teachers together with the class teacher. In this way the student teachers will get an example of collaboration between teachers and a wider point of view towards teaching heterogeneous classes. (p. 4)

France: It is not at all sure that students are faced with diverse student populations, because their placement in student teaching depends on class vacancies and the decision of institution heads, not a collaborative training plan (p. 11)

Germany: There are no requirements with regards to having to spend a certain amount of the practical experience in inclusive school settings or with a special focus on the learning in mixed ability groups.

In Baden-Württemberg it is not possible for all teacher training students to have a practical in a inclusive setting. This depends on the one hand upon the low amount of classes, working in an inclusive way. On the other hand some of the *Seminare* (responsible for the second phase of the teacher training) are not accepting schools with a cooperative, integrative or inclusive concept for the *Vorbereitungsdienst* (for special education). (p. 9)

Ireland: Most institutions have amended their teaching practice requirements to provide opportunities for students to observe practising teachers working in inclusive classrooms as well as opportunities for students to plan and implement inclusive practices in their practice teaching. Planning for diversity and teaching and learning responses in the classroom are addressed through teaching practice observation and supervision and are included in teaching practice assessment criteria. Some institutions also arrange for students to observe and work-shadow teachers in special education settings. (p. 4)

Malta: There is also no particular selection of schools for teaching practice, which is a concern that has been difficult to address because of the large number of student teachers and limited number of places. While student teachers have an opportunity to become familiar with the needs of students with identified IENs because there is almost at least one in most classrooms, sometimes the placement may be in a class or school where the established approach is far from a model of inclusion. (p. 3)

Scotland: In Scotland all schools are potentially sites for school experience and, given the lack of consensus regarding an operational definition of inclusion, many students hear messages and see practices in schools that may conflict with the wider definition of inclusion. The university providers recognise that it is important to help students to negotiate the tensions between what they learn in the university and what they may observe in school. The challenge for providers is to find time within the constraints of the university-based courses to provide student teachers with sufficient opportunities to examine and expand their understanding of inclusion; to question their assumptions; and to consider what the broader definition of inclusion means for teaching, learning, the curriculum and school life in general. (p. 2/3)

RECOMMENDATIONS FOR WIDER POLICY

The recommendations that follow are for all policy makers and are not targeted at those dealing specifically with special education or disability issues. The development of more inclusive policy and practice is a shared responsibility and should be integral to the thinking of all policy makers for education generally and teacher education specifically.

3.1 Recommendation 5 – Wider systemic reform to develop inclusive schools

Wider, systemic reform is needed to ensure the development of inclusive schools, to support the development of teacher education for inclusion.

The importance of teachers is increasingly recognised and teacher education must, therefore, also be a priority. However, teacher education cannot work in isolation. The whole system reform needed to support change in teacher education will require commitment and strong leadership from policy makers in all sectors and the full range of stakeholders in education. Such cross-sector working has the potential to help break the cycle of experience of future teachers and begin to develop the attitudes and values needed to underpin inclusive practice.

Further work should focus on:

- The development of policy across sectors to support inclusive education as a key part of a more inclusive society.
- The implementation of multi-agency practice at all levels to support a holistic approach to meeting the needs of learners and their families.

Evidence for this recommendation can be found in:

Policy Review

Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Improving competences for the 21st Century: An Agenda for European Cooperation on Schools

Date: 03/07/2008   Reference: COM(2008) 425 final

http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0425:FIN:EN:PDF

… to increase the commitment to provide high-quality learning for every student. This involves making pre-school education more widely available; improving equity in school systems; reducing early school leaving; and improving support within mainstream schooling for students with special needs.

Education and Training 2010 programme – Cluster 'Teachers and Trainers' Report of the Peer Learning Activity, Oslo, May 2007. 'How can Teacher Education and Training policies prepare teachers to teach effectively in culturally diverse settings?'

http://ec.europa.eu/education/lifelong-learning-policy/doc/clusters/reportpeer3_en.pdf

p. 3 *Policy conclusions – a diversity of contexts – 19*: 'Overall, participants concluded that policies to equip teachers to deal with the challenges and opportunities posed by culturally diverse classrooms need to be seen in the context of wider policies at the level of society, of the education system as a whole, and of each school. The teacher is not the only actor involved. Similarly, the effectiveness of the school in this area will depend on the wider society's attitudes towards multiculturalism; all citizens now require the skills and awareness necessary to live in a multicultural society'.

Council conclusions on the social dimension of education and training 3013th Education, Youth and Culture Council meeting

Date: 11/05/2010

http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/en/educ/114374.pdf

p. 8 The Council invites Member States to: (4) Strengthen guidance and counselling activities and relevant teacher training, in order to support students' career choices and transitions within education or from education to employment. This is particularly important for successful integration into the labour market and for the inclusion of students with special needs.

The 48th session of the International Conference on Education: Inclusive Education: The way of the Future (Geneva, 25-28 November 2008)

http://www.ibe.unesco.org/en/ice/48th-ice-2008.html

Summary**:** Inclusive quality education is fundamental to achieving human, social and economic development, affirmed Ministers of Education and heads of delegation from 153 UNESCO Member States that met in Geneva at the 48th session of the International Conference on Education (ICE, November 2008).

They also agreed that governments as well as all the other social actors have an important role in providing a quality education for all and, in doing so, should recognize the importance of a broadened concept of inclusive education that addresses the diverse needs of all learners and that is relevant, equitable and effective.

The Conference called upon Member States to adopt an inclusive education approach in the design, implementation, monitoring and assessment of educational policies as a way to further accelerate the attainment of Education for All (EFA) goals as well as to contribute to building more inclusive societies.

Intercultural education in the 21st century: learning to live together. Standing conference of European ministers of education, 21st session (report)

Author/Editor: Pieter Batelaan

http://www.coe.int/t/e/cultural_co-operation/education/intercultural_education/EMED21_5.pdf

p. 2. 1. Inclusion and participation: Within a democratic framework, there are repercussions for both policy makers (governments) and professionals in schools and classrooms. […] The challenge for the professionals (teachers, school leaders) is to ensure that each individual gets the opportunity to learn what she/he has to and wants to learn in order to be able to participate in the economic, cultural, social and political realms of the society.'

p. 3 Dealing with diversity is not confined to different cultural backgrounds, but also to all aspects of an individual: including gender, talents, interests, skills and knowledge, etc. It would be an artificial exercise to separate cultural differences from other differences (social, intellectual, gender, etc.) in teaching respect.

Literature Review

Peters & Reid (2009) propose an advocacy model for teacher education based on principles of inclusive education and disability studies. … They highlight the need for societal reform, disability/diversity reform and school reform to be addressed together, to bring about a shift away from the medical or deficit model of special education. (p. 9)

Garcia-Huidobro (2005) points out that equity must be at the centre of general policy decisions and not limited to peripheral policies oriented to correct the effects of general policies that are not in tune with a logic of justice or prevention. In moving to support education for all and remove barriers to participation and learning for all disadvantaged groups, essential links must be made between the reform of the education system and other policies such as those to alleviate poverty, improve maternal and child health, promote gender equality and ensure environmental sustainability and global partnership. (p. 9)

National education policy then needs to resolve the debate around standards and accountability and equity in education to further improve inclusive practice and ensure that the next generation of teachers are brought up in inclusive settings which develop appropriate attitudes and values. The findings of the UNESCO report 'Learning Divides' (Willms 2006) provide evidence that strong school performance and equity can go hand in hand. (p. 12)

The recent Council Conclusions on the social dimension of education and training (Council of the European Union 2010) note that education and training systems across the EU need to ensure both equity and excellence and recognize that improving educational attainment and key competencies for all are crucial not only to economic growth and competitiveness, but also to reducing poverty and fostering social inclusion.

It states: '*Creating the conditions required for the successful inclusion of pupils with special needs in mainstream settings benefits all learners. Increasing the use of personalised approaches, including individualised learning plans and harnessing assessment to support the learning process, providing teachers with skills to manage and benefit from diversity, promoting the use of co-operative teaching and learning, and widening access and participation, are ways of increasing quality for all. (p. 5)'.* (p. 12)

As Cochran-Smith points out: '*teaching and teacher education for social justice are fundamental to the learning and life chances of all teachers and pupils who are current and future participants in a diverse democratic nation and who are able both to imagine and work towards a more just society (p. 5)'.* (p. 33)

Synthesis Report

Article 24 of the Convention states that inclusive education provides the best educational environment for children with disabilities and helps break down barriers and challenge stereotypes. (p. 16)

Increasingly, there appears to be a realisation of the need for holistic and inter-connected policies – that a move towards inclusive education cannot happen in isolation and requires systemic reform – in particular, greater collaboration between decision-making bodies and the 'whole-government' approach advocated by the OECD (2010). (p. 57)

In Portugal Law 49/2005 outlines the right to education and continuous learning to promote the global development of individuals in a move to a more democratic society. The Organic law of 2006 in Spain, underpinned by strong values, similarly supports a holistic approach to inclusion, equity and non-discrimination (p. 57)

Many country reports raise the need for greater collaboration and joint education for the wider group of professionals working with learners in order to support a move towards a more inclusive system. (p. 59)

Teachers need to challenge frequently held beliefs about the causes of under-achievement and reflect on how the school system is affected by – and can perpetuate –

larger social inequalities. They should not tolerate a limited – or limiting – curriculum for any child (Abu El-Haj and Rubin, 2009). (p. 69)

County Reports

Switzerland: The transformation of practices and perceptions seems to take time but will eventually change over several generations. (p. 8)

Scotland: Given the competing policy agendas of standards-based reforms, and moves towards greater social and educational inclusion, the development of inclusive education, is a daunting prospect. This is relevant not only for teachers, but also for those who prepare teachers to work in schools. (p. 7)

3.2 Recommendation 6 – Clarification of the language of inclusion and diversity

> **Reform must include clarification of the language that is used when referring to inclusion and diversity.**

Categorisation and labelling reinforces comparisons, builds hierarchies and can limit expectations and, as a result, learning. Work should focus on building a consensus around appropriate language and developing a clear rationale for its use. There should be:

- A move away from the categorisation and 'labelling' of children and young people that could encourage education and provision that is 'separate' from the mainstream for learners from the most vulnerable groups.

- Policy reform that supports all teachers and key professionals to develop a clear understanding of the underpinning premises associated with and the implications of using different terminology.

- A view of learners as having individual, multiple and changing identities. Teachers must be equipped to meet the diverse needs present in Europe's classrooms with confidence.

Evidence for this recommendation can be found in:

Literature Review

Many researchers have raised the difficult issue of terminology. Keil et al. (2006) noted that at policy level, there have been some largely unsuccessful attempts to clarify the use of different terms around inclusion and diversity and in particular, special needs and disability. In New Zealand, Alton-Lee (2003) notes that the concept of 'diversity' rejects the idea of a 'normal' group and 'other' or 'minority' groups of children and sees diversity and difference as central to the focus of quality teaching. (p. 9)

O'Neill et al. (2009) also note major difficulties with terminology including 'linguistic dexterity' (Slee 2001) where traditional special educators use the language of inclusion to describe unchanged special education practices. (p. 10)

Synthesis Report

However, a key issue raised in recent literature as well as in project country reports is that of terminology. Ainscow and colleagues (2006) acknowledging the complexity of this issue, developed the following typology of six ways of thinking about inclusion which are all evident to varying degrees, in the project country reports:

Inclusion as a concern with disabled students and others categorised as 'having special educational needs'; Inclusion as a response to disciplinary exclusion; Inclusion in relation to all groups being vulnerable to exclusion; Inclusion as developing the school for all; Inclusion as 'Education for all'; Inclusion as a principled approach to education and society. (p. 13)

The use of the term 'integration' also continues in a number of countries, with its connection to discussions primarily about the placement of learners in special or mainstream schools. The country report from Hungary reports on a recent debate about whether inclusion means all learners 'being under the same roof' in a common school, or being engaged in a 'common learning endeavour' resulting in inclusion therefore being compatible with specialist settings. (p. 14)

It is important to agree consistent terminology within, and if possible, between countries in order to support a move towards greater inclusion in education and in wider European

society. It is also essential that the underpinning ideology associated with the terms used is widely understood, for example, language that supports the move from a 'charitable' view of disability towards a human rights approach. (p. 15)

Countries are also at different points in moving on from the use of the term 'integration'. This term … has mostly been associated with issues around placement of learners with a disability into mainstream settings, often with a focus on the individual deficits of the child rather than the limitations of the school environment.

While many countries have moved towards the use of the term 'inclusion' and a much broader understanding of this concept (such as that provided by UNESCO, 2009), there are still wide variations in understanding and, as a result, practice. It is also evident from the country reports that countries are increasingly using the terminology around 'heterogeneity' and are at different points in moving towards a diversity paradigm. (p. 56/57)

Overall, the lack of agreed definitions for key terms remains a challenge; this is an issue specifically identified in the country report from Slovenia. The French report also makes reference to the issue of language use, noting that, despite changes in terminology, the concepts have not really changed. The report from Spain says 'when talking about inclusion, many teachers at all educational levels quite often just think about certain "special learners and measures", whereas attention to diversity should be an ordinary general activity.'

Such uncertainties reflect differences about the aims and functions of schooling in society and underpinning ideology and can impact on the development of clear and coherent policies for inclusive education. (p. 57)

Country Reports

Austria: Most colleges cover the topics of <u>heterogeneity / inclusion / individualisation / promotion of gifted pupils</u> and <u>open, project-oriented and pupil-centred methods</u> in modules of human sciences and didactics of general teacher education. What is remarkable is that the term 'inclusion' is only used by four colleges in their curriculum. (p 7)

Cyprus: … student teachers and in-service teachers are more familiar with *integration* (placement of children with special needs in the mainstream school and additional provision to facilitate their learning) rather than *inclusive education* (an ongoing process aimed at offering quality education for all, while respecting diversity and the different needs and abilities, characteristics and learning expectations of the students and communities, eliminating all forms of discrimination, UNESCO, 2008). (p. 1)

Czech Republic: The following issues that impact on teacher education for inclusion need consideration: Changing the pattern of treating inclusive education as integrative education. (p. 1)

Finland: The following aspects are relevant in the Finnish understanding of 'inclusion':

-   The concepts of 'inclusion' and 'diversity' are reviewed in the teaching and education practices with the activities and arrangements that promote inclusion as the centre.

-   To be fully aware of the fact that teachers share responsibility for the definitions which are adhered to, and for maintaining these definitions.

-   To understand at least some of the social preconditions and consequences that diversity has. (p. 2)

France: Although the concept of special educational needs includes much more than the needs of people with disabilities, it is still often applied only to those persons, and the term 'inclusion', which recently won out over, if not completely replaced, 'integration' in French educational usage, refers, in everyday language, to people with disabilities. The arrangements as a whole for the schooling of disabled students at the primary and secondary levels have changed names in 2009 and 2010 and now contain the word 'inclusion' (instead of 'integration') … It may be said that, despite changes in legislation and terminology (the terms 'inclusion', 'special educational needs'), the concepts have not really changed. (p. 2/3)

Germany: In Germany integration is used for concepts of the integration of one or more pupils with SEN into classes at mainstream schools (like integration classes, cooperative classes, that could only be additional settings in the general schools) and not for the development of learning environments for diverse learners in the mainstream schools, that could be described as Inclusion. (p. 1)

Ireland: While the Education Act of 1998 does not contain the term *inclusive education* or the word *inclusion*, there is support for these concepts in phrases such as 'promote equality of access to and participation in education and to promote the means whereby students may benefit from education' and 'a recognised school shall provide education to students which is appropriate to their abilities and needs and … shall use its available resources to ensure that the educational needs of all students, including those with a disability or other special educational needs, are identified and provided for'. (p. 1)

Lithuania: Unfortunately the definition and understanding of *full integration* as education of special need persons in mainstream school[1] is rather limited and does not reflect the main idea of inclusive education. In this definition only one aspect of inclusive educational reality is emphasised – physical environment. (p. 3)

Luxembourg: Government now plans to force every secondary school in Luxemburg to host a class of the 'differentiate education'. The philosophy is the belief that inclusion is only possible when everyone lives and works in the same place. (p. 2)

Norway: The concept of inclusion presupposes that equity is understood as a right to be different, and not simply a right to be part of a community, as is the case with the concept of integration … Within this framework of understanding, equity does not mean that everyone should be treated in the same way. Instead, everyone shall have the opportunity of and the right to support on their own terms, in compliance with the principle of adapted education. Inclusion therefore entails different measures as a prerequisite for equity and equal opportunity, but within the framework of the community. Children and young people who need additional help and support in order to be able to function within this framework shall receive it. Such positive discrimination means that kindergartens and schools must be in a continual process of change if the undertakings are to accommodate those who attend them at any given time. (p. 2)

Slovenia: The following issues are key to the understanding of inclusion:

- Different terminology about children with special needs is widely used leading to problems with understanding of inclusion;
- Different understanding of the term inclusion, integration (problems with definitions) (P1).

Spain: We found few explicit references to the term 'inclusion' or 'inclusive education' when reviewing the subjects related to the most relevant skills for inclusion. In some of

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[1] Law on Special Education 1998-12-15 No VIII-969 http://www.smm.lt/ti/docs/istatymai/viii-969.htm

these subjects they seem to be linked to the 'evolution of special needs education and school integration of pupils with SEN' which again suggests that it is foreseeable that this reference is connected to a 'restrictive' view of the processes of inclusive education. (p. 6)

The most innovative aspect of this subject is its organisation which is outlined by the three dimensions that are shown in the definition of inclusive education established by UNESCO (2009): the presence, learning and participation.

Once we have the definition or approach to educational inclusion that incorporates these dimensions, the situations that are contrary to them can be analysed (exclusion as opposed to presence; drop out as opposed to learning and marginalisation as opposed to participation) and it is shown through:

a) Two 'groups' of learners (SEN pupils, as particularly vulnerable to situations of exclusion/segregation and immigrant pupils as particularly vulnerable to the processes of marginalisation). In this case the idea of intercultural education and the basic concepts it needs (culture, acculturation, cultural conflict, stereotypes, prejudice and discrimination etc) are also discussed.

b) The process of what is meant by 'Meaningful Learning' which allows analysis of drop-out situations as, dependent not so much on factors or individual characteristics, but the barriers created with teaching practices as opposed to, among others, the principles of meaningful learning. (p. 13)

Sweden: Inclusion as a guiding principle is thus well established in Swedish school legislation even if the term 'inclusion' is not used explicitly. Traditionally, at least since the early 1960s, the concept of the comprehensive school has rarely been called into question and it may well be that the principle of inclusion has come to be regarded as more or less self-evident. (p. 9)

UK (Wales): It can be difficult to have complete consistency in all partners understanding of inclusion issues and as the representation of ALN groups within schools vary, the experiences of staff in those schools will also vary. (p. 4)

3.3 Recommendation 7 – Policies to develop a 'continuum of support'

> **Policies should be introduced to develop a 'continuum of support' to allow teachers to meet the full diversity of learners' needs.**

Responsive assessment should identify the support needs of all learners at an early stage and facilitate the organisation of any necessary support in ways that ensure full participation in the class, school and wider community. This will require:

- An increase in the capacity of schools to meet a greater diversity of needs and support all learners within their local communities.

- Expertise and effective support for learners with more complex needs to be maintained – teacher advisers/specialists and other professionals (which may currently include teachers from specialist schools/resource centres) should provide in-class support to share expertise and further develop the skills of all teachers.

Evidence for this recommendation can be found in:

Policy Review

Education and Training 2010 programme – Cluster 'Teachers and Trainers' Report of the Peer Learning Activity, Oslo, May 2007. 'How can Teacher Education and Training policies prepare teachers to teach effectively in culturally diverse settings?'

http://www.kslll.net/Documents/PLA_Teaching%20effectively%20in%20culturally%20diverse%20settings_May%202007.pdf

p. 5 *Policy conclusions – teacher education policy:* 26. 'A key question posed was whether Teacher Education policy should seek to prepare all teachers to deal with diversity, or to focus training on a small number of specialists. Some teachers hold the view that pupils from minority backgrounds are the responsibility only of those teachers who teach the language of instruction as a second language.'

Education and Training 2010 programme, Cluster 'Teachers and Trainers': Main policy conclusions 2005–2007

http://ec.europa.eu/education/lifelong-learning policy/doc/clusters/reportpeer5_en.pdf

p. 6 (36): As every classroom is a place of diversity (we need only think of the diversity of age and gender; the diversity of learning styles and intelligences; the diversity of socio-economic groups; the ranges of ability/disability; the diversity of mother tongues …), there was great consensus that all teachers have to be prepared already in their initial phase of education.

Centre for Educational Research and Innovation (OECD CERI) – Educating Teachers for Diversity: Meeting the Challenge (2010)

Summary: Schools and education systems must therefore seek to overcome such inequalities and at the same time harness the benefits that students and teachers from diverse backgrounds bring to classrooms. A successful school system treats diversity as a source of potential growth rather than an inherent hindrance to student performance. It uses the strength and flexibility of its teachers to draw out this potential, and provides them with the appropriate support and guidance to accomplish this task.

Policies and practices for teaching sociocultural diversity – Concepts, principles and challenges in teacher education (Council of Europe)

Authors: Anne-Lise Arnesen, Pavlina Hadzhitheodoulou-Loizidou, Cézar Bîrzéa, Miquel Angel Essomba, Julie Allan

Inclusive approaches to deal with diversity go beyond merely providing appropriate responses tot he broad spectrum of learning needs in formal and non-formal educational settings. Quality in education implies active recognition and appreciation of diversity. (p. 45)

In a society increasingly marked by cultural, linguistic and religious diversity, it is urgent that teachers in their classroom practices are able to see the individual behind group labels, and to make constructive use of this diversity in developing new ideas and solutioons that will increase the opportunities for recognition, equality, achievement and development for all. (p. 49)

Intercultural education in the 21st century: learning to live together (2003) Standing conference of European ministers of education, 21st session (report)

Author/Editor: Pieter Batelaan

http://www.coe.int/t/e/cultural_co-operation/education/intercultural_education/EMED21_5.pdf

p. 3 'Dealing with diversity is not confined to different cultural backgrounds, but also to all aspects of an individual: including gender, talents, interests, skills and knowledge, etc. It would be an artificial exercise to separate cultural differences from other differences (social, intellectual, gender, etc.) in teaching respect.

Literature Review

Many others have expressed concerns about categorisation and labelling (Hart 1996, Lewis and Norwich 2005) and Black-Hawkins et al. (2007) argue that, at school level, these terms are used when the difficulties of the students exceed the capacity of the school to respond, with such terms being used to pathologise difficulties and reduce the school's sense of responsibility. (p. 10)

Synthesis Report

p. 228 In 1993, Ayers stated: 'In the human-centred act of teaching, all attempts to define categories lower our sights, misdirect our vision and mislead our intentions. Labels … offer a single lens concentrated on a specific deficit when what we need are multiple ways of seeing a child's ever-changing strengths'.

Naukkarinen (2010) points out that teachers must see learners as having 'multiple intelligences and learning styles along many dimensions, rather than belonging to a category' (p. 190). This understanding allows the development of a 'continuum of support services' model rather than a special education model based on categorisation and specialization. (p. 14)

… the need to replace 'compensatory' support with reform of teaching and learning and attention to the environment in order to increase the capacity of schools to respond to diversity is being recognised more widely. (p. 14)

Policy uncertainties about inclusion arise as efforts are made to take account of diverse values and resolve the dilemma around commonality (meeting the needs of all children and promoting belonging and acceptance) and differentiation (responding to individual

needs) voiced by Minnow (1990): 'When does treating people differently emphasise their differences and stigmatise or hinder them on that basis? And when does treating people the same become insensitive to their difference and likely to stigmatise or hinder them on that basis?' (p. 20) (p. 15)

Labels that lead to the categorisation of learners need to be reviewed moving towards a focus on overcoming individual barriers to learning. The *World Report on Disability* (2011) states: '… assigning labels to children in education systems can have negative effects including stigmatization, peer rejection, lower self-esteem, lower expectations and limited opportunities (p. 215)'. (p. 57)

Curriculum and assessment arrangements, together with pedagogy, must be designed to facilitate the achievement of learners with diverse needs, working at different levels within the same class and ensure that wider support needs – including, for example health and social needs – are also addressed through close collaboration with other agencies. (p. 58)

Many countries' provision is based on the identification and categorisation of learners, rather than a continuum of services to meet a diversity of individual needs. Emphasis needs to be placed on the provision of support in classrooms, rather than requiring the 'separation' of learners from their peers. (p. 67)

Good practice in teaching is essentially the same for all learners but requires innovative thinking and high expectations to increase 'learning capacity'. Flexible and interactive approaches are needed to support the participation and learning of whoever walks through the door, allowing all learners to perceive, understand, engage and process information and express themselves in different ways. (p. 68)

Rodriguez (2010) feels that teachers must recognise that in most ways, they are like all others but that they will also have some characteristics in common with certain others and some features that make them entirely unique. This thinking must then extend to all learners as a basis for understanding and meeting their general, specific and individual needs. (p. 68)

While a potential conflict between meeting the diverse needs of learners and expecting everyone to meet common standards remains, teachers need to focus on providing real learning opportunities for all young people and not just opportunities to participate in and be judged by high stakes assessments which have little meaning for them. (p. 70)

Country Reports

Finland: The strategy for the development of special needs and inclusive education emphasises the importance of the wide basic education network which supports the right of every child to attend the nearest mainstream school. The current practice will be changed to focus on earlier support and prevention. This intensified support will be adopted as the primary form of support before a decision of special education is made. The support will be divided to three parts; common support, intensified support and finally, special support. The common and intensified support will be used to bolster learning and growth and prevent the escalation of problems relating to learning. (Special Education Strategy 2007)

More and more instruction and pedagogy is being structured so as to fit heterogeneous student groups … All this calls for a flexible, school-based, teacher and student planned curriculum, along with student-centred instruction, counselling and remedial teaching (Välijärvi et al. 2002, 40). (p. 2)

3.4 Recommendation 8 – Accountability measures aligned to inclusive principles

> **Accountability measures that impact upon teachers' work should reflect the importance of wider achievements that are more closely aligned to inclusive principles**.

The development of more inclusive policy and practice potentially conflicts with a narrow focus on academic standards – there is a need to be explicit about the values underpinning education systems and ensure that 'measures' focus on what is really valued. In considering the wider outcomes of education, a key question to be considered is 'what kind of education for what kind of society?' Policy makers should:

- Take note of the *Council Conclusions on the Social Dimension of Education and Training* (Council of Ministers, 2010), and explore ways to measure and value a wide range of outcomes of education, recognising that improving educational attainment is also crucial to reducing poverty and fostering social inclusion.

- Note the importance of all teachers and teacher educators in taking forward the inclusion agenda and recognise and support such action by coherent, long-term policies at the international, European and national levels for the inter-related areas of teacher education, school curriculum, pedagogy, assessment and accountability.

It is hoped that the recommendations in this chapter will provide a stimulus for discussion and ideas for ways forward to develop teacher education for inclusion as a key factor in the move towards more inclusive education systems across Europe.

Evidence for this recommendation can be found in:

Literature Review

National education policy, with a heavy focus on outcomes can also impact on teacher education. Reynolds (2001) points out the difficulties of focussing on values in an output driven system and the need to look longer term beyond that which can easily be observed/tested. Cochran-Smith (2005) similarly challenges the purpose of schooling and of teacher education, seeking a move away from a focus on producing learners who can pass tests.

Edwards & Protheroe (2003) suggest that the focus on pupil performance in national tests emphasises the performance of student teachers as deliverers of a curriculum rather than a more appropriate focus on responsive and interactive pedagogy and Slee (2010) notes that teacher education needs to enter the debate about curriculum rather than 'training teachers to install it' (p20). He notes the need for critical learning in the area of assessment in the age of high-stakes testing and the need to take the opportunity offered by the education of the inclusive teacher to ' insert a less-restrictive vision' that focuses again on the needs, broader capacities and potential of the diverse learners in our classrooms. (p. 11)

National education policy then needs to resolve the debate around standards and accountability and equity in education to further improve inclusive practice and ensure that the next generation of teachers are brought up in inclusive settings which develop appropriate attitudes and values. The findings of the UNESCO report 'Learning Divides' (Willms 2006) provide evidence that strong school performance and equity can go hand in hand. Findings show that schools with heterogeneous intakes on average tend to perform as well as those with homogeneous intakes and that schooling systems can be highly inclusive and still yield high literacy performance. (p. 12)

Synthesis Report

In order to support the move to greater inclusion, the current systems of accountability and the impact of such systems on standards and equity require attention. Some country reports state that the emphasis on high standards of academic attainment can work against, rather than alongside policies for inclusion. Work by Meijer (2003) noted that the tension between, on the one hand, the pressure for better outputs of schools and, on the other hand, the position of vulnerable pupils, is increasing. Forlin (2010) also points out that teachers may experience tensions where government policy demands greater inclusion yet supports school expectations to achieve (continually improving) traditional examination results. (p. 59)

The UNESCO *Policy Guidelines on Inclusion in Education* (2009) recognise two important components of quality – the cognitive development of the learner and the role of education in promoting values and attitudes of responsible citizenship and/or creative and emotional development. It is this broader perspective that needs to be kept in mind when considering how 'quality' in education – and teacher education – can be measured. (p. 60)

Few people would dispute the need for high standards for all learners. However, there is a need to question the values and assumptions that 'standards' in different countries reflect. If only a narrow range of 'ability' is valued, then various forms of categorising and labelling are likely to continue, making it difficult to create classrooms where everybody can succeed. Teachers need to challenge frequently held beliefs about the causes of under-achievement and reflect on how the school system is affected by – and can perpetuate – larger social inequalities. (p. 68/69)

Some countries are reducing external monitoring of learner achievement due to issues of manageability, as well as potential conflict between a focus on academic standards and wider achievements, more closely aligned to the principles of inclusion. Schools should develop effective systems of quality assurance but balance the requirements of external authorities with the need to identify and maximise the progress of all learners. (p. 69)

While a potential conflict between meeting the diverse needs of learners and expecting everyone to meet common standards remains, teachers need to focus on providing real learning opportunities for all young people and not just opportunities to participate in and be judged by high stakes assessments which have little meaning for them. (p. 70)

Country Reports

Belgium (Flemish Community): Another respondent explicitly refers to the same competences that can be put forward as a special emphasis for evaluating inclusive practice. These are (Vandeputte, Van Acker en Van Buynder, 2007):

- Taking care of the wellbeing of all pupils;

- Differentiation in the curriculum, support and evaluation, preferably within the classroom;

- Deeper communication with parents;

- Collaboration with external and internal colleagues within the classroom;

- Curiosity, critical thinking, flexibility and a sense of responsibility. (p. 13)

Denmark: There are no methods describing how to tackle challenges in every-day school life, but teachers need to focus on the interaction between the learner and the environment and take a critical approach to their own teaching and classroom management. (p. 8)

UK England: The renewed interest in initial teacher training/education reflects the Government's priority to inclusive education. However, this priority has been pursued alongside, and some would argue, dominated by the powerful priority to raise academic standards. (p. 1)

CONCLUDING REMARKS

In addition to the sources of evidence detailed in this document – the policy review, international literature review and the project synthesis report and country reports – the project recommendations were also shaped in part by discussions with over 400 project experts and stakeholders during 14 case study visits and 2 project conferences. The stakeholders who debated the key issues for TE4I included policy makers and practitioners from a range of school and teacher education sectors; ITE and in-service student teachers; parents, families and learners. By drawing on such rich and varied sources of evidence, it is hoped that these recommendations will go some way towards improving educational opportunities for all learners.

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