



Mapping the Implementation of Policy  
for Inclusive Education (MIPIE)

Report of the Conference held on  
10<sup>th</sup> and 11<sup>th</sup> March 2011,  
Budapest, Hungary





# **MAPPING THE IMPLEMENTATION OF POLICY FOR INCLUSIVE EDUCATION (MIPIE)**

**Report of the Conference held on  
10<sup>th</sup> and 11<sup>th</sup> March 2011, Budapest, Hungary**

**An event held under the Hungarian Presidency of the  
European Union**



European Agency for Development  
in Special Needs Education



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## INTRODUCTION

This document is the second of two conference reports produced as part of the Mapping the Implementation of Policy for Inclusive Education (MIPIE) project, conducted by the European Agency for Development in Special Needs Education (the Agency).

The Agency is an independent and self-governing organisation, established by the member countries to act as their platform for collaboration in the field of special needs education. The Agency currently has national networks in 27 European countries and is financed by the member countries' Ministries of Education and the European Commission's Lifelong Learning Programme, as one of the 6 institutions pursuing an aim of European interest in the field of education (Jean Monnet Programme).

In Spring 2010, the Agency submitted an application for the Mapping the Implementation of Policy for Inclusive Education (MIPIE) as a project supported under Commission LLP Comenius funding. In the Autumn 2010, the Agency was awarded the grant and the project began in November 2010 under agreement number: 510817-2010-LLP-DK-COMENIUS-CAM. The project will run from November 2010 to late 2011.

The need for all countries to track the implementation of new educational policies and legislation are evident at:

- International level (as can be seen in the UN 2006 Convention on the Rights of Persons with Disabilities calls for data collection and monitoring at State level);
- European level (as outlined in the Lisbon objectives 2010 and also European Council priorities and targets outlined in the ET 2020 strategy);
- National levels (as evidenced by Agency work involving ministerial representatives from 27 European countries. Please see: [www.european-agency.org](http://www.european-agency.org)).

The pressures on policy makers to demonstrate how policies are leading towards greater educational inclusion results in the need for the systematic collection of qualitative and quantitative information that answers key questions and can be used longitudinally by countries to map their own developments and comparatively across countries to compare relative developments.

The Agency's work with policy makers in European countries indicates that there are major gaps in the information that is currently available:

- The approaches taken by the organisations working in the field and the type of information they provide differ greatly;
- There is no European level agreed approach to information collection that can be used to map implementation of policy for inclusive (as opposed to special needs) education;
- Quantitative data alone is not enough to map developments in inclusive education – qualitative information must be collected and made available.

The MIPIE project is essentially an information collection and 'scoping' activity. The focus of the project is not to collect any qualitative or quantitative data; rather the goal of the project is to take a first step towards identifying for policy makers what quantitative and in particular qualitative information should be collected and how this can be done in the best way to effectively map the implementation of policy for inclusive education in a meaningful way.



Specific project objectives have been to work with policy makers from European countries in order to:

- Clarify a rationale for what information needs to be made available for policy makers;
- Identify what information is already available;
- Highlight the gaps in current information;
- Provide detailed proposals on how the necessary information could be collected in the future for the purposes of national, self-mapping and for European level comparative purposes.

To achieve the project goal of providing clear proposals on Mapping the Implementation of Policy for Inclusive Education, the main participants as well as target group for the project are policy makers for inclusive education. The project works with policy makers nominated by their respective Ministries of Education to act as country representatives within the Agency.

The Agency member countries involved in the MIPIE project are: Austria, Belgium (Flemish and French speaking communities), Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Norway, Poland, Portugal, Slovenia, Spain, Sweden, Switzerland and United Kingdom (England, Scotland and Wales).

A further group of participants, as well as a further target group for the project, are national level experts on educational data collection. These experts have been invited to work with policy makers in formulating proposals relating to the most appropriate methods to be used for meaningful data and information collection for mapping policy implementation for inclusion.

### **The Brussels project conference**

The main project activities have focussed upon two conferences – one in Belgium during 2010, one in Hungary, during 2011 – both of which were political level events held during the respective countries' hosting of the Presidency of the EU and were organised in co-operation with representatives of the Ministries of Education in the two countries.

These events have been used as the main opportunities for information gathering with the target group for the project – that is decision-makers responsible for the implementation of inclusive education policy in the European countries involved in the project.

The first project conference was held on 2<sup>nd</sup> and 3<sup>rd</sup> December 2010, Brussels, Belgium. The aim of this conference was to identify what data and detailed information European policy makers need in order to map developments in the implementation of legislation and policy for inclusion.

A full description, as well as a synthesis of the outcomes of the event are presented in the conference report available from:

<http://www.european-agency.org/agency-projects/mapping-the-implementation-of-policy-for-inclusive-education/brussels-conference>

Throughout the conference in Belgium, policy makers from the participating countries reflected upon their current information collection and current and future requirements – the 'what' of identifying and mapping developments towards inclusive education – and identified key issues, priorities and questions associated with such data collection.



Policy makers from the participating countries<sup>1</sup> debated three key questions:

1. What is the single most important data collection issue the project should focus on?
2. What sort of data do you need to inform you about this issue?
3. Why is this issue so important within your country context?

During country presentations as well as group and plenary discussions, the participants' inputs were recorded and summarised and then latterly checked and agreed upon. Below is a summary of the main issues emerging in relation to the key questions for the conference:

*What is the single most important data collection issue to focus upon?*

The requests focussed upon:

- Quality in education
- Data on outcomes of different approaches
- Data on the elements required in inclusive education
- Trends in SNE support
- Data related to the UN Convention 2006

*What sort of data do you need to inform you about these issues?*

The replies covered these aspects of data availability:

- Qualitative and quantitative data
- Qualitative data
- Focus on data identifying quality aspects
- Quantitative data
- Indicators
- Data focused on teachers and teacher education
- Data focused on particular issues

*Why is this issue so important within your country context?*

Five main factors emerged:

- Legislation
- Cost issues
- Political issues
- Social arguments
- Data requirements

In summary, the policy makers suggested they need *qualitative and quantitative data* that informs them about the *quality of education* of pupils with special educational needs (SEN). This will include *comparable data on the outcomes and effectiveness* of different approaches specifically including: data on *learners' experiences and achievements*; data that demonstrates *cost effectiveness* of different elements within the education system.

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<sup>1</sup> Austria, Belgium (Flemish and French speaking communities), Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Norway, Portugal, Slovenia, Spain, Sweden, Switzerland and United Kingdom (England).



The data needs to *map and monitor trends and developments* over a period of time and be flexible enough to be *interrogated to provide specific answers* to specific questions.

In addition, a number of overall reflections on the requests from policy makers were highlighted during the Brussels conference:

1. The purpose of data collection as providing evidence of effectiveness;
2. The equal value of quantitative and qualitative data;
3. The importance of tracking the progress of young people throughout and beyond their school careers;
4. The need for national level data collection, within European level agreements;
5. The importance of understanding the impact of differences in countries' education systems.

These findings and reflections formed the starting point for preparing the second project conference held in Budapest.

### **The Budapest project conference – an event held under the Hungarian Presidency of the EU**

The second project conference was held on 10<sup>th</sup> and 11<sup>th</sup> March 2011, in Budapest, Hungary. The conference was co-hosted by the European Agency for Development in Special Needs Education in co-operation with the Hungarian Ministry of National Resources, State Secretariat for Education.

The conference was officially announced as an event held under the Hungarian Presidency of the European Union (please see <http://www.eu2011.hu/event/mapping-implementation-policy-inclusive-education-mipie>). The project conference linked to a priority for Hungarian education strategy – that of unequal access to educational provision and transforming segregated provision into inclusive settings.

During the conference in Brussels, policy makers from the participating countries reflected upon their current information collection as well as future requirements. Essentially they considered the 'what' of identifying and mapping developments towards inclusive education and identified key issues, priorities and questions associated with such data collection.

In the Budapest conference, the same policy makers were involved, but in addition, each of the participating countries<sup>2</sup> nominated a national data collection expert to join the event and all discussions. These specialists were considered key participants as well as a further target group for the project. Their expertise informs the project debates regarding the 'how' or methods for future data collection. It is considered that these experts will be central to future implementation of proposals generated by the project.

The Budapest conference built upon the findings from the Brussels conference with the aim being to identify *how* the information European policy makers need in order to map developments in the implementation of legislation and policy for inclusion can be collected and what future priorities there are for this area of work at European and national levels.

Essentially, the Budapest conference was a more technical meeting than the meeting in Brussels, with focus of activities and discussions being upon the possibilities for collecting

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<sup>2</sup> Austria, Belgium (Flemish and French speaking communities), Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Portugal, Slovenia, Spain, Sweden, Switzerland and United Kingdom (England, Scotland and Wales).



the required data, the challenges faced and identifying how these challenges can be overcome.

The various sessions and activities covered within the Budapest conference are outlined in Annex 1 of this report. Annex 2 presents an overview of all the 60 plus participants in the event.

In the following sections, summaries of information collected during different meeting activities and discussions are presented. These summaries begin with an overview of key messages presented by the keynote speakers involved in the 2-day event.

The full speeches and presentations of all the inputs are available from the project web area on the Agency website: [www.european-agency.org/agency-projects/mipie](http://www.european-agency.org/agency-projects/mipie)



## MAIN MESSAGES FROM SPEAKERS' PRESENTATIONS

As part of the programme for the first morning of the Budapest conference, a number of keynote speakers gave presentations relating to challenges for data collection and mapping work.

These inputs came from representatives of the Hungarian co-hosts in the Ministry of National Resources, Hungary, European Commission – Directorate General for Education and Culture (DG-EAC), Eurostat and the European Agency for Development in Special Needs Education. The aim of these inputs was to identify challenges and opportunities for data collection from a number of policy perspectives.

The sections below highlight the main messages from the speakers that relate to the critical issue for the Budapest conference of how data for mapping the implementation of inclusive education can be collected.

### Messages from the Opening Session

The opening address for the conference was given by *Zoltán Gloviczki, Deputy Minister of State for Compulsory Education, Ministry of National Resources, Hungary*. Mr. Gloviczki not only gave a formal welcome on behalf of the Ministry and the Hungarian Presidency, he also reflected on his personal experiences that have shaped his views as to the importance of inclusive education:

'Twenty-twenty two years ago we lived the last days of the communism in Hungary ... I was a student in this time. We were students at that time with the current Prime Minister of Hungary, with the most of current leaders of our country. We could see some problems in that world. But not all the problems ... It was in the summer of 1990, when I was invited in a summer camp together with a couple of colleagues of mine in the university. We were invited to a strange, partly secret summer camp, where at the same time a couple of children who lived with Downs syndrome, autism and with a number of mental and physical disabilities were invited as well. I dreaded this invitation. I had never seen people like this before – apart from Dustin Hoffmann in the Rain Man, who was a hero from a Hollywood fairy tale ... these people lived in closed institutes, or in closed homes of their families ...

Then I went to that camp. The first evening there, was one of the most important moments of my life. I became a member of a little company, and a member of a huge company of people with disabilities and of people who would include them ... Our original experience in this camp and in this company was to create bonds of friendship between all members and to reveal to each person his/her unique gift and beauty ...

My own five children have grown up already holding this experience. The inclusive attitude toward special needs in the school, in the family, in the circle of friends exists without saying for them. I am very glad to have this experience. I am very glad to have children like this.'

He concluded by reflecting on the value the Hungarian Ministry perceived in the outcomes of the conference: 'I would be very glad to work in an educational system, which gives the same experience either to the inclusive or the included persons. We are waiting and we say thanks for your ideas and information on good practice leading us toward this goal.'

The second speaker in the opening session was *Jens Fischer-Kottenstede, Directorate General Education and Culture Unit A4: Analysis and Studies*, who gave an input exploring the move from 'strategy to data needs in inclusive education'.



He began by outlining that the European Disability Strategy 2010/2020 (adopted on 15 November 2010) provides a renewed commitment to a barrier-free Europe. The strategy has a number of key objectives:

- Empower people with disabilities to enjoy their full rights;
- Create a barrier-free Europe for all;
- Comply with the international commitments taken by concluding the UN Convention on the Rights of Persons with Disabilities.

He emphasised the importance of the UNCRPD (2006) as a legally binding international human rights instrument.

He also outlined that in the EU 2020 strategy, the needs of people with disabilities are more generally addressed in the five 'Flagship Initiatives', namely the: European platform against poverty; Agenda for New Skills and Jobs; Youth on the Move; Innovative Union; Digital Agenda for Europe.

The Commission Staff Working Document lists a number of key actions for the education thematic area: *Increase knowledge on education levels and opportunities of people with disabilities:*

- Promote peer reviews on the different definitions at Member State level of inclusive education through the support of the Network of Experts on the Social Sciences of Education and Training (NESSE);
- Support the work of the European Agency for Development in Special Needs Education to facilitate the collection, processing and transfer of European level and country specific information on education of people with disabilities;
- Improve e-skills of persons with disabilities;
- Collect data on access and participation of persons with high dependency needs, including persons with very severe intellectual disabilities, in the education system.

Four overall strategic objectives have been determined by the Council of Ministers for education:

1. Making lifelong learning and mobility a reality;
2. Improving quality and efficiency of education and training;
3. Promoting equity, social cohesion and active citizenship;
4. Enhancing creativity and innovation.

Strategic objective 3 explicitly addresses the needs of learners with special educational needs: 'Educational disadvantage should be addressed by providing high quality early childhood education and targeted support, and by promoting inclusive education. Education and training systems should aim to ensure that all learners — including those from disadvantaged backgrounds, those with special needs and migrants — complete their education, including, where appropriate, through second-chance education and the provision of more personalised learning.'

Jens Fischer-Kottenstede reiterated that monitoring and analysing progress towards the strategic objectives for the ET 2020 agenda would occur via five benchmarks linked to 16 indicators – the education of pupils with SEN remains one such indicator.

The monitoring of progress – both qualitative and quantitative – requires data from a number of sources – including the European Agency for Development in Special Needs Education, as is currently used in the annual Progress Reports on the EU strategic



objectives.

He concluded with what he saw as the key messages from the MIPIE Brussels conference in relation to EU strategic objectives:

- The purpose of data collection as providing evidence of effectiveness (and efficiency);
- The equal value of quantitative and qualitative data;
- Tracking the progress of young people;
- The need for national data collection, within European level agreements;
- Understanding the impact of differences in countries' education systems.

These main messages were echoed by *Per Ch Gunnvall, Chair of the European Agency for Development in Special Needs Education*, who suggested that the end point messages from the Brussels conference must be the starting point for debates in the Budapest meeting: 'The need for national data collection, within European level agreements ... point was a very clear message coming from the debates many of you engaged in during the Brussels meeting. This seems to be a very ambitious aspiration for the MIPIE project – perhaps not one that can be achieved within the project lifetime, but definitely one key area that the project can provide relevant and timely information upon.'

Per Gunnvall reinforced the importance of the topic of mapping policies for inclusive education in Agency member countries. He stressed how all countries are debating the critical issues related to tracking the implementation of new educational policies and legislation and suggested that: '... the fact there are Representatives of 26 Agency member countries participating in project activities so far supports this.'

He also stressed the importance of collaboration between different organisations working in this area: 'We are very happy that the Agency is continuing to actively co-operate with Eurostat and the Units within the European Commission working in this area as combining our expertise and perspectives on the key issues are crucial if results at the European level are going to be meaningful and applicable.'

### **Messages from the Panel Session**

The second panel of the conference involved two presentations both exploring different perspectives on the challenges and opportunities for data collection in inclusive education.

The first presentation was given by *Lene Mejer (Eurostat)* and *Thierry Huart (Sogeti Consultants)* focussing upon the developing data collection work of Eurostat in relation to pupils with SEN. The presentation was titled 'Challenges and opportunities for collecting data on inclusive education / special needs education' and was a follow-up to the presentation given at the first MIPIE meeting December 2010 (available from [www.european-agency.org/agency-projects/mipie](http://www.european-agency.org/agency-projects/mipie)).

The presentation aimed to provide an update on the Eurostat project regarding SNE data; outline perceived challenges for collection of data as well as highlight opportunities for linking quantitative data to indicators providing relevant analysis.

Lene Mejer began by outlining the current work Eurostat is conducting focussing upon UOE (UNESCO, OECD, Eurostat data collection on education systems) where data on pupils with SEN is 'present but hidden'. Therefore within the Eurostat Work programme 2011, 3 tasks have been identified:

- An enquiry to 'actors' at international and country level regarding data and indicator



needs in relation to SEN pupils. The enquiry will also include questions on data availability at country level as well as possibilities for making data 'comparable'.

- Creation of an 'ideal' UOE test table combining policy needs and data availability in an 'optimal mix', to be accompanied by relevant methodological instructions including concepts and definitions to be followed.
- Identification of relevant possible indicators given policy requirements and available data.

Any system of indicators should be:

- Policy-relevant, by being capable of providing clear and unambiguous responses to key policy issues and concerns;
- User friendly, i.e., comprehensible, timely and few in number;
- Derived from a framework, which allows the interpretation of one figure (say enrolment) in the context of other basic variables (e.g. demography and investment in education) of a particular country;
- Technically sound, i.e. valid, reliable and comparable;
- Feasible to measure at reasonable cost, in that the basic statistics required are either readily available or comparatively easy to collect within a well-defined timeframe.

The presentation went on to consider several challenges that need to be addressed regarding data collection on SEN. Any future data collection in this area undertaken by Eurostat needs to:

- Comply with the UOE framework;
- Meet EU2020 strategy needs.

Defining the target population – i.e. identifying an agreed definition of the SEN population – is also perceived by Eurostat as a major challenge. She reiterated a point previously stressed in the MIPIE project work – there is no definition of SEN, SNE or inclusive education agreed upon across European countries.

Lene Mejer explained that according to ISCED 1997: 'The concept of "children with special educational needs" extends beyond those who may be included in handicapped categories to cover those who are failing in school for a wide variety of other reasons that are known to be likely to impede a child's optimal progress' (ISCED 1997 Manual, p. 47).

The UNESCO definition 2011 (draft version – February 2011) focusses upon a definition of special needs education (SNE) provision: 'Education designed to facilitate the learning of students who, for a wide variety of reasons, require additional support and adaptive pedagogical methods in order to meet learning objectives. The reasons may include disadvantages in the area of physical or intellectual ability, behavioural or emotional needs or as a result of specific medical conditions.'

However, other types of definition can also be considered, for example one based on the notion of additional resources. In discussion, Lene Mejer pointed out that if the concept of additional resources was used as the basis for defining SEN, then data collection could potentially also focus upon financing and resource issues and aspects.

Defining the dimensions to be considered in potential data collection was presented as a further challenge. Potential dimensions include age and gender breakdown; level of education; sector of education as well as SEN population sub-categories (for example the



OECD Disabilities / Difficulties / Disadvantages taxonomy).

In addition, it will be necessary to clarify whether inclusion in education is an 'absolute state' or if 'levels of inclusion' can be identified and data needs to be collected accordingly.

Two key questions were posed in the presentation: 'Are those from disadvantaged backgrounds and migrants to be regarded apart from those with special needs?' and 'how can inclusive education be operationalised?'

Finally, opportunities in relation to SEN indicators were presented. Core indicators potentially focus upon:

- Numbers of segregated / included pupils with SEN, in absolute terms or as a percentage of all SEN students;
- The distribution of pupils with SEN by setting.

Indicators can also be added to in order to expand upon SEN specific issues to cover all equity aspects:

- Access (early identification of SEN pupils, additional provision);
- Treatment (additional resources and staffing);
- Outcomes (graduation and employability).

The second presentation of the panel was from *Verity Donnelly, European Agency for Development in Special Needs Education*, whose input aimed to set the context for further work on mapping the implementation of policy by outlining some of the key debates and current thinking internationally about inclusive education.

She began by suggesting that internationally there is some data available relating to numbers of learners with different needs and where they are placed, as well as limited data on financial aspects, outcomes of their education, exclusions from school and early school leavers. However, a number of critical issues for inclusive education, as outlined within UNESCO 'Education for All work' remain. These relate to:

- Resources
- Access and participation
- Teacher professional development
- Policy and legislation
- Whole school reform
- Identification and placement
- Assessment, accountability, efficiency and effectiveness
- Building capacity and sustainability.

A number of key policy tensions are evident including: integrated versus separated strands of inclusion; an inclusive versus standards agenda approach to education; teaching and supporting diversity versus special needs education; long term sustainable change versus short term targets; attending to conditions for teaching and learning versus attending to outcomes; rational versus reactive planning; commitment to inclusive values versus compliance to directives.

Verity Donnelly questioned the extent to which data collection would not be directed by views of inclusive education. She presented a typology of six ways of thinking about inclusion:

- 
- 
- 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 seen as 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.

Whichever view of inclusion is taken, it can be argued by looking across research in the field that concrete quantitative and qualitative data is required in order to answer the following critical questions:

- What legislation and models of resourcing can support effective organisation of education and quality for all?
- What skills, experience, attitudes make an effective, inclusive teacher?
- What works for learners in education in terms of organisation, pedagogy, curriculum and assessment?
- How can agencies collaborate to provide holistic support in relation to early intervention, family support and community involvement?
- What are the valued outcomes (academic and social) for long term quality of life, being active and contributing citizens?

Verity Donnelly's input finished with a discussion regarding possible indicators and measures for inclusive education. A measure was presented as a 'device or unit for measuring, tied to quantity' while an indicator was seen as 'a complex / variable clue about whether something is happening and to what extent that calls for inference'.

She suggested that qualitative indicators must be meaningful and grounded in discernible evidence, but in citing Alexander (2008)<sup>3</sup> suggested that '... inconveniently un-measurable indicators may well be about what really matters in learning and teaching ... is it right that our attempts to understand and evaluate teaching should be subverted by misapplied scientific zeal and/or an imperfect grasp of language? Or that our account of what matters in the pursuit of educational quality should be so seriously distorted by the application of vocabularies devised for contexts a long way removed from the classroom?'

She concluded by posing a number of key questions for further consideration in the MIPIE project and beyond:

- Is it possible to reach agreement on definition of key terms as well as clarification of focus areas?
- What can be measured? What indicators are needed?
- Are different type of indicators needed – e.g. current status, facilitative (factors in place to support implementation) outcomes – long, medium, short term?
- What are the implications of the UNCRPD national disability data?

The full speeches and / or inputs of all the presenters are available from the MIPIE project web area: <http://www.european-agency.org/agency-projects/mipie>

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<sup>3</sup> Alexander, R.J. (2008) Education for All, the Quality Imperative, and the Problem of Pedagogy, 53 pp, London: CREATE.



## COUNTRY DATA COLLECTION WORK

In the final plenary discussion of the MIPIE Brussels conference, there was a round of inputs from country representatives of the countries involved in discussions. These inputs essentially focussed upon the ‘what and why’ of data collection in relation to inclusive education. (The full text of these discussions is available in the Brussels Conference Report.)

The analysis of their discussions showed that policy makers need **qualitative and quantitative data** that informs them about the **quality of education** of pupils with SEN. This will include **comparable** data on the **outcomes and effectiveness** of different approaches specifically including: data on **pupils’ experiences and achievements**; data that demonstrates **cost effectiveness** of different elements within the education system.

The data needs to **map and monitor trends and developments** over a period of time and be flexible enough to be **interrogated to provide specific answers** to specific questions.

In preparation for the Budapest meeting, the nominated country data collection experts were sent the full outcomes of the policy makers’ discussions. Both the project data collection experts and policy makers were asked to complete two tasks prior to the meeting that were directly linked to two activities in the Budapest meeting. Each of these is described below.

### Overview of country data collection activities

The first task was to complete a data collection table (based on the Agency Indicators’ phase 2 project work<sup>4</sup> and presented below) in relation to their national level work.

		INPUT	PROCESS OF EDUCATION			OUTCOME
		Admission	Assessing	Planning	Teaching	Attainment, Transition, Destination
Levels of the education system	National					
	Local/Regional					
	School					
	Classroom					
	Pupil/student					

The information requested covered:

- 5 levels of the education system: national, local/regional, school, classroom, pupil/student;
- 3 phases of the education process: input (admission), process (covering the elements of assessing, planning, teaching) and output (attainment, transition and destination of learners).

<sup>4</sup> *Participation in inclusive education – A Framework for Developing Indicators* (2011) European Agency for Development in Special Needs Education



Data collection experts indicated if data is collected in their countries for each potential option. If data was collected, countries were asked to indicate: what is collected; how it is collected; by who and how it is used.

The tables were completed by all countries participating in the MIPIE project and an extremely rich resource of information was submitted to the project team before the Budapest meeting. This country information collated and made available to all participants for discussions during the conference.

During the conference a group discussion session was organised where the focus was upon using the completed data collection overview tables to share information on what and how data is *currently* collected in countries.

Each country verbally described what they do, how and why and tried to highlight some of the issues they face.

Country inputs were around 5 minutes and the session included time for some questions and answers.

Following the conference, countries were given the opportunity to supplement the information they had submitted. Many did so with additional clarifications and or replies. This final information has been collated into an electronic document: *Overview of Country Data Collection Work*, which is available to download from <http://www.european-agency.org/agency-projects/mipie>

An initial analysis of the country replies indicated that:

- No two countries have the same systems or activities relating to data collection;
- Very few countries collect data for all the options presented;
- Not all countries replied to all the options presented;
- 'Input' or admission data is most readily available in countries at all levels – national through to pupil level.

A full and detailed analysis of the data collection work being conducted in countries will be used as the basis for identifying final recommendations for mapping the implementation of policy, provided in the final MIPIE project report (which will also be made available from the project website).

### **Responding to policy makers' data requests**

In addition to completing the data collection overview tables, in advance of the Budapest meeting, project experts were sent the summary of policy makers' data requests as identified in the Brussels conference (and presented at the start of this chapter) along with three key questions relating to quantitative and qualitative data collection they were asked to prepare answers to:

1. How can the priorities identified by MIPIE project policy maker experts for data be addressed?
2. What are the challenges?
3. How can these challenges be overcome?

During the conference, a further group discussion session focussed upon considering *an ideal situation* for data collection in order to debate and then agree upon some key points in relation to the key questions posed.



In the discussion session, experts were asked to bear in mind the issues apparent in developing work at national and European levels regarding data collection, as well as the essential focus of the project as being on data collection for the purposes of mapping the implementation of policy for inclusive education generally and not just particular groups within inclusive education.

In the sections below, a synthesis of the discussions from across the country groups is presented.

### ***How can the priorities identified by MIPIE project policy maker experts for data be addressed?***

The first point highlighted via the discussions was the importance of using existing data sources, both from the international level – in particular Eurostat, OECD PISA/Talis, and European Agency information – and national level data. In relation to national level data, information made available via the following channels were all highlighted as being relevant:

- National statistical centres;
- Specific surveys/research;
- Other ministries than education;
- Interest groups and NGOs;
- Regional, local and/or School development plans.

National level provision mapping was highlighted as an important strategy. Collating information on key topics such as early intervention and multi-agency approaches, curriculum and teaching, organisation and support, additional resources, advice and assessment were viewed as important.

Two key areas for very specific information were apparent in discussions:

1. Refining financial data that can be linked to outcomes in order to inform ‘value for money’ debates;
2. Narrowing down the scope of ‘quality of education’ to core questions in order to get more useful data.

The issue of data relating to quality in inclusive education generated the most debate and raised essential questions such as: what is quality in inclusive education? How can wider outcomes of education – such as social-emotional needs and personal well-being – be measured?

A number of crucial factors were highlighted:

- Data on quality education and effectiveness needs to be collected for all pupils, not just specific groups (e.g. those with SEN);
- Collecting data in relation to quality requires evidence relating to: the whole context of a learners’ environment; longer-term outcomes of education including learners’ destinations;
- Using information from existing systems – e.g. pupil registers or school inspections – can provide the necessary tracking information.
- Multiple approaches to qualitative data collection (e.g. sampling of schools, communities and municipalities) are required to collect information on a wider scale,



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as well as case study evidence of trends in support to teachers and learners. This data is needed in addition to outcomes for students.

An ideal scenario would be to have evidence that learners' needs are being met by examining data relating to a number of crucial factors in education:

- The effectiveness of initial assessment procedures;
- The on-going involvement of learners and their families in educational experiences;
- The effectiveness of learning environments in overcoming barriers and supporting meaningful learning experiences for all learners.

### ***What are the challenges?***

During discussions it was suggested that identifying gaps in current data collection work was a useful first step to highlighting challenges. Many experts saw the process of completing the country data collection overview tables as a thought provoking exercise. As a result of this exercise, a number of clear messages relating to challenges for data collection were made apparent.

Ensuring comparability between data in as well as between countries is seen as problematic. A number of countries suggest that they face systemic problems with data collection that result in the inability to standardise at the country level information collected from decentralised settings of different kinds.

As there is no agreement on key data collection parameters or international and/or national definitions, comparing any data relating to SEN, different placement settings, or concepts relating to quality inclusive education (in the narrow and broad sense) is not possible and the value of data comparisons between countries was questioned.

Whilst it was acknowledged there is a need to understand and improve the situation of possible data comparability, the risk of misinterpretation of country data needs to be balanced with the opportunities presented for mutual learning.

From considering current work in countries, a number of difficulties in data collection were identified, the most complex being how to measure the relative effectiveness of different ways of organisation inclusive education – both within and between countries. As there is no one accepted 'best approach' to inclusive education, it was argued that any indicators should not limit countries to specific ways of achieving inclusive education. Comparisons of experiences across countries can be beneficial, but does comparison imply the same set of indicators could be used for all countries? It may be impossible to have a common set of indicators applicable for all countries' contexts.

A number of other problems with existing data collection were identified:

- The difficulties in specifying suitable / measurable outcome indicators and being clear on how much, or how little data to collect;
- Improving inter-ministerial co-operation and multidisciplinary approaches to data collection;
- Convincing key stakeholders to include SEN questions in existing data collection surveys;
- Convincing schools to collect data and work together in existing information collection programmes.

Alongside these, a number of potential problems with introducing new data collection procedures with additional demands on schools were identified:



- Funding issues and financial constraints;
- The lack of resources for teachers and the potential danger of overload with additional tasks were highlighted;
- Fostering positive attitudes towards data collection within school management teams was seen as critical.

Finally, for a number of countries laws prohibiting data collection in certain areas due to privacy and or data protection legislation presented obstacles to data collection that can only be 'worked around' and not directly addressed.

### ***How can these challenges be overcome?***

In the discussions it was highlighted that policy requests for data in certain areas act as a driver for developing necessary systems of data / evidence collection. It was therefore argued that there is a strong case to make inclusive education, disability and special educational needs an issue for all schools and service providers.

There is also a can for re-thinking what information needs to be collected with the following areas requiring more detailed consideration:

- A focus on data collection about and from individuals rather than systems;
- School level data collection that involves school and multidisciplinary team and parents;
- Reaching a common understanding of what is meant by learning outcomes, potentially incorporating information on how learners themselves define successful outcomes;
- Making connections between diverse data sets.

It was argued that national level data collection could be linked to international level work more effectively. Becoming familiar with data that is currently collected is a starting point, but other aspects include:

- Working with already agreed international definitions – such as the UNCRPD definition of disability, the UNESCO definition of special needs education or the OECD disabilities, learning difficulties, disadvantages typology – alongside national level definitions and parameters for data collection;
- Share information on data and statistics across countries on a more systematic basis.

However, a specific request coming from country representatives in relation to this point was for great and closer co-operation between organisations already working on this area in order to support and streamline requests for national level information.

The full summaries of the group discussions are available from the MIPIE project web area: <http://www.european-agency.org/agency-projects/mipie>

These summaries were used as a stimulus for final discussion regarding recommendations for mapping of the implementation of policy – presented in the next chapter.



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## DATA COLLECTION TO BE USED FOR MAPPING AT THE NATIONAL AND EUROPEAN LEVELS

The overall goal of the Budapest conference was to collect information that could be used as the basis for developing overall project recommendations on mapping the implementation of policy for inclusive education. The various discussions over the two-day event all contributed to this information collection, but two activities were particularly relevant – a plenary presentation of reflections from the project consultant, Serge Ebersold and final group discussions of all project experts to identify recommendations for future mapping work.

The main messages from both of these activities are presented in the sections below.

### Reflections on data collection for mapping purposes

*Serge Ebersold, Professor at INS-HEA, France and MIPIE Project Consultant* presented a series of reflections upon the various inputs during the conference. His input focussed upon 3 key questions:

1. What is meant by 'quality of education'?
2. What is relevant data?
3. How can relevant data be collected?

In response to the first question – *what is meant by quality of education* – he began by referring to the discussion of the Brussels MIPIE project conference where policy makers clearly linked quality of education to evidence of:

- Cost effectiveness;
- Comparable data on achievement outcomes and effectiveness;
- Information that maps and monitors trends and development;
- The ability to provide appropriate answers to specific issues.

He suggested that the recommendations from the MIPIE project should clarify what this implies in terms of data or information collection relating to:

- The percentage of learners attending mainstream and special classes;
- The percentage of learners with SEN graduating with a 'mainstream' qualifications;
- The percentage of learners with SEN dropping out (early school leavers)
- The percentage of learners who are not in employment, education or training (NEET) after lower or secondary education.

He reminded the audience that the UN Convention on the Rights of Persons with Disabilities (2006) requires a focus on equity issues. Opportunities for learners with SEN regarding participation, access, success and prospects compared to their non-disabled peers need to be explored. Data should therefore focus on population data and systems data to examine the availability and the effectiveness of additional resources.

This would reflect the ultimate goal for inclusive education which is about improving the quality of the education system for all learners by identifying and removing barriers – in the form of attitudes, practice, policy, environmental and resource related – to each learners':

- Presence in, or access to education;
- Participation in the learning process;



- Academic and social achievement.

Barriers can take the form of attitudes, practice, policy and/or environmental and resource related issues.

In relation to the second key question – *what is relevant data* – Serge Ebersold suggested that a first point to be clarified is who we are speaking about in relation to data collection; a definition of those who are considered as learners with SEN has to be agreed.

He suggested that the conference discussions indicate that learners with SEN may include those:

- Having a statement / official assessment of SEN;
- Receiving additional resources provided;
- Being at risk (Roma, disadvantaged, etc.)

However, all countries link special education needs to factors hindering students' success at school.

He suggested that using international agreements on definitions of learners with SEN may be a compromise.

The UN Convention refers to people with disabilities as including those who have long term physical, mental, intellectual or sensory impairment that interacts with various barriers that may hinder their full and effective participation on an equal basis with others. This approach invites a focus on those having an educational need related to an existing impairment or illness.

The UNESCO definition (2011) defines Special Needs Education as an: 'Education designed to facilitate the learning of individuals who, for a wide variety of reasons, require additional support and adaptive pedagogical methods in order to participate and meet learning objectives in an educational programme. Reasons may include (but are not limited to) disadvantages in physical, behavioural, intellectual, emotional and social capacities. Educational programmes in special needs education may follow a similar curriculum as that offered in the parallel regular education system, however they take individuals' particular needs into account by providing specific resources (e.g. specially trained personnel, equipment, or space) and, if appropriate, modified educational content or learning objectives. These programmes can be offered for individual students within already existing educational programmes, or be offered as a separate class in the same or separate educational institutions'.

The UNESCO approach is broader since it defines learners with special educational needs as: 'those who are failing in school for a wide variety of other reasons that are known to be likely to impede a child's optimal progress'.

Using international definitions would permit the adoption of a resource-based approach relating to identifying students with particular needs.

Serge Ebersold suggested that the second point for clarification relates to the type of data available and required.

He pointed out that data collection methods vary among countries, resulting in a variability of available data, collection methods, data collection level (state, needs, school development plans, etc.), data collection timescales.

However, according countries' discussion on quality of education, data collection must lead to information on populations and should provide details of:



- Type of schooling
- Age
- Gender
- Ethnic minority
- Type of disability / special need
- Socio economic background

As difficulties exist in identifying those enrolled individually in mainstream education, data collection also requires a focus on systems in order to identify the added value of inclusive education policies:

- Access (information may exist at various levels)
- Outcomes (information rarely exists)
- Enabling effects of additional resources (this information does not exist)
- Transition from an education level to another and from education to the labour market (information does not exist)
- Out of school children
- Cost benefits

Since policies are more and more aimed towards meeting individual needs, it appears to be important to include longitudinal issues. Therefore data collection should also highlight students' experiences and look at:

- Quality of life
- Affiliation issues
- Learning outcomes
- Socio-emotional aspects of education

These types of data are mainly gathered through research and survey based approaches. Such approaches could provide information on provision mapping as well as data on teachers' qualifications, skills and teaching methods. Some examples of such data gathering approaches are the OECD PISA study which provides information on students' well being and teachers' practices, whilst the OECD TALIS survey shows that teachers do not feel empowered to cope with learners with SEN.

The third key question for consideration – *how to gather data* – must begin with the principle that any data collection should include learners with SEN in current data collection. This is crucial within the principles of a school for all.

Overall, data collection needs to incorporate UNESCO, OECD and Eurostat (UOE), European Agency, national and international sources. At the international level, data may refer to data provided by existing collection procedures:

- Eurostat
- PISA
- TALIS
- UNCRPD monitoring reports

It is vital to consider and use all data collected at the national levels by Ministries of education as well as Ministries of health and welfare.



Serge Ebersold suggested that the European Agency could usefully focus future data collection work on issues that support Eurostat data collection, as well as supporting countries in implementing the requirements of the UN convention.

In conclusion, he suggested that data collection requires:

1. Co-operation between key international organisations (DG-EAC, Eurostat, European Agency, OECD, etc.);
2. Co-operation at the national level between key stakeholders;
3. A school based approach;
4. Disability being made an issue for all school and service providers to attend to;
5. The political will to include SEN issues in general data collection, as well as gathering specific data on learners with SEN;
6. Participatory research that shares and integrates different sources of data.

However, Serge Ebersold argued that there are clear methodological challenges that have to be overcome: 'Do we have to side step labelling issues, or can we reach an agreement on approaches towards inclusion? Can we focus on equity issues according to resources that are allocated? How do we identify different levels and type of information that is available?'

### **Country recommendations regarding data collection for mapping purposes**

In the final group discussion session of the conference, all MIPIE project experts were asked to reflect upon all the inputs over the two days in order to identify recommendations for data collection to be used for mapping the implementation of policy for inclusive education at the national and European levels. Summaries of these group discussions held during the conference are presented in Annex 4.

Experts were asked to provide general reflections as well as specific recommendations to be used as the basis for developing overall project recommendations. Their feedback in relation to these three points is presented the following sections. Specific recommendations for data collection for mapping the implementation of policy are indicated by the use of italics.

#### ***General reflections***

The policy makers and data collection experts highlighted a range of issues that need to be considered in relation to potential data collection for mapping purposes. A number of main themes are apparent across the group discussions; these are:

- The more inclusive an educational system becomes, the more difficult data collection will be;
- The questions policy makers need answers to cannot be answered with quantitative data alone. Quantitative data should never be presented without explanations of the context for the 'numbers'. However, the nature and focus of qualitative data requires careful explanation.

Many of the general reflections from the project experts relate to the essential purpose of data collection, key questions being identified as:

- Should data collection be focussed upon new information, or confirmation of existing information (with some modifications)?

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- 
- What will be compared: learners; expenditure; mainstream versus special school outcomes?

It was argued that the main aim of collecting data must be seen as improving the education system and not, for example, reducing costs. Any data collected has to:

- Create the potential for improvement;
- Be meaningful for learners, parents and teachers.

In relation to sources of potential data, it was argued that at the national level, data from different levels is important; particularly in decentralised systems local and national level information is needed to keep local flexibility and innovation possibilities. It was suggested that national level data can be interrogated in more detail – for example, existing data sets across a number of years can be examined to see if there the direction of change is evident.

In relation to the collection and use of international level data, the following points were raised for consideration:

- Does all data have to be comparable across all countries, or is it more useful to consider country 'sub-groups' in comparative work?
- How can the recommendations of past international work (for example Agency's 'Indicators' project) be used in the best ways?
- Any proposals for future data collection work must take into account and incorporate requirements for data collection already imposed on countries (for example the monitoring of the implementation of article 24 of the UNCRPD 2006).

### ***Recommendations for data collection for mapping purposes at the national level***

One clear recommendation was highlighted as the need for *sharing examples of innovative practice in national level data collection*. The project experts suggested that the opportunity to learn from data collection approaches in other countries was useful and organisations such as the European Agency can have a clear role to play in sharing information on data collection methods and rationales at the international level.

The *rationale for data collection on different levels needs to be clarified*, but it was argued that *country data collection cannot only consider national level data* –'jurisdiction' level (i.e. Federal states, Lander etc.) as well as regional level data must be considered if country data is to effectively reflect practice.

*Any country data collection needs to build on existing systems* and not introduce additional or separate systems that may not be consistent with the principles of inclusive education. However, *any system for data collection must ensure effective co-ordination between different ministries* so that the required data is available for all stakeholders in a format they can use and duplication of efforts are avoided.

The complexity of inclusive education as a topic for data collection means that *quantitative data must be linked to specific qualitative data* (often taking the form of detailed research). This means that those *professionals who are collecting data must be equipped and be able to work with differing types of data interrogation and analysis*.

Three potential levels of national data collection can be identified:

#### *1 – System level data:*

Overall, *data that helps to improve the education process is required*. Such data would aim to provide evidence that addresses key policy issue: for example the effectiveness of



different placements (special – mainstream schools) and educational approaches; the potential added value of inclusive education; how the system empowers learners and their parents.

### *2 – School level data:*

Data collection at the school level would give *insights into the quality of school life for all stakeholders*. Potential issues to be considered would include how schools effectively involve parents; how the school takes the wider home and community environment into account in planning learning and teaching; how social inclusion is supported in educational processes.

### *3 – Learner outcomes level data:*

The goal of collecting such data would be to *explore the effectiveness of resource allocation in the short, medium and long term for learners*. Long term data collection tracking educational and post educational careers of learners is required. Data on outcomes of education for learners would consider, amongst other issues, how well schools prepare young people for their later life? Do they have the necessary competences and life skills? What happens after compulsory education for young people? How successful is transition to employment and the labour market?

## ***Recommendations for data collection for mapping purposes at the European level***

Project experts agreed that *any data collection for European level sources must clearly build upon existing national level data collection, as well as directly link to the ET2020 work and other European strategies*. The starting point for European level data will be its applicability to the open method of co-ordination that is how it can be used for comparative purposes to measure benchmarks?

As such data will be open for scrutiny, *there needs to be a clarification of what type of information is useful ‘for public debate’ at the European level – who is the target audience and why do they need this information?*

All experts agreed that *European level data should only be collected in line with agreed definitions of key terms and parameters*. Such definitions could be based on a synopsis of different national definitions to identify differences and commonalities. Alternatively already existing definitions within data collection systems – ISCED, Eurostat, OECD, ICF classification, Labour Force Survey (LFS) – could be used.

However, *the potential consequences of differences between definitions of key terms in different international documents need to be made clear – i.e. UNESCO 2011 definition of special needs education and how this compares with and or subsumes the UNCRPD 2006 definition of disability*.

The project experts’ discussions point towards *two potential phases of European data collection work*.

As a result of high level, external requests, *the focus of immediate work should be upon comparable, quantitative data*. This work is essentially the focus of the current Eurostat enquiry into data collection for special needs education.

Project experts were clear that such work requires a careful exploration of whether such data already exists by identifying useful data within existing datasets. Subsequent data collection work would be limited to only collecting data that is required for national level comparative purposes.



Any framework of definitions and methods for data collection applied at the European level must be implemented at the national level as a 'minimum' for countries' data collection work.

Experts suggested that an agreed European approach would need to avoid the risk of focussing only on financial aspects of data collection and would most importantly have to overcome outstanding issues of interpreting internationally agreed definitions at national levels.

In the longer term, *work at the European level would focus upon data collection that allows policy makers to identify processes that 'work' in inclusive education.* How quality in inclusive education can be evidenced via data would be the prime focus. Such work could potentially involve the development of an agreed set of indicators for qualitative data collection.

Qualitative indicators would be used to explore factors that are known to support inclusive education, for example:

- Teacher education programmes preparing all teachers to work in inclusive settings;
- The existence of different types of systems of provision and support.

Or demonstrate the outputs of inclusive education, for example:

- The over or under representation of learners with different needs in certain sectors of education;
- The numbers / percentages of young people with recognised needs succeeding in public examinations;
- The destinations / outcomes for learners with SEN.

Long-term data collection work at the European level would work from the premise that inclusive education is a 'quality imperative'. This would necessitate, amongst other factors, the EU wide sampling of provision and approaches as well as the clear definition of desirable outcomes for education other than measurable academic achievements.

The goals of long-term European level data collection work would be to:

- Account for differences in countries data collection work, but also identify commonalities so as to provide opportunities for countries to learn from each other, sharing methods and aims in order to move towards common approaches for data collection;
- Provide clear insights into learners 'life trajectories' via the examination of long term data collected using a variety of approaches and methods.

Project experts suggested the current possibilities for such long-term work could be explored by the European Agency for Development in Special Needs Education, a first step being to analyse the information collected for the Budapest conference and provide an overview of differences and similarities in countries' approaches to data collection.

How these proposals fit in with the plans for the next steps in the MIPIE project activities is the focus of the following chapter.



## FINAL STEPS IN THE MIPIE PROJECT

The Budapest event was the second and final scheduled conference within the 1-year MIPIE project. The focus of the remaining work with experts will be upon using electronic communication – notably the closed web forum and email – to debate and agree upon a number of final project outcomes.

The information collected in project activities before, between and during the two project conferences will be used to draft a number of project outcomes including:

- An overview of what mapping activities are currently being conducted at the European level;
- Proposals for mapping the implementation of policy for inclusive education: proposals for what data and detailed information is required as well as how it can be collected;
- A summary of proposals for mapping (to be translated into all 21 Agency working languages);
- A glossary of key terms in this area (to be translated into all 21 Agency working languages).

All of this information will be made public via the MIPIE project web area: <http://www.european-agency.org/agency-projects/mipie>

Within all next steps in the MIPIE project work a number of key requests made by the project experts in both the Brussels and Budapest conferences will be kept in mind:

- Highlighting informative material for policy makers, in particular identifying good practice in approaches to data collection is needed;
- European level work should aim to increase understanding of current development processes in order to see where countries are on their journey towards inclusive education;
- Data collection for inclusive education should focus upon quality of education and not about placement of pupils with SEN. This includes identifying what data is required on quality education and ensuring that data can be understood by a range of stakeholders across countries;
- Co-ordination with the activities of other organisations who deal with data collection (e.g. DG-EAC, EUROSTAT, OECD) is needed in order to work towards a common 'European' language for comparable and reliable data collection in this area at the EU level.

Crucially, the reflections from MIPIE project experts indicate that the final project outcomes must reflect:

- The developing work at national and European levels;
- The fact that data collection on learners with special educational needs cannot occur in isolation, as inclusive education is an approach for all learners;
- The requirement on countries to collect data for a range of connected, but essentially separate purposes, i.e. EU level benchmarking, UNCRPD monitoring, national level policy monitoring.

In summary, potential project recommendations cannot prescribe what should be done in relation to national level data collection, but they can indicate to key decision makers in



this field what key factors should be kept in mind in relation to data collection for the purposes of mapping the implementation of policy for inclusive education.

It is felt that the work conducted this far in the MIPIE project has the potential to make an important contribution to both national and European level debates regarding data collection work in the field of inclusive education. However, the extent of work that can be usefully accomplished within a 1-year project is limited to initial information gathering and scoping activities – the essential focus of work.

The view of the participants within the current MIPIE project work is that activities conducted to date should be built upon in the longer term in order to:

1. Facilitate networking at the country level between policy makers and data collection experts, as well as between these national level stakeholders and representatives of EU and international organisations.
2. Agree upon a framework of common definitions and data collection parameters and begin collecting the essential qualitative data from all countries that is required at national and European level to address key policy issues regarding the implementation of inclusive education.

The possibilities for acting upon these clear requests from the MIPIE project experts will now be considered within the decision-making processes of the European Agency for Development in Special Needs Education. Wider European Agency discussions will not only focus upon validating the outcomes of the project, but also exploring possibilities for implementing the collection of meaningful and relevant European level data in line with the MIPIE project recommendations.



## ANNEX 1 – CONFERENCE PROGRAMME

### Wednesday 9<sup>th</sup> March

#### *Participants' arrival*

19.00 Registration and welcome session

### Thursday 10<sup>th</sup> March

09.30 – 10.15 Opening Session:

Mr. Zoltán Gloviczki, Deputy Minister of State for Compulsory Education, Ministry of National Resources, Hungary

Mr. Jens Fischer-Kottenstede, Analysis and Studies unit, DG-EAC, European Commission

Mr. Per Gunnvall, Chair of the European Agency

10.15 – 10.30 Introduction to the programme

10.30 – 11.00 *Coffee*

11.00 – 12.30 Data collection in inclusive education, challenges and opportunities:

Ms. Lene Mejer, Eurostat and Mr. Thierry Huart, Sogeti Consultant

Ms. Verity Donnelly, European Agency

12.30 – 14.00 *Lunch*

14.00 – 14.30 Plenary session introducing the group work sessions

14.30 – 15.45 Group work session 1

15.45 – 16.15 *Coffee*

16.15 – 17.30 Group work session 2

17.30 *Close*

### Friday 11<sup>th</sup> March

09.00 – 10.30 Plenary Session, feedback on group discussions

Mr. Serge Ebersold: Reflections on emerging issues

10.30 – 11.00 *Coffee*

11.00 – 12.30 Group work session 3

12.30 – 13.00 Plenary – highlighting wider priorities for Mapping the Implementation of Policy for Inclusive Education

13.00 *Close of Conference*

## ANNEX 2 – CONFERENCE PARTICIPANTS

### Opening Session speakers

Mr. Zoltán Gloviczki, Deputy Minister of State for Compulsory Education, Ministry of National Resources, Hungary

Mr. Jens Fischer-Kottenstede, Directorate General Education and Culture, European Commission

Mr. Per Ch Gunnvall, Chairman, European Agency for Development in Special Needs Education

### Panel Session speakers

Ms. Lene Mejer, Eurostat and Mr. Thierry Huart, Sogeti Consultant

Ms. Verity Donnelly, European Agency for Development in Special Needs Education

### Representatives of the Hungarian Government Organisations

Ms. Krisztina Bene Kolosyné – Ministry of National Resources, State Secretariat for Education, Department for International Relations in Education

Ms. Dóra Szentirmai – Ministry of National Resources, State Secretariat for Education, Department for International Relations in Education

Mr. János Jenei – Tempus Public Foundation (LLP NA) Study visits programme co-ordinator

Mr. Szilárd Papp – Ministry of National Resources, State Secretariat for Social, Family and Youth Affairs, Department for Child Protection

Mr. Péter Hirsch – Ministry of National Resources, State Secretariat for Social, Family and Youth Affairs, Department of Equal Opportunity

### Country Representatives

COUNTRY	NAME	ROLE
<b>Austria</b>	Ms. Dominika Raditsch	Policy Expert
	Mr. Karl Hauer	Data Expert
	Ms. Clara Eisler-Souza Oliveira	Aide to Ms. Raditsch
<b>Belgium (Flemish speaking community)</b>	Ms. Ann Van Driessche	Data Expert
<b>Cyprus</b>	Mr. Andreas Theodorou	Policy Expert
	Ms. Maria Constantinidou	Data Expert
<b>Czech Republic</b>	Ms. Zuzana Kaprová	Policy Expert
	Ms. Michaela Kleňhová	Data Expert
<b>Denmark</b>	Mr. Preben Siersbæk	Policy Expert
	Mr. Jens Andersen	Data Expert
<b>Estonia</b>	Ms. Tiina Kivirand	Policy Expert
	Mr. Priit Laanoja	Data Expert
<b>Finland</b>	Ms. Pirjo Koivula	Policy Expert
	Mr. Matti Kyrö	Data Expert
<b>France</b>	Mr. Philippe Van Den Herreweghe	Policy Expert
	Ms. Sylvie Le Laidier	Data Expert
<b>Germany</b>	Ms. Christine Pluhar	Policy Expert
	Mr. Hans-Peter Füssel	Data Expert
<b>Greece</b>	Mr. Panayiotis Chinas	Policy and Data Expert
<b>Hungary</b>	Ms. Anikó Orbán	Policy Expert



COUNTRY	NAME	ROLE
	Ms. Judit Fülöp Kádárné	Data Expert
<b>Iceland</b>	Mr. Gudni Olgeirsson	Policy Expert
	Mr. Haukur Pálsson	Data Expert
<b>Ireland</b>	Ms. Jennifer Doran	Data Expert
<b>Italy</b>	Mr. Giovanni Simoneschi	Policy Expert
	Mr. Pasquale Pardi	Representative Board Member
	Ms. Leandra Negro	National Co-ordinator
<b>Latvia</b>	Ms. Mudite Reigase	Policy Expert
	Ms. Anita Švarckopfa	Data Expert
<b>Lithuania</b>	Ms. Regina Labiniene	Policy Expert
	Ms. Laima Pauriene	Data Expert
<b>Luxembourg</b>	Mr. Gilbert Steinbach	Policy Expert
<b>Malta</b>	Mr. George Borg	Policy Expert
	Mr. Raymond Camilleri	Data Expert
<b>Netherlands</b>	Ms. Linda Slikkerveer	Data Expert
<b>Portugal</b>	Ms. Filomena Pereira	Policy and Data Expert
<b>Slovenia</b>	Ms. Bojana Globačnik	Policy Expert
	Ms. Breda Ložar	Data Expert
<b>Spain</b>	Ms. Natalia Gil Novoa	Policy Expert
	Ms. María Isabel Blanco Nieto	Data Expert
<b>Sweden</b>	Mr. Lars-Åke Larsson	Policy Expert
	Mr. Stefan Erson	Data Expert
<b>Switzerland</b>	Ms. Beatrice Kronenberg	Policy Expert
	Ms. Huguette McCluskey	Data Expert
<b>United Kingdom (England)</b>	Mr. Andre Imich	Policy and Data Expert
<b>United Kingdom (Scotland)</b>	Mr. David Thompson	Policy and Data Expert
<b>United Kingdom (Wales)</b>	Ms. Irene Allen	Policy Expert
	Ms. Carys Richards	Data Expert

### Agency MIPIE Project Team

<b>Project Steering Group</b>	
Mr. Theo Mardulier	Agency Representative Board member
Mr. Patrick Beaufort	Agency National Co-ordinator
Ms. Zsuzsa Sipkai	Hungarian Ministerial Representative
<b>Project Consultant</b>	
Mr. Serge Ebersold	Project External Consultant
<b>Agency Staff Team</b>	
Ms. Amanda Watkins	Project Manager
Mr. András Lenárt	Project Officer
Ms. Tina Poulsen-Hansen	Project Administrative Co-ordinator
Ms. Klára Somogyi	Agency Information Dissemination Officer
Mr. Harald Weber	Agency Project Manager
Mr. Ole Lissabeck Nielsen	Agency Assistant Director



## ANNEX 3 – DISCUSSION SESSION SUMMARIES

### Recommendations for data collection to be used for mapping at the national and European levels

In the final group discussion session, experts were divided into 4 groups. The discussion focus was upon using all the inputs over the 2 days, to identify:

- General reflections (perhaps caveats, principles) etc the group thinks are needed to be highlighted;
- Recommendations for data collection for mapping purposes at the national level;
- Recommendations for data collection for mapping purposes at the European level.

The discussion notes below present the experts' initial reflections on recommendations. The information will be used by the project team for further comment and input by experts.

#### Group 1:

##### *General Reflections*

- Assessment form and definitions of the UN monitoring bureau to follow up developments in the countries regarding art. 24
- Is 'inclusive' a third type of education next to special and mainstream education?
- The more inclusive a system becomes, the more difficult data collection will be

##### *Recommendations for data collection for mapping purposes at the national level*

- Clarify the rationale for data collection on different levels
- Ensure that those who are collecting the data can work with the data
- Learn from data collection in other countries
- Co-ordination between different ministries required to capture data only once and in a suitable format

##### *Recommendations for data collection for mapping purposes at the European level*

- Synopsis of different national definitions to identify differences and commonalities
- Clarify why we want to use data and for what purpose; link it to the ET2020 and other European strategies
- Due to external requests focus on comparable quantitative data
- Only collect what is really needed
- Risk of focussing only on financial aspects

#### Group 2:

##### *General Reflections*

- Create an inclusive school award scheme to drive and measure improvement using the Eco school model
- Definitions of qualitative data
- Looking for data seeks to improve the system – not reduce costs
- The data collected has to be meaningful for students, parents and teachers and has to create potential for improvement



- Are we looking for new information or confirmation of existing information (with some modifications)?
- Does all data have to be comparable across all countries? (Country sub-groups)

*Recommendations for data collection for mapping purposes at the National level*

- Try to identify competences and life skills
- How does the school take the environment into account?
- How do schools involve parents and vice versa?
- How does the system empower the parents?

*Recommendations for data collection for mapping purposes at the European level*

- Develop a set of indicators for qualitative data
- Define the 'softer' types of outcome (other than achievement, etc.)
- Working on qualitative approaches allowing the identification of processes (what works?)
- Limit information to small numbers of compared data/be reasonable
- Start with the issues that are easy to compare across countries
- The EA could analyse the data collected for this conference and provide information on differences and similarities
- Give the countries the possibility to share methods and aims in order to move towards common approaches

**Group 3:**

*General Reflections*

- Qualitative data – clear view on that
- Links to the Agency's Indicators project
- Local, national and international levels – keep local flexibility and innovation
- What we are comparing: children, money, mainstream/special school, outcomes
- Look at data development from 2007 to see direction of change
- Need to look in more detail in the country data

*Recommendations for data collection for mapping purposes at the national level*

- To collect data that help to improve the education process
- Quantitative data + specific researches
- Added value of inclusive education
- Effectiveness of different placements (special – mainstream schools)
- Transition to employment? How does school help to get prepared for life?
- Early school leaving – age group 13-16: what happens after compulsory education?
- Resource allocation to be examined
- Quality of school life should be examined
- Education system – social acceptance?



- Legislation in labour market

#### *Recommendations for data collection for mapping purposes at the European level*

- ISCED, EUROSTAT, OECD, ICF classification to be used
- Difference between definition of SEN in UNESCO Report and UN Convention – and consequences
- Make use of existing research on international level (desktop research?)
- ‘Counting’ versus indicators – context and background
- Labour Force Survey (LFS) + other existing systems

#### **Group 4:**

##### *General Reflections*

- All the questions policy makers need answers to cannot be answered just with quantitative data
- Quantitative data should never be presented without explanations of the context for the ‘numbers’
- Data from different levels is important – particularly in decentralised systems
- Data should never compare individual learners

#### *Recommendations for data collection for mapping purposes at the National level*

- Cannot only consider National level – must consider ‘jurisdiction’ level (i.e. Federal states, Lander etc.) as well as regional
- A common definition and framework for data collection agreed at the European level must be applied at the national level:
  - Such an EU level approach could be a ‘minimum’ for countries to work towards
  - Issues of interpretation of internationally agreed definitions at national levels would still need to be addressed
  - At the EU level, inclusion must be clarified

#### *Recommendations for data collection for mapping purposes at the European level*

- The starting point at EU level will be the open method of co-ordination:
  - Comparisons
  - Benchmarks
  - Open public debate
- Therefore there needs to be a clarification of what type of information is useful ‘for public debate’
  - who are the ‘public’ that will debate the data (who is the target audience?)
  - why is this needed?
- Starting points:
  - Looking at whether comparable data already exists
  - Identifying useful data within existing datasets
- EU level data should:



- 
- Provide opportunities for countries to learn from each other (i.e. be more complex and detailed than indicators)
  - Account for differences in countries, but also identify commonalities
  - Work from the premise that inclusion is a 'quality imperative'
  - Provide insights into learners 'life trajectories' through data based on sample based surveys
  - Need to 'narrow down' how quality in inclusive education (IE) can be evidenced via data
  - Possible 'proxy' indicators can be explored - specific data on factors that are known to support IE, or demonstrate the outputs of IE:
    - Teacher education preparing all teachers to work in IE
    - Numbers / percentages of young people with recognised needs succeeding in public examinations
    - Destinations / outcomes for learners with SENs
    - Existence of different types of systems of provision and support
    - Over or under representation of learners with different needs in certain sectors of education
  - Proposals:
    - EU level agreed definition for all data collection is required
    - EU wide sampling of provision for particular 'needs' is required
    - Long term data collection tracking educational and post educational careers of learners is required

## ANNEX 4 – MEETING FEEDBACK SUMMARY

Feedback forms were distributed to the participants after the MIPIE Budapest conference. In all 22 forms were returned by experts. This represents 46.8% of the total of 47 nominated experts who took part in the meeting. The results are summarised below. Comments are reproduced as stated on the feedback forms. Not all respondents answered all options.

***Please give us your feedback by rating the aspects of the meeting listed below:***

Aspects of the meeting	Very Good	Good	Average	Poor	Very Poor
Usefulness of materials sent out in advance of the meeting	16	5	1	0	0
Practical organisation of the meeting	21	1	0	0	0
Organisation of the working sessions	17	5	0	0	0
Focus of small group discussion tasks	13	8	0	0	0
Quality of the venue	17	4	1	0	0
Opportunities for networking	11	9	1	0	0
Quality of materials available at the meeting	12	9	0	0	0
Meeting content as a support for the activities of the overall project	13	8	0	0	0

***Please give us your reflections on the following points:***

1. What was your impression of the general structure of the programme; balance of input/discussions, timing of sessions, etc.?

- *Very good.*
- *Good balance – even smaller groups, 4-5 countries.*
- *Very good.*
- *I am very happy with the meeting. It was very interesting and for my job it is very important to have discussions on this project*
- *Very well balanced and good timing.*
- *Very well organised – as always.*
- *Need for more time in small groups.*
- *The structure of the programme gave the excellent balance of all activities.*
- *It was very well structured with a good balance between sessions.*
- *Ok for all.*
- *Useful exchange in small groups.*



- *The conference was very well organised. Exchange of countries' experience was very useful.*
  - *Very good.*
  - *All was very good.*
  - *The group sessions were very interesting and gave a lot of information for reflection. The timing was good, but the discussions depended on people in the groups – some were more talkative than others and that made one group session more dynamic than the others.*
  - *Good.*
  - *Right balance – small groups give a better discussion and understanding of the situation indifferent countries.*
  - *The structure is in good connection with actual situation in Europe (reading also in my country).*
  - *Good.*
  - *Good.*
2. Do you feel that outcomes set prior to meeting were fulfilled? If not, why not?
- *Yes they were, thank you!*
  - *Yes.*
  - *Yes, pretty much. Of course we did not find the right time, but we are closer.*
  - *Discussions on the issues were very fruitful, however, we have difficulties coming to a final decision.*
  - *Not really, because we are still unclear of the way forward.*
  - *Yes.*
  - *The goal of the meeting was fulfilled.*
  - *Yes.*
  - *Yes.*
  - *Ok.*
  - *Almost were.*
  - *Yes, the outcomes were fulfilled.*
  - *Partly, we need to make decisions for common actions.*
  - *Yes, discussion of different working groups lead to some global discussion/issues.*
  - *Yes, the theme is very actual because we are preparing some new legislation.*
  - *I wonder if it wouldn't be good to have another day to go further together in the discussion/reflection and arrive at more outcomes.*
  - *No, No common agreement what data and indicators on inclusive education do we really need.*
3. Are there areas of content which could be further developed, or are there follow up activities that could be planned in the future?
- *Terminology, link to other Agency projects (set of indicators).*
  - *Networking after the seminar. Nationally, expert and policy and perhaps the same groups as were in Budapest develop this thinking..*
  - *Deciding on the scope of data collection, defining a common definition and start off with a minimum number of initial cases as a starting point.*
  - *To finalise the common definition and start collecting basic data from country members.*
  - *What do we mean by education, quality of education and factors (only teaching, additional psychology services).*
  - *Reflections of the largest group within measured indicators.*
  - *No.*

- *The points presented by S. Ebersold.*
- *Decision to make absent qualitative or quantitative approach.*
- *Needs and purpose of data to be collected at the national level. Definition and concept of SEN population should be clarified.*
- *Not only raise definitions as an issue, but write down definitions and agree on them or at least make a synopsis of national definitions.*
- *Discussion/meetings with other organisations (e.g. DG EAC) on common definitions (link to key indicators at EU level).*
- *Work together on national data.*

4. What did you find the most useful aspects of the meeting and why?

- *The collaboration with other organisations.*
- *The group work. A challenge to discuss this issue with policy makers and experts.*
- *Group discussion. Better to talk in smaller groups and hear what/how other countries are doing things.*
- *The most useful aspect was the group discussion issue one could discuss in small groups various issues and concerns.*
- *The small group discussions as we have more time and are more focused to various issues raised.*
- *Reflections by Serge.*
- *Balance of activities, clear – sharing the knowledge, agreement on recommended conclusions.*
- *Group discussions.*
- *Discussions with the other persons. Point of view of the other countries. The intervention of Serge Ebersold.*
- *Input from data experts.*
- *To meet colleagues and learn from them, to get information on how data is collected in other countries.*
- *Information exchange with participants and networking.*
- *Networking with colleagues – better view on the aim of the project.*
- *Alternative between national view and international.*
- *Lene Mejer's presentation.*

5. Have you any suggestions for improving organisation/content of future Agency meetings?

- *Not really.*
- *Not positive that the flight organisation effects the participation, i.e. leaving before the end. Difficult to solve.*
- *The meeting was well organised and well balanced between plenary and group discussions. Maybe some more time dedicated to group discussions.*
- *No.*
- *No.*
- *As always the Agency team has done its best.*
- *It would be useful to receive, before the meeting, inputs from the different countries (e.g. questionnaire) or a summary of these inputs.*
- *More preparation asked from the countries. For the workshops too.*

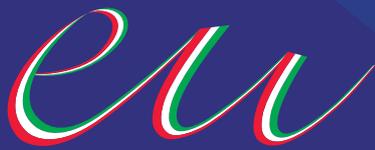
If you have any further remarks or comments, please write them below:

- *Thank you again!*



- 
- *I had to leave before the final plenary session because of a plane leaving Budapest at 13.00.*
  - *Well done!*
  - *Thank you for all.*
  - *Well organised meeting!*
  - *I hope that the countries are kept as an important part for building a common understanding [of the topic]*





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The conference was officially announced as an event held under the Hungarian Presidency of the European Union (<http://www.eu2011.hu/event/mapping-implementation-policy-inclusive-education-mipie>)

More details on the MIPIE project can be found via: <http://www.european-agency.org/agency-projects/mipie>

