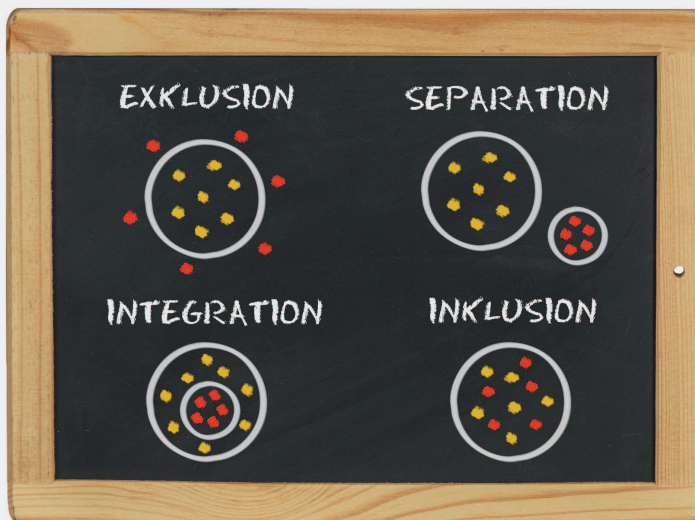Michael Lichtblau, Daniel Blömer,
Ann-Kathrin Jüttner, Katja Koch,
Michaela Krüger, Rolf Werning
(Hrsg.)

Forschung zu inklusiver Bildung

Gemeinsam anders lehren und lernen

Lichtblau / Blömer / Jüttner /
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Forschung zu inklusiver Bildung

Gemeinsam anders lehren und lernen

Inhaltsverzeichnis

6

Professionalisierung

Schulentwicklung

Unterricht und Didaktik

Schülerperspektive

Vorwort

Der vorliegende Sammelband ist im Rahmen der ersten gemeinsamen Jahrestagung der Kommission Grundschulforschung und Pädagogik der Primarstufe und der Sektion Sonderpädagogik in der Deutschen Gesellschaft für Erziehungswissenschaft (DGfE) entstanden, die unter der Leitung von Prof. Dr. Katja Koch (TU Braunschweig) und Prof. Dr. Rolf Werning (Leibniz Universität Hannover) vom 30.9. bis 2.10.2013 an der TU Braunschweig stattgefunden hat. Der Titel dieser Tagung lautete „Gemeinsam anders lehren und lernen – Wege in die inklusive Bildung". In über 150 Beiträgen erfolgte ein reger fachübergreifender Diskurs zum bildungspolitisch hochaktuellen Thema „Inklusion". Die hohe Anzahl der vorgestellten Beiträge spiegelt deutlich das Interessen an wissenschaftlichem Austausch und Diskussion über Fachgrenzen hinaus wider und zeigte sich ebenfalls im Umfang an Beiträgen, die zur Veröffentlichung im Tagungsband eingereicht wurden. Aufgrund dieser Fülle an Einreichungen und unter der Zielperspektive die Vielfalt der Tagungsbeiträge angemessen wiederzugeben, wurden zwei Tagungsbände konzeptioniert.

Der vorliegende Band umfasst Beiträge, in denen aktuelle Ergebnisse empirischer Forschungprojekte zum Thema „Inklusion" vorgestellt werden. In einem weiteren Tagungsband, der im VS Verlag erschienen ist, werden neben empirischen auch verstärkt theorie- und praxisorientierte Beiträge publiziert. Die inhaltliche Strukturierung beider Bände gleicht sich und ist wie folgt gestaltet:

Einleitend kommen zwei *Hauptvortragende der Jahrestagung* zu Wort. Der Beitrag von Prof. Dr. Petra Engelbrecht (Canterbury Christ Church University, England) stellt internationale Perspektiven auf eine inklusive Lehrerbildung dar und beschreibt damit verbundene Anforderung sowie Möglichkeiten diesen zu begegnen. Im zweiten Beitrag setzten sich Dr. Fabian Dietrich (Leibniz Universität Hannover) und Prof. Dr. Martin Heinrich (Unversität Bielefeld) auf Basis einer rekonstruktiven Governanceforschung mit der Frage auseinander, wie die Einführung der schulischen Inklusion in Deutschland gezielt gesteuert werden kann.

Das erste Kapitel des Bandes fokussiert dann das *Professionsverständnis* pädagogischer Akteurinnen und Akteure in inklusiven Prozessen. Verstärkt wird hierbei auf professionelle Perspektiven pädagogischer Kräfte aus Grundschul- und Sonderpädagogik im Rahmen interdisziplinärer Kooperationsbeziehungen eingegangen. Die Ergebnisse der vorgestellten Projekte

beschreiben einerseits Gelingensbedingungen und anschlussfähige Professionsverständnisse von Regel- und Sonderpädagogik, zeigen aber andererseits auch die Schwierigkeiten in der Kooperation und die Notwendigkeit eines gezielten interdisziplinären Diskurses zu dieser Thematik.

Im zweiten Kapitel setzen sich die Beiträge mit der *Professionalisierung* von Lehrkräften auseinander. Vorgestellt werden die Ergebnisse von Forschungsprojekten, die sich unter verschiedenen Schwerpunktsetzungen mit den Fragen auseinandersetzen, welche Kompetenzen für die pädagogische Arbeit in inklusiven Settings erforderlich sind und wie diese vermittelt werden können.

Das dritte Kapitel umfasst Beiträge zur gezielten *Schulentwicklungsarbeit* für eine erfolgreiche inklusive Praxis. Vorgestellt werden schulorganisationale Konfigurationen aus verschiedenen Bundesländern, die auf unterschiedliche Art und Weise versuchen, Systembedingungen zu schaffen, die inklusiven Anforderungen entsprechen.

Die Beiträge im vierten Kapitel gehen dann verstärkt auf *Unterricht und Didaktik* ein. Die dargestellten Forschungsergebnisse fokussieren gezielt die didaktisch-methodische Konzeption von Unterricht zur erfolgreichen Bewältigung der Aufgabe, heterogene Lerngruppen u.a. lernzieldifferent in ihrer Bildungsentwicklung zu unterstützen.

Im fünften und letzten Kapitel des Bandes sind Beiträge verortet, die schülerspezifische Variablen untersuchen und gemeinsam eine *Schülerperspektive* einnehmen. Dargestellt werden u.a. Ergebnisse zu Differenzen in der Leistungsentwicklung in Anbetracht der Verweildauer auf Grund- und Förderschule sowie zwischen Schülerinnen und Schülern mit bzw. ohne Bedarf an sonderpädagogischer Unterstützung.

Deutlich wird beim Lesen dieses Bandes sicher immer wieder, wie wichtig unter inklusiver Perspektive die interdisziplinäre Kooperation, nicht nur in der alltäglichen unterrichtlichen Praxis, sondern auch im Kontext von Forschung, ist. In diesem Sinne verstehen wir den vorliegenden Tagungsband als einen weiteren Schritt auf dem „Weg in die inklusive Bildung".

Hannover und Braunschweig, Juni 2014
Michael Lichtblau, Daniel Blömer, Ann-Kathrin Jüttner, Katja Koch, Michaela Krüger und Rolf Werning

Petra Engelbrecht

International Perspectives on Teacher Education for Inclusion

Keynote paper presented at the Joint Annual Conference of the German Educational Research Association (GERA) Subdivision Primary Education and GERA Division Special Education, Braunschweig, Germany, 1st October 2013

Abstract
Initial as well as continuing professional teacher education for the inclusion of students with disabilities in mainstream schools is stressed in various documents including the World Report on Disability (WHO, 2011) and Teacher Education for Inclusion across Europe (European Agency for Development in Special Needs Education, 2012). This paper focuses on international challenges and opportunities related to the development of teacher education for inclusive education and explore alternatives that could enable the international teacher education community to translate the ideals of inclusive education into reality in inclusive school communities.

1 Introduction

There has been an increase worldwide in the awareness of the challenges that arise from differences of access to and variations in the outcomes of education and there are groups of students in every education system that struggle to learn and who experience a disproportionate failure rate with a variety of inequitable historical legacies and systemic conditions that amongst others shape this state of affairs (Kozleski et al. 2011; Rouse & Florian, 2012). An important challenge for education leaders as well as policy makers has therefore been how to address these educational inequities in a more inclusive education system. As a result, the movement towards inclusive education that emphasises that all students despite their diverse educational needs can be taught and supported in mainstream schools as well as its emphasis that this

approach is preferable to segregation in separate schools, have been recognized internationally.

Inclusion in education represents a fundamental challenge to existing theories and practices in education, moving from the historical legacy of special needs education for students with disabilities and other diverse educational needs in segregated schools to the broader context of inclusion in mainstream schools where diversity (e.g. associated with migration, first language spoken, economic background and disability) is recognized, valued and participation enhanced. A key challenge for teachers who are now being asked to adapt and change in order to become more inclusive in their mainstream classroom practices is how to respect as well as respond to human diversity in ways that can include all students to participate in rather than exclude them from what is usually available in the daily life of their school communities (Florian & Black-Hawkins, 2011). The importance of both initial and on-going professional teacher education for the inclusion of students with diverse educational needs is therefore stressed in various international documents e.g. UNESCO's '*Policy guidelines on inclusion in education*' (2009) as well as UNESCO's '*Introduction to promoting inclusive teacher education*' (2013), the '*World Report on Disability*' (WHO, 2009) and the report by the European Agency for Development in Special Needs Education on '*Teacher education for inclusion across Europe*' (2012).

This paper specifically focuses on the implications of the development of equitable participatory inclusive school communities for initial and on-going professional development of teachers against the background of a brief description and definition of inclusive education and a critical analysis of subsequent international developments and practices in this regard.

2 Background: Inclusive Education

The past three decades have been characterized by substantive developments in the provision of education for students with disabilities and other diverse educational needs and by parallel theoretical debates about the aims and practices of separate versus inclusive education (Terzi, 2008). As a result, surrounding inclusion and inclusive education are a variety of discourses, each with a different story to tell and a different way of representing it to the world (Oswald, 2010). It is not possible within the scope of this paper to do justice to these discourses or to the philosophical works on which they are based. It is, however, important to assert here that Dyson (1999) contends that inclusion is not a monolithic concept and that the different discourses informing the rationale for inclusive education can result in certain crucial aspects of inclusion being constructed differently across contexts and also

within different levels of a single education system, which can give rise to a variety of 'inclusions'.

Despite different constructions of inclusive education it can however in general be described as an on-going dynamic process in which access to as well as acceptance and participation in mainstream classrooms are expanded and supported by teachers while in response exclusion from mainstream schools dwindles (Kozleski et al., 2012). The key role that acceptance and participation play in creating inclusive classrooms is emphasized and involves going beyond access and implies not only learning alongside others, but also involves being recognized and accepted for oneself (Booth, 2002). The common denominator of strategies to implement inclusive education in classrooms within a framework that emphasizes access, acceptance and participation is the recognition and valuing of difference and exploring ways to enhance full participation within rich and varied learning contexts in mainstream classrooms (Engelbrecht, 2011).

Against this background teacher education for inclusive education should therefore be concerned with specific actions and activities in order to enable teachers to expand participation but also give meaning to their own lived experiences and practices of what inclusive education is all about. This can enable teachers to see how their own classrooms can become small scale reflections of the way in which inclusive education could or should develop and be supported in various school communities (Kozleski, 2011).

3 Contemporary International Contexts in Teacher Education for Inclusion

3.1 Historical trajectories

The deficit approach to children with disabilities and other learning difficulties were rooted in the difference position that created the belief that difference are not only predictive of learning difficulties but to be expected. As a result, teacher education for children with disabilities has historically been based on the assumption that children with diverse educational needs are qualitatively different as learners and therefore in need of educational responses that are totally different and uniquely tailored to respond to those differences (Florian, 2009). The result has been that initial teacher education has been compartmentalized thereby confirming the barriers between special and mainstream education. Teachers who chose to do so, traditionally specialised in special education provision, qualifying to teach those who were seen as '*different from*' other children. They were therefore specially trained to help children with disabilities to '*catch up*' and '*overcome their deficits*' preferably in separate schools, classrooms or within defined ability groups in mainstream classrooms (Florian, 2009; Terzi, 2009). A strong focus on

skills/competencies within a technical framework in teacher education pro-
grammes also became the norm which according to research overwhelmed
new teachers at the expense of developing critical sensibilities that question
what is being done for the benefit for whom (Waitoller & Kozleski, 2010).
The result has been that there are still deeply embedded beliefs and attitudes
about human differences and who should be responsible for responding to
them within society in general and education in particular. Research indi-
cates that there is a widely held belief amongst teachers that not all teachers
are properly prepared to work in inclusive schools (e.g. Savolainen, Engel-
brecht, Nel & Malinen, 2012; Rouse & Florian, 2012; Engelbrecht, Savo-
lainen, Nel & Malinen, 2013).

3.2 Contemporary developments

Against the background of the development of inclusive education interna-
tionally within increasingly heterogeneous school communities, teachers are
now expected to enter a profession that accepts individual and collective
responsibility for improving the learning and participation of all students
from diverse backgrounds and with diverse needs in mainstream education.
The challenge facing teacher education now, against the background of the
historical trajectories of teacher education, is to develop programmes that
will enable teachers to become influential role-players and agents of change
in equitable inclusive school communities. In order to do so new roles need
to be adopted and new forms of knowledge about differences and meaningful
participation of all, not just some, should be explored (Rouse, 2010; Oswald,
2007; Oswald & Swart, 2011).

Policy developments: The strong international move towards inclusive edu-
cation and increase in policy documents and transnational guidelines that
relate to the essential skills, knowledge and understanding as well as attitudes
needed by all who enter the teaching profession (e.g. European Agency for
Development in Special Needs Education, 2012) have strongly influenced
contemporary developments in teacher education for inclusion. In a *Teacher
Education for Inclusion across Europe* report (European Agency for Devel-
opment in Special Needs Education, 2012) the conclusion is reached that the
vision of a more equitable education system requires teachers equipped not
only with the competencies but also the values and beliefs needed to achieve
the goals of inclusive education systems that need to be integrated into initial
teacher education as well as on-going professional development of teachers.
This report by the European Agency for Development in Special Needs Edu-
cation (2012) identifies the essential skills, knowledge and understanding,
attitudes and values needed by everyone entering the teaching profession

regardless of the subject, specialism or age range they will teach or the type of school they will work in. Fifty-five country experts from 24 countries in the EU have been involved and have led to a number of outputs including a synthesis report. In addition a *Profile of Inclusive Teachers* was developed during the project as a result of research, country information and in particular discussions with representatives of stakeholder groups for teacher education during a 14 country study visit. This profile report presents information on *what* essential values and areas of competence should be developed within all teacher education for inclusion programmes. The specific objectives for this profile are to identify a framework of core values and areas of competence that are applicable to any initial teacher education programme and not to suggest ways in which individual institutions should revise their teacher education programmes but rather sensitize European contexts regarding the importance of teacher education for inclusion:

Areas of competence that relate to valuing learner diversity as a resource and an asset to education that should be included in all teacher education programmes for inclusion include the following:

- *Supporting all learners*: areas of competence include promoting the academic, practical, social and emotional learning of all learners and effective teaching in heterogeneous classes
- *Working with others:* collaboration and team work as essential approaches for all teachers with as areas of competence working with parents, families and a wide range of other educational professionals
- *Personal professional development:* teaching as a lifelong learning activity with reference to competences like for example teachers as reflective practitioners and initial teacher education as a foundation for on-going professional learning and development.

Other relevant international developments in teacher education also indicate governmental reform regarding standards-based agendas for teacher education in response to directives from government or accreditation and professional registration agencies that specifically include references to the '*education for all*'agenda (Florian & Rouse, 2009; O'Neill et al., 2009). These graduating standards in for example New Zealand and South Africa stress the fact that all teachers need to be able to teach students with a diverse range of learning needs in mainstream classrooms. However these official standards are expressed in rather general terms such as '*being able to work with all students*' thereby leading not to an integration of the notion of equitable inclusive education for initial teacher students in all programme courses but giving teacher education institutions the opportunity to '*window-dress*' by adding one or two additional courses that in many instances are still grounded in '*special education*' terminology (O'Neill, Bourke & Kearny, 2009).

Furthermore it is important to point out that in interrogating the meaning of idealistic policy and international statements and guidelines on inclusion in practice in various countries (e.g. South Africa), the argument can be made that the idealism of policy does not translate easily into the realities within teacher education institutions, schools and communities in various countries. Teacher educators as well as teachers themselves do not necessarily apply the same meaning what policy makers intend to articulate through policy documents and international declarations. They rather take in elements of policy and negotiate and re-organise it in an individual form that fits deeply held embedded attitudes and beliefs in their own contexts where deemed necessary (Khanal, 2012; Rouse, 2010; Grimes, 2009; Engelbrecht & Savolainen, in press).

Prevailing international models of teacher education for inclusion: An in-depth literature review, as well as involvement in various international research projects, in a number of countries (e.g. South Africa, Namibia, Malawi, Palestine, Finland, USA, England, Australia, Slovenia and Lithuania) of the development of teacher education for inclusion, indicates a generally fragmented approach clearly leading to uneven inequitable educational outcomes for many students in mainstream classrooms. A critical analysis of recent developments including a recent special edition of the *European Journal of Special Needs Education* (Engelbrecht, 2013) reveals that prevailing international models of teacher education in response to schools becoming more and more heterogeneous, tend to focus on an additional model where separate courses that typically focus on different kinds of disabilities and specialist support strategies are added to initial general teacher education programmes in most teacher training institutions (e.g. in South Africa, Lithuania, Finland). In isolated instances teacher education for inclusion has been transformed and restructured to integrate/infuse special and general education content into one coherent programme that prepares student teachers to teach and support with all students within mainstream school communities (e.g. University of Aberdeen, Scotland).

3.3 The additional model
This is the preferred model in most countries around the world. The contents of the courses on diverse educational needs are not well integrated into the broader curriculum and pedagogical practises of mainstream classroom settings and the majority of pre- as well as in-service teachers therefore still hold deeply held deficit beliefs about students with diverse needs including disabilities. This is preventing them from realising that all learners in their

classrooms are knowledgeable and that all students bring a wealth of knowledge into learning contexts (Nel et al., 2014).

With specific reference to initial teacher education programmes, Oswald (2007, 146) points out that these teachers have learned that certain students have so called '*special needs*' which can only be met through '*special*' learning materials, '*special*' teacher skills and in '*special*' segregated settings. It is therefore not surprising that research results in a multitude of countries point out that the majority of mainstream teachers believe that they do not have the specialist knowledge needed to teach students with so-called special educational needs and that they rarely take their own existing teaching skills and abilities into account when asked about teaching these students (e.g. Florian, 2009; Florian & Black-Hawkins, 2011; Florian & Rouse, 2009; Kershner, 2009; Savolainen et al., 2012). The result is that their sense of self-efficacy in doing so is low.

In many Faculties of Education the additional model could be regarded as a response to political and in some instances social pressure to move towards inclusive education. Furthermore there are clear demarcations between those who believe that only teachers with a specific body of knowledge and a set of skills for working with '*special*' students can support their needs and those who advocate that teacher education is about improving teaching, learning and participation for all in mainstream classrooms (Florian & Rouse, 2009). These limited numbers of courses on inclusion (in some cases still called '*special education*' courses with a strong emphasis on disabilities and the need for separate provision) are taught by a small group of staff with specific interest and practitioner experience in this area. For the majority of teaching staff in Faculties of Education and Teacher Training Colleges across the world including for example the Netherlands, South Africa and Finland, inclusive education remains the '*other course*' that has no relevance for the courses they teach at all. As a result teachers are not prepared to teach in a pluralistic, complex and diverse global society (Kozleski et al., 2013; Engelbrecht et al., 2013).

The following examples (2011) from two countries with diverse cultural-historical contexts can serve as an example of the additional model and the way in which historical and contemporary notions of difference are maintained despite governmental and other transnational pressure to transform education for students with diverse educational needs.

Examples: Finland and South Africa: The two examples form a small part of a larger project that had its origin in discussions amongst colleagues from a number of universities in various countries about the attitudes and self-efficacy of teachers in inclusive classrooms and the effectiveness of initial

and continuing professional teacher education programmes for the implementation of inclusive education within a framework of equality, equity and full participation (Savolainen et al., 2012; Engelbrecht et al., 2013; Engelbrecht & Savolainen, in press).

Quantitative data was collected initially in Finland and South Africa. A sample of 319 South-African and 822 Finnish primary and secondary education teachers completed a questionnaire containing a scale measuring *Sentiments Attitudes and Concerns on Inclusive Education* as well as a scale measuring *Teachers Self-Efficacy in Implementing Inclusive Practices*. A comparative analysis indicated that the more teachers believe they are able to implement inclusive educational practices on a concrete and pragmatic level, the more positive their sense of self-efficacy and attitudes towards inclusion were (Savolainen et al., 2012). It was then decided to follow up classroom practices in mainstream schools in each country using a qualitative approach.

Finland: An analysis of Finish education policy documents as well as teacher education programmes in Finland reveals an emphasis on the identification of learners with disabilities and learning difficulties by professionals, and the provision of learning support in mainstream schools preferably in separate classrooms by teachers specially educated for this purpose. Recent policy developments on the role of teachers in inclusive education in Finland however indicate a proposed change in the more traditional separate provision of specialized support on a full-time or part time basis in mainstream schools for students with behavior problems or learning difficulties. This change will require that teachers including classroom and subject teachers assume new roles and ways in develop and provide support for students with diverse educational needs within their own classrooms (Savolainen, 2013).

In the follow up study to the research project that focused on the attitudes of teachers in inclusive education (Engelbrecht et al., 2013) a group of 300 Finnish in-service mainstream teachers who in general recently completed their initial teacher education programmes was asked to define inclusive education (an open-ended question). Their answers were analyzed using content analysis. The results indicate that the Finnish teachers tend to define inclusion primarily in a pragmatic fashion: as an issue of student placement or pedagogical practice, even though most of them appeared to know quite well what inclusion in general means. As a result there was a strong focus on the physical and functional integration (and not inclusion) of students with special educational needs, preferably in separate classrooms, and much less on how inclusive education could enable such students to became full members of inclusive school communities. Their responses are more critical towards the idea of including and supporting students with disabilities in their

own classrooms in the light of new policies of inclusion (e.g. *'I am concerned that my workload will increase if I have students with disabilities in my classroom').* It is therefore not surprising to find that, against the background of the still prevailing separate initial teacher education programmes with different curricula for teachers, mainstream classroom teachers have considerable concerns regarding their own future roles in increasingly including and supporting students with special needs on a more full time basis in their own classrooms.

South Africa: A group of 49 teachers who took part in the original project and who recently completed their initial teacher education programmes were purposefully selected to take part in this follow-up study. The field notes of the four researchers, six semi-structured individual as well as seven focus group interviews were used as data collection methods. The interview schedule focused on the teacher's role in their own classrooms and the following open-ended question was asked:

− *If you look/think of your own classroom how do you deal with all the children and their needs in your classroom?*

The data set comprised of the transcribed interviews and field notes of the researchers. The data transcriptions and field notes were analysed using a constant comparative method as guidance (Engelbrecht et al., 2013).

The data analysis indicates that teachers clearly state that they try to treat all the students in their classrooms in the same way (e.g. "*...I do not discriminate against anybody...")* therefore trying to support the development of social interactions within a human rights and equality of access framework based on the South African Constitution. The majority of teachers however indicate that they use an individualised approach based on a deficit view of difference to teaching and supporting students with disabilities and learning difficulties in their classrooms and that they would prefer learners with "*special needs"* to be supported elsewhere. Work in the classrooms is usually set at different levels based on student ability and there is an assumption that the teachers have set the work at a level they think appropriate for specific learner's e.g.

"*....I group them in different levels and I give them work differently...*"

"*...they need an expert to support them...*"

It is clear that teachers focus their teaching and support practices on a dual approach by creating additional and different practices for those who experience barriers to learning therefore providing for all by differentiating for some by separating them constantly from the majority of activities other children in the class are involved with (Engelbrecht et al., 2013; Florian & Black-Hawkins, 2011).

As in the case of Finnish teachers these results are once again an indication of how teachers struggle with reconciling the tensions between their own professional teacher education background that was and in most instances are still framed within a narrow special needs/deficit framework and more recent developments regarding the development of equity of participation in inclusive school communities within increasingly diverse societies.

3.4 The content-infused model

This model is gaining in popularity and examples of the content infused model include the *Inclusive Practice Project* in Scotland as well as infusion programmes in individual higher education institutions in Canada and New Zealand (Arthur-Kelly et al., 2013; Loreman, 2010; Rouse, 2010). Social and educational inclusion is addressed at the heart of these teacher education programmes for all primary and secondary student teachers from the outset, not just as an elective or one or two compulsory courses as is the case in the additional model. Although research on the longitudinal effects of the implementation of a content-infused approach is rather scarce, most examples highlight the potential for the approach to succeed. Research results indicate for example that pre-service teachers' attitudes and feelings of self-efficacy in implementing inclusive education improved significantly during these programmes (O'Neill et al., 2009; Florian & Rouse, 2009).

A brief example: The *Inclusive Education Practice Research and Development Project* in the School of Education, University of Aberdeen (Rouse & Florian, 2012) was driven by the interests and experiences of key stakeholders and the education reform agenda in Scotland as well as the view that more flexible approaches to preparing teachers to implement inclusive education needed to be developed. As a result an innovative approach in order to prepare teachers so that they would have a greater awareness and understanding of the educational and social challenges that can affect students' learning and have developed strategies they can use to support and deal with such difficulties was developed. The inclusive pedagogical approach taken in the programme does not reject the notion of specialist knowledge about additional needs and why some students have difficulties in learning but rather focuses on how to make use of this knowledge in ways that facilitate the learning and participation of everyone.

A one year university based initial teacher education progamme (Professional Graduate Diploma in Education) for those who have already have graduated with an acceptable degree was developed following a long consultation process with all stakeholders. The PGDE incorporates professional and theoretical knowledge as well as skills in research and reflection, half of the pro-

gramme (18 weeks) is spent in school, and the other 18 weeks consists of university based learning. The programme adopted the theoretical and practical position that inclusive education should not be thought of as a denial of individual differences but an accommodation of them within the structures and processes that are available to all students in mainstream schools. The common core of the programme is a course entitled *'Professional Studies'* with the following main themes:

– 'Understanding Learning': understanding socio-cultural perspectives on learning, replacing 'bell-curve' thinking with the notion of 'transformability', considering issues relating to educational and emotional literacies.
– 'Social Justice': considering dilemmas of access and equity in education and examining the role of 'additional' support.
– 'Becoming an Active Professional': developing autonomy and resourcefulness, practical and ethical responsibility and emphasizing teacher responsibility to look for new ways of collaborating with and through others.

In this way student teachers was provided with a 'cognitive map' of teaching and learning with which the complex range of decisions that they would be required to make as teachers in diverse settings could be interrogated (Florian & Spratt, 2013).

More than 1500 students successfully completed the PGDE over a six-year period from 2007-2012 and a number of research projects analysed programme impact e.g. entry/exit surveys as well as longitudinal qualitative studies of teachers' attitudes and beliefs about difference, diversity, learning and inclusion were carried out. Findings indicate that student teachers' attitudes and beliefs towards inclusive education remain positive and largely undiminished by the school experience (Rouse & Florian, 2012).

4 Implications for Teacher Education for Iinclusion and the Way Foward

Interwoven themes identified in the analysis of international approaches to teacher education for inclusion that were discussed in the previous section and illustrated in the examples, indicate first of all polarised and competing debates about whether initial teacher education only need to focus on how to improve teaching and learning in general or should encourage a model of teaching and learning that acknowledge and respond to diversity without labelling some students as 'different' or should continue to train specialist teachers who can provide specialised support for students with diverse educational needs in separate settings. As mentioned earlier, the common international denominator in inclusive education is the recognition and valuing of

human diversity within international education systems and the promise of quality education for all implies that teacher education for inclusion should be more than a set of strategies to merely place students in mainstream classrooms. The conceptual and philosophical challenges in developing teacher education for inclusion programmes and their competencies in this regard are therefore clearly a concern within and across national contexts.

Secondly a clear identified theme is the lack of collaboration not only within Faculties of Education but also between teacher education institutions nationally and transnationally regarding the restructuring of teacher education programmes. As a result efforts to transform teacher education programmes within complex multicultural contexts remain isolated and fragmented. Abstract theories or ideologies of how teachers should be prepared to teach in inclusive classrooms abound in various institutions but now could be time to focus, as a first step in transforming teacher education for inclusion, on the details and practicalities of implementation within a well-developed conceptual framework of teacher education for inclusive education. Investigating the practical ways in which teaching staff, with opposing views on inclusion can develop new university based collaborative teacher education programmes where social and educational inclusion is addressed collaboratively within core teacher education programmes and not separately by those with special disciplinary knowledge and attendant ideological commitments could be the way forward.

Adapting Blanton & Pugach's (2011) recommendation that the development of a collaborative framework within which teacher education as implemented in some universities in the United States could be understood and developed within local, regional, national and international education contexts could be of value in this regard. An adapted framework could focus on collaborative teacher education programmes in which the initial education of teachers in inclusive education is developed through reciprocal and responsive curricular design and practise settings that afford opportunities for all student teachers to support diverse educational needs in mainstream classrooms. Important aspects of the proposed framework include for example developing opportunities to produce exploratory dialogues among individuals and groups who may hold conflicting understandings of the nature of teacher education programmes; the resultant development of collaborative strategies so that faculty members within and across institutions engage and persist in learning from one another and in this way can locate their own work and that of other colleagues within this framework as well as the careful collaborative analyses of the challenges of teaching in complex, heterogeneous settings and developing student teachers' repertoire of skills and strategies (Kozleski, 2011; Rouse & Florian, 2012);

This proposed framework is therefore framed within a collaborative partnership approach: sharing practices, challenging assumptions, questioning traditional teacher education programmes and taking the time to develop international collaborative research projects that will enable the translation of the ideals of including students from diverse cultural, ethnic, linguistic and economic backgrounds into reality in teacher education programmes and the subsequent development of inclusive school communities.

5 Conclusion and Reflections

It needs to be stressed that the views expressed in this paper are not a naive effort to oversimplify complex international challenges facing teacher education for inclusion. The complexity and dynamic interaction between specific national education policies, higher education and regulatory contexts within which curricular reform of initial teacher education is taking place in various countries is recognised.

It is however important to state that the development of inclusive classrooms where diversity is valued and acceptance and participation in all the learning activities are encouraged depend on an understanding of the beliefs as well as the activities in traditional teacher education programmes that have contributed to the marginalisation of certain groups and individuals in classrooms. Using this information to transform teacher education for inclusion that includes the redevelopment of a cluster of values, beliefs and activities based on what we understand inclusive education within an equitable learning and participation framework to be will enable us to develop an important shift in how teachers might be educated. This will enable teachers to respond to individual differences in ways that avoid the stigma of judging students as less able and therefore ignoring their right to equitable participation in inclusive school communities.

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Fabian Dietrich & Martin Heinrich

Kann man Inklusion steuern? Perspektiven einer rekonstruktiven Governanceforschung

Abstract

Ausgangspunkt des Beitrages ist die Feststellung, dass man die Frage, ob man die Entwicklungen hin zur schulischen Inklusion in Deutschland steuern kann, sowohl plausibel verneinen als auch bejahen kann. Daher werden die Implikationen der Frage sowie die ihr zugrunde liegende Perspektivierung des Gegenstandes hinterfragt. Angeschlossen wird dafür an die „Educational-Governance"-Forschung, welche im Sinne einer konsequenten Dezentrierung der Perspektive rekonstruktiv reformuliert wird. Dazu werden in einem ersten Schritt der Govenance-Begriff hinsichtlich verschiedener Verwendungsweisen diskutiert sowie zentrale analytische Kategorien vorgestellt, die in der Governanceforschung vielfach Anwendung finden (Kapitel 2). Daran anschließend wird der Ansatz einer rekonstruktiven Governanceforschung kurz vorgestellt (Kapitel 3), um dessen Potenzial anhand von Ergebnissen aus zwei Fallrekonstruktionen zur Arbeitssituation einer Integrationshelferin (Kapitel 4) und einer Förderpädagogin (Kapitel 5) zu demonstrieren. Im daran anschließenden Kapitel werden die sich aus den Befunden ergebenden Forschungsdesiderata diskutiert (Kapitel 6).

1 „Kann man Inklusion steuern?" – eine rhetorische Frage?

Auf den ersten Blick mag die Frage, ob man Inklusion steuern kann, als rhetorische Frage erscheinen: Einerseits wirkt das Problem als bildungspolitisch so vorrangig und dringlich, dass jedwede abschlägige Antwort als dramatisches Phänomen zu werten wäre, und insofern sich schnell der sprichwörtliche Reflex einstellen könnte: ‚Was nicht sein darf, das nicht sein kann!' Auch empirisch ließe sich mit Verweis auf den Stand der Umsetzung in den verschiedenen Bundesländern die mit der Frage behauptete Fraglichkeit zurückweisen: Schließlich wurde über die Ratifizierung der UN-Behinderten-

konvention sowie deren gesetzlichen Umsetzungen auf der Ebene der Bundesländer „Inklusion" auf den Weg gebracht. Die Zahl inklusiv beschulter Kinder steigt und wird voraussichtlich weiter steigen (Heinrich et al., 2013, 70). Andererseits weiß man aus vielen Studien zu Reformvorhaben im Bildungssystem, dass dieses sich eigentlich kaum steuern lässt (vgl. Heinrich, 2007). Als eindrucksvolles Beispiel dafür kann die Dysfunktionalität der in den USA in den vergangenen 20 Jahren betriebenen zentralen Steuerung von Schulentwicklung über quantitative Wachstumsziele und konsequente Sanktionierungen angeführt werden (vgl. Mintrop & Sunderman, 2012). Aber auch für Deutschland lässt sich zeigen, wie zentrale Schulentwicklungsmaßnahmen ungewollte Nebeneffekte produzieren, so etwa wenn die Nutzung der Daten von Vergleichsarbeiten schulentwicklungsaktiven Schulen erneut einen weiteren Vorsprung gegenüber weniger erfolgreichen Schulen verschafft, sodass ein Matthäus-Effekt entsteht (vgl. Mair & Schymala, 2011). Ebenso kann die Einführung der freien Schulwahl für Eltern ungleichheitssteigernde Effekte haben (vgl. Altrichter et al., 2011). Vergleichbare unerwünschte Nebeneffekte als Beleg für die Nicht-Steuerbarkeit des Reformprojektes „Inklusion" sind dementsprechend in den nächsten Jahren auch gehäuft zu erwarten.

Vereinfacht gesprochen existieren damit für die Frage danach, ob man nun Inklusion steuern könne, folgende mögliche Antwortalternativen:

- „Ja, man kann Inklusion steuern!"
- „Nein, man kann Inklusion nicht steuern!"

Die Möglichkeit, die im Titel des Beitrags aufgeworfene Fragestellung sowohl plausibel zu bejahen als auch zu verneinen, verweist auf ein vielschichtiges Verhältnis zwischen Bildungsadministration und schulischer Praxis. In diesem ist es möglich und – wie noch auszuführen sein wird – notwendig, eine Steuerbarkeit zu behaupten und zu belegen. Gleichzeitig lässt sich empirisch (s.o.) und theoretisch (vgl. Luhmann & Schorr, 1988) die Unmöglichkeit einer Steuerbarkeit plausibilisieren – was im Übrigen erst begründet, warum nach der Steuerbarkeit von Inklusion als derzeit zentrale bildungspolitische Reformmaßnahme überhaupt gefragt wird.

Aufklärungsbedürftig werden damit die Implikationen der Fragestellung, nämlich das Steuerungsverständnis, auf das die Frage nach der Möglichkeit eines Steuerns von Inklusion verweist, und die Perspektive, aus der diese Frage gestellt bzw. beantwortet wird: So kann beispielsweise aus der Perspektive politischer oder administrativer Verantwortungsträgerinnen und Verantwortungsträger die Frage kaum negativ beantwortet werden, weil diese Akteure konstitutiv an der „notwendigen Fiktion" (Czada & Schimank, 2000, 25) der Steuerbarkeit festhalten werden müssen: Ihre Position und Tätigkeit

liegt dieser konstitutiv auf.[1] Andersherum scheint die sich aus einem tradierten bürokratiekritischen Impetus (vgl. Becker, 1954; Terhart,1986) heraus ergebende, den pädagogischen Diskurs prägende Distanz gegenüber organisationalen Themen, eine negative Beantwortung nahezulegen: Jenseits dessen, so ließe sich argumentieren, erscheinen aus einer pädagogischen Perspektive heraus andere Fragen naheliegender und relevanter, etwa die nach Möglichkeiten und Problemen der praktischen z.B. unterrichtlichen Umsetzung von Inklusion oder nach einer Konkretisierung des normativen Zielhorizontes.

Also bedarf es einer Reflexion auf die Perspektive, aus der die aufgeworfene Fragestellung bearbeitet werden soll.[2] Hier erscheint uns ein Anknüpfen an die „Educational Governance"-Forschung lohnend, welche sich in den letzten Jahren als neue Forschungsrichtung etablieren konnte (vgl. Altrichter & Heinrich, 2007; Altrichter & Maag Merki, 2010; Kussau & Brüsemeister, 2007). Mit der Konjunktur der „Educational Governance" rückten Fragen der Steuerung im Bildungswesen – nicht zuletzt vor dem Hintergrund der zahlreichen Reformbemühungen und den Versuchen der Etablierung einer „Neuen Steuerung" – in den Mittelpunkt der erziehungswissenschaftlichen Debatte. Dabei kennzeichnet die häufig als „Forschungsperspektive" bezeichnete „Educational Governance" insbesondere eine forschungsprogrammatische Abgrenzung von als unterkomplex kritisierten konventionellen Steuerungsvorstellungen. An die Stelle des Begriffes der Steuerung treten hier in der Folge die Begriffe der Handlungskoordination, Interdependenzbewältigung oder eben der Governance (ausf. Dietrich, 2014, 210ff.).

Ausgehend von der sich in dieser Begriffsverschiebung ausdrückenden Perspektivverschiebung würde die Frage nach der Steuerbarkeit von Inklusion mit einem klaren „Jein" beantwortet werden: So nehmen beispielsweise Altrichter und Feyerer in Anspruch, ausgehend von der Educational Governance eine „differenziertere Antwort auf die Fragen der Systemgestaltung zu geben, ohne in die Extrempositionen eines Steuerungsoptimismus oder eines Steuerungsdefätismus zu verfallen" (Altrichter & Feyerer, 2011).

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[1] Allerdings muss an dieser Stelle darauf hingewiesen werden, dass aus systemtheoretischer Perspektive erkennbar wird, dass diese Tatsache weder sonderlich problematisch ist, noch sonderlich exklusiv. So verweist Luhmann (2004) darauf, dass das gesamte Erziehungssystem auf der Fiktion der Intentionalisierbarkeit von Sozialisation aufliegt. Auf dieser Fiktion basiert demnach auch jedes pädagogische Handeln von Lehrerinnen und Lehrern.

[2] Unsere Problematisierung der zentralen Fragestellung des Beitrags ist nicht nur als rhetorische Zurückweisung zu interpretieren, sondern dokumentiert einen Erkenntnisprozess, da die Einladung zur Keynote mit der Aufforderung verbunden war, eben jene Frage, ob man Inklusion steuern könne, zu bearbeiten.

Wie bereits angedeutet sollen verschiedene heuristisch in Richtung einer differenzierteren Betrachtung von Steuerungsprozessen weisende Kategorien und Konzepte die Einlösung dieses Anspruches ermöglichen. Im Folgenden können nicht alle Kategorien und relevanten Theoreme der Governanceforschung (vgl. Benz et al., 2007) angeführt werden. Wir möchten uns daher neben einer Ausdifferenzierung verschiedener Verwendungen des Governance-Begriffes auf die drei Kategorien „Mehrebenensystem", „Akteurskonstellation" und „Handlungskoordination" beschränken, welche uns geeignet erscheinen, die Spezifik der Perspektivierung zu verdeutlichen. Ausgehend von diesen möchten wir einerseits versuchen, den heuristischen Mehrwert der Governance-Perspektive zu plausibilisieren und andererseits diese zum Ausgangspunkt für eine rekonstruktive Reformulierung des Ansatzes zu nehmen, welche wir als konsequente Umsetzung der forschungsprogrammatischen Stoßrichtung der Educational Governance verstehen. Dieses Vorgehen wird im Anschluss anhand zweier Rekonstruktionen illustriert, um daran anschließend Potenziale und Grenzen dieses Zugriffs zu diskutieren.

2 „Governance" ist nicht gleich „Governance" und schon gar nicht „Good-governance"!

Die Polysemie des Begriffs „Governance" im Diskurs ist vielfach irritierend und erschwert das Sprechen über Steuerungsfragen eher, als dass es dieses aufklärt (zu den folgenden Überlegungen vgl. bereits ausführlicher Heinrich 2011). Insofern ist die Rede von „Governance" inzwischen zuweilen selbst schon eher problematisch. Sie bezeichnet nämlich nicht selten drei unterschiedliche Dinge zugleich:

1) „Governance" kann die reale Handlungskoordination vor Ort bezeichnen, d.h. wir sprechen von „Governance", wenn Personen ihre Handlungen koordinieren. In dieser Begriffsverwendung ist sie deutlich abzugrenzen von „Government". Gegenüber „Government" – im Sinne von „regieren", „steuern" – bezeichnet der „Governancebegriff" gerade die in Abgrenzung zu einem traditionellen Steuerungsbegriff von „Government" die reale Handlungskoordination, innerhalb derer alle beteiligten Akteure mit unterschiedlichen Ressourcen (Macht, Geld, Einfluss etc.) untereinander versuchen, ihre Interdependenzen zu managen (vgl. Benz, 2004).

2) Davon abzugrenzen ist die Verwendung des Governance-Begriffs im Sinne der impliziten Semantik einer „Good-Governance" als einer politisch geforderten Handlungskoordination. Dieser Begriffsgebrauch von „Governance" ist zunehmend im Diskurs anzutreffen. In dem Maße, in dem der Governancebegriff Einzug hält in den allgemeinen bzw. politischen Sprachgebrauch, wird vermehrt eine spezifische „Governance" gefordert