

# RESOURCING INCLUSIVE EDUCATION

**Edited by** Janka Goldan, Jennifer Lambrecht  
and Tim Loreman

INTERNATIONAL PERSPECTIVES  
ON INCLUSIVE EDUCATION

**VOLUME 15**

RESOURCING INCLUSIVE  
EDUCATION

# INTERNATIONAL PERSPECTIVES ON INCLUSIVE EDUCATION

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INTERNATIONAL PERSPECTIVES ON INCLUSIVE  
EDUCATION VOLUME 15

# RESOURCING INCLUSIVE EDUCATION

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# CONTENTS

<i>About the Authors</i>	vii
<i>About the Editors</i>	xv
<i>Series Introduction</i>	xvii

<b>Introduction</b>	1
<i>Janka Goldan, Jennifer Lambrecht and Tim Loreman</i>	

## SECTION 1 FUNDING AND RESOURCING INCLUSIVE EDUCATION

<b>A Winning Formula? Funding Inclusive Education in Ireland</b>	7
<i>Joanne Banks</i>	

<b>Quality Early Child Education Mitigates against Special Educational Needs in Children</b>	21
<i>Gabrielle D. Young, David Philpott, Sharon C. Penney, Kimberly Maich and Emily Butler</i>	

<b>What's in the Budget?: A Look at Funding for Inclusive Initiatives in ESSA and IDEA</b>	35
<i>Nicholas Catania, Danielle Lane, Sarah Semon, Sharlene Smith and Phyllis Jones</i>	

<b>Global Trends in the Funding of Inclusive Education: A Narrative Review</b>	51
<i>Umesh Sharma and Samantha Vlcek</i>	

<b>Resources for Inclusive Education in Austria: An Insight Into the Perception of Teachers</b>	67
<i>Marie Gitschthaler, Julia Kast, Rupert Corazza and Susanne Schwab</i>	

<b>A Matter of Resources? – Students’ Academic Self-Concept, Social Inclusion and School Well-being in Inclusive Education</b>	89
<i>Janka Goldan, Lisa Hoffmann and Susanne Schwab</i>	

## SECTION 2 PROFESSIONAL DEVELOPMENT FOR INCLUSIVE EDUCATION

<b>Transitioning from Segregation to Inclusion: An Effective and Sustainable Model to Promote Inclusion, through Internal Staffing Adjustments, and Role Redefinition</b>	103
<i>Sheila Bennett, Tiffany L. Gallagher, Monique Somma, Rebecca White and Kathy Wlodarczyk</i>	

<b>Soka Education Philosophy as a Foundation for Teacher Preparation in Creating Inclusive Education</b>	117
<i>Joseph Seyram Agbenyega, Kiiko Ikegami and Corine Rivalland</i>	

<b>Teacher Training for Inclusive Education in Germany: Status Quo and Curricular Implementation</b>	133
<i>Saskia Liebner and Claudia Schmaltz</i>	

<b>Enhancing Teacher Education by Utilizing a Revised PGDE Curriculum as a Fundamental Resource for Inclusive Practices in Macao</b>	147
<i>Elisa Monteiro and Chris Forlin</i>	

<i>Index</i>	165
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**Dr Joanne Banks** is a lecturer and researcher in inclusive education at the School of Education in Trinity College Dublin. She has worked for over a decade in social research focussing on inclusive education, the school experiences of students with disabilities and educational inequality more generally. Her research focusses on inclusive education in policy and practice and examines system and school-level practices that promote quality and equity for all students. She has published widely on the school experiences of students with disabilities and those from socio-economically deprived backgrounds. Her work has been published in journals such as *Educational Assessment, Evaluation and Accountability*, *Child Indicators Research*, *British Journal of Sociology of Education*, *Journal of Youth Studies*, *International Journal of Inclusive Education*, *European Journal of Special Needs Education* and *Irish Educational Studies*.

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## ABOUT THE EDITORS

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# SERIES INTRODUCTION

Edited by Janka Goldan, Jennifer Lambrecht and Tim Loreman

The adoption internationally of inclusive practice as the most equitable and all-encompassing approach to education and its relation to compliance with various international declarations and conventions underpins the importance of this series for people working at all levels of education and schooling in both developed and less developed countries. There is little doubt that inclusive education is complex and diverse and that there are enormous disparities in understanding and application at both inter- and intra-country levels. A broad perspective on inclusive education throughout this series is taken, encompassing a wide range of contemporary viewpoints, ideas and research for enabling the development of more inclusive schools, education systems and communities.

Volumes in this series on *International Perspectives on Inclusive Education* contribute to the academic and professional discourse by providing a collection of philosophies and practices that can be reviewed considering local contextual and cultural situations in order to assist governments, educators, peripatetic staff and other professionals to provide the best education for all children. Each volume in the series focusses on a key aspect of inclusive education and provides critical chapters by contributing leaders in the field who discuss theoretical positions, quality research and impacts on school and classroom practice. Different volumes address issues relating to the diversity of student need within heterogeneous classrooms and the preparation of teachers and other staff to work in inclusive schools. Systemic changes and practice in schools encompass a wide perspective of learners to provide ideas on reframing education to ensure that it is inclusive of all. Evidence-based research practices underpin a plethora of suggestions for decision-makers and practitioners, incorporating current ways of thinking about and implementing inclusive education.

While many barriers have been identified that may potentially constrain the implementation of effective inclusive practices, this series aims to identify such key concerns and offers practical and best practice approaches to overcoming them. Adopting a thematic approach for each volume, readers will be able to quickly locate a collection of research and practice related to a topic of interest. By transforming schools into inclusive communities of practice, all children can have the opportunity to access and participate in quality and equitable education to enable them to obtain the skills to become contributory global citizens. This series, therefore, is highly recommended to support education decision-makers, practitioners, researchers and academics, who have a professional interest in the

inclusion of children and youth who are marginalizing in inclusive schools and classrooms.

Volume 15 in the *International Perspectives on Inclusive Education* series adds to the collection by addressing a very demanding aspect of how to resource inclusive education to ensure it is equitable, fair, manageable and effective. All governments and education departments are faced with issues surrounding resourcing inclusive education, usually within a defined budget and fiscal constraints. This is heightened further for financial administrators, during transition periods where governments are moving from a segregated to a more inclusive education system. By critiquing an extensive range of optional funding models, funding formulas and human resourcing approaches, this book offers a comprehensive review of how appropriate resourcing, within a country's given restraints and specific cultural and contextual issues, can support more effective inclusive education.

Presented in two sections, the authors firstly address the evolving challenges associated with funding inclusive education by considering evidence from a range of countries which have endeavoured to respond to these in diverse and positive ways. The issues of developing effective policy and of establishing accountability mechanisms that ensure equitable distribution of funding across all schools are treated empathetically, citing relevant and useful research and evidence. The latter half of the book provides a life-long learning perspective on how to improve inclusion by focussing on enhanced human resourcing through better teacher education and professional learning. The importance of appropriate and effective teacher education for inclusion has been identified in all systems. Key international documents continue to highlight that inclusive education requires teachers who are appropriately trained, motivated, enjoy teaching and who are backed by well-managed and resourced education systems. Any inclusive educational reform model must be focussed on these areas. Both sections of the book are, therefore, critical, as the dynamic interaction between the two is essential to ensuring effective and sustainable implementation of quality inclusive education.

A tangible strength of this volume is that it explicitly contemplates resourcing inclusive education through the application of realistic funding approaches and improved professional learning. Of importance, though, is that while focussing on dollar expenditure, it also considers how better resourcing will help students to develop twenty-first century skills of academic self-concept, social inclusion and general well-being. It also highlights the strong link between effective funding management and teachers' self-efficacy and attitudes towards becoming effective and positive inclusive practitioners.

Volume 15 is a critical book for all stakeholders concerned with how to resource inclusive education, to provide quality education for all learners. This is addressed effectually through reviewing how resourcing can be managed to ensure equitable access regardless of geographical region or students' needs. This book provides excellent, current and practical approaches while reviewing global trends that will appeal to support school staff, administrators, economists, district coordinators, other stakeholders and school board personnel to make best possible decisions regarding funding regimes. This volume will also appeal to

university academics, students and researchers who are tasked with investigating best practice ways of resourcing inclusive schools. Within the book, selected chapters enable the reader to choose a specific area of resource interest and to explore options derived from research and best practice evidence-based ideas presented by leading international experts in the field. Volume 15 will be an important international resource providing immediate access to a wide range of germane approaches across many disciplines to enable good decisions to be made to better resource inclusive education. I highly recommend and endorse it as an excellent addition to the *International Perspectives on Inclusive Education* series.

Chris Forlin  
Series Editor

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# INTRODUCTION

Janka Goldan, Jennifer Lambrecht and Tim Loreman

With the ratification of the Convention on the Rights of Persons with Disabilities (UN-CRPD; [United Nations, 2006](#)), the signatory states have committed themselves to guarantee equal access to the general education system for students with and without special educational needs. In order to achieve this goal, states have to ensure that '[r]easonable accommodation of the individual's requirements is provided' (UN-CRPD Art. 24, 2c). This raises the critical question of the provision of appropriate resources for inclusive education.

This volume addresses the issue of funding and resourcing from two perspectives: The first section of the volume considers financial resourcing of education systems in terms of funding formulas. The second part focuses on human resourcing with regard to professional development and teacher training.

In the first section, leading international experts address the challenges of funding that have emerged with the implementation of a more inclusive school system. The different objectives to be achieved through specific modes of funding including demand-orientation, fairness and effectiveness are often accompanied by unintended side effects, such as the labelling of students with special educational needs that might lead to stigmatization ([Banks, Frawley, & McCoy, 2015](#); [Fletcher-Campbell, 2002](#); [Goldan, 2019](#); [Meijer, 1999](#)). Further, it is not only important to consider different funding modes on the level of policy making but also how resources are distributed and perceived within schools ([Goldan & Schwab, 2018](#); [Lambrecht, Bosse, Henke, Jäntsch, & Spörer, 2016](#)).

In this book, Joanne Banks addresses the question of unintended side effects by examining a funding model for inclusive education in Ireland that provides support without labelling children on the basis of disability for inclusive education. Young, Philpott, Maich, Penney and Butler focus on the latest research with regard to the role of early childhood education in ameliorating subsequent special educational needs through early interventions. The following chapters are concerned with questions regarding the use of resources. Catania, Lane, Semon, Smith and Jones take a closer look at the policies guiding the education and funding of students with special educational needs in the United States, while

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Sharma and Vlcek report on how funding is used in schools around the world to facilitate inclusive education. The first section concludes with two chapters focussing on the perception of resources. Gitschthaler, Kast, Corazza and Schwab examine the reasonableness of resourcing from a subjective point of view, asking if teachers are satisfied with the resources provided. Goldan, Hoffmann and Schwab explore the relationship between students' perception of resources in inclusive education and its effect on school well-being, academic self-concept and social participation.

The second part of the book is focused on international perspectives of teacher training and professional development for inclusive education, ranging from early childhood education to post-secondary teacher training. As Sharma and Vlcek (Chapter 5) point out, resources for inclusive education are mainly spent on professional development. This raises questions about resource allocation to foster professional development. Accordingly, Bennett, Gallagher, Somma, White and Wlodarczyk introduce the second part of the book by presenting a resource model in which internal school district funding was reallocated to convert teaching positions into inclusion coach positions. They show how a specific school district was able to successfully transit beliefs and practices from segregated special education to full inclusion for students with special education needs. In the following chapter, Agbenyega and Ikegami offer a different approach to the dominant Western philosophies of education and grounding early childhood education and teacher education in Nichiren Buddhist (Soka) philosophy, arguing that this can help improve the effectiveness of the inclusive educational experience for all children. The final two chapters analyze the implementation of changes in teacher education. Opalinski and Schmaltz provide an overview of the current status of the curricular implementation of inclusion-oriented teacher training in Germany. Monteiro and Forlin investigate the effect of a revised Post-Graduate Diploma in Education (PGDE) programme on teachers' pedagogical practice and knowledge transfer for inclusive education.

This volume provides a broad selection of topics and perspectives on resourcing for inclusive education, considering not only financial models but also approaches that make best use of the personnel resources which are essential for the successful implementation of inclusive education.

## REFERENCES

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# SECTION 1

## FUNDING AND RESOURCING INCLUSIVE EDUCATION

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# A WINNING FORMULA? FUNDING INCLUSIVE EDUCATION IN IRELAND

Joanne Banks

## ABSTRACT

*Increasingly, countries around the world are reforming their traditional 'special educational needs' funding models, many of which contradict the overarching principles of inclusive education as set out in the United Nations Convention on the Rights of Persons with a Disability (UNCRPD). There is growing awareness across countries that the way education systems are financed directly shapes the extent to which schools can be inclusive. Spiralling costs have also influenced governments who have begun calling for 'cost control' and greater transparency and accountability in how resources are distributed and monies are spent. In Ireland, calls for a more equitable resource model for students with disabilities in mainstream education resulted in the introduction of a new system of funding which removed the need for diagnosis to receive supports. However, since ratification of the UNCRPD in 2018, Ireland's system of special education is being considered for full reform with the possibility of moving to a system of inclusive education and the removal of special schools and classes. This raises the question: can two separate funding streams, one for general education and one for special education ever exist in an inclusive system? Having one funding model for all students, although the logical choice, is the source of much concern among parents and disability advocates, many of whom fear it will lead to children with disabilities 'falling through the cracks' and used by government as a mechanism to reduce spending overall.*

**Keywords:** Inclusive education; funding systems; school autonomy; Universal Design for Learning

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Resourcing Inclusive Education

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## INTRODUCTION

Internationally, inclusive education policy stresses that all learners of any age should have the right to a meaningful, high-quality education in their local school alongside their peers (European Agency, 2015, 2019). A key principle of inclusive education is that school is an environment where students with disabilities engage on an equal basis to their peers, where they can reach their potential and be accepted (Sharma, Furlonger, & Forlin, 2019). Article 24 of the UN Convention on the Rights of Persons with Disabilities (CRPD; UN, 2006) has meant that for the 181 countries, inclusive education is now a legally binding obligation. The ‘reform journey’ (de Bruin, 2019) or the transition from special education to inclusive education is complex, varies from country to country and, for many, the right to an inclusive, quality education remains ‘unfinished business’ (Slee, 2019, p. 7). In Ireland, the special education ‘sector’ is currently in a state of flux. Students with disabilities can attend either mainstream schools, special classes in mainstream schools or special schools. Two separate funding streams exist, one for general education and another for special education. Recently, however, demands for a more equitable funding model for students with disabilities in mainstream education led to the introduction of a new system of resource allocation. Significantly, the new model removed the need for diagnosis or ‘labelling’ of students to receive supports and devolved much of the decision-making power around resources to schools. Just a couple of months after its introduction however, Ireland ratified the UNCRPD which refocused attention on the continued use of special classes and special schools as a form of provision. Public consultation is now underway about whether Ireland can move to a fully inclusive system thus removing the need for specialized provision. This chapter examines this time of transition and change in Ireland as it begins its ‘reform journey’ towards inclusive education. Using Article 24 of the UNCRPD as a framework, it examines current funding structures and raises the question: can two separate funding streams, one for general education and one for special education ever exist in an inclusive system? Using Ireland’s new funding model as an example, the chapter explores the key characteristics of inclusive funding models and highlights the need for systemic reform where schools can provide resourced mainstream provision with meaningful inclusion of all students regardless of their levels of need.

## EDUCATION FUNDING MODELS: POLICY AND PRACTICE

How education systems are financed is just one part of these structural reforms but thought to directly influence the extent to which inclusive education can be realized (European Agency, 2016a, 2016b; OECD, 2012; UNESCO, 2009). Funding mechanisms influence school-level decision-making about how students