



Diversity in local governments for implement of inclusive education in Denmark



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Abstract

In Denmark, there was a big municipality change for decentralization in 2007. It is called "*Kommunalreformen*" (reformation of municipalities). It means in the compulsory education system that each municipality can develop much more flexible education system than ever. It should be, however, inevitably restricted by their budget scale. Danish government complained of remarkably expensive cost to assign for pupils with special needs in compulsory ages after "*Kommunalreformen*". Then, the government has made a strong demand to decline the budgets for special needs education especially for outside of mainstream schools. Many municipalities should seek their own development of inclusive education with budget balance. It brings the progress of diversity in inclusive education system in Denmark. We have set to visit all municipalities for clarifying the feature what they were groping for a solution and developing a good inclusive education system. Some promotion of inclusive education in Danish municipalities will be discussed in our presentation.

Background

Sanagi(2015) summarized latest Danish inclusive education trends as below: *Special needs education has significantly changed in Denmark since "kommunalreformen(2007)". "Kommunalreformen" means the municipal reform, that is regional restructuring. It was one of the distinctive feature in the special education system that all special schools had run by AMT (former prefectures in Denmark) have been transferred from AMT to Kommune (municipalities) manage. In general, inclusive education systems need developmental decentralization for in the view of the reason of social resources and financial status in each municipality. However, the number of pupils who has enrolled into segregated settings in the school system increased significantly (Fig.1). Danish government had introduced the new target point of inclusive education as setting the goal of the ratio of included pupils as 96% (It means that the ratio who are in segregated setting is not more than 4%). However, the government has withdrawn that target in percentage later. (Sanagi,2015)*

Danish government has intended to decrease the percentage of that kind of segregated pupils because those pupils had spent about 30 % of all budgets in "folkeskole" area. The government made some pilot study for seeking ways to find a good system in each municipality.

In fact, as many municipalities faced the big challenges about inclusion ratio, the withdrawal of the target percentage has brought about more flexible provision in each municipality.

In this study, the authors have made continuous field works and report some of valuable developments in special needs education and inclusive education in Denmark.

Method

Data collection

- target is all municipalities in Denmark (98 municipalities)
- fieldwork method : visiting to municipalities and making interviews
- continuing from 2015 to 2018 (on going)

Result

In this presentation, we report what on going inclusive education practice in two municipalities in Denmark.

Municipality H

Creating new inclusion system model by merging LP-model and PALS model.

Municipality H is located at the centre of Jutland peninsula and belongs to Region of Middle Jutland (Midtjylland). Municipality H is a big city in rural area and their total population in 2017 is about 90,000 (Statistisk Årbog 2017). The inclusion ratio in 2017 was 95.2%. (Uddannelsesstatistik.dk) This municipality has about 30 mainstream basic school (folkeskole, 0-10 glade). It has a big special school that has about 300 pupils who have diagnosis as autism, ADHD, dyslexia, general mental retardation, chronic disease, hearing impairment, and visual impairment in their primary department (0-6 glade).

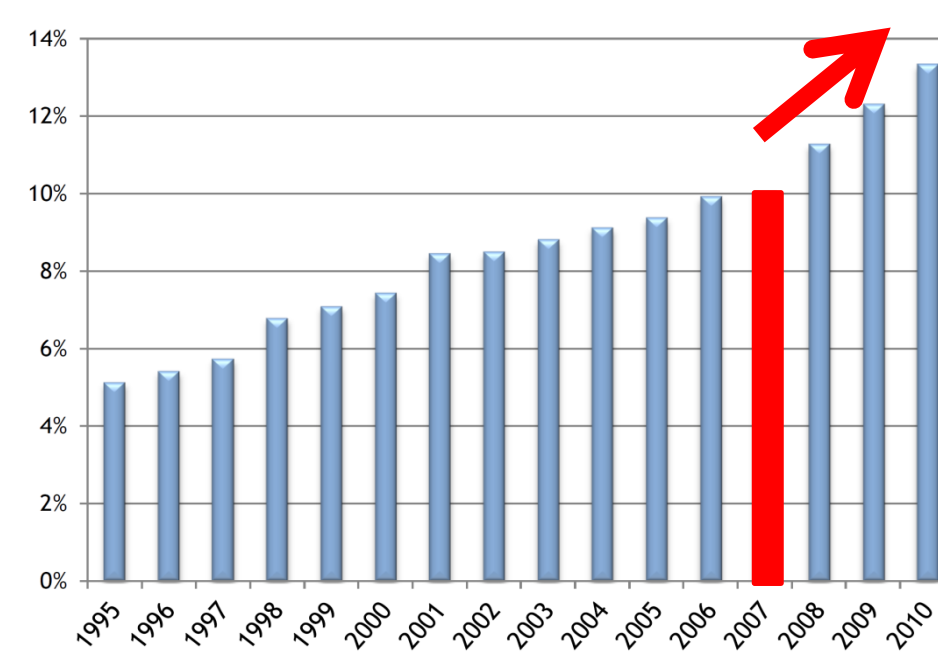


Fig.1 ratio who were in segregated education setting in Denmark
from KREVI(2011): Ekskluderende specialundervisning, p.6

About 50 pupils are coming from outside the municipality. It means this special school are taking a roll of center special school in neighborhood municipality. This school has some kinds of specialists, that is, psychologists, inclusion employee (inclusion assistant), health care worker, consultants (autism, ADHD), and occupational therapist etc.

Those many and considerable special staffs may impress us this municipality provide special needs education at special school alone. However, the most impressive feature of this municipality is on other point. They are trying to create new inclusive education model. In Denmark, some of municipality introduce the LP-model (læringsmiljø og pedagogisk analyse) that originated in Norway, and some introduce PALS model (Positiv Adfærd i Læring og Samspil: Positive Behavior in Learning and Interaction) for inclusion. Municipality H seeks the merged model of those two models. A common element of LP-model and PALS model is an interactive factor in development for effective inclusion in schools. The important factor is not only the methodology but also the philosophy for inclusive culture in schools.

Municipality F

Flexible support mainly does not based on in special classes but in mainstream classes.

Municipality F is located on the east coast of Jutland peninsula in south-central Denmark and belongs to Region of Southern Denmark (Syddanmark). It has a total population of 50,000 (Statistisk Årbog 2017). The population of 0—17 years old is about 10,000. The municipality was created as the result of the kommunalreformen in 1970. However, municipality F was not merged with other municipalities in the 2007 nationwide Kommunalreformen. The inclusion ratio in 2017 was 96.0%. There are 10 public schools and three private schools. There is one special school. The special school has five departments. Each department is responsible for autism, social-emotional difficulties, ADHD, multiple disabilities, extensive need for special education (vidtgående behov for specialundervisning), and autism with extra high predictability and fixed frames.

A new school organization started on August, 2013. The feature of their policy is that "do not set up new special classes, and learning with receiving assistance at mainstream classes". When inclusion is thought to be difficult in the mainstream class, a flexible group formation will be provided instead of using special class. They organize that kind of group as necessary, or use resource room as "class 10". Both dyslexia and Danish language support will be provided in class 10. Municipality F is the second lowest budget expenditure rate in the whole country, and is evaluated as effectively using the budget. They also cope with social integration of refugees as their responsibility. Public housing is settled in a limited area and some schools in the area have about 50% children with foreign background. Municipality F establish flexible stage system of support for children. Primary stage is at the school level, secondary stage is at the PPR level, and the final stage is at the social welfare level. KKP (koordinerende kontaktpersoner: named person for coordination) was organized between the primary stage and the second stage. KKP gives counseling to the pupils and parents, coordinating support, supervising teachers, etc. It seems that the reason they can provide support for children flexibly is that KKP is not always documented in detail.

Teacher training courses for inclusion are offered at PPR and at a regional university. Ten teachers have joined a specialized education project 'Play with speech' at PPR. There are not so strong pressing needs for reading and writing support in schools, however the PPR trained several leaders. They make some plans to conduct training for all childcare mothers who are part of preschool education in order to lead early intervention.

Conclusion

In this presentation, we can report only two municipalities as examples. However, we have found that many municipality has sought their own way for effective inclusive education system under the local conditions. As former report (Sanagi,2015), it was not only by economic and population factors, but also by the policy for making good schools of the managers in the education office in municipalities. We will continue to report many other municipalities so that we can prove the conclusion that inclusive education system needs not standardized policy, but diversity in its governancy and policy in education system as essential factors.