

## “Regional Support for Inclusive Education”



### Mapping existing quality inclusive education training programmes within the South East Europe Region

#### Summary Report

*The opinions expressed in this Report are the responsibility of the authors and do not necessarily reflect the official policy of the Council of Europe.*

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September 2014

# 1. Inclusive Education and Teacher's Professional Development

## **What is the Joint Project about?**

An inclusive school is a school where every child is welcomed, every parent involved and every teacher valued. This is the basic premise and promise of the Joint European Union and Council of Europe Project "Regional Support for Inclusive Education in South East Europe". The project has five main components to support the achievement of this vision: (1) mutual learning between pilot inclusive schools (2) creating awareness by organising local events for relevant stakeholders, (3) facilitating policy dialogue and policy learning, (4) developing modules and programmes for the professional development of teachers, and (5) creating partnerships with regional actors to help remove barriers for vulnerable groups<sup>1</sup>. The Joint Project contributes towards implementing inclusive practices in schools and building partnerships between schools. To develop inclusive schools, teachers need to transform their practice, away from delivering the curriculum to supporting learning processes, away from isolation in classrooms to collaboration with other professionals and families. Networking and partnerships are therefore central to the project. It has established three networks to promote this vision, the TeacherNet, the PolicyNet and the SchoolNet. These networks are creating learning communities that bring schools and teachers out of their isolation.

## **What is inclusion and which schools are inclusive?**

Inclusive schools are the foundation of inclusive and socially just societies. Inclusive education is about all students in diverse learning communities not just about a few that are seen as different for one reason or another (Pantić et al. 2010). Differences related to social background, language, ability and culture of teachers as well as students and their families are seen as assets for learning rather than complications for teaching. The rights-based approach to education ensures that children are perceived as carriers of rights and their parents as the guardian or advocate of those rights. Inclusion in education is a process that aims to overcome barriers to learning and participation and to respond to diversity (European Agency 2013). An inclusive school is a school where everybody matters and where things are worked out together rather than by strict division of responsibility and work. Inclusive schools perceive learning and knowledge creation as its core activity, not only for students, but also for teachers and parents. Inclusive schools are learning organisations that actively use collaboration and co-construction to develop practice.

## **What are the characteristics of inclusive teachers?**

The European Agency (2012) has developed a profile of inclusive teachers with four areas of competence: (1) Valuing Learner Diversity, (2) Supporting All Learners, (3) Working with Others, and (4) Personal Professional Development. Therefore, teachers need to expand their perception of their students; they are not only learners that need to be taught, but also persons whose rights must be respected. Teachers have to develop new ways of cooperating with others and sharing power over what is happening in their classrooms. Inclusive teachers use a child-centred approach to learning where each child is valued and addressed as a person, not labelled as a case. They understand student diversity and do not use student characteristics to categorise or label the child as a justification for different treatment. To become an inclusive teacher requires a transformation of identity and of basic premises guiding practice. Inclusive teachers acknowledge the profound impact their beliefs and attitudes have on students as well as their own sense of self-efficacy.

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<sup>1</sup> See Website of Project: <http://pjp-eu.coe.int/web/inclusive-education>

**Why are teachers so important?**

Teachers are key change agents in the process of building inclusive schools. Because they spend the most time with their students in the classroom, they have a profound impact on students' identity and learning. Teachers are often confronted with conflicting goals they should achieve, for example ensuring participation of all students and at the same time do well on the high-stakes assessments. Teachers might want to spend more time with individual students, but at the same time want to be fair to all students. Inclusive education is about understanding the complexities of being a teacher and to work on them for the benefit of all. In order to actively and constructively work with such conflicting goals, teachers have to be reflective practitioners who seek collaboration with others to develop their practice. Reflective practitioners engage in dialogue with students, parents and colleagues to gain a better understanding of complex situations; they understand themselves as learners, not only as teachers. To bring about the necessary changes, teachers and other professionals have to develop their understanding of learning as knowledge creation rather than knowledge reproduction. Both, learning as a student and learning as a professional is an active process of problem-solving, of engaging in anticipation and reflection, in communication and action.

**What is the objective of the TeacherNet?**

The TeacherNet seeks to contribute towards creating more inclusive schools by focusing on professional development. The willingness for lifelong learning of teachers is a prerequisite for the implementation of inclusive education, but so is the availability of high quality opportunities to engage in professional development. Through initial teacher education and continuing professional development and mentoring or coaching, teachers can develop their practice to become more inclusive. A better understanding of the competencies needed by teachers to implement inclusive education is therefore important to develop or update existing modules and programmes of teacher education and training. As formalised learning opportunities, they have an important impact on teacher's professional development. One of the TeacherNet tasks is to develop a vision of an inclusive teacher and to engage in discussions around the improvement of current practices related to teacher education. A prerequisite for an informed discussion therefore is an overview over today's practices in teacher education and training in the region.

**What has been done already in the region?**

A few years ago, the European Union has established the "Western Balkans Platform on Education and Training" to cooperate with Albania, Bosnia & Herzegovina, Croatia, Montenegro, Serbia, "the former Yugoslav Republic of Macedonia", and Kosovo<sup>2</sup>, in the area of education. Teacher education was identified as a high priority by the Ministries of Education. The EU subsequently commissioned a study to map the situation which resulted in seven country reports on "Teacher Education and Training" and a synthesis report for the region (EC 2013a). The EU has also published a report on "Supporting teacher competence development for better learning outcomes" in 2013 (EC 2013b) which is relevant for the purpose of this report. In 2009, the European Training Foundation (ETF) commissioned a study called "Mapping Policies and Practices for the preparation of Teachers for Inclusive Education in the Contexts of Social and Cultural Diversity". The results of this extensive mapping activity are presented in seven country reports and in a synthesis report (Pantić et al. 2010) which includes a list of issues to be addressed as well as suggestions for ways ahead.

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<sup>2</sup> This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo Declaration of Independence

**What is this report about?**

This report provides a summary of the mapping exercise and the subsequent discussions and deliberations of the TeacherNet. It wishes to contribute to the discussions, vision building and development process of the TeacherNet and the other networks of the Joint European Union and Council of Europe Project. A preliminary mapping of activities in the area of teacher education for inclusive education served as the starting point for the discussions in the first workshops of the TeacherNet. The participants of the first TeacherNet workshops validated the preliminary results and used them for further deliberations related to the professional development of teachers and to upgrading current teacher education and training practices. The methodology chosen for this work sought to facilitate the integration of diverse information and to encourage communication. It was selected to support shared knowledge creation processes based on the premise that relevant knowledge is always distributed, therefore anticipating revisions and additions to the mapping process and preliminary findings. The results of the mapping process are understood as a starting point for further discussion not as a final statement or conclusion of the situation of teacher education for inclusion.

## **2. Design of the Mapping Study “Inclusive Education Training Programmes”**

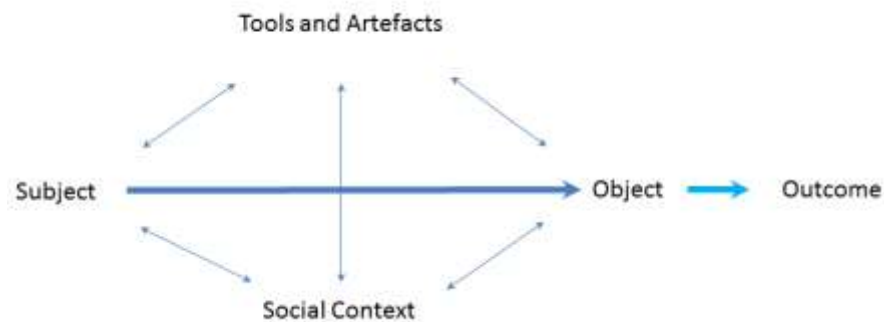
**What were the aims and tasks of the study?**

The overall objective of this study was to contribute towards the work of the TeacherNet by providing basic information on existing modules and programmes relevant to inclusive education. In addition, the results should also be able to inform the upgrading of current teacher education and training activities. Therefore, the over-all purpose of the study was to map existing quality inclusive education training programmes within the region, to provide an empirical basis for the discussions of the TeacherNet and to contribute towards the upgrading to innovative modules and programmes to be used and implemented across the region. The study did not seek to capture all existing teacher education and training activities in the region, but rather develop a sample that is representative for the over-all diversity of practice. This served to create a meaningful knowledge base, which could be expanded later but was adequate to facilitate the initial discussion of the TeacherNet. The main tasks of the study therefore included the identification of education and training modules, the collection of data relevant for the mapping process and the organisation of this data in a way that facilitates their upgrading and future implementation across the region. The exercise encompasses activities related to initial or pre-service teacher education, to continuing professional development of practicing teachers and to coaching teacher educators or mentorship training. The workshops held in Skopje (June 24-25) and Tirana (July 2-3) were used to validate the mapping results, to develop shared visions and to generate information that could later be used guide the upgrading process of existing modules and programmes.

**How was the mapping done?**

Information used for the mapping process was collected during the field visits where conversations were held with providers of programmes and modules across the region. The field visits were organised by the project officers and covered all beneficiaries. The mapping exercise required the development of a common framework which could be used to make the diverse programmes and modules comparable. For this purpose, the activity system model (Engeström 1987, 2001, 2008) was used to bring together all relevant information. This model allows consistent mapping of activities involving a variety of training bodies, approaches, social contexts and goals without losing sight of the complex interactions and specific practices involved in teacher education activities. The model was slightly simplified to meet the requirements of this study; it brings together information on the programme provider (subject), the groups targeted by the training (object), the social

context in which the programme is carried out as well as the tools, concepts, artefacts or methods used to achieve the intended outcomes:



**Figure 1: General Model of Activity Systems (simplified)**

The following questions address the different components of the activity system and where used to analyse the diverse activities related to teacher education for inclusive education (see Figure 1):

- Subject of the Activity: Who is delivering or providing the modules? Identify the individual, agency, group or organisation providing the programme.
- Outcome of the Activity: What are the expected outcomes? Identify the goals that they wish to achieve
- Object of the Activity: Who or what is being targeted? Identify the target group, the competences or problems that the module targets and wishes to change.
- Tools and Artefacts used in the Activity: How is the module delivered? Identify the tools, methods, concepts and theories that are used to achieve the expected outcomes.
- Social context in which the Activity is embedded: In which context is the module delivered? Identify the social context, the groups or organisations affected by the teacher education activity.

The components of the activity system were used to ask follow-up questions during the field visits and later to describe the programme in a graphic form. The information was transformed into a graph to provide a summary of the main characteristics of each programme or module. This information was used for an overall analysis as well as for an analysis focusing on initial teacher education, continuing professional development and teacher mentorship for inclusive education.

**Which activities were mapped and how were the maps used?**

Very diverse activities related to teachers’ professional development were selected; some maps therefore represent very comprehensive activities (e.g. initial teacher training programmes) as well as shorter, focussed activities (e.g. individual three day modules). In some instances, the over-all programmes described during the field visits were aimed at broader goals (e.g. developing practices of schools or communities) and included teacher training activities as one approach to reach these over-arching goals. In such cases, the teacher training activity was chosen as the main activity to be mapped, and the over-all project was included as providing the social context.

The maps created for each teacher training activity were used to develop an overview of current practices with regard to all components of the activity model. The characteristics for each of the components of the activity model were collated into lists to describe current practices. These lists were used to create summary maps for initial or pre-service teacher education, continuing professional development and mentorship programmes. These maps facilitated the validation process and the discussions during the TeacherNet workshops in Skopje and Tirana. The workshop methodology built on the methodology of the mapping exercise (see Figure 2), making reference to the key components of the activity model. The outcomes of the workshops were incorporated in the final report and will guide future work. Selected activities could later

be subjected to an in-depth analysis, e.g. to better understand their effectiveness, but also to identify tensions and contradictions.

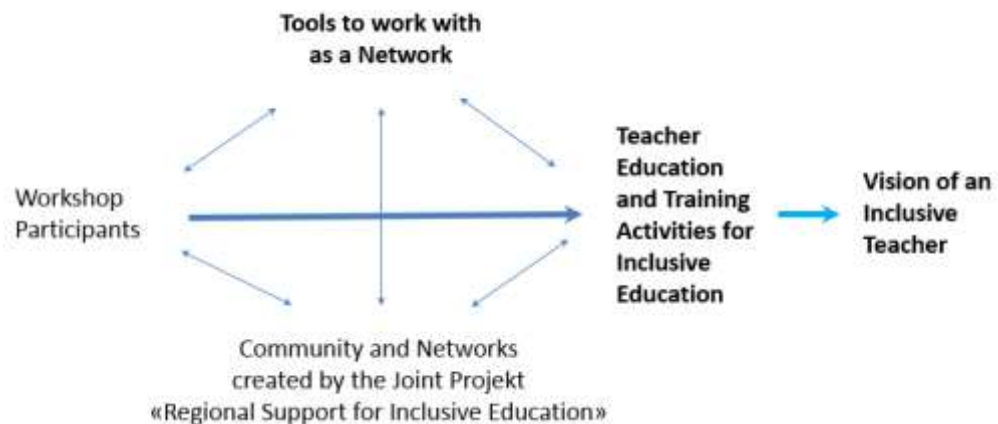


Figure 2: Activity system guiding the design of the workshops

### 3. Results from the Mapping Exercise and Workshops

#### Which programmes were mapped?

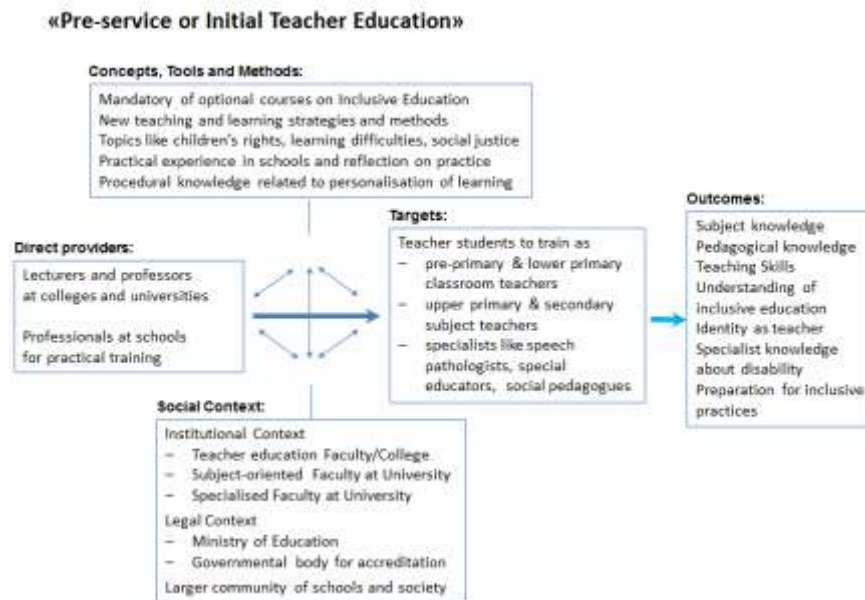
The following programmes and modules were mapped and subsequently used for the discussions during the workshops: Albania: One professional master programme provided by a University, two programmes provided by NGOs. Bosnia and Herzegovina: Five programmes provided by NGOs, one by School head teachers and pedagogues, one by an individual lecturer for a University. Croatia: One programme provided by a University, four programmes provided by NGOs, one by a mobile team of advisors. Montenegro: One programme provided by a University together with UNICEF, one programme under development by two Universities, six programmes provided by NGOs, three programmes provided by Ministry of Education or Institute for Education. “The former Yugoslav Republic of Macedonia”: One initial teacher education programme provided by a University, four programmes provided by NGOs. Serbia: Three programmes provided at Universities (sometimes initiative of an individual), two programmes provided by NGOs, one programme provided by Institute for Education. Kosovo\*: One professional development programme at a University, three programmes provided by NGOs.

The mapped programmes and modules were provided by individuals, small local NGOs, government bodies, Universities and international GOs and NGOs. The formats included two-day workshops, up to entire study programmes at universities. Diverse methods and approaches were used for diverse target groups. Some programmes focused on individual teachers, others on school communities or relevant partners at local and regional levels. They were delivered in various social contexts, from seemingly isolated actions of individuals, to activities supported by the local communities to government-endorsed activities or activities that implement new legislation. Also, they focused on diverse expected outcomes, from mere transfer of information to capacity building in schools or bringing about social change in a community.

A few additional programmes were mentioned during the workshops and some were well enough documented to be included in the mapping exercise. Based on the mapping results, the participants developed their vision of an inclusive teacher and discussed tools that would help the process of capacity building.

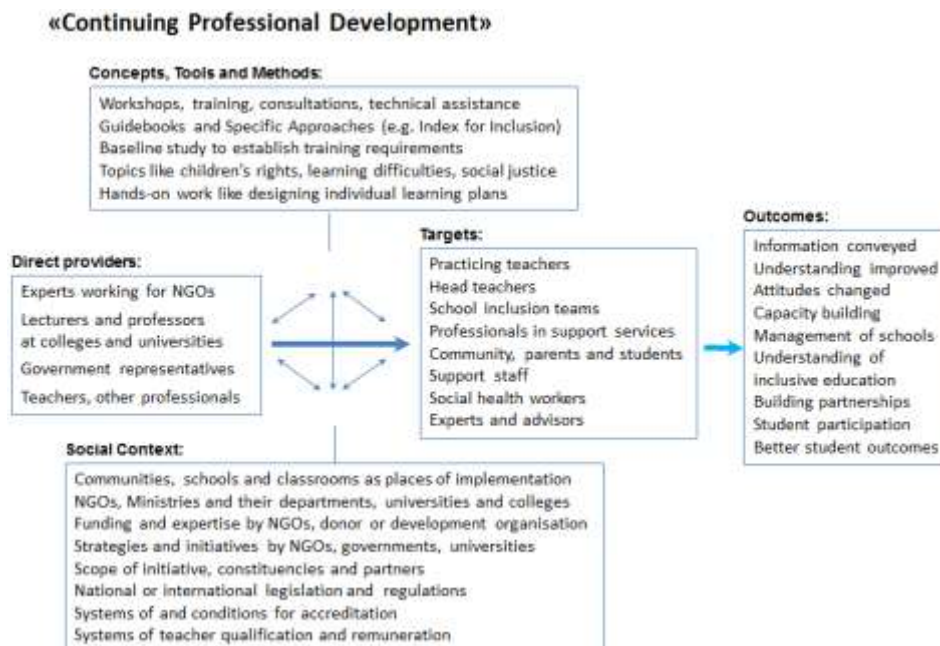
**What are the differences between the three phases of professional development?**

The three phases of professional development defined prior to the mapping exercise differ in terms of providers, expected outcomes and targets (e.g. teacher students, teachers, expert teachers). Initial teacher education is provided by universities, focuses mainly on creating an inclusive teacher identity and targets the trainee as a learner; teacher students become novice teachers.



**Figure 3: Mapping Activities of „Pre-service or initial Teacher Education“**

Continuing professional development focuses on creating inclusive practices. In addition to building up competencies for inclusive education, the specific context in which teachers work needs to be taken into consideration as well: the trainee is targeted as a learner and as a practitioner: novice teachers become experienced teachers



**Figure 4: Mapping Activities of “Continuing Professional Development“**



Coaching teacher educators or mentoring other teachers focuses not only on teacher identity and competences for inclusive education, but on a systematic transfer of knowledge and shared learning. It helps link different practices and emphasises on knowledge as a tool to train others. The trainee is seen as a learner, a practitioner and a bearer of knowledge for others able to support their learning and their practices: experienced teachers become expert teachers.

### «Mentorship training and coaching of teacher educators and trainers»

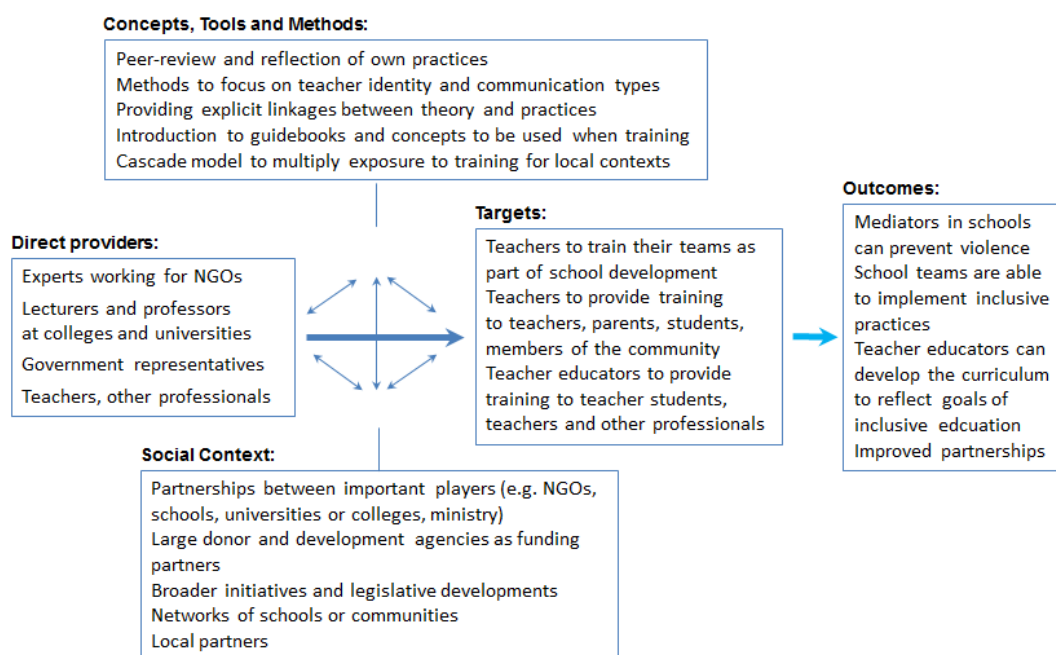


Figure 5: Mapping Activities of „Mentorship training and coaching of teacher educators and trainers”

The formalisation or institutionalisation of these practices differ across type of programme and across the region. For some beneficiaries, inclusive education is an institutionalised part of initial teacher education, for others not. Across the region there are efforts to formalise continuing teacher education, either through accreditation or by generating centres for continuing professional development in universities or government agencies. The least formalised and therefore the least institutionalised practice is the coaching of teacher educators or mentorship programmes. The mapping of these three types of teacher education activity is only preliminary and mainly served the purpose of facilitating discussions in the workshops. It may be also useful to guide the development or updating of respective modules and programmes:

#### What were the results from the workshops?

The workshops in Skopje and Tirana provided an opportunity for validation of the mapping results by the participants of the TeacherNet. The discussions confirmed the over-all findings as well as the preliminary conclusions and added valuable information for the completion of the study. As mentioned above, few additional teacher education activities were mentioned and subsequently added to the mapping. Participants also provided general comments on what they thought was important for teacher education to promote and support inclusive education, for example awareness raising was perceived as crucial to change attitudes. The participants also expressed the need for a closer collaboration between schools, universities and policy makers to ensure the continuum of good practice at all stages of teacher education. This resonates with bridging the gap between theory, practice and policy which is seen as one of the major barriers. Another general issue was the education of subject teachers and VET teachers. Both, but especially the VET teachers

are perceived as not being well enough prepared for inclusive education or not receiving enough training for inclusive pedagogy.

As for initial or pre-service teacher education, participants noted that the university-based training should be better connected with schools. This may also help to bridge the disconnection between initial and continuing professional development that is present across the region. Teacher educators were seen as an important target group, the need for raised awareness and better knowledge related to inclusive education was identified. The participants held the view that all university teachers should know the basics of inclusive education. They also noted though that many teacher faculties and universities do not even have modules on inclusive education, which was seen as important to better prepare student teacher for inclusive education. Last but not least, it was suggested that the selection process of candidates for initial teacher education should be stricter.

The mapped activities related to continuing professional development were seen by the participants as reflecting a diverse and rich practice that provides teachers with relevant information and knowledge. They expressed the need for more communicative settings, where teachers could exchange good practice and learn from each other. Additional programmes that might be helpful to develop inclusive practices were mentioned, such as peer learning, developing mobile inclusion teams, multicultural programmes and programmes supporting teachers in using ICT. Also sign-language training was mentioned as something which was missing. Issues of Roma education were thought to be especially important for inclusive education in the future.

As for mentorship programmes, the question was raised whether there were no state programmes in the region. The contour of this type of programme remained unclear and vague throughout the discussions and there was a need of clarification what is meant by this type of activity. It remained unclear, whether peer learning could be considered as mentorship. For example is applying the open class method where colleagues provide structured feedback mere peer learning or is it mentoring? Should train the trainer programmes be considered as “coaching of trainers” or is it just part of continuous professional development? Should activities aimed at training teacher educators be considered as well? Should “mentoring” be viewed as a separate activity or is it just one aspect of teacher education, e.g. like mentoring students during their practical experience or supporting novice teachers during the induction phase? Is mentorship mainly about transferring theory into practice, is it about implementation?

**Which visions were developed by the participants?**

An inclusive teacher is seen as a team member who is no longer working in isolation. He or she is not only working with colleagues, but also with the families and the community; participants referred to the “Golden Triangle” of Family, School, and Community. Inclusive teachers are therefore aware of all the actors that can contribute or hinder the process of inclusiveness at all levels of society and the community. They are reflective practitioners, have a positive outlook on life and believe that every student can learn. They listen to the learners’ voices and have a good knowledge of teaching methodology and child psychology. Teachers build their capacity by implementing knowledge, in hands-on learning situations and practical training. Peer learning is seen as an important method of capacity building, for example through study visits or through working with mobile teams that can help with the implementation process in the local school. The participants made a point to highlight the fact that learning for inclusion does not always have to focus on inclusive education, but can be achieved in indirect ways, through theatre, music or other community-building activities.

Visions were also built around future activities in schools to promote inclusive education. These are not seen as teacher education modules or programmes, but as activities that contribute to capacity building for inclusive education. Participants reported of school-based projects that help develop some aspects relevant to inclusive education, for example an exchange programme of a school in Novi Sad with colleagues in Hungary. Providing support to teacher to improve their practice of personalising instruction, managing diversity

and of monitoring student progress were seen as an important components to improve inclusive education. Support should also be provided to facilitate peace-making and mediation to ensure social justice and the promotion of diversity. Interactive tools and approaches or methods that facilitate communication and exchange of experiences were seen as most important in achieving inclusive education. Teachers should be supported with teaching materials and tools available at the local school, but also receive support to adapt to inclusive classrooms even when no additional resources are available. Methods that referred more closely to the future activities of the TeacherNet included study visits, video conferences, developing a portal to exchange good teaching and learning practices, organising round tables, online seminars and workshops. The usage of web-platforms and networks was also seen as important ways to improve practice for inclusive education.

## 4. Discussion and Way Forward

### **Is it a problem that the modules and programmes are so diverse?**

The diversity of programmes is a result of the many efforts of civic society to meet the training needs that universities and ministries of education are not yet able to meet fully. But knowledge gained in courses or modules on inclusive education does not easily translate into practice. Schools are not helped enough with the integration of diverse programmes, approaches and therefore may be overwhelmed when confronted with different sets of recommendations that they should implement. In many instances, there is a lack of follow-up or activities related to sustainable implementation. To develop a profession, a shared body of knowledge, shared methods and shared practices are most important. Currently there is a lack of systematic collaboration between teacher training institutions, schools and the responsible governmental bodies. There is a need for increased transversal collaboration between universities, ministries, schools and other providers of teacher education to help develop a shared vision of teacher education for inclusion.

Especially the modules provided by NGOs tend to address diverse target groups, not only teachers and other professional, but also officials, parents and other members of the community. There may be a need to discuss in more depth what can be achieved by these training activities, what type of training needs these groups do have or whether other strategies may be more effective. There is consensus that the implementation of inclusive education requires changes at individual, interpersonal and systemic levels. At present, individual projects – often providing training as well – co-exist in the field with the premise that they all contribute somehow to the implementation of more inclusive practices at classroom, school and community levels. But it is unclear how such diverse practices can contribute towards one developmental process, without a clear vision as to what should be achieved together.

### **Does the training translate into practice?**

The diversity of providers and training modules and programmes also means a diversity of concepts, tools and methods. Widely shared principles like “inclusion”, “social justice”, “diversity” or “rights-based approach” need to be somehow translated into activities that can be used in classroom. Theories have to be transformed into actionable knowledge without being too prescriptive. Today, little is known how this is done and whether the strategies used by the providers or – in absence of such strategies – by the teachers themselves are effective or not. As noted by the participants in the workshops, the transformation of knowledge from what was learnt to what is done in the classroom is often not satisfactory. There is a need for a harder look at which concepts should be taught in which contexts and how this knowledge will help develop teacher practices to become more inclusive. “Train the trainer” programmes are popular in the

region to implement inclusive education. But research and experience show that as knowledge and methods cascade down to the grass-root level, many of the original ideas are lost.

**Are teachers clear about what is expected of them?**

From the perspective of individual teachers, their career and professional development, there is a need to clarify what is expected of them at which stage and which learning or training activities will contribute towards achieving the expected competencies. Teacher education for inclusion should be understood as a lifelong process to empower teachers as active learners, as promoters of their professional development and that of others. Knowledge and competencies that teachers gain in initial, in-service or mentorship programmes need to be integrated in order to have an impact on practice. Again, such a comprehensive approach would depend upon the collaboration between teacher training institutions, schools and government bodies involved in teacher qualification and accreditation of training modules.

**Are current efforts good enough?**

Much energy and effort is spent to build the capacity of teachers for inclusive education, but the efforts are not well coordinated. A more comprehensive approach to teacher education for inclusion may be needed to help bring together current activities, to increase their effectiveness alone and as a whole. A more needs-based approach in which schools play an active part in defining their training needs may be helpful, but only if schools are provided with the necessary guidance and tools to clarify their needs. Current efforts to develop a framework of teacher competencies for inclusive education may be one of the tools that could help identify training requirements. A more active role of schools would also facilitate implementation upon completion of the training. As participants in the workshop noted, teacher education should be part of a broader school-development process where other activities such as cooperation with other schools, school projects and peer-learning also contribute towards creating a more inclusive school and classroom.

**What can the TeacherNet do?**

Participants of the TeacherNet developed several ideas of what could be done to improve current practices and maybe some of them can be taken up in the future. They favoured planning comprehensive implementation projects which combine the introduction of new tools or methods with training and research activities, thus accommodating diverse needs and interests of different partners and at the same time contributing to the over-all goal. Such an integrated methodology also resonates with the whole school approach that does not consider inclusive education as something separate, but rather closely linked to citizenship education and education for sustainable development. Participants also supported the practice of schools submitting their project rather than providers defining what they need. The interviews suggest that Bosnia and Herzegovina has more experience in doing so than other beneficiaries. The Joint Project is creating a similar environment and the TeacherNet could help to build the capacity of schools to develop programmes that are based on their specific training and development needs.

Some organisations seem to have networks that span most or all areas in the region, for example the Open Society Foundation, Save the Children and UNICEF. These organisations could be strategic partners, not only for the future work of the TeacherNet and the Joint Project as a whole, but also to the respective ministries. Public-private partnerships could be used to develop inclusive practices in communities. Occasional project-based public-private partnerships between donors, schools, universities and ministries could be developed into strategic partnerships by committing all partners to a shared road map and building their action plans based on a common long-term goal in consideration of the most important needs that should be addressed. The TeacherNet may be able to develop some strategies on possible ways forward; this would help carry forward their initiatives when the activities of the Joint Project end in November 2015.

**Which activities could the three Networks engage in together?**

The members of the TeacherNet already developed a first vision of an inclusive teacher and discussed tools and methods that could support the capacity building and development of competencies. There might be some future opportunities to bring the work of the three networks closer together. The SchoolNet seeks to develop inclusive practices in schools and communities, the TeacherNet the professional development of teachers and the PolicyNet focusses on the policies that shape the social context of schools and teachers. The shared usage of the activity model and the mapping of the activities of the three networks could help bring together their separate efforts. Together they could provide a rich description of the over-all activities involved in ensuring inclusive education and based on it, meaningful contributions to possible ways forward for all participants in the project.

If this opportunity could be used to its fullest, it would also help explore ways to bridge the gap between policy, teacher education, research and practice. The individual networks could engage in activities that are able to contribute to an over-all shared process of developing inclusive education. For this to happen, further thought has to be given to the over-all activity system that the Joint Project seeks to develop. Exercises of vision building, of discussions around tools could be carried out in the other networks as well to enrich the vision which has been established in the beginning of the project: An inclusive school is a school where every child is welcomed, every parent involved and every teacher valued.

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