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Exploring the Quality of Special Education.
Final Report

Report No 6

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Summary:
This is the sixth and final report from the project that studies the quality of special education in a cross-cultural perspective. Taking the point of departure in theoretical and empirical studies presented in previous reports questions about the quality of special education raised in the first report from the project are answered. The research material clearly shows that questions of what are the 'best practices' of special education should no be treated separately from how the role and function of education and how disabilities are understood. The research supports the view from earlier parts of the project that there are conflicts of perspectives in special education that may be said to amount to a crisis. In brief terms a conflict as regards quality is found between those who reject special education as a separate area and as an instrument of education in a diversified and inclusive society and those who regard special education as an instrument for allocation of resources and competence to individual educational needs. This research shows that these two groups may come up with very different judgements of the quality of practice.

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Gunnar Stangvik[1]

Exploring the quality of special education
Final report

Report No. VI
from the project:

Special Education at the Bottom Line.
A cross-cultural study of the quality of special education practice[2]

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[2] This is the last of six reports from the project. All six reports are listed at the end of this report.

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INTRODUCTION

This is a concluding report from a study of special education in a number of countries. It is based on five preceding reports. All reports are listed at the end of this report. The first report (HiF-Report 2002:6) presents the background of the project and describes how the project was designed and put through. The second (HiF-report 2002:7) is a theoretical analysis of special education, which serves as a theoretical background for the studies. The third (HiF-report 2002:8) is a study of special education in Russia, and the fourth (HiF-report 2002:9) is a study of special education in the USA and the fifth (HiF-report 2002:10) is a study of special education in New Zealand. This is the final report.

One important ambition of the project has been to distinguish quality domains regarded as relevant and important by stakeholders in the process of education of persons with disabilities. In the introductory report (Stangvik: HiF-report 2002:6) a number of research questions were.

Questions and sub questions:

1. What qualities do stakeholders (teachers, parents, researchers and administrators) judge most important for planning, implementation and evaluation of special education?

2. What are the differences and similarities between stakeholders and countries studied?

3. How do these judgements of quality compare to national policy?

4. Do stakeholders perceive that the qualities they judge as important are present in special education?

5. Are there any distinguishable relationships between judgements of qualities and the context of special education?

6. What seems to be the most prominent assumptions as regards disability on which judgements of qualities in special education are based?

The answers given are based on a meta analysis of the collected material from the participating countries. The questions raised, the issues that are underscored as well as interpretations of interviews are all dependent on the pre-understanding and pre-

knowledge of the interviewer. It is therefore felt necessary to give an overview of the author's general approach to the questions raised in the project. Partly, this is a reiteration of material presented in the first two reports (HiF-report 2002:6 and HiF-report 2002:7). This overview is presented in the first part of this report. In the second part quality domains pertinent to special education that have surfaced through the empirical research of the project are discussed. The third part summarises information from each of the three countries studied and discusses implications for practice.

When special educators become entrepreneurs in need to perform educational engineering in changing practice domains the issue of quality comes more strongly into focus than before. At the policy level quality may be understood as principles of governance and control. At the personal level quality may become a question of professional ethics. This situation demands a change of the professional profiles of special educators. The problems of plotting the course in these troubled waters are the basic theme of this report. To put it more simply: What are the "best practices" of special education? What criteria and standards should characterise these practices? The people I interviewed and the systems I have studied are all my helpers in this process of exploration. I would like to express gratitude to all of them - parents, teachers, researchers and administrators in Russia, New Zealand and the USA who used precious time to take part in the interview and to answer my questions. I have tried to treat their view as honest as possible making clear distinctions between what they actually told me and my own interpretations and evaluations. The conclusions I draw from this meta analysis of previous texts are my own. They are the results of an attempt to put all pieces of this research together in order to answer the questions raised at the start.

PART ONE: THEORETICAL PERSPECTIVES

Somebody has said that the humane character of a society is indicated by the way that society treats its disabled citizens. Their education therefore is a necessary part of a discourse of humanitarian education.

Quality and quality assurance is on the agenda in most western countries. Why this increased interest in the quality of our practices? There may be several reasons for this. First, in consumer societies there are an increasing number of options available to consumers. The possibility to choose has become much greater than before. This fact in combination with a greater possibility for people to exert their democratic rights make them start to question the quality of products and services they get. These developments have made it more difficult than before for public institutions themselves to set the agenda. Hence, the quality discourse is not only a matter for the professional community. Secondly, as far as special education is concerned a steadily increasing amount of money is spent on special education programs with dubious effects. Furthermore, the comparative studies made within the auspices of the OECD (Program for International Student Assessment (PISA) and forthcoming Programme for International Teacher Assessment (PITA) quality studies of education has got a new momentum. Rating the quality of schools and universities has become an issue in the education discourse in many countries. This may be regarded as a part of the increasing tendency towards globalisation of education that has made quality into a global issue. Special education has not been untouched by these developments. Until now the quality discourse has mainly been a policy discourse that has resulted in the adoption of inclusion and integration as policies by international organisations[i]. On this background a comparative study of special education undertaken by the OECD collected information on 'facilitators and barriers to equity and inclusive education'[ii].

I do not plan to compare countries but to distinguish some conflicting approaches to practices present in the international debate on special education. By this I hope to show you that what is 'best practices' in special education is utterly dependent upon how one understands disabilities and their consequences. I do not intend to set out any specific criteria for defining best practices, but to present alternative ways of

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looking at special education. A discussion of these alternatives is propaedeutic to setting criteria and standards. Danforth validates this when he writes[iii]:

> As the "facts" produced by special education research have been conceived as useful tools to be carried out by working practitioners, so those tools have turned out to be instrumental oddities and institutional cruelties in specific, daily realization. Teachers implement (or imitate) "best practices" only to find themselves attempting to technically adjust complex human and social webs with crude sledgehammers and dull butter knives. (292)

Special educators and caregivers have numerous instruments in the toolboxes that pretend to measure the quality of their practices. The theory and value bases of the criteria and standards for decisions as regards the "best practices" are seldom discussed. The concept of quality is put into operation without sufficient clarification of their theoretical rationale. Furthermore, practices are proclaimed as preferable at global and national policy levels that are not put into operation or regarded as viable at other levels[iv]. Stangvik[v] made a distinction between the context of formulation and the context of realisation. The first refers to the context of policy-making and the second to the context where policies are to be implemented. The actors in these two contexts may be very different and may be acting on very different sets of rules. Decentralisation may actually have changed the balance of power between these contexts and made it difficult to establish effective control mechanisms for the implementation of policies.

In the second report of this project (HiF-report 2002:7) it is shown that special education has become a domain of heavy policy-making at the national as well as on the global level. I may quote from a recent indicator study of special education by the OECD:

> The most significant development in these legal frameworks is a move towards inclusion which is being driven by an agenda comprising human rights issues, parental involvement, social cohesion and the growing understanding that the concept of special educational needs implies that students' failures to make adequate progress in their learning are in large part the responsibility of the school and cannot be viewed as being caused wholly by the "disability" attributed.[vi]

Individual programs for students with special needs are legally sanctioned in many countries and the principles of normalisation, integration and inclusion are adopted as principles for monitoring special education and individual programs. However, the same principles may be understood and adopted differently. While the previous principle of integration was interpreted by some to mean that student should live at home and go to his regular school and get his education there. Others take it to mean that teaching is more separated from the ordinary class teaching. Individual need might then be compensated for by extra remedial hours in separate teaching groups. Consequently, integration of students may appear very different in practice. Inclusion/including is a new expression, which approximately means to participate in the whole system of practices. According to its proponents, teaching should instead occur within the framework of the ordinary class; the feeling of solidarity and time together is given a high priority[vii]. This change of understanding questions the predominant bi-modal system of special and regular education. At the same time research clearly indicates the difficulties of transferring qualities adopted at the policy level to the local level of practice, or even to reach consensus about what those qualities should practically mean. How come?

THE COMPLEXITIES OF MODERN LIFE

Life in post-modern societies has become exceedingly complex, diversified and individualised. This development has made top-down work models and standard operation procedures established within institutionalised contexts controversial. Decentralisation and devolution of power have become important political principles. De-institutionalisation is one of the effects of these political developments in the field of special education that has moved quality questions of practices to the local level[viii]. In most western societies special educators are asked to implement individualised programs in integrated and turbulent educational and social settings[ix]. Programming is further complicated by the fact that progressive special education puts the social effects of disabilities into focus and extends special education to all domains of life and to every part of the life trajectory from pre-school to old age. This extension makes transition plans to a necessary part of individual programs. When the connection between schooling and society for students with special need is strengthened the demand for an interdisciplinary infrastructure of schooling and other

public services is forced into the centre. This development has got a strong backing by the term *equalisation of opportunities* adopted by the United Nations.

> *The term 'equalisation of opportunities' means the process through which the various systems of society and the environment, such as services, activities, information and documentation, are made available to all, particularly to persons with disabilities. (United Nations 1993, p. 11)*[x]

This 'equalisation of opportunities' has to be seen in the light of the principle of equity that demands fair distribution of resources. James Coleman writes *In fact, the idea that public services, such as education, if they are to function equitably or fairly, should be distributed 'in-equally'*. There is no general agreement of the interpretation of equity. A distinction has been made between 'desert-based' and 'needs-based' interpretations. According to the first resources should be distributed according to merit. In the 'context of formulation' the 'need based' interpretations are in the forefront. According to this notion, educational resources should, if necessary, be allocated more generously to those pupils and groups of pupils in need of extra stimulation, in order for them to benefit fully from the schooling offered. Distribution of resources is, however, only a small part of it. Education has to be equitably adapted. This implies that the repertoire of teaching methods, of ways of motivating young learners and of themes and content elements enables the schools to serve a wide range of pupils according to individual and group differences. All should benefit equally well from the education offered, so far as that is possible[3]. In many countries this is taken to mean that in order to achieve equity regular teaching should be adapted to the individual student in an inclusive way and that a bi-modal system of special and regular education is in conflict with the principle of equity. In practice, individual programming has become the main tool for the implementation of an equitable education. There are strong indications, however, that those equitable and inclusive education practices can only be achieved by adaptation of the school setting to the diversity of the actual school population[xi].

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[3] Cited from Karl Jan Solstad (Ed.).Equitable Education. Utopia or Realism. NF-report nr. 7-2002, Nordland Research Institute, N-8049 Bodø., p.4

User participation, rights, democracy and parental choice have become cornerstones in special education programming. And decision-making processes as regards special education have to take place in a situation characterised by a better balance of power between professionals and the users of special education services than before. In the course of this process demands for schooling and public services have become more 'rights based' and negotiation between interests should become an important part of special education.

Society takes greater interest than before in special education. There are of course many reasons for this. First, increasingly greater groups of students have been found to have specific educational needs with obvious consequences for budgeting. Secondly, there is the question if users are legitimately served by the present systems of education. Thirdly, there is a political ambition of implementing policies that serves dominant constituencies. As a consequence the question of accountability has been moved strongly into focus and evaluation projects which put values on special education activities are launched. This raises a number of questions. What are the criteria and standards for judgement of special education activities? The qualities that are adopted may be launched in specific programs of action - like Special Education 2000 in New Zealand - or, they may be embedded in general education policy - like in Norway. How to interpret such outcome assessments? Who is to be blamed - the educational institution or the child? It seems reasonable to assume that the responsibility to create achievement lies with the educational institution. Hence, outcome assessments are mainly tools to improve the quality of the education process generally and for a particular child.

DISPUTES ON THEORY AND PRACTICE

Moving from the 'context of formulation' to the 'context of realisation' one finds that fundamentally different paradigms of knowledge compete for primacy in international debate today having different implications for policy and practice[xii]. The concept of "best practice" which seems straightforward when viewed from a traditional perspective as validated knowledge is disputed by those who from a constructivist perspective view knowledge as local. According to positivist thought "best practices" is validated knowledge that fulfils the criteria of objectivity and generality. Validation

is secured by the quality of the scientific methods used. This approach tends to overlook the local and ideographic character of social knowledge and the problems of transferring "best practices" to these local contexts. Holthe questions the individualisation, totalisation and relativisation and the dominant knowledge paradigm of special education and writes:

> *I will try to perceive children who are taken to be handicapped and enrolled in special programmes as product of social processes in their classrooms as well as in their local community. My main objective will be to describe and analyse what disablement really means to these children[xiii].*

According to this critical and constructivist thought social knowledge is regarded as constructed by people in interaction in specific local surroundings[xiv]. Human subjectivity then becomes an important dimension of the definition of quality. This reminds me of the Thomas theorem that says *what man perceives as real becomes real in its consequence.* "Best practice" becomes relative to contexts and stakeholders.

There are other sources of definition. Cultural codes regulate practices and ascribe specific meanings to educational practices. Stangvik writes:

> *Based on a study of children and youth at risk, Stangvik (1993) has shown that the problem-solving strategies of different agencies are expressions of cultural processes. Through them, organisations develop what is termed restricted rationality'. They seldom try to reach a maximum achievement of goals. Their goal-oriented behaviour is strongly tempered by corporate cultures of the agencies. They determine which problems they focus on, the timing of intervention, their selection of locations for intervention, selection of content, and who participate in interventions, as well as criteria of effects and ways of evaluating effects[xv].*

Political systems, ideologies, economy, and problems of survival may influence such codes. At the practice level they may surface as individualism versus collectivism, achievement orientation and feelings of social security or insecurity. The impact on perception of quality of education and special education may be substantial. These factors are important to take into account in comparative studies[xvi].

QUALITY AS "DISCOURSE"

Foucault's concept of 'discourse' is a cornerstone to his arguments on power and subjectivity[xvii]. He identified discourses as historically specific ways of speaking knowledge and truth, i.e., what is possible to speak at any given moment, who can speak and with what authority. Discourses then act as sets of rules and behaviours. In this way, discourses are powerful. For Foucault, discourses do not merely reflect what already exists, but they actually work to create this reality. These discourses (and their resultant discursive practices) often appear as 'taken-for-granted' ways in society. Individuals act on the basis of their ideas on how the world should be. Within discursive fields (i.e., the arenas, institutions, and organisations where discourses are occurring) complex negotiations and struggles between the various discourses occur over the meanings to be given status of truth, and to be incorporated into outcomes, such as state policy.

CHANGING DISCOURSES IN SPECIAL EDUCATION

State intervention in the Western world has progressed through a number of stages - each stage characterised by a dominant paradigm for understanding and management of disability. Each of these stages is characterised by a dominant quality paradigm.

Discipline, order, and survival

Seclusion and institutionalisation were the basic management paradigm of the first stage. Deviance had to be controlled and society protected. The goal of education was modes. The primary ambition was to help the disabled to attain basic survival skills. Quality was mainly related to the physical and social characteristics of institution settings. The knowledge paradigm was predominantly medical.

Development of scientific optimism

Scientific psychology fostered optimism as regards human development and growing understanding of negative impact of institutionalisation on development. At this stage the foundation of special education as a professional activity was laid. This brought the developmental qualities of institutional settings stronger into focus. The knowledge paradigm of the period was predominantly psychological.

Integration and normalisation

The development of social sciences showed how persons are responsive to their social settings and the importance of the values of those settings for the formation of role and identity. Isolation from society was considered to be a critical condition for development by hindering access to normal social roles. Participation became a key principle of social life and the quality of institutional life became a public issue. The principles of integration and normalisation tell something about the forms and values of social life. Integration indicates that participation should take place in a unified social system and the principle of normalisation indicates that education and care should be based on the norms of general society. In this period the quality of management became a public issue in most Western countries.

DIVERSITY AND EMPOWERMENT

Post-modern life forms question common values and move cultural diversity to the forefront. The "great narratives" are deconstructed and situational and local knowledge play a much more important role than before. This change of thinking has some important consequences.

1. Needs and subsequent education programming are not defined with reference to a common value base but with reference to the individuals themselves and their local settings, i.e. individualisation becomes a key quality of education.

2. Special education has to be made legitimate in a rights perspective and to a less extent based on the professional values coded by the institutions responsible for services.

3. Increased empowerment of users has radically changed the power balance between them and the service institutions. User participation and parental choice play an increasingly important role in policy.

This redefinition of the field of special education may deconstruct the traditional professional definitions of "best practices". Special education might not longer be based on normative practices. 'Best practices' might have to be constructed by negotiations in specific situations and locations by a community of stakeholders with conflicting values. To cater for the individual-subjective dimension and supporting

individuals in the process of constructing their chosen life trajectories may be key principles of the special education project in post-modern times.

THE CULTURAL AND SCIENTIFIC BACKGROUND OF NEW PRIORITIES

The changing paradigms and models of action in the field of special education should be regarded in the context of development of science and culture. The table attempts to place the previous described developments in their historic contexts[xviii].

ORIENTATIONS TO SPECIAL EDUCATION						
BASIC ORIENTATION	THEORY AND PRACTICE IN SPECIAL EDUCATION					
	Goals	Philosophical Basis	Organisational prototype	Educational Scope	Educational Methods	Primary discourses
Custodial[4] State control	Control & Protection	Rationalism Naturalism Biological determinism[5]	Institution, special school	Self management & simple work skills	Training survival skills	Social control & differentiation
Develop-mental Local control (1960s)	Re-mediation	Analytical philosophy, Logical empiricism & positivism	Special class systems Specialisation & professionalisation	Repair, corrections & stimulation of functions (intelligence, perception)	Deficit training and compensatory education	Correction & integration
Normalising De-institutionalisation and need-based education (70s and80s)	Social role valorisation	Critical theory Marxism	Mainstreaming & resource rooms	Social competence	Behaviour modification and modelling, Activities of daily living (ADL)	Equity & Democracy
Interactive, relational[6] and constructive (90s)	Supporting individual trajectories Systems development	Empirical and moral relativism Constructivism Postmodernism Local knowledge Power Epistemological pluralism Valuing diversity	Inclusion, adaptive education "Discursive interdependence" adhocracies[7]	Individuality, self determination and choice Needs "Personalised instruction (and services) through collaborative problemsolving"	Individual educational planning and system's change and modification Interdisciplinary & co-operative	Outcome - based education Accountability Social inclusion

The table indicates that the discourses on quality pointed out in the last column of the table in a specific time period has to be understood holistically in its context and dependent upon cultural setting, philosophical orientation, scientific orientations, etc. Theory and practice of special education has been in an intimate interplay with these

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[4] Custodial is used as a general term that even includes the de-coupling of special education from ordinary education

[5] Cf. Stephen Jay Gould (1981) The Mismeasure of Man. N.Y.: W & W Norton and Company

[6] The right to special education is dependent upon the amount of flexibility of and adaptability of ordinary education Cf. Sjøvoll p 61)

[7] Thomas Skrtic, Th. Special Education and Student Disability. A Social/Political Perspective. In Special Education Research in an International and Interdisciplinary Perspective. Specialpedagogisk kunskap: Dokumentation nr. 1 - 1997. Department of Special Education. Stockholm Institute of Education, p53)) plays on the words bureaucracies and adhocracies to denote a new form of work organisation made necessary by the change from a industrial period characterised by standardisation of work process to a post-industrial period characterised by a need for invention which is dependent upon empowerment and collaboration and reflective problem solving through discourse

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orientations. The table shows a changing focus of research in different time periods, the knowledge paradigm, research design and unit of analysis.

QUALITY ORIENTATIONS AND RESEARCH[xix]						
TYPE OF RESEARCH	**PERIOD**	**OUTCOME**	**DEFINITION OF OUTCOME**	**KNOWLEDGE PARADIGM**	**RESEARCH DESIGN**	**UNIT OF ANALYSIS**
Efficacy[8] research	1932-1970	Functional mastery & behaviours	School	Additive - Resources	Experimental & quasi-experimental	Individual
Segregation - Integration	1960-1980	Subjective development	School	Symbolic - interaction	Experimental & qualitative	Communication Dyadic
De-institutionalisation	1980-	Development & participation	Political & ideological	Normalisation	Innovation & change	Institutional systems
Participatory research	2000-	Quality of life	Consumers and consensual	Democracy and rights	Multiple designs	Society

The impact of social knowledge on special education has - as pointed out in the last column in the table - changed the unit of research. While the efficacy research mainly studied the effects on placement (segregated-mainstreamed) on school performance participatory research studies the effects of schooling on inclusion and social participation. This has had important consequences for understanding the task of special education and consequently what qualities are to be achieved.

The time lines are only indicative as theory and practices from previous periods are important constituents for the next period. Changes have always to be understood in terms of social interests and established codes of practice. Paradigm shifts that open for new understanding of quality have to be seen in this perspective. As a consequence we are confronted with parallel and conflicting paradigms of knowledge that focus different outcomes of special education and enhance different practices.

CONFLICTING PERSPECTIVES ON SPECIAL EDUCATION

Based on the preceding discussion special education may be defined primarily as a part of traditional schooling. This definition restricts the quality discourse to intervention in school settings and the focus of quality analysis would be curriculum, organisation and methods. This approach overlooks the fact that school programs have several external contingencies. The ecological perspective on development and

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[8] Capable of producing a desirable effect

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education underscores this[xx]. Secondly, such approaches severely restrict the scope of special education. Special education has to be based on the reality of disability. Broadening the concept of disability makes it necessary to broaden the concept of intervention to include more than interventions in school settings. One objective could be to support the person in the process of achieving and maintaining valued social roles. This would certainly influence the quality discourse in special education. Such differences show that disability and intervention may be approached from a reductionistic or from a holistic perspective. With reference to Kuhn's classical work this may be called a conflict between paradigms that amounts to a paradigm crisis[xxi]. There are indeed many similarities between the examples Kuhn gives in chapter seven in his book and the situation in special education. These two paradigms have different strategies of intervention.

In order to distinguish important quality dimensions in the field of special education it feels necessary to talk about an intervention system that consists of different parts. A distinction between *interactive* and *systemic* qualities was made in the introductory report. *Interactive qualities* refer to judgements of the quality of pupil-teacher-setting-material interactions. *Systemic qualities* refer to those qualities judged appropriate at the systems level for the implementation of the appropriate *interactive* qualities. Therefore, a quality assurance mechanism has to take both these levels into account. Based on this line of reasoning one may at least distinguish six areas of intervention: Policy, legislation and regulation, resourcing, organisation and administration, professional development and research, and teaching and interaction. The table elaborate consequences of the two paradigms at each of these levels.

IMPLEMENTING SPECIAL EDUCATION			
Levels of Intervention	The Reductionist Paradigm	The Holistic and Constructivist Paradigm	Comments
Policy	The policy model is deficit driven and categorical; i.e. disabilities are regarded as inherent in the individual. Access to funding is based on individual diagnosis, and the main approach to support is individual and therapeutic. The service setting is category based and special.	The policy model is non-categorical and relational. Disabilities are regarded as distorted relations between the individual and her social surroundings. Seeing individual function as responses to social settings locates policy within a systems perspective. This gives more room for preventive measures directed at distorted social relationships and demands flexible models of funding. Policy enhances participation in ordinary settings.	Different views on the disability condition may explain differences in policy. The main difference seems to be between a systems approach that consider disability within a social systems framework, and an individual oriented approach that consider disabilities as innate objective and identifiable characteristics. Inclusion and normalisation are key words, which underscore the difference between the two paradigmatic positions.
Legislation and Regulations	The basic objective is to secure access to care and education for groups whose needs may be well defined. There will be a number of separate	The systemic and holistic approach to disability demands access to ordinary systems of	The main difference between paradigms has to do with the degree of separateness of laws

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	laws which regulate access to education and care for those groups, and which define available service settings.	education and care be broadened, and that the need for labelling be reduced. Therefore, separate laws will tend to be integrated with common laws.	and regulations and the type of assessment rituals necessary to get access to services and funding.
Resourcing	Resourcing is based on individual diagnoses and curriculum	Resourcing is programmatic and policy-oriented and interdisciplinary	There would be obvious differences as regards accountability
Administration and Organisation	Favours a two- partite organisation of services. The basic organisational paradigm is the idea of a service spectrum adaptable to type and severity of disability.	Favours an integrated system of services. The main focus is on the social role of the person. Administrative organisation and funding support an integrated service pattern.	The holistic and constructivist paradigm would tend to work inter- organisational and inter-disciplinary while the reductionist paradigm favours a differentiated system with great autonomy of the different parts.
Teaching and Interaction	The objective-diagnostic approaches to disability controls and prescribes needs and the modes of intervention. This subsequently defines the agenda for teacher-learner interaction. Professional interaction will be compensatory, individual and oriented toward adaptation of students to pre-established norms.	The basis for interaction and needs definition are found in the gap between individual capabilities and the particular activities and social contexts of which the person is a part. Interaction will be oriented towards improving relations between the person and her social setting.	The basic difference between paradigms has to do with the concept of needs. The holistic and constructivist paradigm draws all aspects of the social systems of which the person is a member into the need analysis.
Professional Development and Research	Focus a specialist orientation and the development of separate systems for professional training, research and dissemination of research results. The individual is the basic unit of research	Focus a generalist orientation to professional work and strive to integrate special education training with general teacher training. Research on disabilities is more strongly based on social sciences giving room for social interaction, systems and macro social problems related to disabilities.	The main difference has to do with the scientific basis of professionalism. The reductionist paradigm draws heavily upon medicine and biology and prescribes intervention on the basis of individual assessment while the other one draws upon social sciences and focus social interactions, activities and contexts.

These levels of intervention may be more or less integrated. In the ideal case they create a chain of events where output at one level serves as input on other levels in a system perfectly monitored by the overriding policy. In the real world, however, there are conflicts between levels. There may be problems at the conceptual levels. Such conflicts may result in conflicting professional preferences. There may be conflicts between policy and actual resourcing. The policy may be inclusion while present models of resourcing may enhance exclusion or makes program choices subject to professional preferences. This indicates that practices should be evaluated at all these levels of intervention and related to overriding goals and concepts of disability.

TRYING TO OVERCOME CONFLICTS BETWEEN PERSPECTIVE

First, it is necessary to accept that this isn't just a conflict between different paradigms of knowledge. It is also a question of what tools are available in the toolbox. As pointed out by Thomas Kuhn sciences have made progress by means of the tools their knowledge paradigms have made available to them. Like the craftsman, he says, scientists postpone the investment in new tools as long as

possible. ' Normal science' in special education has traditionally been considered identical with what I denoted 'the reductionistic paradigm'. Its preferences have been the medical-biological sciences and its field of practice is characterised by adoption of concepts from these sciences. Concepts most frequently used are diagnosis, therapy and specialist. Symptoms are classified into categories of disabilities that are understood etiologically. Management models and professional culture have been based on this way of looking at disability. In this approach the individual is the primary unit of study and practice. This line of understanding doesn't sufficiently include knowledge made available through the social sciences about the social construction of disability and the social impact of disabilities on quality of life. Democratisation of societies has brought these impacts on the political agenda and surfaced as new management principles like equity, normalisation and inclusion. These principles are based on the idea that special education should have long-range goals that transgress the concept of disability as deviance and the compensatory models of practice. According to what I have denoted an 'holistic model' the curriculum and methods of special education have to acquire substance and content from studying mastery of quality-of-life-goals in natural social contexts. This would imply that the special educator becomes a member of an interdisciplinary problem solving team.

Stangvik has presented a model of problem-solving practice that may give room for both perspectives on special education[xxii]. Special education is regarded as a circle of events. This circle is based on at least two important preconditions on which it may be possible to build consensus:

1. Special education should work to achieve ecologically valid goals. All programming should be related to those goals. This is the ultimate test of our practices.

2. The practices for achieving a goal or solving a problem may be thought of as a circle of event where the quality of practice at one step is dependent upon the quality of the practices of the preceding step.

3. The cycle has five general steps. Each step may be regarded as a 'quality domain' of practice; i.e. practices in each domain have to be monitored by the qualities favoured by national policy and founded on research.

The model has the following steps:

1. Assessing and defining the problem or need
2. Planning the program
3. Implementing the program
4. Evaluating the results of the program
5. Interpreting result and planning further action

For each step a number of criteria and standards for 'best practice' may be developed. The author has developed checklists for each step that may form the basis for developing more explicit quality criteria for evaluation and monitoring special education practice. Research on the effects of special education clearly indicates that such work is necessary.

PRELIMINARY CONCLUSIONS

This analysis shows me that a constructivist approach to quality is preferable. The qualities given priority by different audiences are not based on objective and general truth but has to be regarded as interpretations of practice dependent upon cultural codes, knowledge paradigm and political, professional and personal interests. These are dependent on societal change. Development of the welfare systems and the scope of schooling in interplay with the development of democracy laid a new foundation for special education and the management of disability in the Western countries. The principle of equity has been a cornerstone in this development that has resulted in new interpretations of quality in special education. The global agenda of inclusion is one indicator of this development. Adoption of new qualitative models of research which disputed the traditional experimental models have been very important by bringing in the social and interactive aspects of special education and by focusing subjective interpretations. This opens for a whole new area of qualities in the field. If new qualities will be adopted or not in theory and practice is dependent upon the openness of special education to social sciences and willingness to debate the diagnostic culture that has formed the base of special education.

To define quality is like trying to catch a bird in its flight. Quality is not a once and for all concept, but a concept that changes when we make new reflections on the subject. Quality should not be defined by the professional acclaimed beauty of

methods and organisational models, but has to be measured by what these models achieve for the persons we are set to help. In good poetry substance and syntax work together in harmony. The same is the case in special education. In order to achieve this harmony we have to agree on what the substance is.

PART TWO: QUALITY DOMAINS RELEVANT TO SPECIAL EDUCATION

In this part priorities that respondents may have when they answered my questions about special education are distinguished and a heuristic model for analysis of interviews is described. The assumption is that their priorities form one basic frame of reference for clarifying 'best practices' of special education. The theoretical analysis in the preceding part shows that the priorities of professionals and the research community may be in a state of conflict as regards this matter. In this case a study of the discourses among actual stakeholders may form a significant contribution. First it is felt necessary to discuss some concepts relevant for the summary analysis of the interviews.

DIFFERENT APPROACHES TO THE QUALITY OF PRACTICES

Should the quality of practice be judged by the efforts put into the practices? Professionals may refer to all the efforts they have put into their work on behalf of their clients. This may be meaningful to them but may have little relevance for those receiving services, or they who are responsible for programs. They are concerned with the effectiveness of the interventions and how efficiently they were delivered. Therefore, when judging quality a distinction has to be made between effort, effectiveness and efficiency. *Effort* refers to the work that goes into a program. In special education quality is often taken to be the same as the resources used even if the correlation between invested resources and results may be dubious. That's why the criterion of effectiveness has to be taken into account. *Effectiveness* refers to the impact a program has on achieving individual/system goals. Here the focus is on the outcome in relation to the specific actions taken. Efficiency, on the other hand, refers to how much effectiveness was attained given how much effort and how much time. Efficiency in organisational terms has to do with getting the best outcomes for the least cost. It seems rather obvious that the last two general quality criteria cannot be adequately tested without clarification of the goals and objectives of practices[xxiii].

Previous reports in this project indicate an increasing interest in the outcomes of special education. The bulk of research and innovation in the field has been effort-

oriented and based on general assumptions of effective efforts. They focus how to group students and to classify them in categories for educational purposes, teaching hours and teaching competence needed, individual programs with badly clarified outcome definitions, etc. The lack of connection between efforts and outcomes in special education was prominently underscored over thirty years ago by Dun's term 'efficacy paradox'. Early it became clear that the efforts put into special education could easily dissipate due to the social functions of special education in the school system and the negative impact these functions may have on student learning and development[xxiv]. These conclusions still seem valid[xxv]. A general conclusion from this line of reasoning is that a distinction has to be made between definition of qualities in special education and the assurance that these qualities are achieved. Still a quality taxonomy has to be the starting point.

WAYS OF DEFINING QUALITY IN SPECIAL EDUCATION

There are a number of sources of the criteria and standards that may be used for evaluating efforts, effectiveness, and efficiency of special education.

Definition of quality by professional judgement

According to this way of defining quality the criteria and standards are matters of professional discretion. The bulk of systems for defining the quality of special education are of this kind. There are several problems associated with this strategy. There is no general professional consensus as regards what should regulate the practices of special education. Therefore quality priorities will be different due to different philosophical and theoretical perspectives. Furthermore, critical analysis of professions shows that professional preferences have to be understood in light of organisational cultures and codes of practice adopted within these cultures. These codes may strongly influence both ambitions and procedures. Relying on adopted 'standard operation procedures' they may easily be satisfied on too low levels of quality achievement.

Definition of quality by research

This is an attempt to define quality of practices in systematic and verifiable ways. The research has mostly been of the *if-then type* and saying that if things are done this way results are better than if they are done that way. Research on teaching methods

is typical of this research. By means of experimental or quasi-experimental designs quality differences are tested on variables indicating very restricted objectives for special education. The same has been the case as regards research comparing alternative ways of organising special education for students with different types of learning disabilities - the so-called efficacy research. With few exceptions this research has attempted to define the quality of school settings mainly by testing differences on school-related variables. The bulk of the research has tried to define the quality of practices generally and objectively in a laboratory fashion without putting too much weight on the social and subjective construction of quality in local settings.

Defining quality through collective experiences

Qualitative research has tried to overcome the deficiencies of this model for defining best practices by bringing subjective and local definitions of qualities of special education into focus particularly by letting other voices than professionals being heard in the quality discourse. Slee makes a comment that is relevant when he says:

> *With 'voice' as the organising theme, we move from traditional research approaches and reportage of teachers' decision-making processes, to the politics of advocacy and the position of parents in processes of exclusion and inclusion[xxvi].*

This move from a policy and research made approach to an approach that asks for the qualities held by the stakeholders is a primary ambition of this project. The primary fallacy I will denote 'subjective pragmatism'. This is the tendency of stakeholders at the bottom line to base their subjective interpretations solely on the practical aspects of educational situations and on subjective interpretations of their own role in the field of practice. Teachers' interpretations are structured by their adopted codes of practice - codes that parents do not have to abide to. That's why such quality analysis has to be tempered by policy and research in order to make more valid quality decisions.

Practices in a policy perspective

Preceding sections indicate that it is generally assumed at the level of policy that a system that treat all persons equitably and that have no barriers to the equitable

education is the best. Many countries have adopted such long-range goals for special education that favour practices that improve the social participation and rights of students with disabilities. Equity, equality, inclusion, and integration have become important principles to achieve this goal. This development is due to the inequalities discovered and the deficiencies of practices. Presently the work to eradicate these deficiencies and inequalities has forcefully been put on the global agenda[xxvii]. The problem, however, is to agree on indicators of special education practices 'best practices' in relation to those goals. The previous discussion of the 'context of formulation' and the 'context of realisation' serves to underscore this point. Statistical indicator research may be used to study if practices of special education systems confirm to the policies that have been adopted. Typically quality indicators are chosen on the basis of expert advice. Such studies are often based on some primary policy goals. In order to judge the presence of these qualities a number of indicators are developed. This is illustrated by the following quotation from a policy study in special education.

> *The development of appropriate education indicators in the domain of special education was agreed as the second central thrust of the project. Possible approaches were explored and suggestions made. For example, in connection with indicating the extent to which a system treats all persons equitably, an approach night be to identify barriers in the system to such equality of treatment, whether at the simple level of physical access or in relation to flexibility of curriculum. It appeared that the goal should be the development of a small set of powerful indicators[xxviii].*

Looking through this 'appropriate education indicators' one finds that all indicators are on the systems' level enumerating national placement and categorisation procedures with no reference to qualities to be achieved by the students in these systems. The qualities produced by those systems are virtually unknown.

Conflicting approaches to quality

There is a difference, however, between policies that restrict their implementation to equal distribution of resources within schooling and dealing persons equitably and policies that have a wider educational scope. These policies make schooling accountable in relation to long-range educational goals. Applying terms used in the first part of this report one may say that such policies have a holistic perspective. Then policy-makers would have to ask how effective are the efforts made and the

resources used for the achievement of these long-range goals? It seems to me that this radically changes the quality discourse. Thus it seems justified to distinguish between a holistic and a reductionistic approach to quality analysis. A holistic approach would demand that special education efforts have ecological validity, i.e. special education of quality has observable impacts on the life situation of individuals with disabilities. A reductionistic approach to quality analysis of special education would be more modest restricting the quality analysis to the impact of school practices on school learning[xxix].

Broadening the scope of quality analysis

The scope of special education has steadily broadened, as it has become clear that the principles of equity and inclusion cannot be restricted to the school domain. There is a strong ambition that special education should support students with special needs in the process of achieving/maintaining valued and productive roles in society. This orientation has resulted in new models of assessment that include life outside school in the assessment, and broadened the curricula to include relevant life skills and even created new settings for special education. Transition plans, individual plans and interdisciplinary work are typical tools of the expansion of special education into other domains of life than schooling. This development raises the question of what is 'best practices' in new ways, and new indicators of quality have to be added to the old ones.

Broadly speaking, it is expected that special education play an active role in the improvement of quality of life of the students with disabilities. How to define those qualities of life? What are perceived as qualities of life are results of personal experiences judged against the internalised values of ones culture[xxx]. Thus it is necessary to keep in mind that life experiences that may play an important role in one culture do not necessarily play the same role in another culture. One may assume that the quality or lack of quality of school practices as perceived by teachers, students, and their families is socially and culturally constructed. Utilising this frame of reference for evaluating practices of special education there are reasons to believe that people in different countries make different priorities.

It doesn't seem to be any simple way to define 'best practice' in special education. What is 'best' is dependent upon what is regarded as its goals and upon the understanding of what educational arrangements and methods that are necessary to achieve them. Operational definitions of words like equity and inclusion do not come easily and it has been found that ideology driven changes on the global and national level are controversial at the practice level. That's why the distinction between a 'context of formulation' and a 'context of realisation' was found absolutely relevant. In the following I attempt to summarise lines of reasoning in the project in a table that serves to distinguish general dimension or quality domains of special education. My point of departure is that quality is about ascribing values. Quality domains may be distinguished by contrasting what may be called the policy model to the practice model. The policy model works as a reference model for qualitative studies of practice. There are other reasons for this approach. Conflicts between knowledge paradigms clearly show that there is no agreement in the research community as regards the knowledge base of special education. Furthermore, when available paradigms were compared to the policy model predominantly favoured it was found that this model could be called holistic.[xxxi] Following this line of reasoning I have tried to elaborate a general model for studying the quality of special education at system level, structural level, process level, and outcome level.[xxxii] This model is contrasted in the table with what seems to be the most prominent practice model. The table is planned as a heuristic tool for interpretations of information collected for the countries studied.

The rows in the table list basic dimensions of special education, which should be made objects of quality analysis. The columns sort all the elements into two general models. This approach allows for a systems analysis of special education based on what seems to be a generally adopted policy model. The questions asked are how does present mainstream policies relate the different elements of special education to each other? And, how are these element expressed and related to each other in the field of practice? The model approach assumes that there should be a certain amount of congruency between elements. If certain values are adopted the elements of the system should indicate coherence with those values. I am well aware of the

fact that realities are different from tables. Policies may be adopted at the state level without making all the decisions necessary to implement this policy. This may be due to lack of understanding of the practical implications of an adopted policy or to lack of power to make necessary decisions. As a result the field of practice is presented with an aborted policy model which lacks theoretical and practical coherence. This will certainly will threaten implementation of a policy model.

ELEMENTS OF SPECIAL EDUCATION		THE POLICY MODEL	THE PRACTICE MODEL
Systemic	Ideology	Participation and sharing	Integration and mainstreaming
	Knowledge base	Holistic	Reductionist
	Politics	Rights based	Based on professional discretion
Goals	System	Adaptation of system to cater for multiple needs	Differentiating of system to cater for multiple needs
	Individual	Social validation of goals	School validation of goals
Structural	Funding	Systems based	Individually based
	Grouping	Heterogeneous	Homogeneous
	External relations	Infrastructure of public services	Competency support
	Curriculum	Functional	Watered-down
Processes	Assessment	Prescriptive	Descriptive
	Foundation of teaching	Diversity of needs	Categories of disabilities
	Evaluation of outcome	Individual	Comparative
Results		Valued social roles	Mastery of appropriate cultural knowledge

In reality the picture is more blurred. There are no pure models. Policies are seldom coherent. Inclusion may be favoured while the greatest amount of money is still used to support segregation of students with special needs. Parental choice may be favoured while all the real decisions are made by the system itself. Practices may show a mixture of approaches. Each of them may be more or less in accordance with policies. There is a strong move to cater for students with special needs in regular classrooms, the curriculum material has been more functionally oriented, etc., etc. But still there seems to be this predominating code of practice distinguished in the table. In order to understand the barriers for the adoption of new codes the role of

special education has to been considered in the light of its function in the system of schooling and in the light of the reproduction functions this system have in society. Flynn and Nitsch describe some general stages in the adoption of innovation[xxxiii] that is relevant to this analysis.

ADOPTION-IN-PRACTICE   ADOPTION-IN-THEORY

Societal
Institutionalization   Conceptualization

Widespread   Initial
Implementation   Acceptance

Resource   Legislative
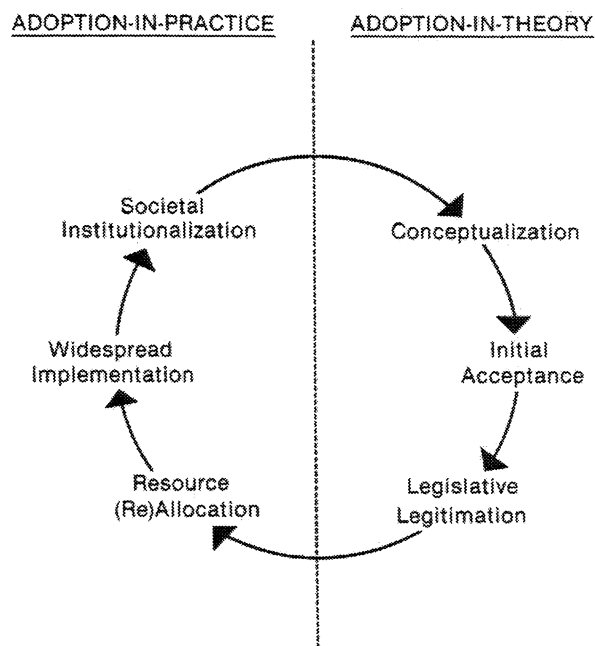(Re)Allocation   Legitimation

Figure 1. Stages in the adoption cycle of a social innovation.

No doubt a new set of qualities have been conceptualised and initially accepted - in some countries even legitimated by legislation - as special education policy; i.e. adopted in theory. To what degree have they been adopted in practice?

PART THREE

This part summarises the results of the studies of the participating countries and answers the questions raised by the project. The summaries will be presented as systematic as possible in order to get a brief overview of results. The procedure chosen is based on the fact that the studies have been fully presented in the preceding reports. First response categories have been sorted out. These categories have generalised to make up broader categories. In this process the line of reasoning found in part one has been used in order to classify central dimensions of special education. These dimensions have been used in order to classify categories of responses met during interviews. In this way the response categories are related to central dimensions of special education. According to this approach tables have been produced for each country. The first type of tables shows the general responses of the three groups of stakeholders to the special education issues. The second type of table shows my interpretations of the information and its relations to the issue of quality in special education. Based on this information from each country questions of the research are answered.

Handling research materials in this way is always associated with risks. Materials have to be interpreted and evaluated. The views of respondents may point in several directions. Then the risk is present for inadequate generalisations and interpretations. Interpreting material from other cultures than one's own accentuates this risk. But there is also another type of risk. This is the risk by not taking the responsibility for interpreting the research materials. I cannot reject the possibility that I may have crossed the line sometime. But this is accidental, as I have tried to stick as closely as possible to the material and I have laid out my pre-understanding of the conflicts of special education in this and in previous reports. This understanding has of course been important for my interpretations and conclusions.

Interviews were read across stakeholders in order to discover general perspectives. For reasons previously pointed out (Cf. Stangvik: HiF-report 2002:7) this is a somewhat risky undertaking because parents, researcher/administrators and teachers may look very differently at schooling due to their different positions. On the other hand all information may help to distinguish categories that help to evaluate special education.

GENERAL CATEGORIES

This overview generalises information. For a complete overview the reader is referred to Stangvik: HiF-report 2002:9 in the list of reports at the end of this report.

Goals and ideology

There is a general ambition to achieve a school system that establishes school practices that cater for all diversity of the school population within an inclusive setting. This line of thinking is based on the goal's perceived importance: social acceptance, non-categorisation, social integration, independence and self-support are considered important.

Reforms and innovation

The preceding perspectives seem to build an important background in order to understand the issues when the respondents of the interviews discussed actual practices with me. A strong reform and innovation perspective was observed.

Resourcing

There was a strong feeling that resourcing was based on identification and categorisation of students. This approach should be tempered by a funding system directed toward improving the capacity for catering for diversity in school.

The continuum logic of special education as an instrument of quality

The two-tracked special education does not tailor education to the diversified needs of students in inclusive ways. In order to achieve better practices it was felt that the curriculum and methods of general education had to be broadened. It was felt that the present special education system might be a barrier to such changes.

The one-kid-at-a-time-approach to quality

The IEP process was found to be weakly related to actual teaching as the IEPs were not found usable for teaching. It creates a heavy paper work that distracts special education from the teaching process.

The linkage between school and community

The linkage was found problematic on several levels. First federal mandates for public services are lacking. This makes the process of transition difficult. Secondly a clear rights orientation was found lacking in schools making communication between parents and school easily break down.

SUMMARY AND INTERPRETATION

The two tables that follow give a general summary of the perspectives and evaluations of the three groups of stakeholders and my own evaluations of this material. View and perspectives of respondents in the USA are summarised in relation to important elements of special education practice.

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SUMMARY TABLE				
ELEMENTS		**PROFESSIONALS**	**PARENTS**	**TEACHERS**
Systemic	Ideology	Schools should cater for the diversity of the school population	They want inclusion for their children but are mostly met with mainstreaming	Inclusion is a goal but it has to take children's' need into account
Goals	System	Necessity of reform and innovation of schools in order to cater for diversity	System changes are necessary. Redefining special education is not the way to go.	Innovation necessary in order to change the reality of the classroom
	Individual	Students should become independent, achieving and effective members of the community	Wanting their children to be accepted, becoming a part of and not be regarded as different	
Structural	Funding	Resourcing should be systems based and placement neutral. In reality allocation is individually based and categorical.	There is a lack of mandates for necessary services. This is more strongly felt when their children get older	Identification and categorisation in order to get money for teaching
	Organisation	It is two-tracked and based on the continuum logic (in contrast to the diversity logic).	Do not perceive that programs are tailored to their children's needs but mainly templates of the law that do not fulfil their primary obligations.	Has to take the kids' needs into account. A continuum of options should be in place
	External relations	Incomplete linkages between school and community is a barrier to transition	Parents may often feel a break-down of communication with the school and that they have no control when they try to get their rights	
	Curriculum	Functional and activity based		Teacher do not sufficiently broaden the curriculum
Processes	Individual Education Programs (IEP)	The fallacy of the 'one-kid-at-a-time' approach on which the IEP is based is underscored. It has become a paper exercise and cannot cater for the diversity of needs		IEP's have to become usable for teachers. It is mostly about pushing paper and teachers do not look at them
Results			Observing negative social impacts of schooling on their children at home.	Comparative

The following table interprets and evaluates practices based on these interpretations.

INTERPRETATION AND EVALUATION		
GROUPS	**INTERPRETATIONS**	**A QUALITY PERSPECTIVE**
Researchers and administrators	When themes reported through interviews were scrutinised it became clear that diversity was a basic theme. High quality practice implies practices that cater for the total diversity of the student population. The general view is that present practices of special education do not serve this goal. Several arguments are given for this. It is felt that the present two-tracked system does not adequately serve the diversity education. It is referred to category based funding, a one-kid-at-a-time-approach IEP, as a bureaucratic exercise, inadequate linkages making the transition difficult. In sum these factors do not support inclusion. According to the professionals I met special education does not favour diversity but segregation. Reforms and innovation of education are needed in order to include a wide diversity of students. To achieve this goal funding should be placement neutral and system oriented, the individual focus has to be tempered by a school change focus. Basically this calls for a change for the present knowledge paradigm of special education.	There is a general feeling of conflict between what they think should be the goal of education and the way special education has developed. Resources should be used to establish practices that make it possible to cater for a diverse school population within inclusive setting. The cascade system of special education doesn't compare well to this goal.
Parents	The feeling that their children are accepted and not exposed as different is very important for parents. They observe the impact of the ascribed 'otherness' in school on the children when they come home. To get programs that are tailored to the children they are dependent upon communication with schools. There is a feeling that they have to battle with the schools to get their rights and the decisions may only be a question of professional discretion. For students with high degree of disability this situation is complicated by the fact that there might be no legal mandate for public services needed to take part in education. Parents may feel that the IEP is an important tool in this process but that there are few attempts to fully realise these plans but only to comply with the minimum of the law.	Parents form the real bottom line of special education. They get access to a more total picture of a child's situation and they are in daily contact with the subjective feelings of the child. It seems to me that they judged the quality of practice from the perspective of inclusion and acceptance. It seems very important for them that their child have a socially valued role. There are indications that this objective is difficult to achieve by present normative practices of special education. These practices base intervention on the definition of the child being verified as different. Changing special education cannot change this approach. A new inclusive model of special education is needed. Parents judge efficient and democratic delivery of needed as an important quality. Lack of legal mandate for such services and meetings with gatekeepers who do not share parent perspectives and often virtually work against parents who are actively engaged is not uncommon.
Teachers	The interviews with teachers brought me closer to actual practices of special education. Many references to the IEP-process and paperwork indicate that this occupy a considerable part of special education. Assessment, team meetings and reporting related to individual students indicate a two-track system of education. The definition of needs become the basis of the continuum logic. There are strong indications that the practice of special education is the responsibility of a small group of teachers and to a lesser degree related to the school as a whole. There are indications that curriculum and class teaching are perceived as unchangeable conditions.	There are indication that the quality of special education is considered to be strongly dependent upon individual identification and categorisation. To push paper and to do meetings takes a considerable part of the work. This individualisation is followed up in a two-tracked organisation of teaching. Inclusion is favoured, but educationally tempered by an individually compensatory approach to needs with few references to the social dimensions of inclusion. This approach forms an inadequate basis for necessary innovations of the regular school settings that is needed by the diversity logic.

Two types of logic were running through the interviews in the USA: The continuum logic and the diversity logic. These present two rather different understandings of best practices of special education. The first of them proposes that best practices should be founded on organisational and curricular adaptation to individual needs.

The other one proposes that these needs cannot be catered for in separation if the goal is inclusion in school and society.

There is a conflict between parents and schools about what the needs really are and how they should be met. Many parents feel that the normative practices of special education were just templates of the law – a number of legally based practices that did not take the totality of needs into account. This is particularly so when it comes to transition. The IEP appeared to be such a template. A considerable amount of work was put into developing plans that seem to have little impact on the actual practice of special education.

Closer analyses of interviews corroborate well with previous conclusions[9]. The critical issues discussed were program integration: identification and de-categorisation: ethnic differences: the need for a new funding formula: teacher training: the role of the federal state: and transition.

When all pieces are put together a tention is indicated between different foundations of special education practice. This is the tension between those who regard education as social cultural practice and who stress the role of the school in the process of building citizenship in a diversified and multicultural society. They argue that the school cannot fulfil its role by a dual education system. Diversity and inclusion are their key words. On the other side are those whose arguments are based on an individual perspective of needs and recommend that diversity of needs should be matched by a cascade of options and that school resources should be used to maintain those options.

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[9] Cf. Stangvik,G (2002 comparative studies of special education. HiF-report 2002:9,p 114—

All interviews were read across groups of stakeholders in order to distinguish general issues and categories. The procedure was similar as that for the USA. First a general overviews of central categories are presented. Then a general overview of the evaluations of the three groups of stakeholders is given in a table. The presentation of the material ends in a second table conveying my own interpretations and evaluations of the research material. For a complete presentation the reader is referred to HiF-report 2002: 10 in the list at the end of this report.

GENERAL CATEGORIES

Inclusion

It was strongly felt that policies were inclusion driven. A tension is observed, however, between a need for a basic change of schooling in a social direction on one hand and the felt necessity to adapt resources to the individual needs of students on the other.

Resourcing

Students with special needs are left out of the resource system. A restrictive resource situation has created a strongly selective (and often wrongly) targeting of students with special needs. The verification processes have turned the levels of needs into new categories and worked contrary to adopted policy

The school organisation

The school organisation is differentiated at several levels. Schools may reject students with special needs. This has created a system of 'magnet' schools that have been to increase their funding by adapting to these students. There is also a system of special schools and satellite classes under the auspices of special schools. These have attracted competence and resources. There are indications that even satellite classes may be separated from the schools they are located in.

Regular school practices

Adaptations to individual need in ordinary schooling are category based. Selective use of teacher aides and external support to supplementary teaching of identified students point strongly in this direction. Lack of teacher training programs for regular

teachers is indicative. The attitudes and belief system of teachers may support this organisation of teaching.

Parental choice

Parental choice is an acclaimed ideology. Still many parents feel that this is a paper choice as they battle to be heard. On the other hand parental choice may become a barrier for inclusive practices as they may favour the 'continuum logic' of services keeping all options available.

Capacity for transition

There is a lack of an infrastructure of public services that make transition from school to society difficult.

Devolution

Devolution of power to the individual schools and their Board of Trustees may not have served children with special needs well. There is no clear linkage to the community, and the control mechanisms for quality assurance are weakened.

SUMMARY AND INTERPRETATION

The two tables that follow give a general summary of the perspectives and evaluations of the three groups of stakeholders and my own evaluations of this material. Views and perspectives of respondents in New Zealand are summarised in relation to important elements of special education practice.

SUMMARY TABLE				
ELEMENTS		**PROFESSIONALS**	**PARENTS**	**TEACHERS**
Systemic	Ideology	Inclusion was felt to be a broad social principle that was not enhanced by a dual system of education. It was felt that the principle was tempered by parental choice that may serve to preserve dual systems.	There is a strong feeling that inclusion cannot be implemented without a change of attitudes,.	To cater for diversity in an inclusive setting is supported. At the same time teachers may wonder why the child is there. They may feel that to put their energy at the bottom is becoming a problem and a feeling that some are best fitted for special schools.
Goals	System	A conflict was traced between public policy favouring equity, enrolment in regular school, flexible resourcing and inclusion on one hand and a market policy working in the opposite direction	Some think their children's need are put second to operation of the school not supporting children outside teaching hours.	Legal conditions like guidelines, staff, funding are in place
	Individual	Differences should be respected and teaching should be based on the culture of the users. It was felt that the present system might favour difference and assimilation.	Parents report they have a broader vision of schooling than they find in the schools. They want the school to include the needs of their children more efficiently and the want their children to be a part of the school.	The students with special need should become a part of their communities
Structural	Funding	An economy driven targeting of resources with the results that children with needs are missing out and that a new system of categories has been established.	ORS-funding is a door opener. But they feel that they have to battle hard to become legitimate receivers and they themselves have to do a lot of paperwork.	The ORS threshold is regarded to be too low.
	Organisa- tion	The supplement model results in a dual system of education that works against inclusion. Lack of programs for training of regular teachers and heavy use of teachers' aides responsible for teaching and categorisation of students for educational purposes underscore practical priorities of the school system. The dual system is further underscored by the preservation of special schools.	Parent reports indicate a rather strong contrast between present policies of parental choice and inclusion and the actual practices of the school. Inadequate use of teachers' aides is reported as a part of that.	Reports indicate a dual organisation. Teacher aides supporting identified students while competence for teaching children with special needs may be located to special schools. Allocations of resources has created a differentiated system consisting of 'magnet' schools, special schools, satellite classes in regular schools and a division of regular schooling into regular and special education.
	External relations	Parental choice is policy but there is a feeling of unequal partnership with parents. Lack of a structure of public service is a primary deficiency of the system of education that threatens transition.	A feeling of unequal partnership with schools and of being disempowered is not uncommon. The policy favours choice while parents feel that this is a paper choice.	Some think parents require help and support without accepting responsibilities.
	Curriculum		The curriculum should be functional and more related to the need of their children than is the case in special education.	There is a strong need to modify and diversify the curriculum.
Processes	Individual Education Programs (IEP)		Parents appreciate much what the school is doing but arer sceptical to the way their children are separated from the mainstream by the processes of special education.	Division of responsibilities between teachers and teacher aides is taking place - teacher aides and external competence catering for identified students.
Results			Social participation and functional knowledge and behaviours have priority.	Comparative for external documentation of accountability

The following table reports my evaluations and interpretations of the material.

INTERPRETATION AND EVALUATION		
GROUPS	**INTERPRETATIONS**	**A QUALITY PERSPECTIVE**
Researchers and administrators	A halting economy and the adoption of the market model have resulted in selective targeting of resources (high and moderate needs) and lifted the threshold for being resourced. A substantial group with learning disabilities has been left out. Devolution of education has reduced the possibility for control of policy implementation. Attempts have been made to implement changes by political means. There are barriers to the adoption of a unified education system. Categorisation and verification processes push students out of the mainstream and make them special. There is an inherent tension between the concept of inclusion and the concept of special. Changes of teaching are far away. Maori culture being more holistic creates a problem for the present normative approach to special education. If inclusion is not based on respect for cultural diversity inclusion easily becomes assimilation. There might be a tension between a policy of inclusion and parental choice. Parental choice may actually preserve a cascade model leaving all options open. Thus parental choice may support non-inclusive solutions – more so if regular schooling does not support their children.	The quality of practice is dependent upon macro conditions. Critical conditions may support non-inclusive belief- and attitude system in stakeholders. In this situation policies may only have modifying effects. A disability oriented paradigm of practice may be adopted that works against inclusive practices. In multicultural societies quality perceptions of practices will differ according to cultural background. If these perceptions are to play a role they have to be empowered.
Parents	Parents have a broader vision of the schooling and feel a conflict between schools practices and the needs of their children. They prefer integration and self-support for the children. But they do not feel that these are the goals of the school. Their children's needs are put second to the organisation of the school. Being left alone during breaks and being alone with teacher aides may isolate children from contact with their peers. Parents feel they have to battle for every progress.	Parent view of 'best practice' does not corroborate well with the practices they meet. They do not feel that the goals of integration and self-support are taken seriously by the school practices. Their children are often socially segregated by the way the school is organised. In order to get necessary support they have to fight and to do a lot of paper work. ORS funding is the primary key to get access to the school and to necessary support. But this is felt to be a stressful process.
Teachers	Inclusion is felt to be the present policy. Teachers understand this concept differently. People in special school favour inclusion and the special school at the same time. In regular school inclusion may open for children being in their own group within and outside classroom settings. The dual organisation is expressed at the organisation level by dividing students into groups for different kinds of placement options in the school. The heavy use of teacher aides for students with learning disabilities and lack of special education training of regular teachers indicate the devalued role of special needs students within schools. There is no consensus in the teacher community about inclusion. Getting students at lower levels of functioning has increased the tension in the school culture as regards inclusion. Some are quite negative. Questions are raised as regards putting the energy at the bottom and losing the good students and about keeping standards high. Regular teachers do not seem to have been targeted by the reform. Liberal resource allocation as well as resistance to take the consequences of inclusion in regular school may favour special schools and make them viable alternatives for parents.	Both at the policy level and at the philosophical level there is a rather high degree of consensus of 'best practice'. For many reasons these practices are not easy to adopt in practical reality. There is also a tension between perceptions of the role of schooling in the teaching community that may run contrary to the model of practice heralded at the policy level. Continued allocation of resources to segregated schools does not diminish the tension.

The legal framework for inclusion has been adopted and built into a special education policy. The implementation of this policy is however restricted by barriers at different levels. Devolution of power to schools restricts possibilities for controlling how

policies are implemented and makes innovation and change dependent upon the local schools. Some schools reject children with disabilities whereas other schools become magnet schools. Low level of resourcing of students and selective targeting of needs have resulted in verification processes characterised by identification and categorisation. This doesn't correspond very well with inclusion.

Innovation and change of ordinary schools do not seem to have high priority. Innovation resources are primarily used for the individualisation of teaching of identified students and to a lesser degree for changing regular educational settings. The priority is also shown by the lack of training of regular teachers to handle learning programs in their classrooms. Evidently there is a conflict between a policy of parental choice and present level of resourcing and allocation. The availability of competence for special education within regular classes is restricted due to lack of special education training programs for regular class teachers.

When this analysis is further corroborated with the previous discussion of critical issues in the main report (HiF-report 2002:10) several tensions are found as regards the foundation of special education practice. First, there is a tension between policy and the socio-economic context. Incomparable belief and attitude systems and pragmatism may disarm progressive politics in the present reality of schooling. Policies may be perverted. One policy may even challenge another like e.g. when the policy of devolution prevents the implementation of the policy of inclusion. The materials also show a multiplicity of interpretations of inclusion and equity in the field of practice. One may ask if change of practices is possible without new interpretations of function and role of schooling for children with special needs.

The material is presented in the same way as for the other two countries. For a complete presentation the reader is referred to HiF-report 2002:8 in the report list at the end of the report.

GENERAL CATEGORIES

Ideology

There is a general support across stakeholders for helping persons with disabilities to achieve/maintain normal – most prominent in parents – roles. Transition and long range perspectives on schooling are underscored.

Access

Access to schooling is heavily restricted and guarded by strongly selected commissions.

System

A two-tracked system is predominant. Education is divided into regular and special based on a reductionist knowledge paradigm and strict adherence to specialists

Parental choice

Normalisation, self support and independence is the parental choice. Strongly restricted availability makes parental choice illusory. Rejection of special school program results in parent education (predominantly by mother).

Socio-economic context

Public support systems do not allow for necessary care.

SUMMARY AND INTERPRETATION

The two tables that follow give a general summary of the perspectives and evaluations of the three groups of stakeholders and my own evaluations of this material. View and perspectives of groups of Russian respondents are summarised in relation to important elements of special education practice.

SUMMARY TABLE				
ELEMENTS		**PROFESSIONALS**	**PARENTS**	**TEACHERS**
Systemic	Ideology	Should help children to become integrated in society in combination with strongly normalising judgement of the student role		Specialist orientation based on biological-medical understanding
Goals	System	Should provide shelter and a stimulating environments equipped with specialists.	Parents are offered special education in segregated environments	
	Individual	Perceiving themselves as ordinary children	The importance of becoming independent and to have a normal role	To achieve a normal role is reported as an important goal
Structural	Funding		Inadequate funding of services for children with needs puts a heavy pressure on families.	
	Organisation	Must be a supplement and alternative to inadequate living conditions. The organisation is strongly differentiated. The rejection of students makes teaching to a mother's task..	Not getting access to education. Is a natural condition. Access strongly dependent upon commissions evaluating the child. Education in special schools the main option available.	Strongly selective regular schools reject children with special needs. Feeling that the scope of regular teaching should be broadened.
	External relations	Feeling that what children learn is not used by society	Feelings of having their children rejected by commissions , kindergartens and schools. Parental feeling of having no options.	Reported feeling indicating conflicts between parents' definition of need and school definitions

The table that follows gives my interpretations of the information conveyed to me by the people I interviewed.

INTERPRETATION AND EVALUATION		
GROUPS	**INTERPRETATIONS**	**A QUALITY PERSPECTIVE**
Researchers and administrators	Integration into society is favoured. There is a general assumption, however, that effective education is dependent upon a separate and well-equipped learning environment. The line of reasoning also seems to be supported by the present social and economic condition where many children may need shelter. But there is also a disability-oriented orientation to special needs that may favour separation.	At an ideological level social integration is favoured as a quality of educational practices. Such practices are supported, however, neither by the present living conditions nor by the predominant paradigm of knowledge.
Parents	Parents want to create a normal learning environment for their children, have strong feelings of having their children rejected by the school system. In this process they often have to take the teaching task themselves with serious consequences for the family economy.	Parents may reject segregated education for their children in spite of all the consequences. This indicates that they highly value practices that may support their children in the process of achieving/ maintaining as normal and integrated roles as possible.
Teachers	Teachers reported support for social integration. The conditions of teaching and the basic principles on which teaching is based do not seem to lay the ground for a socially oriented curriculum.	There is a feeling of conflict in teaching, too, between social approaches to teaching and the barriers put on teaching by the frames of the teaching process and also by the knowledge underpinning of the teaching.

The role of special education in social adaptation to society is understood and supported. The implementation of such ideas is strongly restricted for several reasons. First, the availability of services gravely restricts parental choice. Secondly, the structure of educational services does not correspond to the acclaimed ideology.

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To get an educational program is synonymous with getting a special program. Thirdly, a defectology oriented knowledge paradigm and associated specialist orientation seem supportive of a segregated school system. Fourthly, the economic shortages strongly restrict families' caring capacity as well as possibilities for change. From a quality perspective it is felt that centralised and selective school system in combination with the present system of special schools strongly reduces possibilities for inclusion of students with special education needs and put strong barriers to helping them to become socially independent. Insufficient access to public education and other public services threatens the possibility for caring and transfers the responsibility for special education to the private sphere. Furthermore, the social quality of special education practices is threatened by a medical biological approach to students with special needs. In sum, access to services and the adequacy of them are the overriding quality issues in Russia.

As far as Russia is concerned the analysis of practices of special education shows another dimension. As regards report for persons with disabilities the country is in a state of emergency. In this situation it may seem rather farfetched to focus on the quality of special education practices when getting access seems to be the main quality criterion. This emergency is partly culturally created by a centralised and a very achievement oriented system of schooling that leaves little room for diversity, and a special school system that represents the only option for children and youth with disabilities. These approaches seem to be underpinned by a biomedical understanding of learning problems that offer little room for the social aspects of disability.

ANSWERING THE RESEARCH QUESTIONS

In the introductory report a number of questions were raised. These questions have built a frame of reference for data collection and interpretations of data from the participating countries. In the course of the theoretical part of these studies it became rather clear that there are some basic conflicts as regards the foundation of theory and practice of special education. This conflict has been presented as conflicting paradigms of knowledge with different implications for the defining what are the 'best practices' of special education. Hence, the general conclusions of the project reported in the succeeding sections have this frame of reference in order to be understood. Part one in this report offers a brief introduction. For a more complete understanding of the author's approach the reader is referred to the list of reports at the end of this report. The following sections briefly summarise general answers to the questions raised.

JUDGEMENTS BY STAKEHOLDERS

In general terms special education is in a state of crisis as regards what is the best practices. The concept of holistic and reductionist approaches to practice may evidently capture differences. The 'holists' use words like diversity, inclusion, transition and innovation. They may fall into different groups. There seems to be one group that bases their thoughts on educational philosophy. They base their views on the practice of special education of democracy and rights. The other group has a holistic approach to the nature of needs. To them needs are social in character. They judge the quality of practice of special education in terms of sharing, participation, being accepted and not discriminated against. The 'reductionists' on the other hand relate individual characteristics to the particular educational setting and seek to find the optimum match between these settings and individual characteristics. The 'reductionists' are pragmatics. The strength of their approach is that they have the predominant knowledge and organisation paradigm on their side while the holists have to rely on change and innovation. These conflicts between quality orientations run through this material across the countries studies. In many places in these reports it is asserted that the holistic approach to practice is supported by national

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and international policies. However, implementation of this policy is strongly restricted by the predominant reductionist understanding of the problems of needs. In addition the material indicates that implementation of such policies are also restricted by macro social conditions.

DIFFERENCES BETWEEN STAKEHOLDERS

The material indicates that the practice orientation in the USA is multicultural and characterised by an ideology of a greater society with more room for diversity. The concept of inclusion makes students with special needs a part of this diversity. In New Zealand equity is a leading star of the present policy. Equity seems to be made instrumental in terms of parental choice and special education policies. None of these seem to change practices in any radical way. In Russia special education does not seem to have been clearly singled out as a public service – at least not in the same way as in the other countries -. This is documented by the absence of laws and regulations and by the fact that educability is very strictly defined and leaving a great group of children with special needs to be catered for outside the educational system. Students with disabilities appear like a rest group catered for within a reductionist practice. As far as differences between stakeholders are concerned it seems to me that differences between countries is somewhat smaller than they could have been because of the similarities of practices between countries. The general model of special education is the same. It seems to me that the infra structure for transition is seemingly better developed in the US than in New Zealand offering more room in education for transition practices. The role of parents in the US and New Zealand has a much stronger basis in democracy and rights than is the case in Russia. The study indicates that the judicial system offers stronger support for parents in the US than in New Zealand.

POLICY AND QUALITY JUDGEMENT

Achievement through national policies is negotiated achievement. Legal guidelines and resource allocation systems are only templates of practices to be interpreted by professional discretion. Professionals may be in a double bind position between policy and reality – between the context of formulation and the context of realisation. Due to the ambition to change special education to implement more inclusive

practices this conflict is more prominent today than before. New Zealand is an eminent case of this conflict between policy and the reality in the field of practice. This study indicates that the USA has a greater capacity for innovation and change in the field of special education.

QUALITY PREFERENCES OF STAKEHOLDERS

There is a considerable consensus among the people I have met that special education needs innovation and change even if it is most pronounced among parents and professionals. Parents base their argument on their individual experience of having a child with special education needs. They do not deny that schools assist and support their children in the process of learning. Their main critique refers to the inadequacy of the present model of special education to cater for the social needs of their children. Leading professionals naturally favours a systems perspective. Many of them rejected the present dual system of special and regular education. They believed to changes of education necessary to establish a system of education that makes it possible to cater for diversity within an inclusive setting. A split was found among teachers not feeling comfortable with using their energy at the 'bottom' and putting their traditional achievement standards aside.

CONTEXT AND QUALITY JUDGEMENTS

What is considered to be 'best practice' seems to be culturally bound. The normative practices of special education may be more or less in accordance with a cultural setting. This may be exemplified with reference to ethnic differences. Interviews tended to indicate that a strongly individualised model based on disability may be in conflict with the values of certain ethnic groups that have a holistic understanding of the child with special needs. It was also found that macro conditions might put restrictions on available resources and their allocation. This may serve to maintain obsolete practices. This is most clearly expressed in the material from Russia. Devolution of power and availability of an infrastructure of public services are additional factors that might have direct influence on the type and quality of practices. National patterns of practice are results of negotiations at many levels. Therefore it is difficult to draw any general conclusions about country differences from the material.

Still I risk to launch some very tentative conclusion on the background of the totality of the study. I found an innovation and change capacity and a plurality of work methods in the USA that I didn't find in the other two countries. This in spite of the fact that policy making is difficult in a country that consists of so many states with no central control of education. On the other hand experience from New Zealand tends to show the limitations of policy making, as the material tended to show that equity and inclusion had different meanings in the field of practice.

QUALITY AND ASSUMPTIONS OF DISABILITY

There is no simple answer to this. It has been shown that there is evidently a rather strong tension between individualisation and normative judgements of disability and judgements based on the view that disabilities are negotiated results of social and educational practices. The material shows that the policies put on the international agenda is based on the second alternative giving preference to inclusion, participation and sharing. When an attempt is made to infer assumptions of disability from the predominant practices of special education one may safely conclude that the general model that appears through this material is based on the first set of assumptions.

POSTSCRIPT

In the course of these reports it has been shown that practices may be founded very differently. This has made it clear to me that qualities cannot be operationalised without constitutive definitions of special education. I have used some crude categories in order to grasp such differences in this research material and in order to pinpoint their practical consequence for practice. Special education is a costly enterprise and its effects have been difficult to verify. New evaluation research will appear. Hopefully this new research will develop evaluation criteria will be based on more complete analyses of the function and role of special education practices in the of students with learning disabilities that previous has been the case. The global agenda of inclusion has made this issue more important than ever before. With reference to the innovation circle presented I have a feeling that the conclusion about the level of implementation of normalisation that Flynn and Nitch made some twenty years ago may even hold holds for inclusion today.

The stages of conceptualisation, initial acceptance, and legislative legitimisation have all been marked by an encouraging amount of progress. Only recently has the struggle for resources begun in earnest. We do not believe that widespread societal resource reallocation, implementation, and institutionalisation have yet taken place anywhere in the world[xxxiv].

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[i] Stangvik, G. (2002) Comparative Studies in Special Education, Finnmark University College forthcoming)

[ii] Organisation for Economic Co-operation and Development (OECD)(2000) Special Needs Education. Statistic and Indicators. Education and Skills,p28

[iii] Danforth, S. (1997) Postmodernism, Narrative and Hope in Special Education. In James L. Paul et al. (Eds.) *Foundations of Special Education*. Pacific Grove: Brooks/Cole Publishing Company, pp.291-304

[iv] Chapters by different authors in Jan Pijl, Cor J. W. Meijer and Seamus Hegarty (1997) *Inclusive Education. A global Agenda*. London: Routledge clearly express these inconsistencies.

[v] In Peder Haug(Ed.) Spesialpedagogiske utfordringer (Challenges in special education). Oslo:Universitetsforlaget,pp

[vi] OECD (2000). Special Needs Education. Statistic and Indicators.p.27

[vii] The Swedish National Agency for Education (1998) Students in Need of Special Support. Internetaddress:http//www.skolverket.se, p11

[viii] Norway has seen a comprehensive change of special education services in the nineties. Apart from with a few exceptions municipalities have become responsible for special education. For critical analyses of these developments see Stangvik, G. (1998) A critical - theoretical analysis of a reform project in special education. In Peder Haug and Jan Tøssebro (Eds.) *Theoretical Perspectives on Special Education*. Oslo: Norwegian Academic Press,pp145-164

[ix] Stangvik, G.(2001) Individuelle opplærings- og habiliteringsplaner (Individual education and habilitation plans). Oslo: Abstrakt forlag as, pp.15-36

[x] Quoted from Ericsson, K. (2002) From Institutional Life to Community Participation. Acta Universitatis Uppsalaensis. Uppsala Studies in Education 99, p.42

[xi] Cf. Stangvik, G. (2001), Individuelle opplærings- og habiliteringsplaner (Individual education and habilitation plans). Oslo: Abstrakt forlag pp.27-36

[xii] For a compilation of articles see Catherine Clark, Alan Dyson and Alan Millward (Eds.) *Theorising Special Education.* London: Routledge, 1998. Cf. Stangvik, G. Conflicting perspectives on learning disabilities, pp. 137-155 for a more fully account of the theory - practice disputes discussed in this paper.
Holthe, H. (2000) Favours and Disfavours. A narrative about disablement as a social phenomenon and the comprehensive school's special education. Unpublished doctoral dissertation. University of Tromsø, Norway

[xiv] This a recurrent theme in James L. Paul et al. (Eds.), 1997

[xv] Cf Catherine Clark, Alan Dyson and Alan Millward (Eds.), 1998, p145

[xvi] Stangvik, G. (2002) Comparative Studies in Special Education, Finnmark University College (forthcoming)

[xvii] Duncan, J. M. (2001) Restructuring Lives. Kindergarten Teachers and the Education Reforms 1984-1996. Doctoral dissertation, University of Otago, Dunedin, New Zealand, pp104-105

[xviii] The table is adopted from Stangvik, G. 2002) Comparative Studies in Special Education.

[xix] The table is adopted from Stangvik, G.(2002) Comparative Studies in Special Education.

[xx] CF James I. Paul et al.(1997) pp. 49-83 for an updated version of this perspective by Bronfenbrenner

[xxi] Kuhn, Th. S.(1970) The Structure of the Scientific Revolutions. Chicago: University of Chicago Press

[xxii] Stangvik, G.(2001) Individuelle opplærings- og habiliteringsplaner (Individual education and habilitation plans). Oslo: Abstrakt forlag

[xxiii] For a discussion of these evaluation criteria cf. Bloom, M., and Fisher, J. (1982) Evaluating practice. Englewoods Cliffs, New Jersey: Prentice-Hall, pp.393-395

[xxiv] Cf. Stangvik, G. (1979), Self-Concept and School Segregation. Gothenburg Studies of Educational Sciences 27, Acta Universtatatis Gothoburgensis, University of Gothenburg

[xxv] Cf. Kavale, K.A., Forness, S.R., and Siperstein, G.N. (1999) Efficacy of Special Education and related Services. Washington DC. American Association of Mental Deficiency

[xxvi] Slee, R. (1999) Series Editor's Preface. In Keith Ballard (Ed.)Inclusive Education.London: Falmer, p.viii

[xxvii] Stangvik, G. (2002) Comparative Studies in Special Education, Finnmark University College

[xxviii] Organisation for Economic Co-operation and Development (OECD)(2000) Special Needs Education. Statistic and Indicators. Education and Skills,p13

[xxix] Interview studies by Stangvik et al (1998) Kvalitet i spesialpedagogisk arbeid (Quality of special education work). HiF-Forskning, 1998:10 clearly indicated that teachers working with students with disabilities gave much greater priority to life relevant social goals than they perceived was the case in schools

[xxx] CF Stangvik, G. (1994) Funksjonshemmede inn i lokalsamfunnet(Disabled people in the local society), Oslo: Universitetsforlaget AS, pp34-35

[xxxi] The discussion of the models and their consequences is found in Stangvik, G. Comparative studies of special education. HiF-report 2002:7

[xxxii] Cf. Stangvik, G. Background and design, HiF-report 2002:6 for a discussion of the different levels of quality studies.

[xxxiii] Flynn, R.J., and Nitsch, K.E. (1980). Normalisation. Accomplishments to Date and Future Priorities. In Robert J. Flynn and Kathleen E. Nitsch (Eds.) Normalisation, Social Integration and Community Services. Austin: Po-Ed, pp.363-393

[xxxiv] Flynn and Nitch, op.cit. p365

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