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Comparative Analysis of the Development of Inclusive Teacher Education System on the Example of the USA and Canada

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Abstract. The relevance of the study is conditioned by the growing number of children with special educational needs, which necessitates forming a proper Ukrainian system of inclusive education and training of future teachers in accordance with international standards. The purpose of the study is to identify the features of the development of the teacher education system for improving inclusion in the United States and Canada in the context of a historical retrospective. To obtain new knowledge, the author applied methods of analysis, synthesis, comparison, and generalisation. The article describes in a chronological context the development of teacher education in the United States and Canada to improve teachers' readiness to provide high-quality education to all children in a mainstream school environment. Attention is focused on the importance of the "general education initiative", which prohibited the distinction between general and special education in the United States and regulated the mandatory special training of "inclusive teachers". It was discovered that the US Federal Government expects teachers of a general education school to be responsible for teaching children with disabilities, and requires constant revision of the qualification characteristics of a teacher of a general education mainstream school. The differences in the development of the Canadian teacher education system are described on the example of the provinces of Ontario and Saskatchewan, which are generated by the recommendatory form of state initiatives of the provinces of Canada to develop inclusive education. The practical value of the study is to determine the key characteristics of the development and establishment of pedagogical inclusive education in the USA and Canada, based on which further methodological and practical improvement of the Ukrainian education system is possible

Keywords: teacher education system, inclusive education, special educational needs, general education initiative, education management style, competence approach, highly qualified teacher

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Компаративний аналіз становлення системи інклюзивної педагогічної освіти на прикладі США та Канади

Анотація. Актуальність дослідження визначається зростанням кількості дітей з особливими освітніми потребами, внаслідок чого виникає потреба у формуванні належної української системи інклюзивного навчання та підготовки майбутніх педагогів зокрема відповідно до міжнародних стандартів. Метою роботи є виокремлення особливостей розвитку системи педагогічної освіти для поліпшення інклюзії в США й Канаді в контексті історичної ретроспективи. Для отримання нових знань у роботі автором було застосовано методи аналізу, синтезу, порівняння та узагальнення. У статті охарактеризовано в хронологічному контексті розвиток педагогічної освіти в США та Канаді, що спрямований на підвищення готовності педагогічних працівників до забезпечення якісної освіти всім дітям в умовах масової школи. Акцентовано увагу на значущості «Ініціативи загальної освіти», що забороняла розмежування загальної та спеціальної освіти в США й регламентувала обов'язкову спеціальну підготовку «інклюзивного вчителя». З'ясовано, що Федеральний уряд США очікує від учителів загальноосвітньої школи відповідальності за навчання дітей з інвалідністю, вимагає постійного перегляду кваліфікаційних характеристик учителя загальноосвітньої масової школи. Описано відмінності в розвитку системи педагогічної освіти Канади на прикладі провінцій Онтаріо й Саскачеван, що породжені рекомендаційним характером державних ініціатив провінцій Канади щодо розвитку інклюзивної освіти. Практична цінність наукової роботи полягає у визначенні ключових характеристик розвитку та становлення педагогічної інклюзивної освіти в США та Канаді, на основі чого можливе подальше методичне та практичне удосконалення української системи освіти

Ключові слова: система педагогічної освіти, інклюзивна освіта, особливі освітні потреби, ініціатива загальної освіти, стиль управління освітою, компетентнісний підхід, висококваліфікований учитель

Problem Statement

The moral and material lack of readiness of the teacher education system for the implementation of state initiatives of Ukraine in the field of inclusive education necessitates a radical revision of the areas of development of teacher education to focus efforts on training highly qualified teachers, modernise the education system. Success, the level of democracy and the responsibility of society is proportional to the level of teachers' training. Based on the above, it is urgent to identify the areas for the development of teacher education systems in the United States and Canada – countries that are moving along somewhat different ways of training teachers but remain constant leaders in providing all students with a high-quality education.

Analysis of Recent Research and Publications

Trends in the development of the teacher education system in the United States and Canada are the study subject of research by Ukrainian and foreign specialists. A. Kolupaieva [1], O. Martynchuk [2], N. Mukan [3] substantiate the philosophical foundations of the development of modern teacher education in the USA and Canada. S. Shandruk focuses on the specific features of professional teacher training in the United States [4]. O. Ohienko highlights the general and distinctive characteristics of the development of the teacher

education system in the USA and Canada through the prism of comparative analysis [5]. Canadian researcher J. Laenz notes the integration (synthesis of theoretical and practical components, school practice and research component) and the multi-level system as a common characteristic of the development of teacher education in the USA and Canada [6]. Researchers L. Goguen and P. Leslie establish the failure of the education systems of the Canadian provinces to comply with the requirements of the law on compulsory education of children with disabilities in the least restrictive environment (inclusive environment), which allowed operating two parallel systems of training teachers – for general and special education [7]. American researchers V. Pilato, T. Proffitt, M. Rosenthal, D. Hinkle outlined the areas of reformatting teacher education in the United States during the fourth period of development of inclusive education [8].

Purpose of the Article

To identify the features of the development of the teacher education system for improving inclusion in the United States and Canada (on the example of Ontario and Saskatchewan provinces), to highlight the general and distinctive features of the development of the teacher education system in the United States and Canada from 1954 to the present day.

Research Results

The main characteristics of the development of teacher education in the USA and Canada are compared in a chronological context. Despite the commonality of the lower chronological limit of the development of teacher education in the United States and Canada, there is a difference in the intensity of

state policy implementation. At the first stage of the development of inclusive education in the United States (1954-1974), the development of teacher education was aimed at training teachers for special education (Fig. 1).

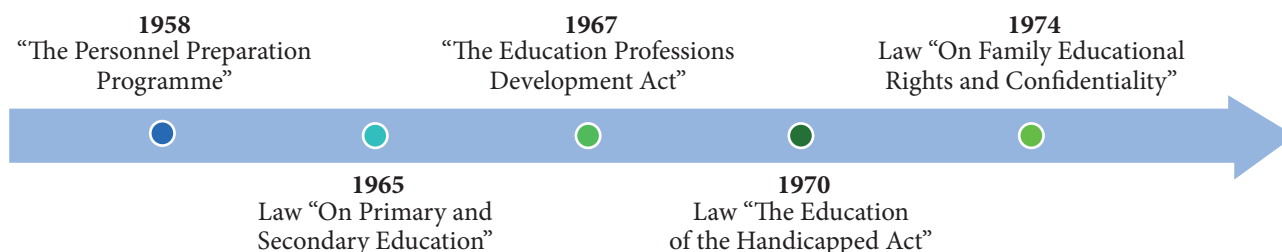


Figure 1. The first stage in the development of inclusive education in the United States

In 1958, the “The Personnel Preparation Programme” was launched – training specialists to work with blind children, children who do not hear, have speech disorders, vision disorders, emotional disorders, diseases of the musculoskeletal system, and other health disorders [9]. In 1965, the Law “On Primary and Secondary Education” was adopted, which contributed to the beginning of training researchers in the field of special education [10]. In 1967, with the adoption of the Law “The Education Professions Development Act” funding is allocated to the preparation of general education teachers for educational activities in an inclusive classroom [11]. In 1970, Part D of the Law “The Education of the Handicapped Act – EHA” regulated the financing of training of pedagogical personnel [12]. The Law “On Family Educational Rights and Confidentiality” (93-380) of 1974 allocates three million dollars in grants from the department of special educational programmes to train and retrain teachers of general and special schools (in 2013, the amount was only 15 million dollars) [13].

In Canada, from 1954 to 1982, during a period spanning two stages in the development of inclusive education, two separate systems – the system of special and general secondary education were actively developed. The training of teachers drew attention to this distinction. The exception is Saskatchewan province, which regulated mandatory special training for GMS teachers after the adoption of the Law “On Education for Persons with Disabilities” in 1971 [14]. In the province of Ontario, the requirements for teacher qualifications had been increased. At the first stage (1954-1959), achievements in teacher training in the province of Ontario are considered minor; the *Normal School* was replaced by *Teachers’ College* in 1953. At the second stage (1960-1981), the teacher education system was being reformed, considering the need to fulfil the goals of education – to provide education to special needs students. In Ontario, the report of the Ministerial Committee on secondary school teacher training (1962), known as *The Patten Report*, is presented [15]. The government creates a new image of the teacher not as a transmitter of knowledge, but as “a responsible and creative

person, a qualified specialist who understands the subtleties of the educational process in a democratic society.” The system of higher teacher education is developing. The *Hall-Dennis Report* was published in 1968 – it recommended increasing the requirements for the selection of applicants for pedagogical specialties [16, p. 62-64; 17]. In the 1970s, the attitude towards the teaching profession was changing in Ontario, the prestige of the teaching profession was growing, professional standards were being raised, salaries were being increased, and the requirements for competitive admission to higher education institutions were being tightened. In 1971, Saskatchewan passed the Disability Education Act, four years earlier than in the United States [14]. In 1974, the Ontario “Order 269” defined the qualifications of teachers, outlined the curriculum for teacher training, described additional qualifications, special courses for administration [18]. The decentralisation of teacher education was part of a comprehensive modernisation of educational reform aimed at meeting the educational needs of students. In 1978, the Saskatchewan Department of Education developed a manual for teachers on the education of children with intellectual disabilities. The philosophy of mainstream education as a methodological base of the textbook outlined ways to achieve optimal self-actualisation of students [19].

At the second stage of the development of inclusive education in the United States (1975-1985), teacher education was being reformed; since 1975, there had been a movement to reform the training of teachers through the inclusion of special disciplines in the curriculum of teachers of general education mainstream schools (hereinafter – GMS). However, due to the lack of readiness of teachers to implement the law “On the education of persons with disabilities”, it was concluded that raising the effectiveness of training programme for inclusive teachers is impossible through the inclusion of one or two additional disciplines in the curriculum. This view initiated the development of professional programmes for training GMS teachers to work with students with disabilities, the establishment of the amount of knowledge for training teachers.

At the third stage of the development of inclusive education in the United States (1986-2000), under pressure from the “Regular Education Initiative”, which recognised separate systems as a violation of the law, the movement towards standardisation of teacher education began – the search for ways to meet the diversified educational needs of students through the definition of competencies (knowledge, skills, attitude) of an inclusive GMS teacher [20]. Numerous federal initiatives serve as proof of the movement for teacher education reform: “*Tomorrow’s Teachers: A Report of the Holmes Group*” 1986 [21], National Report of the Maryland Commission for Higher Education Institutions “*Teacher Education Task Force Report*” 1995 [8], report of the National Commission on the state of development of teacher education and the future of America “*What Matters Most: Teaching for America’s Future*” 1996 [22].

The third stage of development of inclusive education in Canada covers a longer period than in the United States (1982-2009). At that time, in Canada, the issue of training teachers for inclusive schools was activated by the adoption of the “Canadian Charter of rights and freedoms” [23], which initiated the movement for inclusive education (hereinafter – IE), shifted the focus to children with special educational needs (hereinafter – SEN), and the Law “*The Canadian Multicultural Act*” [24]. Since multiculturalism was recognised as a leading feature of Canadian society at the federal level, in the scientific discourse of Canada, the

problem of ensuring SEN was discussed in the context of the diversified needs of all students in the general education environment (hereinafter referred to as EE). The IE movement requires the modernisation of the teacher education system, expanding the list of competencies of SE teachers, and raising the issue of the quality of education. The publication of the report “*Nation in Danger*” (USA) had a considerable impact on the development of the system of pedagogical education in Canada [25, p. 69].

The textbook “*Special Education: A Handbook of Legislation, Regulations, Policies, and Regulations*” [26] was published in Saskatchewan, expanding the list of competencies for special education teachers. In 1988, *The Canadian Multicultural Act* was passed, emphasising values such as freedom and democracy. In 1989, in Saskatchewan, the *Special Education Policy Manual* was amended to include the need for new research and information on special needs students, and the Basic Education Standards were developed, which were recognised as compulsory for all students in the province of Saskatchewan [26]. In planning the educational process, teachers are taught to consider the student’s SEN. For most provincial governments in Canada, the issue of inclusion was not of paramount importance if the level of importance is measured by the level of funding, support, and provision of personnel [25]. Therefore, a number of similar features were identified for the United States and Canada (Fig. 2):

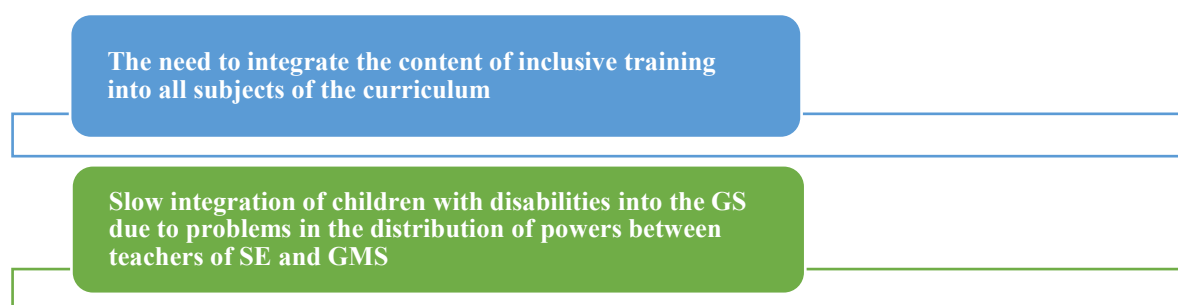


Figure 2. Similar features of the third stage of inclusive education development in Canada and the United States

The lack of established knowledge for training future teachers of an inclusive class hinders the development of teacher education in the United States and Canada. The issue of making changes to the incentive system that would facilitate the active involvement of teachers in the development of inclusive strategies was debatable. Despite a number of general trends in the development of IE, the US General Education Initiative [20] made considerable adjustments to the training of teachers for professional activities in an inclusive school in the United States. The US Federal Government expected GMS teachers to be more responsible for teaching children with disabilities, and the qualification characteristics of a GMS teacher were being revised.

The motto of the fourth stage of the development of inclusive education in the United States (2001-2014) was to ensure the training of a highly qualified teacher who can work with a diversified contingent of inclusive schools. It was believed that it is impossible to expect high academic

results from students without demanding high achievements from their teachers and other teachers. The level of academic performance of students depends on the level of pedagogical training of teachers. The law “No child behind” regulates: “...SE teachers must have knowledge of the basic subjects they teach, understand the impact of student disability on their development, learning, and behaviour if they study under the GMS programme” [27]. A “*Teacher Incentive Fund*” had been created, the “*Teacher to Teacher Initiative*”, T2T-2004 programme has been introduced. The pedagogical system was designed to train specialists who are able to meet the diversified individual needs of students.

In the fourth stage of development (2010-2018) – the legal stage of development of inclusive education in Canada, initiated by the UN Convention on the Rights of Persons with Disabilities, the training of teachers for an inclusive school in Canada was based on the training of teachers “Special education” (“BSpEd”) [28]. In Canada, effective

methods of organising inclusive schools continued to be studied during this period. Teacher education continued to meet the needs of two separate systems – the system of general and special education, but the gradual convergence of general and special education systems actualised the reformation of teachers' training.

In the fifth stage of the development of inclusive education in the United States (2015-2018), the "Every Student Succeeds" Act (2015) placed the responsibility of the state government to increase the readiness of teachers for professional activities in inclusive classrooms [9]. At this stage, the issue of evidence-based research that can update approaches to the organisation and management of teacher education was relevant in the United States. The goal of developing teacher education was to train qualified teachers and school leaders to provide each student with the opportunity to get an education at the level of world standards. The possibility was open for alternative programmes of teachers' professional development, without restriction by conventional teacher colleges, reducing federal funding for the development of teacher education. This stage was also characterised by instability and drastic changes caused by the country's political course at the request of the law on compulsory education of children with disabilities in the least restrictive environment (synonymous with an inclusive

environment in the terminology of the United States and some provinces of Canada). The authors are certain that Canada's public policy hindered the placement of students with disabilities in GS.

Differences in the organisation of teacher education were justified by excellent methodological and scientific-theoretical positions that form approaches to the organisation of IE. In the United States, the ideas of existentialism were actively professed, which required teacher education to cover and develop the individual, the capabilities of a person in a situation of "choice", conflict with the immediate environment, and opposition to "mainstream". The influence of the ideas of existentialism on the problem of upbringing and education of children with disabilities in the United States contributed to the shift of priorities and values of education of such children from the result to the child's personality; pragmatism based on the interests and abilities of students focuses on their goals and values. Valuable for the development of teacher education is the idea of D. Dewey on the need to organise training and upbringing in accordance with the individual characteristics of the child, recognition of its uniqueness as a necessary condition for the holistic development of personality. Among the ideas of postmodernism that have an impact on the development of teacher education, the following can be distinguished (Fig. 3):

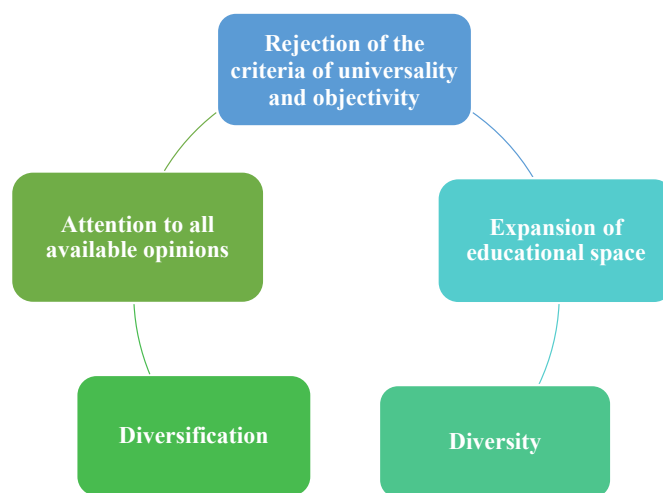


Figure 3. Structure of postmodern ideas influencing the development of teacher education

At the present stage in the United States, teacher education is developing based on the philosophy of postmodernism and social constructivism, focusing on the importance of the environment for the development of children, striving to build a humane society through attentive attitude to all people of any level, gender, age, deny racial and national discrimination and discrimination on the level of poverty [4]. Canada is dominated by the philosophy of essentialism, perennialism, and the psychology of behaviourism. Proponents of modern essentialism and perennialism, which are similar in essence, argue that effective pedagogical education should provide thorough training in fundamental areas of science that have developed as a result of humanity's long search for useful knowledge, cultural understanding,

and intellectual power [9]. Essentialists insist that these subjects should be mandatory at school and at the basic level of teacher education at the university since they are an important foundation of modern life [4]. The training of professionals to work with a diversified contingent in the Canadian education system takes place within the framework of a multiculturalist paradigm, insufficiently covering the education of children with disabilities.

To understand the features of the development of teacher education in Canada, it is important to consider the classification of teacher education management styles. In 1993, H. Gideonse presented a description of three styles of teacher education management (Fig. 4) [29]:

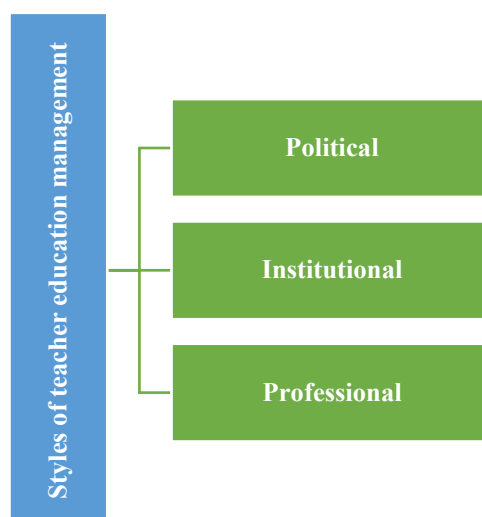


Figure 4. Styles of teacher education management according to H. Gideons

The political style of education management is implemented by the government, educational bodies, for example, the Ministry of Education; the institutional style of management means that educational institutions have the right to outline the requirements for teacher education; according to the professional style, the management of teacher education issues is managed by professional bodies and organisations. Each management style has its own conceptualisation of the teacher's role. Within political management style, teachers are considered civil servants; an institutional management style is considered a public intellectual; a professional style positions teachers as qualified practitioners [29, p. 396]. The management of the teacher education system in British Columbia and Manitoba is qualified as institutional; in Ontario as professional, in Alberta as political. H. Bergmann and J. Walker suggest that the classification should be based on an approach to the organisation of teacher education [25]. For example, in the province of Alberta, a characteristic feature of teacher education development is responsibility in teacher training, which requires the development of high standards and numerous standardised tests. Membership in professional organisations is optional; conservatives who are capable of implementing long-term reforms are in power. In British Columbia, the negotiating style of teacher education organisation is high-lighted, which is reflected in various types of agreements between different factions, universities, and education departments. In Manitoba, the "Laissez-faire" policy prevails, which characterises the donor attitude to the management of teacher education. In the province, standardised tests are optional, more funds are invested in education, and public policies promote change rather than reform for the sake of reform. In the province of Ontario, the management approach to the development of teacher education brought the province back under the control of the General Directorate of Education, similar to the neoliberal Harris era. It supports professional management and also contributes to the diversification of educational institutions and private schools [25, p. 84-85]. Consequently,

the analysis of the development of the teacher education system should also consider the socio-political context of the province, which affects the management of education.

Under the influence of the legal paradigm of development IE teacher education in Canada is acquiring new features. According to V. Halstead, the reform in education in Canada at the end of the 20th century was marked by "a movement from individualism and idealism to the pragmatism of the pedagogical system and the logical validity of teaching methods and the choice of disciplines" [30]. As a result of the reform based on pragmatism, research on ways to transform the system of teacher education based on social constructivism in the context of international requirements for inclusive education has been intensified. Common to all provinces is the influence of the main federal regulations of the country and UN conventions to ensure the right to education of children with disabilities; lack of centralised leadership (deregulation); insufficient communication between provinces and territories; the division of the education system into general and special, which hinders the training of IE specialists; intensive study of issues related to ensuring the needs of the school by teachers (professionalisation), increasing the requirements for admission to pedagogical specialties; sensitivity of the system of pedagogical training to changes in the educational process of the GMS; school responsibility for student performance; constant improvement of requirements for professional qualifications of teachers.

The structure of training teachers in the United States and Canada has certain common and distinctive characteristics, since higher education in Canada initially focused on the British hierarchical system of higher education, and then gradually moved to a more egalitarian American model [5]. The commonality of teacher education systems in the USA and Canada consists in integration (synthesis of theoretical and practical components, school practice and research component) and multi-level, which predicts the hierarchy of universities, colleges, community colleges and the hierarchy of educational qualification levels [6, p. 163]. The

pedagogical system of the USA and Canada provides training of specialists in three academic levels: The Bachelor's level is awarded after studying at the Faculty of Humanities (or natural sciences) for 4 years (USA) and 3-5 years (Canada); The Bachelor's level of pedagogy can be obtained in parallel or after a one-year (USA) or two-year (Canada) specialisation at the Faculty of Education; obtaining a Master's level requires two years of specialisation at the Faculty of Education (USA) and 2-4 years (Canada); the degree of Doctor of Philosophy (Doctor of Pedagogy), which masters apply for, requires three more years and defence of a doctoral thesis (USA) and at least three years of study and a year of practical activity on campus (Canada). The requirements for a GMS teacher are also different: in the United States, graduates with the educational qualification level "Master" have the right to teach at the GMS, in Canada – "Bachelor". According to the National Centre for Education Statistics, the U.S. teacher education system covers 1,206 teacher training schools, colleges, faculties, or departments, which are located in 78% of four-year colleges and universities in the United States [27]. The Bachelor's degree programme is offered by 401 departments of teacher education (colleges, departments of faculties), which annually graduate 13% of teachers for primary and secondary schools. Master's programmes are accredited in 562 higher pedagogical schools, colleges, and faculties of pedagogical education of universities. Annually, 54% of teachers graduate from them. 228 structural divisions of universities offer programmes for training doctors in the field of Education [27].

Conclusions

Based on a comparative analysis of the development of teacher education systems in the USA and Canada, the features of training teachers to meet the special needs of students in an inclusive educational environment are highlighted, the commonalities and differences between the modernisation of the education system to ensure access to quality education for all children are clarified. It is proved that the United States has more than fifty years of experience in preparing teachers for professional activities in an inclusive school. In Canada, under the influence of the ratification of the UN Convention On the rights of persons with disabilities in 2010, the training of a teacher capable of providing SEN to all students in the context of GMS was updated. Common features of development of pedagogical education in the USA and Canada have a strong dependence between the values, purpose, tasks of the policy, the requirements of the legislation to the organisation of IE and the formulation of the purpose and the objectives of the system of pedagogical education; the constancy of the reform of teacher education, given the dynamic changes in the numbers of students from the requirement to prepare teachers for inclusive schools; the development of the legislative base in the field of teacher education under the influence of the policy of the current government and the responsibility of states,

provinces, and territories on the development of the requirements and standards of teacher education; enhancing the role of education standards; continuous improvement of the requirements for the qualification of teachers; public requirement to provide equality and fairness in ensuring the right to education for all children; integration and multi-level systems, providing training of highly qualified specialists; transition system of postgraduate training of specialists to "lifelong learning" that allows a constant process of updating the knowledge of the teacher; reformatting of teacher education to ensure the SEN diversified enrollment; the integration of contents, inclusive of preparation for all subjects of the curriculum; slow integration of children with disabilities to GS due to the difficulty in the distribution of powers between special and general educators (in the US, this issue was solved after IGE), increasing the responsibility of schools for student achievement, periodic cuts funding for the training of pedagogical workers, depending on the policy orientation of the state (government policies, and the ruling party); the emergence of alternative ways of postgraduate training of teachers; the importance of teaching practice to ensure the quality of professional training of future teachers; the combination of theoretical and practical modules, which requires close cooperation between the colleges and bases practice; the transdevelopment of the system of pedagogical education on the principles of social constructivism in the context of international requirements of inclusive education.

The main difference is that in the United States, the federal government ensured the centralisation of the development of teacher education, as evidenced by a number of legislative initiatives. In Canada, numerous reports from the ministries of education and the Royal Education Commission have been responsible for developing teacher education to meet special educational needs. Each province has its own IE development trajectory, as demonstrated by the different time frames for the adoption of legislation on the development of special education. In the United States, the reform of teacher training takes place at the national level, is centralised and regulated by federal programmes; in Canada, the lack of a coordinating body for education at the federal level explains the diversification of requirements in provinces and territories. Differences in the development of teacher education are also chronological: the reform of Teacher Education in Canada, which provided for the inclusion of only certain inclusive disciplines, the lack of integrated programmes was characteristic of the United States of the period 1970-1980, which was due to separate education systems; in Canada, this trend continued until 2010, which was due to the separation of education systems; since 2010, Canada has had a tendency to update inclusive teacher training in the HEI; in the United States at the present stage, there is a tendency to cut funding for the training system of teachers, which is caused by changes in the country's political course.

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