

UNIVERSITY OF HULL

A Study of the Impact of Passend Onderwijs
on Catering for Pupils with Special Educational Needs
in the Netherlands

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by

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Dedication

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Anna Maria Van Roij 201401850

Contents	Pages
Acknowledgements / Dedication	1
Contents	2
List of Charts, Figures and Tables	6
Abstract	8
Chapter 1: Introduction	
1.1 Personal and professional contexts	9
1.2 Research questions	15
1.3 Thesis structure	19
Chapter 2: Literature review	
2.1 Introduction	23
2.2 Key views of inclusion	24
2.3 Inclusion in the European context	25
2.4 Duty of care	30
2.5 Belgium / Flanders	32
2.6 Parental influences impacting upon inclusive practices	36
2.7 Integration in the Dutch context up to 2014	37
2.8 Passend Onderwijs and inclusion in the Dutch context	39
2.9 Transitional arrangements	43
2.10 Mytyl- and Tytyl Schools	46
2.11 Home-sitters	47
2.12 Allocation models	48

Anna Maria Van Roij 201401850

2.13 Teacher training	51
2.14 Key questions this research sets out to answer	56
Chapter 3: Methodology	
3.1 Introduction	59
3.2 Ontological and epistemological assumptions	62
3.3 Positionality	64
3.4 Pilot	70
3.5 Methods	73
3.6 Interview	75
3.7 Ethical issues	79
3.8 Summary	81
Chapter 4: Analysis	
4.1 Interviews	
Question 1	83
Question 2	84
Question 3	90
Question 4	97
Question 5	110
Question 6	124
Question 7	128
Question 8	139
Question 9	141
Question 10	149
Question 11	151

Anna Maria Van Roij 201401850

Question 12	152
Question 13	154
Question 14	156
Question 15	159
Question 16	162
4.2 Analysis of pupil numbers	164
4.3 Supervisory Framework Inspection of Education	175
Chapter 5: Discussion	
5.1 Passend Onderwijs / Suitable Education	191
5.2 Reducing home-sitter numbers	200
5.3 Increase in inclusion	205
Chapter 6: Conclusions and recommendations	217
6.1 Main Research Question	219
6.2 SRQ 1	221
6.3 SRQ 2	225
6.4 SRQ 3	226
Chapter 7: Reflection	
7.1 Introduction	228
7.2 Situation	228
7.3 Task	229
7.4 Action	230
7.5 Result	231
7.6 Reflection	231

Anna Maria Van Roij 201401850

7.7 Transfer	234
7.8 Inspiration	238
List of Abbreviations	240
References	243
Appendices	
Appendix 1: Ethical documents	262
Appendix 2: Questionnaire	269
Appendix 3: Contribution to the National Science Agenda 2015	273
Appendix 4: Concept-questionnaire	274
Appendix 5: Charts and Tables pupil numbers per Partnership	277

List of Charts, Figures and Tables

Charts

<i>Number</i>	<i>Title</i>	<i>Page</i>
1	Special Education Percentages PO2903	166
2	Special Education Percentages PO0001	170
3	Special Education Percentages PO3005	172
4	Special Education Percentages PO3101	174

Figures

<i>Number</i>	<i>Title</i>	<i>Page</i>
1	12 Provinces of the Netherlands	10
2	The ICF-model (WHO, 2001)	42
3	Partnerships Primary Education in the Netherlands	66
4	Partnerships participating in this Research	67

Tables

<i>Number</i>	<i>Title</i>	<i>Page</i>
1	'Light' and 'Heavy' Support	11
2	Thesis Structure	22
3	Paradigms of Intellectual Disabilities (Van Genneep, 2001)	41
4	Partnerships of School Boards participating in this Research	65
5	Allocation Models Chosen	83
6	Differences in the Allocation of Funding	87
7	Numerical Overview of the Answers to Interview Questions 3 - 5	89
8	Numerical Overview of the Answers to Interview Questions 6 - 7	122
9	Numerical Overview of the Answers to Interview Questions 8 - 9	123
10	Numerical Overview of the Answers to Interview Questions 10 - 15	148

11	Amounts for Basic Formation and Additional Care Formation for Pupils in Special Education	165
12	Numbers and Percentages PO2903	166
13	Changes in 2019 compared to 2014 School Model	167
14	Numbers and Percentages PO0001	170
15	Changes in 2019 compared to 2014 Mix of 3 Models	170
16	Numbers and Percentages PO3005	172
17	Changes in 2019 compared to 2014 Mix of 2 Models	172
18	Numbers and Percentages PO3101	174
19	Changes in 2019 compared to 2014 Self-developed Model	174
20	Measurements for the Rating of School Boards and Partnerships	181
21	Measurements for the Rating of Individual Schools	183
22	Colour Coding of the Ratings of Inspections	184
23	Rating of the School Boards in the Province Zeeland	184
24	Rating of the School Boards in the Province Noord-Brabant 1	185
25	Rating of the School Boards in the Province Noord-Brabant 2	186
26	Rating of the School Boards in the Province Limburg	187
27	Total Rating of the School Boards in the Provinces Zeeland, Noord-Brabant and Limburg	190
28	Quantitative Results 2014 - 2019	206

Abstract

The main task of the Dutch education policy, Passend Onderwijs (Suitable Education) is creating a covering network of support facilities to provide a suitable place in education for all children. In achieving this the expectation was that one might not only see a shift of pupils with special educational needs (SEN) between existing special educational settings but also an increase of support for such pupils within mainstream education. A further expectation was that there would be a reduction in the number of home-sitters, children without any education.

Partnerships of school boards in a region function as support offices to enable the creation of suitable places. To achieve this their coordinators focus on the efficient allocation of the scarce resources for additional support and on upgrading the basic support in mainstream education. For this purpose, the various Dutch educational councils distinguished three allocation models: the School model, Expertise model and Pupil model (Education-Councils, 2011).

These models led to my Main Research Question:

Is there a link between the choice of a model for the allocation of the fixed budget under Passend Onderwijs and the support structures employed by the partnerships in catering for pupils with SEN in mainstream education, special mainstream education or special education schools?

The resulting qualitative study was conducted in 19 partnerships in the south of the Netherlands. Data were collected utilising semi-structured interviews. The quantitative results of the study provided insight into the expectation that Passend Onderwijs would lead to an increase in the number of pupils being catered for in mainstream education.

Partnerships take their main task very seriously, and they succeed in a better organisation of the extra support for pupils with SEN. The study does not show a specific link between the applied model(s) and the support structures. Given the budget constraints, meeting all specific requests for support from teachers, pupils and their parents was not realistic (Stoker, 2019). The quantitative data show that for the partnerships there are limits. Passend Onderwijs is not inclusive. There are always children who rely on special facilities. A further aspect of the introduction of Passend Onderwijs was that it was hoped there would be a greater symbiosis between education and Youth Care, the external social structure in place to support families and help prevent escalation of problems. Unfortunately, in carrying out my research it became clear that, due to changes to Youth Care being implemented at the same time as Passend Onderwijs, this was not achieved.

1 Introduction

1.1 Personal and professional contexts

On completing my Pedagogical Academy BEd degree in 1978 I began my primary school teaching in a school in one of the twelve provinces of the Netherlands, Zeeland (See Figure 1), in the southern region Zeeuws-Vlaanderen. I remained in this school for 32 years before leaving in 2010 to work as a policy officer at the Weer Samen Naar School (WSNS; Back To School Together) partnership of the primary education in Zeeuws-Vlaanderen. WSNS was implemented because of European changes on the psychological and educational benefits of, where possible, educating all children together. One of the developments in the organisation of special education in many countries in Europe is the conversion of special schools in resource centres. Many countries report that they are working on the development of a network of these centres in their country. With WSNS Dutch education developed a network of regional expertise centres (REC) that were responsible for supporting pupils with special educational needs (SEN) in mainstream education. As a result the main objective of WSNS was to educate all children together in mainstream education, and thereby increase school's inclusivity.

Schools in the Netherlands are coordinated by school boards to which one to fifty schools are connected, depending on location, religion and population. Under the WSNS-policy school boards were forced to work together in partnerships. In Zeeuws-Vlaanderen this resulted in a partnership of six school boards covering 70 mainstream schools and two schools for special

Anna Maria Van Roij 201401850

mainstream education with a total number of 8,477 pupils. I remained in the position of policy officer at this partnership until 2015. In 2010 I began working on the introduction of the latest education policy 'Passend Onderwijs' (Suitable Education), which started on August 1st, 2014.



Figure 1: 12 Provinces of the Netherlands

Being still interested in education I took the opportunity to further my academic qualifications by studying for a Master's Degree in SEN which I achieved in July 2012 at the University of Greenwich. During the reading for my Masters and at conferences I attended, I encountered the Dutch writers and lecturers, Bert Groeneweg and Hans Schuman, who had both investigated and written about inclusive education. This led to researching the pupil movement in primary schools from mainstream education to special education during the

Anna Maria Van Roij 201401850

implementation of the WSNS (Back To School Together) education policy. This policy, which was in place from 1990 until 2014, based the allocation of funding to all mainstream schools, and some schools for special mainstream education, by the Netherlands government, almost entirely on pupil numbers. Government funding had to cover all costs including those required for SEN support. These SEN support costs were termed either 'light' or 'heavy' (See Table 1).

Three educational sectors	Pupils catered for	Class sizes per teacher	SEN support costs considered as
Mainstream	All pupils; for 'light' SEN support there were SENCO's; for 'heavy' SEN support there was 'pupil-specific funding' – 'backpack'	Typically 25-30	'light' for SENCO's and 'heavy' for ambulatory guidance i.e. specialist support
Special mainstream education	Pupils requiring SEN support but who could not be catered for in a mainstream setting	Typically 12-15	'light' and budgeted for 2% of the pupils
Special education	Pupils allocated to a special educational setting.	Typically no more than 5-10	'heavy'

Table 1: 'Light' and 'Heavy' Support

The term 'light' referred to the costs associated with educating pupils who had SEN needs but which could be catered for in a mainstream school, for example the provision of Special Educational Needs Coordinators (SENCO's). Where the needs of pupils required more specialist support in special mainstream educational settings, costs outside of the mainstream provision were also termed as 'light' support, and this additional funding was supplied by the government up to 2% of the total number of pupils in any partnership. As noted with the Government wanting to encourage mainstream education to be able to support more pupils with SEN, in order to reduce segregation of such pupils,

Anna Maria Van Roij 201401850

they provided extra money in the form of pupil-specific funding, the so-called 'backpack' (See Section 2.7). As Table 1 shows this funding was provided to schools as additional funding to pay for additional support in mainstream education for things such as ambulatory guidance from special education and extra hands within the school to support the pupils with SEN. During WSNS the partnerships were only responsible for the 'light' support. However, factors began to impinge upon the continuation of WSNS. Funding for schools was based on pupil numbers, and all costs for pupils in special mainstream schools, above the 2% of the total number of pupils in any partnership, were allocated first resulting in the total funding for schools being reduced by this amount. Therefore, within the WSNS-partnership there was an imbalance, because the extra costs for the maintenance of the special mainstream schools was paid in solidarity by all schools and school boards of the partnership irrespective of their SEN needs. This meant that the schools having high referral rates to special mainstream education were having their costs subsidised, arguably unfairly, by schools who managed their SEN support in mainstream. Previous research for my Master's Degree at the University of Greenwich showed that a redistribution of the budget for 'light' SEN support needed to be considered with those educating pupils with SEN within their own mainstream schools to benefit more from the support budget for this purpose.

Another factor affecting the continuation of WSNS included the distance to a special school from home. Where this was considerable, and time consuming, it was felt that offering pupils with SEN a place in mainstream schools was better. Here the schools acted in the best interests of the child, instead of

Anna Maria Van Roij 201401850

putting them for more than an hour in the taxi every day to travel to the special school. They preferred to deal with diversity in mainstream education, and the school boards employed professional SENCO's to support this process. Indeed, a similar outcome was possible where small schools, being threatened with a too small population due to the demographic shrink, hardly referred any pupil to a special education setting. Small schools in average have less than 20 pupils in one class, and with the support of the SENCO the teachers are able to educate pupils with SEN in mainstream.

In 2005 an evaluation of WSNS showed that the objective of this policy to reduce segregation in special education was insufficient. In addition, the Government had created an open-end funding with the 'backpack'. This was the start of the consultation for a new education policy, which eventually took shape in 2014 in the form of Passend Onderwijs. For this policy, the total support budget is based on the total nationwide costs for extra support needs of schools, such as SEN, pupil-specific funding, special education and 2% special mainstream education as determined on October 1st, 2013. It is still allocated according to pupil numbers but now the school boards, joint in the partnership, can make the decision as to how the total funding is allocated to their individual schools, rather than it being, as with WSNS, top-sliced to cater for support needs in solidarity.

From 2010, I was working in the partnership Zeeuws-Vlaanderen as a policy officer for the introduction of the education policy Passend Onderwijs. In addition to this position I also was the Official Secretary of the Permanente Commissie Leerlingenzorg (PCL; Permanent Commission Pupil Care). Because
Anna Maria Van Roij 201401850

of this function I built an intensive professional network with special mainstream education, special education and youth care in the province of Zeeland. The files that I prepared for the Commission, who decided on offering a child a place in special mainstream education in Zeeuws-Vlaanderen, often showed complex problems. Parents, who together with the mainstream school submitted a request for a place for their child in a special mainstream school were often at the end of their tether, and only desired respite for their child and their family.

The outcomes of my research in 2012, on how the support for pupils with SEN was allocated in the WSNS-partnership of Zeeuws-Vlaanderen showed the preferred decision was to stop the top-slicing in the funding for the extra support in special mainstream education by the school boards in solidarity. With the introduction of Passend Onderwijs the partnership chose an allocation model where the school boards could manage their support budget, and make their own decisions on spending it. The boards would receive the funding, and use it to pay the extra costs for their referrals to special mainstream education or special education and/or provide additional support within the mainstream setting. The allocation model that was adopted in Zeeuws-Vlaanderen for the introduction of Passend Onderwijs was the School model (See Section 2.12). For me a shift to the use of the support budget within mainstream education and a more efficient deployment of the ambulatory guidance from special education were important steps towards more inclusive education. The partnership's idea behind the choice for the School model was to confront the school boards with the financial consequences of their referral behaviour, and have them spend their limited support budget more efficiently in a way that it benefitted their own

Anna Maria Van Roij 201401850

mainstream schools. The budget can now be used to create the conditions to support pupils with SEN in the mainstream setting. This led to my main research question (MRQ).

1.2 Research questions

Main Research Question:

Is there a link between the choice of a model for the allocation of the fixed budget under Passend Onderwijs and the support structures employed by the partnerships in catering for pupils with special educational needs in mainstream education, special mainstream education or special education schools?

The various Dutch educational councils distinguish three distribution models: the 'School model', the 'Expertise model' and the 'Pupil model' (Education-Councils, 2011) (See Section 2.12). Because of the decentralisation of the education policy in the Netherlands, partnerships are free to choose one or a mix of two or three of these proposed models of allocation or to develop their own model, which best suits the organisation of the education in the region and the wishes of the collaborating school boards. Within the partnership school boards agree on a minimum of basic support that mainstream schools should offer to keep pupils with SEN. This research starts with the State of Affairs at the start of Passend Onderwijs at August 1st, 2014, and evaluates the result of its implementation during the first five/six school years up to 2019/2020. To support the analysis of the MRQ and the specific goals formulated by the government at the introduction of Passend Onderwijs a series of Sub Research Questions (SRQ's) have been devised:

Anna Maria Van Roij 201401850

SRQ 1:

What has been the impact of the allocation model and the basic support, developed by the partnership under Passend Onderwijs, in respect of the number of pupils placed in special mainstream schools and special schools compared to the situation prior to its introduction?

The expectation is that Passend Onderwijs will lead to a larger proportion of pupils being provided with extra support in mainstream education rather than a placement in special education or special mainstream education. The start for this is made by writing a support profile per school. This profile provides the basic support, with the intention to achieve the targets the partnership has formulated in respect of the participation rates in special education. The basic support that can be provided within mainstream education is of interest in reducing the referring of pupils to expensive special education. For answering this question, I will analyse graphs of the pupil movement in numbers and percentages during five school years in mainstream education, special mainstream education and special education, care categories 1, 2 and 3. I will also use the quality controls of the Inspection of Education. On August 1st, 2017 the monitoring of the quality of education was changed. Passend Onderwijs requires improved inspection of schools, school boards and partnerships. Where schools and school boards can reach further beyond the basic quality (validity requirements), this should be appreciated with the judgement 'good'. This extra judgement will appraise and encourage schools, school boards and partnerships to actively carry out Passend Onderwijs.

Anna Maria Van Roij 201401850

SRQ 2:

Is there a significant relationship between the creation of a comprehensive network of primary education with a duty of care and the reduction of the number of home-sitters?

The main task of Passend Onderwijs is creating a covering network of support facilities to provide a suitable place in education for all children. In line with this, another target of the policy is reducing the number of home-sitters, pupils who are staying at home without any education.

SRQ 3:

Did the decentralisation of Passend Onderwijs and Youth Care succeed in creating opportunities to cater for disadvantaged children and their families?

In addition to the aims already noted there is also an interest in looking at the symbiosis between education and youth care which should have been the most significant opportunity of Passend Onderwijs. Especially since education is most affected by the problems of the child and the support for teachers, pupils and their families (Dyson et al., 2002), it should benefit from an adequate intervention of youth care, thus preventing an escalation of the problem. In addition, the funding of the 'heavy' care categories in special education is not only the responsibility of education.

To find the answers on my research questions obviously my personal vision of Passend Onderwijs is of interest. Only in 2016 the Dutch Government has ratified the UN Convention on the Rights of Persons with Disabilities (United Anna Maria Van Roij 201401850

Nations, 2006), which meant a change in thinking about the access to education for all children. The education reform 'Passend Onderwijs' gives room to the influence of parents on demanding the right to education for vulnerable children with (multiple) complex and profound disabilities.

For all children education should lead to greater inclusion in the community in later life, and make it possible to participate in society. Most children can be educated in mainstream schools even if they have specific needs. Others will find the support they need in special schools (Pirrie, 2005). This is in line with the main task of Passend Onderwijs, creating suitable places in education for all children. Specifically the aim of Passend Onderwijs is to provide opportunities for all pupils by offering the support for them that they need but in a mainstream setting (Van Roij, 2016). Although the choice for a school is not always about preference of mainstream above special education, but about quality of life for the children. For pupils with (multiple) complex and profound disabilities there is a shift from compulsory schooling to the right to be educated. They can find a suitable place in adapted education forms, Mytyl- or Tytyl Schools (See Section 2.10).

Van der Meer (2011) stated that a duty of care may only be realised by school teams who are capable to take on the responsibility for the education of (almost) all pupils and who are 'Inclusive competent'. The Netherlands chose its own decentralised system of Passend Onderwijs and wants to provide opportunities and support for all pupils. This is arguably a laudable aim but is it being achieved? This research sets out to offer recommendations for future

Anna Maria Van Roij 201401850

promotion of a strong education system with appropriate opportunities for all children.

1.3 Thesis structure

In chapter 2 I introduce human rights as an important argument for a development towards inclusive education. Inclusion contributes to the realisation of an inclusive society with a rights approach as a central component of policy-making. Initially I will provide an historical overview of the developments in education of integration to inclusion in the European context and the implementation of a duty of care. Together with Germany and Belgium, the Netherlands was one of the last countries in the world to set up a more inclusive education system. Specific attention will be paid to Belgium / Flanders as not only does it have the same language as the Netherlands but its education system is also very similar.

The WSNS (Back To School Together) policy aimed to integrate pupils in need of extra care, in mainstream education with the pupil-specific funding ('Backpack') (See Section 2.7). However, this funding became an open-end financing and the reason for a system change, Passend Onderwijs. This policy introduced a shift from the medical model towards the social model (See Section 2.8). Using the social model means no labelling of children anymore, but a specification of the support that pupil and teacher need.

The Transition Youth Care in January 2015 which aimed at a preventive collaboration between education and youth services, was absolutely the most significant change for Passend Onderwijs. The change in education policy

Anna Maria Van Roij 201401850

entails transitional arrangements. Partnerships got a re-contracting obligation towards the ambulatory guidance for the 'backpack'. In addition the budget that had been established on the basis of all additional care formation for special education, special mainstream education and pupil-specific funding got to be distributed evenly across all regions in the Netherlands based on the number of pupils (See Section 2.9). For the allocation of the support budget in the partnership the educational councils distinguished three models: the school model, the expertise model and the pupil model (See Section 2.12).

However the introduction of Passend Onderwijs on August 1st, 2014 did not wait for increasing skills of teachers. On top of that class sizes are too big and funding for extra support for children and teachers does not always reach the classroom. Teachers can only manage a duty of care when they are sufficiently prepared for that task. Inclusive skills will be of importance for the quality of education.

Chapter 3 considers the study's methodology, a pragmatic qualitative mixed methods approach, to explore the situation using qualitative research and then to generalise findings to a large population using quantitative research (Bahroz, 2017). The potential impact for my research of my positionality as a policy officer on my findings around the introduction of Passend Onderwijs will be addressed. Moreover a discussion of the importance of undertaking a pilot study in developing the questions for my interviews will also be given.

Semi-structured interviews provide the qualitative data around the organisation of the partnership and the quantitative data are public on the internet. DUO

Anna Maria Van Roij 201401850

(Dienst Uitvoering Onderwijs Service Accomplishment Education 2013-2019, https://duo.nl/open_onderwijsdata/databestanden/po/) gives information about pupil numbers and movements to special education or in some cases back to mainstream education. The Dutch Inspection of Education publishes the reports on the quality of the basic support and the duty of care provided by the school boards, which will enable me to assess quality, progression and the registration of pupils in mainstream education. Contacts with coordinators, qualitative and quantitative data triangulate the research.

Chapter 4 presents the results on the questionnaire of the semi-structured interviews and the quantitative data relevant to answer the SRQ's and MRQ. A specific analysis of the data within adapted frames, has been especially developed for Passend Onderwijs.

Chapter 5 presents a discussion of my findings in relation to the main task of Passend Onderwijs, using three themes: Passend Onderwijs; reducing home sitter numbers; increase in inclusion.

Chapter 6 provides the evaluation of Passend Onderwijs and its effectiveness in providing a covering network of support facilities for all children, to comply with the duty of care. It will hopefully provide evidence to support whether there is a correlation between the allocation of the fixed budget and participation rates, rather the findings suggest a more nuanced approach to successful inclusion of children with SEN. In addition, I will discuss the cooperation between education and municipalities, which should render more than the sum of the combined

Anna Maria Van Roij 201401850

forces. Recommendations and proposals for future in-depth research will be based on my findings.

Thesis Structure		Content
Chapter 1	Introduction	Cause for my MRQ and SRQ's
Chapter 2	Literature review	Inclusion in the European and Dutch context
Chapter 3	Methodology	Mixed methods: Quantitative analyses and semi-structured interviews
Chapter 4	Analyses of the results	Collected data relevant to answer MRQ and SRQ's, analysed within adapted frames for Passend Onderwijs
Chapter 5	Discussion	Discussion of my findings in relation to the main tasks of Passend Onderwijs
Chapter 6	Conclusion and Recommendations	The effectiveness of Passend Onderwijs in providing a suitable place in education for all pupils and recommendations to improve the organisation

Table 2 Thesis Structure

2 Literature review

2.1 Introduction

According to Farrell (2000) the most important right of children is to have good education, even if this means special education for some pupils. He states that rights can conflict: parents might feel their child has a right to be educated in a mainstream school, while the child might objectively be better off in a special school. 'Educational inclusion' applies to all venues, and gives parents the opportunity to express preferences for education of their children which are not constrained by the belief that mainstream placements are necessarily the most appropriate (Farrell, 2000). Likewise Ruijs and Peetsma (2009) stated that human rights always have been an important argument for development towards inclusive education, and that the effects on pupils should be an important factor when designing policies. Alternatively Ladd et al. (2009: 32) state:

No one group, including public officials, has the authority to force other stakeholders – whether they be parents or schools – to behave in a certain way. Thus any efforts to reduce segregation will have to reflect the voluntary commitment of a substantial number of stakeholders for whom private interests in maintaining the status quo may well exceed the public benefit to them of reducing segregation.

In my view teachers must believe in their pupils, challenge them and have high expectations. They should consider the child's view in any decision they make and give these views due weight, according to their age and maturity. In particular multi-cultural schools are important for learning to live together and for 21st century skills. Skills that are crucial in a time with a growing number of big cities with a cultural and social diversity (Vertovec, 2007; Lucassen & Walraven,

Anna Maria Van Roij 201401850

2013: 68). Children's best interests are served when teachers take into account their needs and listen to their voices. They need education which leads them to greater inclusion in the community in later life and makes it possible for them to participate in society (Pirrie, 2005). Some children do find the support they specifically need in mainstream schools, and others will find this support in special schools with a broader range of professionals and requirements that fit the capacities of the child (Pirrie, 2005). Although the latest education policy of the Netherlands, Passend Onderwijs (Suitable Education), is mainly legitimised with a reference to the increasing numbers of pupils in special facilities and as a result rising costs, it is not obvious that there will be substantial shifts from special to mainstream education (Van Roij, 2016). The main task is providing a network of support facilities that best fit the child's needs. The quality of education provides a suitable place for all children, either in mainstream or in special education (Van Leeuwen et al., 2008).

2.2 Key views of inclusion

Inclusive education is a full and active participation of each pupil in mainstream education, in a way that each pupil feels fully accepted in the school (De Boer, 2012). In De Boer's (2012) study on the acceptance of pupils with pupil-specific funding (See Section 2.7) in mainstream education, she noted that for pupils with disabilities, who find social connection with classmates in mainstream education, inclusive education seems to be a success. However, rejection by classmates can lead to adjustment problems, low learning performance and psycho-social problems in the long-term.

Anna Maria Van Roij 201401850

Previously, Barton (2003) has stated that inclusion is about responding simultaneously to pupils who all differ from each other, and might pose particular challenges to the school. It is not just about maintaining the presence of pupils in school but also about maximising their participation (EPPI 2002: 7). He argues that inclusion contributes to the realisation of an inclusive society with the demand for a rights approach as a central component of policy-making. Already in 1994 The Salamanca Statement (UNESCO, 1994) promoted inclusion as a matter of human rights and a liberal society (Thomas, 1997) or a matter of effectiveness (Ainscow, 1997). Countries that have ratified the 'Convention on the Rights of Persons with Disabilities' (UN, 2006) commit themselves to realise an inclusive education system at all levels, facilitate support for an effective participation in education, stimulate own control and give voice to all pupils (Schuman, 2017).

2.3 Inclusion in the European context

In 1989 O'Brien et al. defined inclusion and integration as follows stating that inclusion is the first step in integration. The word integration comes from the Latin for making complete in the sense of renewing or restoring wholeness. Integration begins only when each child belongs. As the child with special needs finds a place in the class, the journey of integration begins. He also noted that integration means continually renewing and restoring wholeness among children and teachers who represent the diversity of the real community they live in. The idea of integration assumes that exceptional pupils can be accommodated in a largely unchanged system of schooling by making additional arrangements or slightly adapting the curriculum. Also, if a group of

Anna Maria Van Roij 201401850

pupils with special educational needs (SEN) follows an adapted curriculum in a mainstream school in a separate class it is seen as integration. Hamstra (2004), in Van Leeuwen et al. (2008: 21) indicates the following:

Integration assumes that pupils with disabilities can participate in a partial modified version of the regular curriculum.

In 2005 UNESCO presented its continuum of exclusion to inclusion, in which segregation and integration are seen as in-between forms on the way to inclusion. Rather than being a marginal theme on how some learners can be integrated in the mainstream education, inclusive education is an approach that investigates how to transform education systems in order to respond to the diversity of learners. The aim of inclusion is to develop a system that is able to offer adequate education to all pupils in the same environment. The curriculum serves the diversity of the pupils and fits the size of the educational needs (Van Leeuwen, et al., 2008).

The ways in which international policies on inclusion relate to policies on education vary considerably from country to country, as do the current school contexts of different countries. For some people integration is seen as inclusion, where others will require more development to really include all pupils in mainstream education (Feyerer et al., 2005). In the 20th century throughout Europe there was a struggle in education of how to cope with diversity. In England and Wales the Warnock Report (1978) introduced the concept of 'SEN' in order to identify learners who experience difficulties at any time during their schooling. The concept of SEN is firmly rooted in a medical discourse: developmental tests and assessments of adaptive functioning are used to

Anna Maria Van Roij 201401850

identify a 'learning difficulty' (Bayliss, 2005). Warnock endorsed the principles of 'integration' while acknowledging that special schools represented the most effective provision for certain groups of pupils (Pirrie, 2005). Nevertheless it recognised disabled learners' entitlement to be educated in mainstream schools, providing their needs could be met with additional support, thus opening the way to the idea of inclusion (Terzi, 2005).

In the 1990s the drive to improve standards and discipline in England and Wales resulted in the introduction of new funding systems, more accountability procedures through new forms of inspection and the creation of public league tables. Priority was given to instrumental values in relation to teaching and learning. Competition, selection and specialisation within and between schools increased, as well as the emphasis on narrow conceptions of performance and new forms of management discourse and procedures. As a consequence, a culture of '*shame and blame*' arose (Barton, 2003). The regulatory and control functions of any of these factors militate against the development and maintenance of inclusive values and practices. In the Green Paper Blunkett claims that:

where all children are included as equal partners in the school community, the benefits are felt by all, and we shall remove barriers which get in the way of meeting the needs of all children (DfEE 1997: 4- 5).

For pupils who are not going to succeed in dominant terms, the standards agenda is instrumental in *constructing* barriers to their participation. In 2002 Connell identified increased competitiveness in education. As a consequence, he noted the marketisation of educational provision and practice; the privileging of 'training' over education; the adoption of business management practices in

Anna Maria Van Roij 201401850

public education and the dismantling of the welfare state. These and other factors resulted in the silencing of voices and interest in educational equity. He argued that consequently there was a need of a new quality agenda, thus an urgent task to focus on inclusiveness:

We need to focus on educational thought, not on competition, selection and therefore exclusion, but on how the educational enterprise can be made more fully inclusive (Connell, 2002: 325).

In advocating a new way of thinking of how curriculum and pedagogy can effectively meet the full range of learners' needs, Connell pleads that education must begin to think in terms of *'equality of service rather than equality of opportunity'* (Connell, 2002: 325). This, he believes, will encourage the generation of a common interest and commitment to a just educational system. However in 2007 Schuman notes that the development of inclusive education has been threatened by the prevailing political, social and economic conditions. As a consequence it became difficult, to count on support for the integration of pupils, who put a negative stamp on the quality of education in the school, only because society emphasises on individual development. Schuman (2007) notices that performing according to achieve high social standards in later life, created competition between schools moreover pupils with SEN would not contribute to positive, average scores of the school on the final test of its pupils.

An alternative perspective is given by Booth and Ainscow (2009) in 'The Index for Inclusion'. The index is a set of materials to guide schools through a process of inclusive school development. It is about building supportive communities, and fostering high achievement for all staff and pupils. Without any doubt, it is a paradigmatic tool, whose main purpose is to support the educational teams

Anna Maria Van Roij 201401850

through the self-evaluation of their cultures, politics, and practices in the path to inclusion. In 'The Index for Inclusion' the term 'SEN' is replaced with that of barriers to learning and participation (Barton, 2003). Furthermore Watkins (2003) noted that the European Agency contributes to the debate on improving education policy, practice and facilities for pupils with disabilities and their families. The Work of the European Agency (Watkins, 2003) looks at aspects such as equal opportunities, accessibility and inclusive education with the aim of promoting high-quality education for pupils with disabilities, also taking into account differences in policy, practice and context in different countries. The European Agency is supported financially and politically by the ministries of education in the participating countries: Austria, Belgium (Flanders), Belgium (Wallonia), Denmark, Finland, France, Germany, Greece, Iceland, Ireland, Italy, Luxembourg, Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, UK. The Czech Republic, Estonia, Latvia and Lithuania participate as observers. Whilst Watkins in 2003 already stated that all countries in Europe acknowledged that inclusive education is an important basis for realising equal opportunities for all pupils, ten years later Schuman (2013) still reported the same argument and questioned the segregation of pupils with SEN in special education. Despite acknowledging inclusive education is important, European countries vary in how they interpret and implement inclusivity. These variations provide a backcloth for the main focus of this thesis which is an analysis on the development of extra support for pupils with SEN in Dutch mainstream education, over the last decade and, in particular, an early evaluation of the introduction of a new education policy in 2014, 'Passend Onderwijs' (Suitable Education).

Anna Maria Van Roij 201401850

As noted above, national authorities differ in the extent to which, and the manner in which, they more or less explicitly opt for inclusive education. This translates to changes in laws and regulations, and clear long-term prospects and expectations (Smyth et al., 2014). There is a general move to inclusivity but different countries have taken different pathways to achieve this. As regards the policy and the implementation of inclusive education, Belgium / Flanders, Germany and Austria have gone through a similar development as the Netherlands (Batstra & Pijl, 2011).

2.4 Duty of care

A major change in Europe was the introduction of the right for parents to choose where their child was to be educated. If parents want to have their child with SEN educated in the mainstream school, the school authority has to offer the child a place in the nearest local school able to cope with the specific SEN identified (Feyerer et al., 2005). This duty of care was introduced by legislation in 2014 in the Netherlands and in 2015 in Belgium / Flanders (See Section 2.5). The Netherlands had no experience in imposing a duty of care on school boards and preparing management and teachers for this task. In many European countries, inclusive education is being considered and measures are being taken to offer mainstream education to as many pupils as possible (Batstra & Pijl, 2011).

Furthermore Florian (2010) notes that teacher training in Europe is regarded as an important theme, but in general the training does not, if at all, prepare teachers for the education of pupils with an additional need for support. There is

Anna Maria Van Roij 201401850

discussion about the necessary adjustments in the basic training of teachers, but this has hardly resulted in a new implementation of the curriculum for the training in most countries (Florian, 2010). According to Judith 't Gilde (2018), it is imperative for European teachers not only to know about inclusion (including pupils with special needs in the general-education classroom) and its current developments, but also – and most importantly – to experience opportunities to discuss and learn about how to deal with it in the classroom ('t Gilde, 2018 in Simões et al., 2018). However research indicates that training outside of the school setting generates new knowledge, but that this knowledge will not automatically be deployed in daily practice (Jones & Chronis-Tuscano, 2008; Sawka, McCurdy & Mannella, 2002). This requires besides sharing expertise also support and coaching in the classroom.

The European Agency for Development in Special Needs Education (Watkins, 2003) analysed relevant information for policy development focused on inclusive education. Parents, local organisations and schools pay an important contribution to the development of inclusive education. A crucial factor in promoting inclusion is the responsibility of teachers for all pupils, regardless of their possible limitations. Teachers should be given the opportunity to participate in a multitude of training opportunities and the use of ICT should be strengthened in order to reduce unequal chances for pupils in education. At the same time, the increased tension for schools between the need to show sufficient progress of their pupils and, at the same time deal adequately with the education of pupils with disabilities, must be considered. Education needs flexible structures for facilities that can support an inclusive practice.

Anna Maria Van Roij 201401850

Watkins (2003) also noted that in relation to the facilities in the education of pupils with disabilities in Europe there were a number of developments. There was a development in the direction of transforming special education in centres of expertise, especially in countries with a relatively large number of pupils in separate special schools. These centres were also developed in the Netherlands and had a task in training and professional development of teachers. The centres developed materials and practices and offered ambulatory guidance for the pupils with a backpack (See Section 2.7)

2.5 Belgium / Flanders

Due to the border proximity and existing links it is worth discussing the Belgium / Flanders situation, and how it impacts upon the Dutch system. The policy in Belgium / Flanders shows many similarities with Dutch education. The language, Dutch, is of course the same and in addition, both countries work closely together in the field of pedagogy and educational sciences.

In particular the M-Decreet (Maatregelen-Decreet; Measures-Decree) of Belgium / Flanders has a long history. In 1994 the Salamanca-Treaty was adopted. It says literally:

We call upon all governments, and urge them to adopt as a matter of law or policy the principle of inclusive education, enrolling all children in mainstream schools, unless there are compelling reasons for doing otherwise (GO! M-decreet survival guide, 2014: 2).

The Flemish Education Council explicitly made the choice for inclusive education and undertook several attempts to create a decree, but without any result. When in 2009 the UN Convention (2006) was ratified, this resulted in a Flemish Decree, the M-Decree, in which the M stands for 'Measures'. Starting Anna Maria Van Roij 201401850

from September 1st, 2015 the provision of reasonable accommodation is a right for each child. The M-decree condemns segregation in terms of race or gender. And to be consistent it also rejects segregation based on disability or disorder because Flanders does not want a segregated society. The target is inclusive education, which assumes that rather than the child with disabilities adapting to the environment, the environment is adapted to his/her educational needs (GO! M-decree survival guide, 2014). Accordingly Flanders finances the education of pupils with SEN the same as the Netherlands did with the pupil-specific funding ('Backpack'; See Section 2.7). The country also created an open end funding, with money coming directly from the Government to schools and pupils, when it had been ascertained that an individual pupil meets up to certain criteria (Batstra & Pijl, 2011).

One aspect which illustrates the cooperation in education between Belgium / Flanders and the Netherlands is the preface to the second Dutch Edition (2009) of the Index for Inclusion (Booth & Ainscow, 2009) in which Mario Nossin (Director Foundation Perspectief) describes that the formulations and internal references are presented a lot sharper. In recent years the Foundation started to work actively with the first Dutch Edition of the Index and gathered suggestions to make it, even more than before, a real Dutch and Flemish product. In the Netherlands and Flanders seminars, workshops and lectures on the use of the Index for Inclusion (Booth & Ainscow, 2009) have taken place. Also, some schools started with process guidance based on the Index. Teacher training colleges and universities in the Netherlands and Flanders use the Index as research material to bring school aspects in view, and as study material in

Anna Maria Van Roij 201401850

order to make students aware of inclusion at school. In Belgium / Flanders teachers also are obliged to further training. There is a further training offered which provides further perfection or specialisation, and which is accessible to all staff in education.

Where the Netherlands have four clusters of special education, Belgium / Flanders has eight types of special education. With the M-Decree (2015), two new types of special education were established, namely type nine for pupils with autism and the type 'basic education offer'. These types also apply to the GON (Geïntegreerd Onderwijs; Integrated Education). The type 'basic education offer' replaces the type one for children with mild intellectual disabilities and type eight for children with learning disabilities, and is a merger of the two types of special education into one new type. A similar merger of special education took place in the Netherlands with the WPO (Wet op het Primair Onderwijs; Law on Primary Education) in 1998. This measure from the WSNS (Weer Samen Naar School; Back To School Together, See Section 2.7) policy meant a merger of the MLK (Moeilijk Lerende Kinderen; Difficult Learning Children) education and the LOM (Leer- en Opvoedingsmoeilijkheden; Learning and Behaviour (Raising) Difficulties) education into SBO (Speciaal Basisonderwijs; Special Mainstream Education).

As explained earlier Passend Onderwijs and the M-Decree have many similarities, but the specific laws and regulations are different. Where Passend Onderwijs is based on the establishment of partnerships of school boards, and the Dutch government has decentralised the implementation of the policy, the M-decree is top down imposed on education by the Flemish government. The Anna Maria Van Roij 201401850

Dutch partnerships of school boards ensure cooperation, and the organisation of the policy has been adapted regionally. The top down policy in Flanders takes care of full autonomy of school boards. Clearly Flanders and the Netherlands both want to create education for all children in their own neighbourhood, but the education system is still segregated. The target is inclusive education in which safety is guaranteed, and there is a strong broad basic support in mainstream education. Educational support in the Netherlands and Flanders is based on the special needs of pupil, teacher and parent, but in the Netherlands pupils who get extra support in mainstream education, are no longer diagnosed. However in Flanders, a pupil who relies on adjustments within the basic support in mainstream education, will be medical diagnosed first and still has to meet the conditions for a specific type of special education. If the mainstream school can demonstrate that the adjustments for the pupil are disproportionate, this pupil will be referred to the diagnosed type of special education, which is funded by the government not by a partnership or a school board. This funding is not budgeted as in the Netherlands with the decentralisation of the Passend Onderwijs policy to partnerships of school boards in a region. As a consequence of the M-decree, the rules and regulations in Flanders to be placed in special education became stricter. For this reason the Dutch pupils, living in the Netherlands close to the border, who previously found a place in special education in Flanders, returned to Dutch education in the Netherlands in the school year 2015/2016. This led to a direct influx into the special education of the partnerships Passend Onderwijs. Understandable the extra costs for the care formation in special education were not included in the Dutch support budget which was already set in 2013.

Anna Maria Van Roij 201401850

2.6 Parental influences impacting upon inclusive practices

As discussed earlier there is more or less a preference for inclusive education by law in many countries. The council of Europe (2010) calls on the EU-Member States to work towards inclusive education as the basis for a more tolerant and inclusive society (Schuman & Montesano Montessori, 2014). The school closest to home is usually the choice of the parents, so that school has to meet the needs of all children. There is also an increasing awareness of the importance of non-segregating solutions among parents and even among teachers and principals (Thorsson, in Batstra & Pijl, 2011). In particular attitudes among teachers and principals are very important factors, and above all if the parents are not satisfied and do not agree to solve the problems in the school, they may prefer a segregated setting. Developing accessibility strategies on respect of the built environment and the curriculum and improving communication with pupils with SEN and their families, are the hallmarks of a successful inclusion policy (Dyson et al., 2002). Children look with different eyes, and have different priorities and concerns than the adults involved (Kellett, 2011). They tell us to give them opportunities to learn according to their preferences and learning styles. If teachers consider their opinions in the organisation and planning of the learning environment, they will feel respected, valued, included and answered, irrespective of their individual differences and even because of them (Shaw, 2019). To be more precise, children want to become active participants in their own community (Shevlin et al., 2009). Giving parents and their children with complex challenges a voice, may help other people realise that the debate on inclusion is basically a debate about human rights, about the entitlement to live

Anna Maria Van Roij 201401850

and learn in the community where one is born, and to be valued for what one is (Schuman, 2011).

Nevertheless there must be a right to choose. If special education is abolished, parents will be denied any choice. A strong parental preference for children to attend their local school and an equally strong preference for specialist provision, presents a challenge for policy-makers (Pirrie, 2005). The idea of both increasing inclusion and raising standards remains at the heart of government policies. Meanwhile there are those who have suggested that inclusion and high standards may be incompatible (Lunt & Norwich, 1999; Audit Commission, 2002). Policy makers from the sectors: Education, Social Affairs and Health should work together to develop policies and plans that enable a multidisciplinary approach at all stages of education (Watkins, 2003). In my view this cooperation is a great opportunity to achieve preventive care for children on the fringe of society, for whom arrears in development threaten. The signals can be recognised early, and partnerships can create a cooperation that produces more than the sum of the combined forces.

2.7 Integration in the Dutch context up to 2014

In 1987 Doornbos and Stevens wrote a report on the growth of the special education. In the 1990s forms of integration in Dutch mainstream education were stimulated by the WSNS policy. This policy for Back To School Together is laid down in the Law on Primary Education (1998), and aims to integrate pupils in need of extra care in mainstream education. Partnerships of school boards were founded, and mainstream schools worked together with one or two special

Anna Maria Van Roij 201401850

mainstream schools (See Section 1.1; Table 1) within a region. Special education operated separate. As a consequence schools could refer their pupils with special needs to special mainstream education and if necessary also to special education. So, the position in Dutch schools was that inclusion of pupils with special needs into mainstream education did not increase (Smeets et al., 2013).

The introduction of WSNS (Back To School Together) was followed by the pupil-specific funding in 2003. This so-called 'Backpack', was a measure that should lead to more integration of pupils with SEN in mainstream education. The 'Backpack' was a result of the social- or citizenship paradigm (See Section 2.8; Table 3): education in a mainstream school is a right for all pupils, and should also be possible for pupils with SEN (Van Leeuwen et al., 2008). Extra support came from the Regional Expertise Centre (REC) which provided ambulatory guidance from special education, and the funding also paid for individual care by a class assistant. This pupil-specific funding even meant that the child could be referred to special education. Children had the right to be placed in a special school when necessary. Opposite to the expectations of integration in mainstream education, this even caused a growth of special education cluster 4 for pupils with behavioural problems. Furthermore Van Roij (2016) stated that decisions on the pupil-specific funding were made based on national criteria and usually involved a medical diagnosis of the child, a model which focused on functional disabilities, and where the pupil with disabilities were the problem. When this model is prevalent, it means exclusion proved by the residential homes for people with disabilities often situated in a park far

Anna Maria Van Roij 201401850

away from society or clusters of special schools meant to educate pupils with various disabilities.

2.8 Passend Onderwijs and inclusion in the Dutch context

In 2005 Minister Van der Hoeven produced the report *Renewal of care structures in primary education. Parents' move*. (Notitie vernieuwing van de zorgstructuren in het funderend onderwijs. Ouders aan Zet, Van der Hoeven, 2005). Partnerships were designed to create comprehensive networks of primary education with a duty of care for their region in respect of the pupil. This resulted in a lot of changes. The 229 partnerships which existed under WSNS (Back To School Together) were reduced in 77 new partnerships Passend Onderwijs (Suitable Education) (See Figure 3), but this reduction increased the scale of the partnerships, and made cooperation between school boards more complex as Koopman and Ledoux (2013) stated. On top of that they noted, that not only the number of school boards who form the partnership were important but also their size. Larger school boards generally have more vigour and can better provide all kinds of suitable solutions than small school boards. The 'width' of the school boards can also be relevant. School boards that include many types of schools (for example, mainstream, special mainstream and special education) (See Table 1) may be able to operate more easily within the expectations of Passend Onderwijs than 'narrower' school boards. Koopman and Ledoux (2013) also noted that a further development resulting from Passend Onderwijs was that special education for pupils with intellectual, physical or multiple disabilities and long-term sickness and special education for pupils with serious behaviour problems were added to the partnerships whereas

Anna Maria Van Roij 201401850

in the past these forms of special education operated separate. In the long term, the partnerships should aim on a blurring of the distinction between these forms of special education and benefit from the expertise.

Moreover within the policy on Passend Onderwijs, the school boards are free to apply the support budget on all kinds of matters they desire to arrange support for pupils with special needs. That means that there are large differences between the regions. The freedom that the government has left in the Law on Passend Onderwijs also means that partnerships establish different priorities and visions (Groeneweg, 2015). The aim of introducing Passend Onderwijs was to increase the inclusion of children with special needs in mainstream education, reduce the number of home-sitters (pupils not receiving any education), achieve better allocation of scarce funding and move away from defining needs by a medical model to defining support needs by a social- or citizenship model (Van Roij, 2016). As stated previously a consequence of the medical model was the provision of the pupil-specific funding, the 'Backpack' with a budget for extra support that comes with the pupil with disabilities into the mainstream school (See Section 2.7). The 'Backpack' system reflected the funding mechanism for supporting the medical model of disability. As result of reduced expenditure and the shift to the social- or citizenship model which focuses on the problems caused by disabling environments, barriers and cultures (Oliver, 2004), a new funding model was introduced through Passend Onderwijs.

Van Roij (2016) noted a shift of attitudes about people with disabilities and their role in society. This shift from the medical model towards the social- or citizenship model is so substantial that it seems like a paradigm shift.

Van Genneep and Van Hove (2000) state that the citizenship paradigm associates with the perspective that every human being should reach a balance between independence and dependence. It is important to bring people to independence, even if the shift is small.

	Defect paradigm	Development paradigm	Social- or Citizenship paradigm
Human vision	Human with disabilities	Human with possibilities	Human with rights and obligations
Person status	Patient	Pupil	Citizen
Guidance	Take Care / Preservation	Train / Develop	Support
Place of support	Institute	Special facilities in society	Ordinary facilities in society
Social attitude	Segregation	Normalisation	Integration / Inclusion

Table 3: Paradigms of intellectual disabilities (Van Genneep, 2001)

Hughes (2001: 32) cannot approve this concept of citizenship in terms of autonomy, independence, prosperity and social and economic success, because this will inevitably remove people with disabilities from the public domain, confirmed by the segregation in Dutch education (Walraven & Andriessen, 2003; Kooiker, 2006). Grech (2009a: 38; in Goodley, 2010) argues that the ICF-model (International Classification of Functioning Disability and

Anna Maria Van Roij 201401850

Health) attempts to bridge the medical and social models by providing a bio-psycho-social model to achieve a synthesis. However, Goodley (2010) in his Global disability Studies noted that according to Barnes (2006), Pledger (2004) and Snyder and Mitchell (2006) the ICF-model only refers to social and relational factors like participation. In other words, in searching for universalism, definitions such as the ICF are in danger of ignoring the culturally specific foundations on which impairment and disability are created (Wendell, 1996: 14).

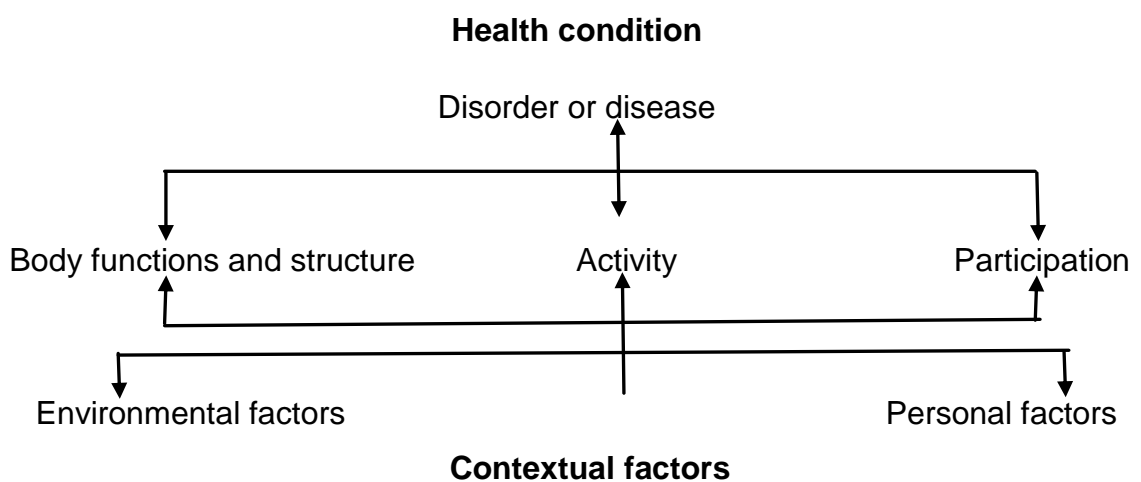


Figure 2: the ICF-model (World Health Organisation (WHO), 2001)

When the partnerships Passend Onderwijs were established in 2014, there were consultations leading to agreement with all municipalities of the region to create a broad preventative basis in education and social work for continued optimal support for children and families who need extra support and care. The slogan "One child, one family, one plan" embraces the ICF-model, which is based on interdisciplinary collaboration. The Transition Youth Care in January 2015 to decentralise this policy under the responsibility of the municipalities in their Social Domain, was meant to bring the youth services closer to education, Anna Maria Van Roij 201401850

which was absolutely the most significant chance for Passend Onderwijs.

However, since the policy Passend Onderwijs was only introduced for five months (August 1st, 2014) other matters needed more attention – distribution of scarce resources - organisation of extra support in education – more customisation within the region etc. (Ledoux, 2012).

In their research on the cooperation between education, municipalities and youth care, Smeets and Van Veen (2018: 13) formulate a number of success factors: Education, municipalities and youth care need a common vision, which underlies their common approach. Responsibilities, roles and mandates of the cooperating organisations must be formulated in a transparent way. New roles require additional expertise from professionals and mutual communication. Trust is the basis for quality and the periodical evaluations and necessary adjustments guarantee continuity.

2.9 Transitional arrangements

At the start of Passend Onderwijs (August 1st, 2014), all partnerships got a re-contracting obligation for the ambulatory guidance that started with the pupil-specific funding ('backpack') during the previous policy WSNS (Back To School Together) (See Section 2.7). These 'backpacks' were still financed by the government for an extra two school years 2014-2015 and 2015-2016. The ambulatory guidance and the salaries of these teaching staff were the responsibility of the school boards for special education. Within Passend Onderwijs all the Dutch partnerships also had an obligation to allow these staff to be employed until July 31st, 2017 and to pay the salaries out of their support budget. After this date they became the responsibility of their own school board

Anna Maria Van Roij 201401850

again. This was laid down in a tripartite agreement, required by the government. Through the ambulatory guidance, which started in 2003 together with the pupil-specific funding, it seems that the expertise from special education contributes to inclusivity (Barton, 2003: 14). However with the introduction of Passend Onderwijs this should be questioned. As stated previously the 'backpack' also meant that the pupil had the right to demand a place in special education. As a transitional period this right remained for two more school years after the start of Passend Onderwijs (August 1st, 2014). Similarly partnerships remained paying mainstream schools for these 'backpacks' out of their support budget, to ensure that mainstream schools could continue to fund the support arrangements for these pupils with SEN. This way partnerships also prevented parents claiming an expensive place in special education for their child. So, in the eyes of many partnerships, the new policy 'Passend Onderwijs' only started on August 1st, 2016 when this transitional period ended.

Moreover, during WSNS (Back To School Together), an open-end financing was created by the pupil-specific funding (See Section 2.7). Some regions made more use of this funding than others, resulting in substantial differences arising in the support budgets. With the introduction of Passend Onderwijs, the government wanted to put an end to this inequality by ensuring that the budget that had been established on the basis of all additional care formation for special education, special mainstream education and pupil-specific funding was distributed evenly across all regions in the Netherlands based on the number of pupils. This equalisation has taken place over the last five school years, each year with an increase of 20%. Equalisation to distribute the support budget

Anna Maria Van Roij 201401850

equally between all pupils in Dutch primary education does not take into account historical differences in the use of special education facilities (Ledoux, 2016). More use of special education within a region must have a specific reason for example, the concentration of disadvantaged indigenous pupils in the region. Besides Passend Onderwijs the Netherlands also have an education deficit policy, but this extra budget is mainly for children from migrant families. Disadvantaged indigenous pupils receive extra funds through a weighting of either 1.3 or 2.2 based on the education level of their parents. However, this only applies if both parents do not have a qualification for the labour market.

Also of importance is the issue that the WSNS (Back To School Together) partnerships only consisted of mainstream education and special mainstream education. For Passend Onderwijs two further special education clusters, 3 and 4 have been added to the partnerships. Special education cluster 3 is for pupils with intellectual and physical disabilities and for pupils who are long-term ill, and cluster 4 is for pupils with serious behavioural problems or psychiatric problems. As stated previously pupils in special education involve extra costs. On top of the basic funding paid by the government for every pupil additional funding (care formation) for any agreed Eligibility Statement for special mainstream education and special education is provided by the partnerships. Special mainstream education belongs to the 'light' support, which is funded by the government for 2% of the pupils. When a partnership refers more than 2% of their pupils to special mainstream education any additional place of €5,000 should be financed from the support budget that is intended for the 'light' support of all pupils in mainstream and special mainstream education. If

Anna Maria Van Roij 201401850

participation in special mainstream education remains below 2%, the remaining budget for this care formation can be used in mainstream education (See Table 1). Special education belongs to the 'heavy' support, and the extra costs depend on the extent of the special needs Category 1 - €10,000, Category 2 - €15,000 and Category 3 - up to €23,000 per pupil (See Section 4.2 and Table 11). Category 3 refers to children with (multiple) complex and profound disabilities who need a place in a Mytyl- or Tytyl school (See Section 2.10).

2.10 Mytyl- and Tytyl Schools

Mytyl- and Tytyl education are adapted education forms for children with (multiple) complex and profound disabilities. The names Mytyl en Tytyl have been taken from the fairy tale "l'Oiseau bleu", of Maurice Maeterlinck (1905). Mytyl and Tytyl are the children from the fairy tale who search the blue bird for the seriously ill daughter of their neighbour. Pupils can attend primary and secondary education at a mytyl school at an individual teaching place. At a mytyl school, education is also possible for children with a light intellectual disability. A tytyl school offers education to children with multiple complex and profound disabilities with an IQ between 30 and 60. In mytyl- and tytyl education a lot of attention will be paid on the development of the independence of the pupil. Depending on the individual capacities, the pupils will be prepared for further education, regular work and independent or assisted living. At mytyl- and tytyl schools certain therapies are offered during classes, so that the pupils do not have to go there after school. The first Mytyl School in the Netherlands was founded in 1947 as a result of making war victims capable for labour out of Anna Maria Van Roij 201401850

economic motives. Also the disgust about Hitler's 'Übermensch' thought influenced the moral code. During World War II, Hitler first exterminated the people with disabilities. In 1971 Ariane Ranitz established the first Tyltyl department (Broekaert et al., 2010).

Since Passend Onderwijs and the ratification in the Netherlands of the UN Convention on the Rights of persons with disabilities in 2016, there has been a shift from compulsory education to the right to be educated. The partnership is now involved in discharging children with multiple complex and profound disabilities for compulsory schooling together with the municipalities, because they pay for the Youth Care. For pupils with multiple complex and profound disabilities, more and more learning rights were being claimed instead of compulsory school exemptions. These pupils went to a mytyl- or tyltyl school. Special education in these schools is not only financed by education but also by municipalities, health insurances, personal budgets. Some partnerships involved teachers in care units for children with multiple complex and profound disabilities. Many of these pupils were not considered when setting the support budget in 2013 by the government.

2.11 Home-sitters

Since the start of Passend Onderwijs, the partnerships have been involved in the issue of compulsory school exemptions. For home-sitters, coordination was needed between compulsory schooling and the medical youth care. Some of these children do not go to an education institution and remain home-sitters. Where the partnership is not sufficiently aware of these children, it cannot take any measure to create a suitable place in education, which is actually the main

Anna Maria Van Roij 201401850

target of the policy. Often care farms are responsible for the development of these children. Many of these care farms in nature are agrarian and so generate a low income. To increase income they have started to cater for children with disabilities. Likewise for pupils with psychiatric problems it is not always possible to attend school full-time, so partly they remain home-sitters. By adapting regulations it is now better possible to attend part-time education or education at a location other than a school (Ledoux et al., 2020).

Also giftedness is a cause for staying at home without a suitable place in education. In the Netherlands Leonardo schools are founded. This is Dutch education that started in 2007 for gifted children aged 4 to 12. Jan Hendrickx is the initiator of the Leonardo primary schools. Leonardo education is more in line with the style of thinking and learning of gifted children. Besides Leonardo primary schools there are talented profile schools and plus classes. In these classes, gifted children get a different form of education (Desain, 2008). A Leonardo School offers the children learning material that suits their interests and intelligence and lots of room for their own input in the programme.

2.12 Allocation models

Each partnership has the task to organise its own system by which each pupil will be offered suitable education (Van Luijn & Rijssenbeek, 2012). As noted by Van Roij (2016), it is a task for schools and school boards to create a continuum of educational support. The various Dutch educational councils distinguish three distribution models: the school model, the expertise model and the pupil model (Education-Councils, 2011):

Anna Maria Van Roij 201401850

1. *School model*

Resources are distributed under school boards/schools on the basis of the number of pupils. Barriers in learning and participating will be reduced for all pupils, not only for those with disabilities or specific support needs (Booth & Ainscow, 2009). The target is to be able to shape the pedagogical mission of education, namely to encourage the personal formation of pupils, also with a view to their participation in a democratic, multicultural society (Ten Dam et al., 2004). Passend Onderwijs is not only about academic skills, but also about social relationships, emotional skills and the ability to function independently (Huijgevoort, 2012). Mainstream schools, which include pupils from special education, receive extra money that can be used for class size reduction or extra help in the classroom (Dekker, State Secretary for Education, 2014).

When a pupil is referred to a special school, the mainstream school stays responsible. The school board pays for the additional support at the special school out of its resources (Franke, 2008). School boards are autonomous, also in their choice for a social/citizenship- or medical model of disability (See Table 3). In each school board the money can be used in different ways, because the budget is no longer child-specific. This is not always in favour of the child that needs the funds (Niessen, 2016).

How the money for Passend Onderwijs is spent, is unclear, because there is hardly any monitoring on the way in which cooperating

mainstream schools organise the extra support (Vleugels, 2016). Swanet

Anna Maria Van Roij 201401850

Woldhuis of Parents' Association Balans, cited in Vleugels (2016), stated: *'For parents it is not transparent how the money reaches pupils. Before Passend Onderwijs there used to be pupil-specific funding, the 'backpack'. Now Schoolboards spend the support money on issues they find important. The only thing we know for sure is that there are still too many children who drop and do not get Passend Onderwijs'*. Woldhuis finds it alarming that bureaucracy is growing, and no one has any control on the spending of the support-money.

2. *Expertise model*

The partnership establishes a network of special facilities and regulates the nature, scale and funding. This network consists of special education and in-between facilities, which are guided by special education and intend to take care of pupils on a temporary basis. They will benefit from a short-term, intensive supervision, after which they can be replaced again within mainstream schools (Van Roij, 2016). Support is the sum of all activities that strengthen the capabilities of a school to respond to the diversity of pupils. Inclusive principles (Booth & Ainscow, 2009) give a school an important position within the covering support network in a partnership.

An important idea behind inclusive education is that children with disabilities would have more opportunities for social contacts in a mainstream school. For 75% of the children with disabilities inclusive education seems a success (De Boer, 2013). The capability approach provides a new and important framework for reconceptualising

impairment, disability and special needs. What matters is the scope of the full set of capabilities one person can choose from, and the role that impairment and disability play in this set of freedoms (Terzi, 2005).

However vacancy of places or supply create demand, which slows down the research on priorities for the development of inclusive education (Van Roij, 2016).

3. Pupil model

Support resources will be available based on individual effect focused diagnoses and the approach that is needed. This means that a medical model is all-pervasive, with the professional experts in control of service provision, while the pupil with special needs is regarded as 'the problem' (Oliver, 2004). In addition it is not easy to link the amount of money to the support question, and there is a risk of creating an open end funding (Van Roij, 2016).

2.13 Teacher training

Teachers are required to recognise, and respond to, the difference and individuality of each child (Shaw, 2019). Crucial skills and qualities are: dealing with all pupils, associate with and starting from differences and shaping inclusive education (Van Veen et al., 2016). Engaging with children in meaningful ways can enable teachers to better understand young children's perceived multi-faceted notions of inclusions as they experience it within educational activities (Shaw, 2019). Culture creates language, but language also creates culture. The way in which staff members speak about pupils and their parents for example, will also be reflected in the way teachers shape their

Anna Maria Van Roij 201401850

work, support and accompany pupils and engage with parents (Schuman, 2013).

Research by Skiba et al. (2005) shows that the chance of children having special needs, increases when parents have a low social economic status. Children from disadvantaged groups are internationally overrepresented in special education (Gabel et al., 2009). The school advancement tests of one third of these children are poorly rated, and they seem to be wrongly classified as Mildly Mentally Retarded (MMR) by education (Blair & Scott, 2002). The future of a child depends more on the background of the parents, than on education. Better situated parents are often able to give their child a good basis, and if it is necessary they also can pay for education and extra support (Van Willegen & Teeuwen, 2019). Similarly in the annual report, 'The State of Education' (2016-2017), the inspection of the education puts the case that social and economic segregation in education increases. Segregation covers not only social and economic aspects, such as highly educated parents or pupils with a migration background, but also affects pupils with a disability. The report does not talk about inclusive education. In the Netherlands there are schools who consciously choose for inclusive education, but yet there is no inclusive education system in the Netherlands (Jonk et al., 2018).

Moreover the introduction of Passend Onderwijs on August 1st, 2014 did not wait for increasing skills of teachers. Although the minister of education (Van der Hoeven) introduced the duty of care already in 2005, there still was a lack of preparation, in specific skills of teachers. Class sizes are too big, and funding for extra support for children and teachers does not always reach the

Anna Maria Van Roij 201401850

classroom. Van der Meer (2011) stated that school boards may only realise a duty of care if they can rely on directors and teams of teachers who are capable to take on the responsibility for the education of (almost) all pupils. Director and school team can only manage this duty when it is completely clear what is expected of them, and when they are sufficiently prepared for that task. Pijl and Frissen (2009) noted that forced introduction of the duty of care as with Passend Onderwijs in the Netherlands, will lead to setting up all kinds of emergency links in schools, which suggest that all pupils get suitable education. Pupils with disabilities will be entrusted for a large part of the school day to a teacher assistant. So from the outside the school seems to take the duty of care seriously, but in fact the least qualified teachers take care of possibly the most complex pupils (Batstra & Pijl, 2011).

A thematic case study into how teacher training in the Netherlands has responded to the introduction of Passend Onderwijs by Van Veen et al. (2016: 100-136) shows that institutes choose a common competence profile. 'Inclusive competent' is the common dot on the horizon. Passend Onderwijs is part of a movement towards a more inclusive society. Still, in the Netherlands the term 'inclusion' so far is avoided. Within education, there is a hesitation to talk about inclusive education. So, the government called the latest education policy, Passend Onderwijs. And while education was expected to become more inclusive, it was not the main task of the policy. The target is to create a suitable place in education for all pupils either in mainstream or in special education. 'Passend' (suitable) does not cover the load of inclusion and cannot associate with international trends. Because the funding of the extra support is budgeted,

Anna Maria Van Roij 201401850

Passend Onderwijs is financial coloured, whereas the task actually is based on a social vision.

The attachment 'Master of Educational Needs' is added to the teacher training, however Passend Onderwijs as a concept does not occur in it. Teacher-students must develop a professional identity and a personal vision, which aims at designing education which is based on diversity and that fits the requirements of today's professionals. Otherwise Passend Onderwijs will only be a potentially promising development put into an existing structure, whereby nothing changes. Students must have some amazement, out of the box thinking, an open view, knowing that it can be different (Van Roij, 2016). What stands out is that many teacher training courses do not yet focus on attention to the full range of SEN such as support for pupils with physical and intellectual disabilities. For developing a more inclusive learning environment, it is very important that this attention is realised in the curriculum of the initial teacher training (Van Veen et al., 2016). It could be concluded that the development from integration into inclusion seems not to have occurred in Dutch education. The Dutch Government only used the term integration over the last few decades, and the Elaboration Note Renewal of Care structures Primary Education (Uitwerkingsnotitie Vernieuwing Zorgstructuren Funderend Onderwijs, OC&W, 2006) does not use the terms, not inclusion or inclusive education (Schuman, 2007). The Netherlands still hardly know really inclusive schools, as quoted by interviewees of the four types of teacher training colleges for primary and secondary education, senior secondary vocational education, (secondary) special education and universities for the grade one sector (Van Veen et al.,

Anna Maria Van Roij 201401850

2016). So in their training practice students hardly see inclusive education. They are confronted with something different than that which is propagated on the teacher training course for inclusion-able teachers. Theory does not match with the daily practice in a school. The experience that students gain during their internship does not fit inclusive education and the competence is not sufficiently practiced.

Consequently, the Dutch Government has allocated money to strengthen the cooperation between teacher training and schools where students practice their future job as a teacher. In addition, there are trends like action focused learning. Teachers compose group plans, in which they organise their group on three levels, excellent pupils, pupils who perform adequately in accordance to the curriculum and pupils who need additional support. In the teaching methods the lessons are arranged on these three levels in line with the curriculum and the standard subject-annual system. This subject-annual system is increasingly in doubt. Differentiation to three levels but still requiring pupils to follow the full curriculum is doomed to fail when holding it to the light of inclusive education.

Finally, it is recommended that the cooperation of teacher training courses and schools in the coming years aims at the area of special education care (Van Veen et al., 2016: 133). This serves not only the purpose of a better vocational preparation on the practice of Passend Onderwijs, but also leads to a cooperation between teacher training and schools in the area of professionalisation of novice and more experienced teachers in the field of education to pupils with additional support needs. Kuiper (2015) noted that teachers, educated on university, bring scientific insights within primary

Anna Maria Van Roij 201401850

education. To deal with problems in practice they collect data and connect these with the theory to improve the situation. Without any doubt education will be moving forward and find solutions.

The children's national ombudsman (mediation man) or ombudsvrouw (mediation woman) is an impartial complaint practitioner which either solicited or unsolicited performs research into the legality of attitudes from governments or from private institutions and companies. The Dutch mediation man/woman does not wait for solutions in the future. Children have the right to be educated and Passend Onderwijs has to take care of suitability and quality today (Vreeburg-Van der Laan & Wiersma, 2015: 25).

2.14 Key questions this research sets out to answer

Teachers will find the power to make a success of inclusion in their classroom, when the primary process gets the required attention. In most countries the class size is limited up to a maximum of 25 pupils. In the Dutch model however there is a supporting shell of escorts, managers, experts, committees, directors etc. around this classroom. There are no limits on the number of pupils per class. It is ironic that in this only the Fire Department has the power to draw a border from the point of view of safety (Groeneweg, 2015).

In Belgium / Flanders a similar process can be observed, but here the policy is centrally controlled and equivalent in the entire area (See Section 2.5). The Netherlands has not taken into account the experience of other countries, but chose its very own system of Passend Onderwijs, and within this policy decentralisation is crucial. As discussed partnerships can plan the education for

Anna Maria Van Roij 201401850

pupils with additional support needs itself with the support budget, they get from the government on the basis of the number of pupils. There are differences in approach between regions, because different views are developed on the education of pupils with additional support needs. Also is not centrally controlled how the money should be spent. It is allowed that partnerships funnel the support funds on to the underlying school boards. The progress is severely limited, and for every change a lot and often prolonged discussion is needed (Groeneweg, 2015).

As explained earlier, Passend Onderwijs is expected to offer pupils the support they need mainly in mainstream education (Van Roij, 2016). This is arguably a laudable aim but is it being achieved? Has its introduction ensured the appropriate allocation of what are scarce resources? Given it was set up to try and better manage increasingly scarce funding, is it achieving this? Are the culture and care for educational quality promoted within the basic support in mainstream education? Do any of the allocation models (See Section 2.12) show evidence for being more cost-effective in the application of the fixed budget in terms of offering the support that pupils with special needs require, but in a mainstream setting? Are the needs of home-sitters and children with multiple complex and profound disabilities more appropriately met by the introduction of Passend Onderwijs? These are the questions this research sets out to answer, and in so doing offer recommendations for future promotion of a strong education system with appropriate opportunities for all children. There is a view that there should be no commissions, no overarching board, and especially no unnecessary bureaucracy and overhead (Minderhoud, 2011).

Anna Maria Van Roij 201401850

My research will use a pragmatic qualitative mixed methods approach in the analysis of evidence collected to support or reject the assumption that there appears to be a direct correlation between the allocation of the fixed budget and participation rates of children with SEN in special mainstream and special education. This evidence will be based upon analysis of quantitative data of pupil numbers and percentages per partnership in mainstream, special mainstream and special education, the latter divided in three care categories, showing the impact of Passend Onderwijs in the way partnerships cater for children with SEN. Analysis of the quality control of the Inspection of Education of the school boards who form the partnerships and the national policy around the education reform 'Passend Onderwijs' will provide details on the quality of the support, the culture, accountability and communication with stakeholders.

3 Methodology

3.1 Introduction

What this thesis has highlighted so far is the change in the Netherlands brought about by the introduction of Passend Onderwijs to the restructuring of how school finances are allocated and managed. As the policy 'Passend Onderwijs' is decentralised, it gives partnerships considerable freedom to organise the support offered and to comply with the duty of care (See Section 2.4) within a specified budget. Of more specific interest, within Passend Onderwijs, is identifying the implications for any given financial allocation model, 'School', 'Expertise' or 'Pupil' (See Section 2.12), with respect to promoting inclusion. My research aims to understand the effect, if any, that a particular financial model of allocation employed with the introduction of Passend Onderwijs has had on inclusion or reducing the number of pupils in special education or who presently stay at home without any education. To be more precise, research of the developments around the main goals of Passend Onderwijs is a process of collecting data and using the data to discover facts about possible more inclusion and less segregation in Special Education. Data, published on the website of the Dienst Uitvoering Onderwijs (DUO; Service Accomplishment Education) detail the participation rates in special education, the number of pupils in mainstream schools and the number of pupils in the partnerships during the first five years of Passend Onderwijs.

Unlike the situation during Weer Samen Naar School (WSNS; Back To School Together) partnerships are now also monitored by the Inspection of Education to ensure they provide a coherent set of support facilities within and between

Anna Maria Van Roij 201401850

schools. The intention being that pupils then can experience a continuous development process and pupils who need additional support, get the best suitable place in education. This is a condition for being able to live up to the duty of care by the school boards and therefore for the success of Passend Onderwijs. The Inspection connects the supervision on the partnerships with the educational practice and the supervision on the schools. School boards are judged by the Inspection on their financial management, and they are accountable to the partnership on the way they use the budget for extra support. In the valuation framework for partnerships the Inspection distinguishes: Educational Results, Quality Care and Ambition, and Financial Management. Reporting is effective when it contributes to better education in the Netherlands (Inspectie van het Onderwijs, 2017/2018). These reports are published on the internet, and they give information about the quality and the level of the basic support in mainstream schools and how school boards have changed during the first six years of Passend Onderwijs. However, because of the decentralisation I am also interested in the reasons behind the choices and ideologies of the partnerships which possibly have led to changes in the data provide by the DUO (Service Accomplishment Education). Research in these areas involve listening and learning from coordinators about their experiences, beliefs and values. I need to talk with them, ask questions and interpret what I have learned. By planning and acting this way I am using a 'pragmatic' approach and give myself the freedom to use any of the methods, techniques and procedures associated with quantitative and/or qualitative research (Bahroz, 2017). Each partnership has built their own version of Passend Onderwijs, reflecting their own passion and ideals in meeting the needs and

Anna Maria Van Roij 201401850

providing the suitable support for the most vulnerable pupils and the everyday experiences of all children in primary education. It is my aim to provide an analysis of possible changes to inclusion created by the introduction of Passend Onderwijs together with a rich and credible account of the experiences of a number of the coordinators involved in its implementation so as to ascertain if there is any link between them.

Given my involvement with Passend Onderwijs from its inception it is essential to recognise that my 'positionality' is embedded in my research, my beliefs, values and tendencies to see things in particular ways. I cannot 'delete' these parts of myself (after Scaife, 2013: 2). Even if things are bracketed or accounted for, there is still unconscious bias, because of passions when implementing Passend Onderwijs in my own region, Zeeuws-Vlaanderen. As such I cannot simply distance myself and my perspectives from the research. Hammersley argues:

This follows from the fact that researchers are human beings, that they themselves belong to society and will therefore have their own common sense assumptions, political views, and personal preferences. (2001: 99)

Therefore, it is important to attempt to understand the insights of the coordinators of the partnerships Passend Onderwijs. It will enrich my research and its outcomes. Because I only have experience with one partnership in Zeeland, my insights on the implementation of the policy Passend Onderwijs could be biased. Therefore, the interviews with coordinators from other provinces will enable me to learn about other options and ideas and established by partnership which they view as best supporting the educational situation of their region. I strive to always interpret the interviewees' views correctly, and

Anna Maria Van Roij 201401850

checking with them that my interpretations match theirs will be essential to maximise the integrity of my analysis.

3.2 *Ontological and epistemological assumptions*

My main research question (MRQ) is based on ascertaining if there is a link between the choice of a model for the allocation of the fixed budget, the basic support employed under Passend Onderwijs and the promotion of inclusion. Decentralisation is a given, so I am also interested to know if there is a wide variation in allocation models (See Section 2.12), and whether there is a correlation between these and the support for inclusion. Pragmatism allows me as a researcher to view and use multiple ontological positions. It flows from an ontological stance that is located in the middle of the objectivity – subjectivity continuum (Maarouf, 2019). The main goal of the quantitative part of the research is to measure causal relationships using a value-free framework (Johnson & Onwuegbuzie, 2004; Sale et al., 2002; in Maarouf, 2019), the amount of participants in Special Education, and how it has changed in number and percentage during the first five years since Passend Onderwijs was introduced. Quantitative data cannot be influenced by the researcher, they reflect the actual position with respect to the number of pupils.

In particular the DUO (Service Accomplishment Education) provides data on the numbers of pupils in all Dutch schools. In every school year October 1st is used as the counting date for all Dutch schools in primary education. The data on the numbers of pupils in all Dutch schools are accurately published on the website of DUO per school together with the information to which school board and

Anna Maria Van Roij 201401850

which partnership the school belongs. The data for mainstream education, special mainstream education and special education (See Table 1) are shown separately, as they are separate schools. In this way my measurements of the participation rates in special education can be validated in numbers and percentages.

Empirical evidence alone, however, can never provide definitive answers to policymakers' 'what works?' question. I am seeking to find the truth about 'what works' which is what a pragmatic researcher is looking for. The purpose of using qualitative methods is to discover the reality through investigating the social actors' perceptions. Qualitative methods help to gather the information that will be analysed to create a theory that will be tested through quantitative research (Maarouf, 2019). The qualitative analyses of the views of the coordinators about their choice of a financial model can provide the insight into their passion to make a success of Passend Onderwijs. Whether there is a link between the choice of an allocation model and the promotion of inclusion, will be provided through a combination of the qualitative analysis and the quantitative results showing participation rates in special education. Because of the decentralisation of the policy, I am dealing with the construct of the experienced reality of the different partnerships. This explains my choice for pragmatism. The pragmatist epistemology does not view knowledge as reality (Rorty, 1980; in Kaushik & Walsh, 2019). Rather, it is constructed with a purpose to better manage our existence. Pragmatism focuses on the nature of experience (Morgan, 2014a; in Kaushik & Walsh, 2019). Knowledge and reality are based on beliefs and habits that are socially constructed (Yefimov, 2004; in

Anna Maria Van Roij 201401850

Kaushik & Walsh, 2019). The outcome of my research is my analysis and interpretation of the participant's stories (Scaife, 2019: 28) about their experiences with the organisation of the partnerships Passend Onderwijs. The reality is not static – the system change evolves because of this latest education policy (Kaushik & Walsh, 2019).

3.3 Positionality

My research will be part of the long-term evaluation of Passend Onderwijs from 2014 until 2020. Three partnerships of Zeeland together with the south-west part of the national Reformed partnership, ten partnerships of Noord-Brabant and six of Limburg participated in this research. The region where I live and work, Zeeuws-Vlaanderen is located in the province Zeeland. I have selected the three southern provinces of the Netherlands (See Table 4; Figure 3 and Figure 4).

Areas of the Netherlands	Partnerships	Map ref	Number of School Boards	Number of Schools	Number of Pupils
Zeeland	PO0001		20	31	5,566
	PO2901/2902	67/61	20	140	18,435
	PO2903	71	8	47	6,590
Noord-Brabant	PO3001	66	7	44	8,623
	PO3002	62	9	74	13,445
	PO3003	64	24	135	34,163
	PO3004	63	14	91	23,287
	PO3005	58	24	125	27,800
	PO3006	59	12	104	19,338
	PO3007	69	13	81	22,189
	PO3008	68	21	114	25,048
	PO3009	70	7	83	16,497
	PO3010	60	10	51	10,361
Limburg	PO3101	65	17	117	21,303
	PO3102	73	10	68	12,102
	PO3103	72	7	32	4,984
	PO3104	74	5	48	9,803
	PO3105	76	9	64	11,994
	PO3106	75	6	75	16,799

Table 4: Partnerships of school boards participating in this research



Figure 3: Partnerships Primary Education in the Netherlands

Anna Maria Van Roij 201401850

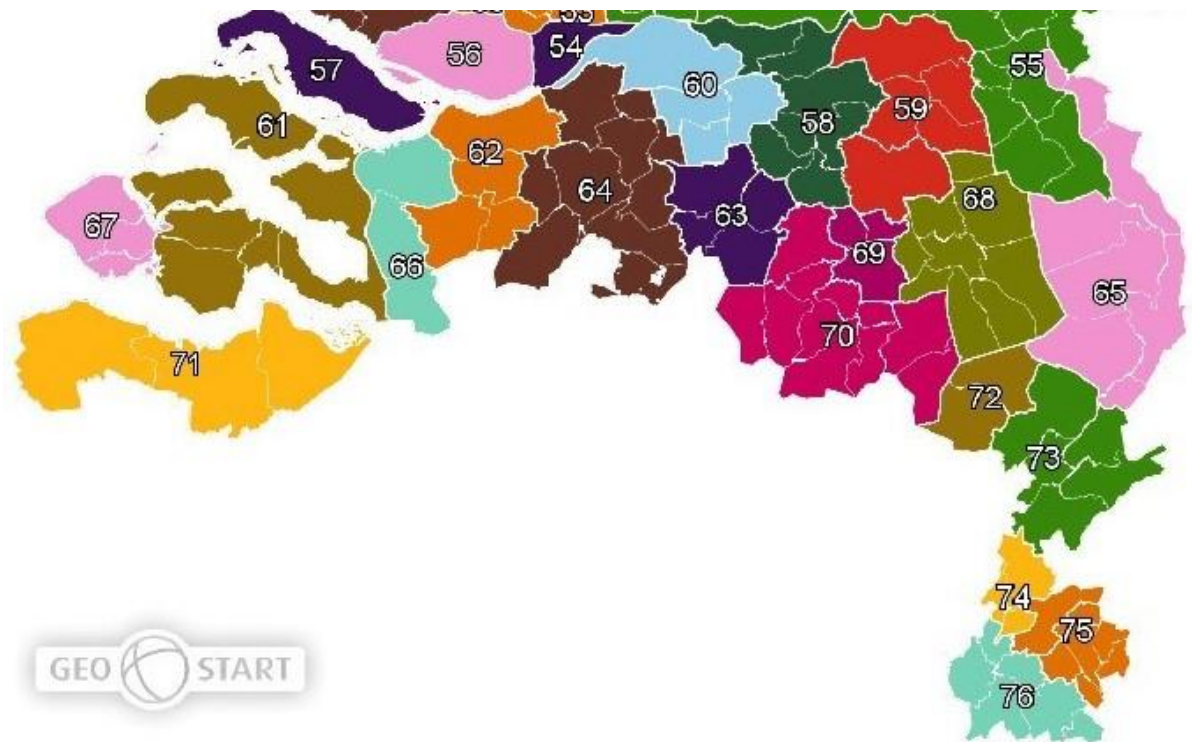


Figure 4: Partnerships participating in this research

I have been working for 32 years in primary education in Zuiddorpe, a small village in Zeeuws-Vlaanderen. Currently I am working as a language trainer in Terneuzen, educating the Dutch language to highly skilled foreigners by customised individual courses or small group courses. Education is not only my profession, but I also believe in a lifelong learning to improve the quality of that profession. Specifically from 2010 until 2015 I was working as a policy officer in the Partnership PO2903 Zeeuws-Vlaanderen. Supporting the introduction of the Passend Onderwijs-policy in this region makes me an ‘insider’. The choice for this research also proves my passion for the design of education, which is based on the best interests of the children. There is nothing new about practitioners operating as researchers. However, I am aware of the fact that dearly-held views and practices might be challenged by the research evidence,

Anna Maria Van Roij 201401850

which might mean a radical change of my beliefs (Bell, 2005). However, my positionality recognises that I am part of the social world that I am researching, and it will as a minimum allow others to identify 'where I am coming from' and the lens through which my research has been conducted (Holmes, 2020). I do not want this to invalidate my research. My choice for a pragmatic mixed methods approach allows me to deal with the observable or unobservable knowledge (Maarouf, 2019). I recognise both the limitations of a purely qualitative paradigm, and the worlds of experience and understanding that social scientists fail to see if they define research as purely qualitative and/or quantitative, as though those categories and that division encapsulate all human beings are capable of knowing (Mason, 2006). By research on the number of participants in special education I can present an objective analysis of numerical data and by interviewing the coordinators I will be able to use the qualitative data to help understand the decisions behind the financial organisation taken by the partnerships to provide the extra support for teachers and their pupils. My interviews are semi-structured and to avoid my positionality influencing what questions are asked, I developed the underlying questionnaire (See Appendix 2) in a pilot with a focus group of seven coordinators of partnerships from the three southern provinces of the Netherlands. Positionality represents a space in which objectivism and subjectivism meet. To achieve pure objectivism is a naïve quest, and I can never truly divorce myself of subjectivity. I can strive to remain objective but must be ever mindful of my subjectivities (Bourke, 2014). Very little research in the social or educational field is, or can be, value free (Carr, 2000, in Holmes, 2020: 2) and I understand that the subjective contextual aspects of a researcher's positionality, or

Anna Maria Van Roij 201401850

'situatedness', change over time. This is evident by the fact that the interpretations from various regions during my interviews providing insights into the current situation of education in the Netherlands, will broaden my personal knowledge and my ideas around inclusion and the best interests of the child. As such I realise that my views on the nature of the things, beings and processes that I study over a period of five school years will inevitably evolve and change.

Children's best interests will be served when teachers take into account their needs and listen to their voices. They need education which leads them to greater inclusion in the community in later life and makes it possible for them to participate in society (Pirrie, 2005). We live in a time of growing 'super-diversity', a time with a growing number of big cities where everyone is a part of a minority (Vertovec, 2007; Lucassen & Walraven, 2013: 68). Crul et al. (2013) offers a new vision on integration, he sketches a scenario of empowerment and hope, building on the energy of emancipation of minority groups, and using education as a key to emancipation. Parents mention social participation often as the main motif of their desire for integration (Beumer & Hijman, 2004). People with positive relationships are better off in many ways: they are physically and mentally healthier, less depressed and live longer than people without those relationships (Van Leeuwen et al., 2008, 173). De Boer (2012) notes that for 75% of the children with disabilities, inclusive education seems to be a success. However, rejection by classmates can lead to adjustment problems. In my view parents and children should be allowed to express their preferences in which mainstream education will be the priority. But there always must be a choice.

Anna Maria Van Roij 201401850

For most children the support in mainstream schools will be suitable and others will find a suitable place in special schools (Farrell, 2000). This reflects the aim of Passend Onderwijs.

3.4 Pilot

In the design of a research it is useful to have a 'story' about relationships between phenomena, or rather 'an expected outcome'. A study of a link between the method of allocation of the support budget by the partnerships and the participation rates in special education will therefore preferably evolve from the formulated education policies and their resulting ambitions and thus from expected findings. Starting with a pilot then is reasonable (Korsten, 2011). As noted above I performed a pilot-research for my thesis, in order to develop a questionnaire (See Appendix 2) for the qualitative part of it. Careful piloting is necessary to ensure that all questions mean the same to all respondents (Bell, 2005). I composed a concept-questionnaire (Appendix 4) and discussed that with a group of coordinators of partnerships of the three southern provinces of the Netherlands. My target was to focus the questionnaire on the current practice of Passend Onderwijs and if there appears to be a direct correlation between the allocation of the fixed budget and participation rates in special education. While pilots can be used to refine research instruments such as questionnaires and interview schedules, they have greater use still in broader and highly significant issues such as research validity, ethics and representation (Sampson, 2004). De Bruïne et al. (2011) value the active involvement of the stakeholders in the research, as Jacobs and Murray state:

Anna Maria Van Roij 201401850

Research assumes the active engagement of the stakeholders, such as the community, in the research, and a multiple-level process of reflection in order to evaluate and increase the critical understanding of the participants. (2010: 319)

The coordinators made me look critically at the research question for my thesis.

What do you want to research exactly? Are the results of the change in accounting policies, Passend Onderwijs, only positive when the participation percentages in special education decrease, and mainstream education caters for more pupils with special needs? Should the quality of education be measured in this way? What can be done, to great effect, is to utilise these pilot discussions by subjecting them to thorough coding and analysis in conjunction with a consideration of the theoretical or practical questions the research is designed to address. In the course of such analysis omissions and deficits inevitably emerge and unnecessary data also becomes evident (Sampson, 2004).

To further understand the role of the coordinators of the partnerships, their critical questions led to me adding a question about the widening of the basic support within mainstream education. After all the partnership depends on the performance of the schools where it concerns the realisation of the additional support. In order to measure this issue, I will use the inspection reports on development of the extra support in mainstream education from 2014 up to 2020. In its supervision the Dutch Inspection of Education distinguishes, by law, regulated validity requirements and quality issues of school boards and schools. Validity requirements are objective and as much as possible, regulated at the level of the statutory general quality standards.

Anna Maria Van Roij 201401850

As my expertise arose from the introduction of the policy, not from the actual implementation in the practice of primary education my extensive conversation with the coordinators of the partnerships enabled me to better understand the organisation of the partnerships. The coordinators not only focused my attention on the quantitative data, but above all on the quality of education. Through the analysis I made of my concept and the feedback, I developed a questionnaire (See Appendix 2) to perform a semi-structured interview for the qualitative part of my thesis. It is better to meet the coordinators, talk with them and create room to ask for more details. My emphasis on closed questions disappeared, and more open questions were formulated. Open questions provided the most opportunities to encourage the participants tell their own stories to ensure they come through in the data (Bourke, 2014). Focus group participants in particular affected the composition of my questionnaire from different frames of reference, and they looked at my questions through the eyes of a participant in my future thesis. This questionnaire is focused on the research question to identify a possible link between the allocation of support resources, the widening of the basic support and the participation percentages in special (mainstream) education.

As explained earlier the coordinators in the focus group of the pilot inspired me with their passion. I have listened to many stories and encountered a diversity of establishments of a partnership. It enabled me to reflect on my research, and to make the connections between the broader theoretical literature of the policy and my findings on the research questions (McLaughlin, et al., 2008). In establishing this evaluation project of the introduction of Passend Onderwijs I

Anna Maria Van Roij 201401850

believe this pilot work was invaluable. Not only did it help me to minimise my observer bias to the degree necessary to enhance my research, but also it enabled me to determine the best course of action in establishing access and maintaining good fieldwork relations.

3.5 Methods

As discussed earlier the answer to my MRQ requires quantitative measurements of participation rates in special education. I approach this quantitative part with the information from the Ministry of Education, Culture and Science. All figures are published on the website of DUO (Service Accomplishment Education). The service provides the data about the participation rates in special mainstream education and special education by providing the numbers of pupils of every individual school and the numbers of pupils in the partnerships (See Section 3.2). Demographic shrink means a decrease of all pupil numbers, in this research I will always use percentages, when I judge the participation in special education. The budgets of the partnerships are based on the total number of pupils in the partnership, so demographic shrink also means a decrease in the support budget. Data from the past five school years give a reliable analysis and evaluation from the start of Passend Onderwijs at August 1st, 2014 until the current school year, 2019-2020 and indicate whether there might be any link between the choice of an allocation model for the support budget and changes in the participation rates in special education.

Anna Maria Van Roij 201401850

In addition to the quantitative data I also require an analysis of the partnerships. This qualitative part of my research includes a critical analysis of the organisation in the partnerships and the national policy around Passend Onderwijs. By quantitative and qualitative research I seek to understand the actual state of affairs with regard to Passend Onderwijs, and both can have a significant and mutually fruitful contribution (Polit and Hungler, 1999, in Opie & Brown, 2019). Van Thiel (2007) indicates the use of triangulation as a proven way to counteract degradation of reliability and validity. By choosing a mixed method design with multiple sources and methods this will be met. If I measure the same phenomenon from different angles or positions, I will get a more accurate reading or measurement of it. At its best, the concept of triangulation – conceived as multiple methods – encourages me as researcher to approach my research questions from different angles, and to explore the intellectual puzzles in a rounded and multi-faceted way (Mason, 2002).

As stated previously for the analysis of the partnerships I used a semi-structured interview based on a questionnaire (See Appendix 2), previously sent to the coordinators. As a former policy advisor in a partnership, the Passend Onderwijs policy and its implementation became my major concern, and as such whilst conducting interviews I was able to reflect on the answers I obtained from the coordinators, thereby providing greater depth in terms of context. It is important to get these partnerships' views to triangulate the quantitative and questionnaire analysis. More important than data collection techniques are the questions asked and the intent of analysis (Deetz, 2000). The questions of my semi-structured interview highlight the differences between the regions and the

Anna Maria Van Roij 201401850

various approaches to Passend Onderwijs. Although the Dutch Education Ministry has determined the broad lines of the policy it has left the partnerships to carry out the principles of implementation within the limits of the budget. The freedom that the legislature has left in the law on Passend Onderwijs has resulted in partnerships deciding on different priorities and visions for its implementation (Groeneweg, 2015). Consequently the most important instruction of the policy that counts for every partnership in the Netherlands is that in a mandatory cooperation and a joint development of the organisation, it is not the governance of the school boards which takes priority, but the welfare of the children.

3.6 Interview

The easiest way to learn is by asking. Performing an interview is opposite to the structured nature of a survey. During an interview the researcher plays an important and central role. A big advantage of the interview technique is that it offers the researcher the possibility to ask extra questions on the given topic to become an in-depth exploration (Emans, 2002). The face-to-face interview has the added value that the researcher can see the participant and perceive the tone of voice in which the answer is pronounced. The researcher can also explain a question and vice versa an answer can be explained. A statement that emerges in an interview is tied explicitly to the question that precedes it and generally indirectly to previous questions and responses (Gubrium & Holstein, 2003).

As stated previously I have chosen a semi-structured interview for the qualitative part of my research, which provides opportunities for me to anticipate on the 'why' behind an initial given answer. This will be much better achieved through direct communication. So, I should be able to maintain control of the interview, to check out gently but punctually and to present a degree of authority and a certainty of confidentiality (Opie & Brown, 2019). My knowledge about the Passend Onderwijs policy proved to be an excellent foundation for this way of interviewing.

The interview schedule was constructed with the help of the coordinators of seven partnerships from the three southern provinces of the Netherlands. These coordinators might have become sensitised to the questions (Opie & Brown, 2019). Despite this, I did not notice differences with the answers of those who did not participate in the construction of the interview schedule. The questionnaire contained questions concerning the allocation model, the impact of this model on special educational needs (SEN) arrangements and other issues related to the introduction of Passend Onderwijs. I then approached the 20 partnerships of Zeeland, Noord-Brabant and Limburg (See Table 4) in 2018 by telephone, asking the coordinators if they wanted to participate in this research. To help them to decide I mailed a popular version (2000 words) of the research proposal, the questionnaire (Appendix 2) and the informed consent forms from the University of Hull (Appendix 1). It resulted in a participation of 100%. I visited all the coordinators in their personal office at the partnership and conducted the interviews with the questionnaire as basis. During the interviews there was enough room for open questions which gave scope to the

Anna Maria Van Roij 201401850

coordinators to substantiate and expand upon their choices in the allocation of the support budget and the organisation around the widening of the basic support to the regional situation. The power of the interview was that it naturalised the role of the researcher and participants both with their own expertise (Gubrium & Holstein, 2003). The interviews enabled the participants to raise issues that are important to them (Fraser, 1997). For every interview I ensured permission to record it with the Dictaphone on my iPhone. I used Google Drive to save the interviews on my personal computer and made detailed reports. Permission to record the interview was granted nearly by all participants in my research. One participant told me she would be more open in answering the questions if the interview was not recorded, and this request was respected. Voice-recording provided a check against bias or misinterpretation. The advantages were that data could be re-analysed later and that my own contribution was also recorded (Opie & Brown, 2019). In addition, voice-recording also gave me the opportunity to observe the body language of the interviewees and hence to modify my questioning if I sensed this was needed.

In particular I have enjoyed the passion with which the participants told their stories, and thanks to the pre-established questions received, in each partnership, the information I felt would answer my research question. The stories served to construct the relational process of 'identification with' that linked individuals to the research (Watson, 2006). It does matter if you get answers on your questions in a conversation with the coordinators of the partnerships that means more qualitative information for the research. Both I as the interviewer and the respondents negotiated and worked together to

Anna Maria Van Roij 201401850

accomplish the interview. The resulting 'data' being as much a product of interview participants' collaborative efforts as of the experiences of mutual understanding (Gubrium & Holstein, 2003). I was particularly interested in the experiences of the coordinators around the introduction of Passend Onderwijs. Experiences, which relate to the national education policy, but also are intricately linked to the region in which this policy is introduced. Responses may be similar in nature but influenced by their specific contexts. I considered the use of the interview method as the most effective tool in acquiring this information. When I, as the interviewer, show a tolerant and non-judgemental attitude and give room to personal worries, participants will be able to explain and justify their opinions and ideas directly to me. The interviews with the coordinators of the partnerships in the three southern provinces enabled me to ascertain the different approach of the different regions, each with its own problems, in adapting education to the diversity of the population.

As a consequence people who agree to be interviewed, and share their knowledge in favour of this study, deserve gratitude and thanks. Daphne Johnson describes this position of the researcher as follows:

All social researchers are to some extent mendicants, since they are seeking a free gift of time or information from those who are the subject of study. But researchers who bear this fact in mind, and who, without becoming the captive of their respondents, can contrive to make the research experience a helpful and profitable one, will almost certainly be gratified by the generosity with which people will give their time and knowledge (Johnson 1984: 11).

Through the pilot (See Section 3.4) with the coordinators of the partnerships my semi-structured interview is based on a common understanding of interviewer and interviewees. It can be thought of as a collaborative construction in which

Anna Maria Van Roij 201401850

the meanings and the way they are constructed depend on both the interviewer and the interviewee as 'active agents' in the interview. But whereas the interview is the immediate immersed research context, the transcription serves to relocate the researcher enabling a different relationship to the data to be developed. (Watson, 2006). This is where the tension between both honouring the 'voices' of research participants and the demand for interpretive work on part of the researcher starts (Lather, 2000). The coordinators had the opportunity to check the factual accuracy of the research findings related to their Partnership.

3.7 Ethical issues

With regard to the ethics, the most important issues are the professional quality of scientific research and scientific integrity of the researchers (Heilbron, 2005). Before I undertake any data collection from research participants as part of my research I am required to make a formal application for ethical approval from the Faculty of Education Ethics Committee. I received a formal notification from the secretary to the Ethics Committee, that my application has been successful. In addition I asked for informed consent of the participants in my research. They were informed about the research proposal, research question and the questionnaire (See Appendix 2) before deciding whether to be involved. They understood that the results would be used for research purposes and released to the partnerships. In the research report the partnerships will be named by their rating codes. The participants are also free to withdraw their consent at any time during the study. They are aware of all the contact details, and this information is also passed to them in Dutch. The research involves only the Anna Maria Van Roij 201401850

coordinators of the twenty partnerships in Zeeland, Noord-Brabant and Limburg (See Table 4) and through them I also obtain the consent of the organisations.

Furthermore the quantitative data came from the website of the Ministry of Education, Culture and Science and online from the Dutch Inspectorate of Education. This is ethically justified by the fact that in the Netherlands there is a high degree of transparency, and the Dutch Government considers it important that all the information is accessible, not only for research purposes, but also for parents to support the school choice for their children.

According to House (1980) moral equality and moral autonomy, impartiality and reciprocity are the four basic values to consider in any evaluation study. I have done my utmost to ensure my personal values, and the necessary bias principle (Maarouf, 2019) has not skewed the findings because of the way I asked the interview questions. The questionnaire (See Appendix 2) for the semi-structured interview, which the coordinators received at forehand, helped me to avoid leading the participants. Transcriptions and analyses are also confirmed by them. My knowledge of the policy Passend Onderwijs and my collaboration with the introduction of it in the region Zeeuws-Vlaanderen, enabled me to not only expand upon the interview questions but to do so with a level of expertise which I felt was respected by the interviewees. It was also good to meet five of the seven coordinators that were part of the focus group in my pilot (See Section 3.4), for a second time and share experiences. Of the twenty partnerships in my research I saw five coordinators for a second time. I felt it was no problem to include them again, because as I noted before I did not notice differences with the answers of the coordinators who did not participate in the focus group. With Anna Maria Van Roij 201401850

my research I want to investigate if there is a link between the developed allocation model to spend the support budget in the partnership and changes in the participation of pupils in special education. It is not my intention to judge quantitative data as a means of success or failure. Education is about a population with a great diversity, to judge this only by numbers is a far too one-sided view. I will make my own analysis of the data from the interviews with the coordinators of twenty partnerships. Everyone contributes to the success of this research, and has the right to reciprocal beneficiary in the form of a research report, in which the results are displayed in detail.

3.8 Summary

Research of the developments around the main goals of Passend Onderwijs is a process of collecting data and using this data to discover facts about the possibility of more inclusion. For this approach I need quantitative data.

Because of the decentralisation of the policy, I am also interested in the story behind the experiences and social constructions of the partnerships. It involves listening and learning about experiences, beliefs and values. By planning and acting this way I am collecting qualitative data.

My MRQ seeks to find out if there appears to be a direct correlation between the choice of a model for the allocation of the fixed budget and the basic support employed under Passend Onderwijs by the partnerships and the development of inclusion and the number of participants in special education.

Pragmatism flows from an ontological stance that is located in the middle of the objectivity – subjectivity continuum (Maarouf, 2019) and the epistemology views reality in a constant state of becoming (Kaushik & Walsh, 2019). My study

Anna Maria Van Roij 201401850

adopts a pragmatic qualitative mixed methods approach with quantitative data based on measuring the number of participants in special education and qualitative data based on the analysis of the experiences and views of the coordinators of the partnerships, when introducing and employing the model of allocation that best suits the region. Perceptions and experiences of the coordinators and of myself as an inside researcher affect what is seen and conceptualised. I have been working as a policy officer supporting the introduction of the Passend Onderwijs policy. My positionality (See Section 3.3) recognises that I am part of the social world that I am researching, and I do not want this to invalidate my research. As a pragmatic researcher I am biased only by the degree necessary to enhance my research and to help answer my research questions (Maarouf, 2019). My interviews are semi-structured, and I developed the underlying questionnaire (See Appendix 2) in a pilot with a focus group of seven coordinators of partnerships Passend Onderwijs (See Section 3.4). Specifically during an interview I was able to reflect on the answers I received on my questionnaire, which provides the content of the conversation with greater depth. It is important to get these views of the coordinators to triangulate the quantitative and questionnaire analysis. There will still be a tension between both honouring the 'voices' of research participants and the demand for interpretive work on my part, although I behaved ethically in respect of my collected data.

4 Analysis

4.1 Interviews

Q1. Allocation model(s) used by the partnerships

The results of the interview showed that whilst almost half of the partnerships used just one model, the school model 9/19 (9 out of 19), the other partnerships used a mixture of the three available models, school, expertise and pupil (9/19) although in one case (PO3101), developed their own financial model not shown in the following table (See Table 5).

Partnerships choosing an allocation model	Total numbers	Allocation Models Chosen		
		School model <i>(The support resources go directly to the school boards based on the number of pupils. The school boards decide autonomously on the deployment of the resources.)</i>	Expertise model <i>(The partnership creates an opaque network of support facilities. This is centrally organised and funded in solidarity.)</i>	Pupil model <i>(Support is provided based on a medical diagnosis of the pupil)</i>
PO2903, PO3006, PO3007, PO3008, PO3009, PO3103, PO3104, PO3105, PO3106	9	√	-	-
PO3001, PO3005	2	√	√	-
PO3010	1	√	-	√
PO0001, PO2901/2902, PO3002, PO3004, PO3102	5	√	√	√
PO3003 ¹	1	-	√	√

Table 5: Allocation Models Chosen

¹ This partnership uses a school board model instead of the school model
Anna Maria Van Roij 201401850

Q2. How do you employ the Passend Onderwijs allocation model you chose for the partnership at this stage as compared to the policy Weer Samen Naar School (Back To School Together)?

Of the nine partnerships who chose only the school model, four partnerships (PO2903, PO3007, PO3009, PO3103) distributed the support budget entirely under the school boards based on the number of pupils as the school model intended. This meant that the school boards of these partnerships paid the extra costs for pupils they sent to special mainstream schools and special schools themselves and financed all their Special Educational Needs Coordinators (SENCO's) and arrangements of extra support required in mainstream education out of the support budget themselves (See Section 2.12).

Of the other five partnerships some paid the referrals to the special education in solidarity, resulting in school boards only being responsible for the care formation of pupils in special mainstream education, the 'light' support. The care formation for special education, 'heavy' support (See Table 1), was paid by the partnership from the support budget which was intended for all school boards. Then the rest of the support budget was distributed to the school boards and their individual schools. When school boards referred too many pupils to special education, and in this way used up a considerable larger amount of the support budget than was intended for the 'heavy' support, they received financial penalties, as detailed in non-optional collective agreements. The difference with these partnerships is that, because they paid the care formation in special education in solidarity, the school boards received less funding per pupil and

Anna Maria Van Roij 201401850

some of these, who had few pupils in special education, use less money from the support budget.

Now the first period of five years Passend Onderwijs has passed there has been some shift in the utilisation of resources (See Section 2.12). Some partnerships are now using a part of the budget to create a covering network of facilities, and in generating a stimulating school board model which encourages cooperation between school boards and sharing each other's know how. In short, the school model is being adapted as required and as one of the coordinators (PO2903) said: *'The school model is not sacred'*.

Unlike those only using the school model in the three partnerships who used a mix of two allocation models (See Table 5), the school boards oversaw the support budget that was meant to be spent on the basic support in the mainstream schools. They had to decide and pay only for the arrangements in mainstream education and invested their budget in experts who supported the mainstream schools, developing the expertise of the teachers and ensuring alignment with specific educational needs. To be more precise the partnership kept a substantial part of the support budget to pay for the costs of the eligibility statements which were collectively paid in solidarity. This resulted in what was regarded as a beneficial development of greater collaboration between school boards in the partnerships although this was at the expense of a part of the autonomy of schools. As PO3005 noted:

'The school model alone creates a partnership in which each works for himself, without networking. The use of only the expertise model allows the partnership to work together, but it takes away the responsibility from the school boards.

This stops the development of the schools.'

Anna Maria Van Roij 201401850

One difference was that in partnership PO3010, with the mix of school and pupil model, part of the budget went directly to the individual pupils. *'Arrangements are financed on pupil level. The Approval and Advisory Committee is responsible for a network of support services, advice and the eligibility statements'*.

In the six partnerships which used a mixture of three models, a fair amount of the budget went to the mainstream schools. The rest was spent on expertise and facilities at schoolboard level which could be provided in all schools as well as ambulatory counselling from special education. This all widened the basic support. For individual pupils, the more specialised support was funded in solidarity by the partnership when referred to special education or for the use of arrangements. This meant that for these partnerships compared to the others already mentioned, the responsibility for the extra costs of all pupils with Special Educational Needs (SEN) stayed at the level of the partnership. School boards and their individual schools are solely responsible for the quality of the basic support in mainstream schools.

Interestingly one partnership PO3003 used what they termed a schoolboard model instead of a school model. The model differed from the school model in that the support budget went to the school boards. They then decided how the money was used, not the individual schools. The school board was free in spending the budget and could also use a part to broaden the basic support, which was also partly covered by the pupil model. This partnership reflected the shift to a support organisation model with a steady core and a network of experts from the school boards. This resulted in there being more control

Anna Maria Van Roij 201401850

possibilities such as availability of expertise for all the school boards joined in the partnership, and experts who could be deployed collectively achieving less financial obligations and broader employability.

The following table 6 shows the differences in the allocation of funding from the choice of model(s) the partnerships made.

Model(s) chosen (No of partnerships)	Allocation of funding		
	Partnership	School Board	School
Single (4)	All funding distributed based on pupil numbers	All funding placed here to cover all SEN	Funding distributed on a pupil number so schools could decide on how to spend the support budget
Single (5)	Paid for Special Education referrals	Remaining funding went here	Funding distributed on a pupil number but less so as funding for Special Education costs already removed. Schools could still decide on how to spend the support budget
Two (3)	All care formation in special (mainstream) education paid for in solidarity	Less funding to School Boards	Less autonomy for schools as less funding received
Three (5)	All care formation in special (mainstream) education and special arrangements in mainstream schools paid for in solidarity	Funding for expertise to be provided for all schools allocated	A fair amount of the funding went to schools on a pupil number basis to increase the quality of the basic support.
Variation of three (1)	Experts who could be deployed collectively	All funding placed here to cover all SEN and build up a series of experts for redeployment across the schools and school boards	Funding distributed by the school boards, schools can benefit from the covering network of support facilities.

Table 6: Differences in the Allocation of Funding

Summary

What is evident is that there have been a range of models chosen by the partnerships, and often these reflect the already existing organisation of education in the region. The models result in varying autonomy for the schoolboards and individual schools and as a consequence the collaborative nature of provision of SEN support expertise.

Questions around the allocation model										
3 Benefits of the model as compared to the WSNS (Back To School Together) Policy		Number of partnerships who see benefits				Number of partnerships who see no benefits				<i>Total</i>
		School model	Mix of 3 models	Mix of 2 models	Self-developed model	School model	Mix of 3 models	Mix of 2 models	Self-developed model	
	To schools	9	6	3	1	0	0	0	0	19
	To school boards	9	5	3	1	0	1	0	0	19
	Future benefits	6	6	3	1	3	0	0	0	19
4 Disadvantages of the model at this stage		Number of partnerships who experience disadvantages				Number of partnerships who experience no disadvantages				
		School model	Mix of 3 models	Mix of 2 models	Self-developed model	School model	Mix of 3 models	Mix of 2 models	Self-developed model	
	To schools	6	5	3	0	3	1	0	1	19
	To school boards	5	6	3	1	4	0	0	0	19
	Future disadvantages	8	4	2	1	1	2	1	0	19
5 Necessary adjustments in respect of the		Number of partnerships who had adjustments				Number of partnerships who had no adjustments				
		School model	Mix of 3 models	Mix of 2 models	Self-developed model	School model	Mix of 3 models	Mix of 2 models	Self-developed model	
	Allocation model	4	2	1	1	5	4	2	0	19
	Overhead	3	2	3	0	6	4	0	1	19
	Support facilities	2	3	2	1	7	3	1	0	19
Intended targets	7	3	2	1	2	3	1	0	19	
Transition youth care	7	3	1	0	2	3	2	1	19	

Table 7: Numerical Overview of the Answers to Questions 3 – 5

Anna Maria Van Roij 201401850

Q3. *What do you see as the benefits of the allocation model for the partnership at this stage as compared to the policy Weer Samen Naar School (Back To School Together)?*

Q3.1 To the schools

All the schools and school boards of the nine partnerships choosing the school model saw Passend Onderwijs as providing advantages (Table 7). This general view was reflected in a range of comments such as:

'We feel the policy of the partnership Passend Onderwijs does not differ from the policy during the previous structure Weer Samen Naar School (WSNS; Back To School Together) but we value the transparency in the costs and clarity for the teachers in the classrooms. In the delivery protocol of the eligibility statements are both mainstream and special education involved' (PO3104, PO3105, PO3106).

There was also agreement that there was a more specialist orientation on the problems, and more possibilities for specific support arrangements, which allowed mainstream schools to include more children with special needs:

'Passend Onderwijs also provides better connections with youth care and early childhood education thereby creating a non-stop curriculum and prevention of psychological problems during young (early) childhood' (PO3009).

When using the school model, the main advantage was that the school boards and schools themselves spent the support budget, and decided themselves how to spend the money without the intervention of the partnership: *'The schools depend on the use of the support funds by their own school board'* (PO3006).

Anna Maria Van Roij 201401850

For those using a combination of two models they wanted to see more of a devolved management. PO3001 wanted the schools to receive money because this way they were given responsibility and the ability to create creative support forms. PO3005 experienced more connection:

'The support teams are nearby and provide more integral cooperation with youth care and knowledge sharing from special education. There is more customisation than with the pupil-specific funding'.

PO3010 spent the budget not top-down on the school boards but bottom-up on the individual schools more focused at their specific needs. The pupil model is an advantage for individual pupils with complex problems, a budget for this is also reserved.

Those using a combination of three models saw a range of benefits.

PO2901/2902²: *'Money is not leading for inclusion or no inclusion. Inclusive education will always be supported'*. Schools had more control and scope for their own choices and policies. There was diversity in the spending of the support budget (PO3004). Schools received a higher amount per pupil, which gave them ownership and the space to use the support budget at their own discretion. In addition, the support teams, in which the Centre for Youth and Family was also represented, used their specific expertise in favour of the pupil support (PO3102). PO3002 made the support arrangements cheaper by shortening the duration of these arrangements for pupils with special needs in mainstream education. This created the possibility of doubling the numbers of the arrangements and providing more pupil support. In this way

² During this study, PO2901 and PO2902 were merged
Anna Maria Van Roij 201401850

the partnerships were able to build a safety net for the schools, with expertise for the 'heavy' support (PO0001).

Partnership PO3003, which used a school board model instead of the school model, indicated that now expertise could be purchased to achieve proactive support rather than it being based on reactive situations to address action difficulties and child characteristics. This meets the aims of Passend Onderwijs as during WSNS (Back To School Together) the pupil-specific funding (See Section 2.7) and/or the placement of a child in special mainstream education was based on issues that were already highly experienced in the classroom and on the diagnosis of children. Accordingly Passend Onderwijs is aimed to be more focused on prevention and support for pupil and teacher without labelling. This partnership was also able to set up a richer offer of specific arrangements for the support of sick, highly sensitive or gifted pupils. The partnership called on the quality of the basic support and the accountability for the deployment of the budget. The cooperation with youth assistance meant more customisation and more could be achieved with the same resources.

Q3.2 To the school boards

The school boards of the nine partnerships choosing just the school model were also unanimous in their view that Passend Onderwijs had been advantageous in enabling them to better determine the distribution of their allocations for SEN (See Table 7) noting that, '*We have more control and ownership of the budget and are better able to determine the allocation formula for the budget*' (PO3006). This was also reflected in the fact that Anna Maria Van Roij 201401850

under Passend Onderwijs they could restructure expenditure according to specific needs, *'We can spend the support budget using the number of pupils or distribute the funds based on the compilation of the pupil population and the problems related to disadvantaged neighbourhoods'* (PO3103). Four partnerships specifically mentioned the fact that Passend Onderwijs provided them with the opportunity to use part of the budget to build-up expertise in supporting specific needs such as unlocking opportunities for extra care. This expertise was built up through collaboration by schoolboards:

'The best way in which school boards influence the basic support was a shift from school support profiles to board support profiles. It promoted efficiency and the need for cooperation and alignment with the other school boards of the partnership, and thereby recognising that more could be achieved through collaboration' (PO3008).

One partnership (PO3007) achieved this efficiency by maintaining the ambulatory guidance after July 31st, 2017 (See Section 2.9). This meant specific support from special education centres could be used to provide a broad basis of support of SEN in mainstream education and maximising the development of the duty of care (See Section 2.4). This did not detract from the continued use of special education centres where necessary as partnership PO3006 stated: *'By referring pupils to special education, schools and schoolboards empower these schools and ensure that special education continues to exist'*.

With the partnerships choosing two models one, PO3001, stated a benefit was that school boards did not have to organise everything themselves:

Anna Maria Van Roij 201401850

'The partnership takes over a part of the organisation's additional support. The diagnosis of pupils with SEN are not needed anymore, and the corresponding barrier diagnostics of WSNS (Back To School Together) are over'.

Being able to take collective decisions was the main benefit mentioned by partnership PO3005. Collective decisions about the budget on partnership level provided schoolboard cooperation. *'School boards learn from each other there are more mainstream-mainstream placements of pupils'.*

However, PO3010 was more focused on investments in specific problems:

'The pupil model provides room to offer specific support for individual pupils within the policy. The various choices of school boards are compared, which make school boards work more focused'.

Contrary to what the school board model would assume PO3003 only saw benefits for individual schools not for school boards. The other five partnerships stated that solidarity protected the school boards with only one school. In total these school boards have a small number of pupils, and so they have little support budget. PO2901/2902 stated that central control and data gathering gave more grip on efficiency, because there were possibilities of connecting schools who needed the same support arrangement. Attention was given to the quality of the ambulatory guidance. PO3004 created a safety net for young children:

'Because of the duty of care, school boards become selective at the gate, to enrol pupils in their schools. That is why the partnership decided to finance the direct referrals to special education collectively, as well as the support arrangement in the first school year of a child'.

Anna Maria Van Roij 201401850

School boards shared their expertise, strengthened the basic support and spent part of the budget on expertise promotion (PO3102). PO3002: *'Passend Onderwijs means common policy on sharing expertise to advantage basic support in mainstream education'*. Accordingly PO3101 with the self-developed allocation model, mainly experienced the power of Passend Onderwijs in cooperation. PO3101: *'There is more insight into the social mission: How do we do this together?'*

Q3.3 Possible future benefits

From the nine partnerships choosing just the school model PO2903 and PO3008 saw future benefits through greater collaboration between school boards (See Table 7) and thereby promoting educational advantages for pupils:

'Cooperation will always be needed, a growth towards a more policy-rich practice, stimulating with a central control of the important conditions for learning together. The use of the resources can be shifted, but the responsibility remains with the education itself, not with the coordinating organisations' (PO2903, PO3008).

The partnerships choosing two models had already begun to use part of their budget in beneficial innovative ways and wanted to continue these in future developments. PO3001 had started programmes for young pupils and introduced observation classes where pupils were observed for twenty weeks, in order to try and address behavioural issues at an early stage therefore minimising escalation of problems in the future:

'Specialised teachers model for two days a week desired behaviour of the pupil to participate in a group. The other three days are for observation of the interaction between pupil, teacher and the pupils in the classroom, coaching on the job is also possible'.

PO3005 wanted to promote development of their network but this required greater understanding of school issues. They realised this was not likely to be easy to achieve as teachers are resistant to what they view as observations by 'snoopers' in their classroom. However, if educational provision was to improve then schools and teachers would need to get used to these kind of observations in future, after all they were already used to fraternal consultation:

'Historically education is a traditional organisation and still needs to get used to participate in an informal network within its own school board let alone within a grouping of different school boards'.

PO3010 wanted to see the use of its resources to help give more responsibility to the school boards for the issue of an Eligibility Statement:

'In the future 'Admissions and Advisory Committee-resources' can also be sent to the school boards, so they can use them their selves'.

The partnerships choosing a mix of three allocation models (See Table 5 and 6) were all convinced that the quality of the basic support in future would benefit from the joint expertise (See Table7). The resources of PO0001 for expertise and individual pupils were to be made available to schools to carry out pilots. In PO3002 the policy was for the schools to become more and more inclusive. PO3004 saw a future benefit as continuing to be a platform for expertise and, through central controlling of ambulatory guidance by the partnership ensure access to expertise could be maintained more cheaply. PO3003 saw further decentralisation as a future benefit, and that this would entail the need for more

Anna Maria Van Roij 201401850

cooperation with youth assistance. The general promotion of joint accountability was their aim having inter-sectoral groups from preschool facilities towards primary education and then secondary education working together.

Summary

Irrespective of the allocation model(s) chosen, partnerships saw future benefits as revolving around the sharing of expertise. In this way partnerships could encourage networks of support arrangements allowing mainstream schools to include more pupils with special needs.

Q4. What do you see as the disadvantages of the allocation model for the partnership at this stage as compared to the policy Weer Samen Naar School (Back To School Together)?

Q4.1 To the schools

For the partnerships choosing the school model one of the benefits hoped for by the introduction of Passend Onderwijs was a stronger cooperation between schools, which would benefit the quality of the extra support for SEN. Although the Partnerships wanted to manage this process, the experience to date of four of them was that they felt they had too little control to do so, noting '*... strengths of the education in the individual schools did not get bundled sufficiently*' (PO2903). So, whilst there was a willingness to schools to jointly undertake actions for pupils with the same support needs it was not being achieved.

Concern was also expressed by two partnerships over the role of school boards in the way they allocated funding because they did not take account of managing specific issues such as:

Anna Maria Van Roij 201401850

'School boards, with only one school, experience negative financial consequences when they have a high referral rate. To keep these schools out of financial problems it is compulsory for the partnership to reserve a part of the budget so that these schools can call on extra financial support. However, this was not the meaning of the school model' (PO3009).

On another specific issue one partnership noted, *'Small mainstream schools are sometimes used for the reception of pupils with specific problems'* (PO3010).

The point being made here was that these schools often specialise in a specific learning problem and then become attractive for school boards and parents with children which experience that specific problem. This resulted in a concentration of pupils with SEN coming from all over the region in one mainstream school.

For parents this was attractive because their child was not referred to special education, and for school boards because they did not have to pay additional care formation for a special mainstream school. However not for the individual school where the ratio between pupils with SEN and other pupils from the neighbourhood was skewed. In addition, there would be a tendency to avoid the school by the pupils from its own neighbourhood. *'Parents also use and determine their own measurements, namely no more than three pupils with SEN in one classroom'* (PO3003).

Furthermore one of the most important aims of Passend Onderwijs was that the partnerships and the municipalities, who are responsible for Youth Care provision since January 1st, 2015, should work together closely in order to create a broad preventive basis for continued optimal support for children and families who are in need of extra support and care. However, because the decentralisation of Passend Onderwijs to the partnerships of school boards

Anna Maria Van Roij 201401850

(August 1st, 2014) and the decentralisation of Youth Care to the municipalities followed each other too quickly collaborative support has become jeopardised.

As one partnership noted:

'The continuity is at stake because responsibility for the support of a child is not only the task of education but also of youth care, which is the responsibility of the municipality. However, there are waiting lists for receiving youth care. In the analysis of the support and care questions of a child, one often asks whose responsibility it is, so who has to pay, the municipality or the partnership. On top of that partnerships have to work with a number of municipalities in their region, each with its own local approach' (PO3008).

Another disadvantage raised by the allocation of the support budget was mentioned by PO3103. Allocation based on the pupil numbers was a clear formula. But allocation based on the diversity between neighbourhoods, towns and villages, and therefore the composition of the pupil population in schools created a lot more in-depth discussion. How one decides whether one school can expect more problems than the other school, and therefore requires more support budget was seen as problematic. Moreover, an objective judgement on the school population within a district was not possible because parents do not always opt for the school that is closest to home, religious and pedagogical ideals also play an important part.

In the partnerships with a mix of two allocation models (See Table 5 and 6) schools were still seeking for connection with each other (PO3010). On top of that PO3001 noted that the consistency of the system could not be guaranteed which created disturbance. The impending change of the earmarked funding of €115 per pupil, to spend on basic support in mainstream schools, caused a lot

Anna Maria Van Roij 201401850

of concern in the schools. School boards had the opportunity to spend the budget freely, however teachers doubted whether the amount would remain the same in the coming school years. Teachers are not aware of the multiannual budget of the partnership in which the amount of €115 per pupil was included. Similarly PO3005 considered that Passend Onderwijs was less clear than the pupil-specific funding, that schools should spend on the support of a specific pupil with SEN (See Section 2.7). On top of that the compulsory development plan perspective for pupils who received support arrangements, gave rise to further bureaucracy:

'There is a tension between individual arrangements established during Passend Onderwijs and the old context of the pupil-specific funding during WSNS (Back to School Together). The classes now are too big, making practice difficult. The wishes of all parties, teachers, parents and pupils are difficult to establish'.

From the partnerships choosing a mix of three allocation models

(See Table 5 and 6) PO0001 stated: *'The school model is under pressure'.*

There was more need of expertise and customisation. Within PO0001 there were huge differences between the individual schools. The cause of these differences depended on a multitude of factors, including the teaching staff and the changing of teachers during the school year, because of the teacher shortage in the Netherlands. PO0001 has little difference in the population of the schools. Pupils do not come from disadvantaged neighbourhoods, but from agrarian/enterprising environments where hard work and expectations that children will follow in their parents' footsteps, is paramount and as such, study is less valued. The partnership and the individual schools do not manage to have

Anna Maria Van Roij 201401850

the pupils performing at the level of their capacities. In schools with children of commuters, the atmosphere is more performance-oriented and pupils' results are better because they are more challenged.

Moreover PO2901/2902 noted that Passend Onderwijs reduced the expertise in mainstream schools compared with the old system of WSNS (Back To School Together) with the 'backpacks' (See Section 2.7). As any support arrangement disappeared from the school together with the child going to secondary education. The ambulatory guidance with expertise from special education is not visiting the school anymore, this requires flexibility of the staff to ensure continuity in the quality of the support within the school. Also, PO3002 indicated that there are now more risks to the support budget, because the school model requires less control and accountability, and there is no direct influence of the partnership. Even home-sitters were not reported to the partnership by the schools. To be more precise, if the partnership has no knowledge of home-sitting, nothing can be done to find a suitable place for these pupils in education. The Dutch government has required that partnerships have to set up good governance in the form of an independent Supervisory Board.

In addition PO3003 with the school board model indicated that they saw the size of the partnership as problematic having 135 schools of 24 school boards with 34,163 pupils. Difficulties were also seen because it consisted of six former partnerships WSNS (Back To School Together), each with its own culture.

Anna Maria Van Roij 201401850

Alternatively PO3102 did not experience disadvantages for the individual schools. The support teams who are organised in solidarity by the partnership were appreciated for the preventive support and accommodative service they provided. All over a healthy management, entrepreneurship and creativity are essential in order to be able to finance all the necessary support with the allocated budget: *'The budget is finished! Does not belong to the choices that benefit children'* (PO3004). There always has to be enough money to pay for quality support for all pupils whatever they need, a tough task with a tight support budget.

Q4.2 To the school boards

Five partnerships choosing the school model raised various issues (See Table 7). PO2903 and PO3006 were concerned over the minimal level of accountability for the use of the resources by the school boards. In their view transparency in the spending was fundamental for the use of the budget in the classroom. This issue was noticed by the national education councils who persuaded the government to take care that accountability became a legal obligation for the school boards. In addition, PO3007 indicated that autonomy in spending the support budget as the school model assumes, is not enough. The partnerships also needed to share each other's knowledge: *'School boards are responsible for a balance between autonomy and the learning network'*.

Specifically PO3103 pointed to a disadvantage for creating a learning network. School boards operating at a national level, such as Islamic, Montessori and Steiner education have their schools all over the Netherlands. That means that they must take part in various partnerships often with only one school:

Anna Maria Van Roij 201401850

'School boards with only one school within the partnership actually are large groups of schools based on religion or pedagogy, founded all over the Netherlands and joint in one foundation. They are forced to participate in several partnerships and are less involved in sharing their knowledge with other school boards'.

The result of this is that the knowledge and expertise of these schools is not shared, although it might be beneficial.

On top of that partnerships were not involved in the direct referrals in special education from the early childhood institutes, except for paying the extra care formation. In this case the tasks of the partnership were dominated by financial concerns, as PO3008 stated:

'There is a maximum duty of care, all children must be educated. Support arrangements in early childhood education and Medical Day-care though mean direct referral into special education. The financial component becomes predominant here, because the extra costs of pupils in special education mean that there is less budget left for arrangements in mainstream education'.

The partnerships with a mix of two allocation models (See table 5 and 6) also raised disadvantages as regards to the accountability (See Table 7). All school boards are part of a partnership which is headed by a director/manager with enough mandates for decision-making. The school boards of a region are, in fact, the partnership. So, they are the employer of the director/manager, and therefore it is difficult for him/her to ask for accountability (PO3005). On top of that the school boards had to transfer the ideas of the partnership to their schools, but the communication and interpretation did not always pass through unambiguously. School boards often chose the parts that were convenient and

Anna Maria Van Roij 201401850

fitted their own mission and vision on education (PO3001). So in PO3010 school boards were organised in a participant council:

'School boards needed to think better about Passend Onderwijs, their coordination and their accountability of the use of the resources' (PO3010).

The partnerships using a mix of three allocation models (See Table 5 and 6) stated that the disadvantages for the individual schools also applied to the school boards. The costs of the support arrangements were difficult to foresee in the multiannual estimation. It required lots of organisation for the partnership and the necessary overhead to control the support, because there were many files of individual children and various arrangements (PO2901/2902). The board of the partnership was formed by the directors of the participating school boards. An independent supervisory board was needed and the legal entity of the partnership, the association had to be changed in a foundation (PO3002). PO3004 noted: *'The school boards are sucked into the responsibility for Passend Onderwijs'*. PO3102 stated that the support budget was insufficient for small school boards (only one school), then the problems transcended the resources.

Specifically PO3003 with the school board model had to collaborate with eleven municipalities where the youth assistance was differently organised:

'It is a patchwork, each municipality decides itself which care is freely accessible. The partnership has no direction, access to care depends on specific diagnostics. The governing of youth workers is diverse'.

Despite all this, PO3003 was pleased with the cooperation, because it meant more customisation and more could be achieved with the same resources.

Anna Maria Van Roij 201401850

Furthermore the partnership with the self-developed model stated that the image of the partnership was complex, especially in the cooperation of employers, parents and municipalities. Everything was built on confidence. Change would be achieved by the development of a common vision. This was the next task of the partnership without interfering with the mission of the school boards: *'Passend Onderwijs requires cooperation'*.

Q4.3 Possible future disadvantages

Apart from one all the other partnerships choosing the school model commented on future disadvantages (See Table 7). One issue raised, was to do with cooperation by school boards. PO2903 experienced the cooperation between school boards so far as being too non-committal and wanted to impose an obligation on the school boards to reach a common policy a viewpoint echoed by the following comment from another partnership:

'The connection between the school boards of mainstream and special education within a region stays insufficient, so the special mainstream and the special schools remain in isolation. On top of that the individual schools often see that the funds do not benefit the actual purpose, extra support for teachers and children in the classroom' (PO3006).

Connected to this was the fact that allocation based on pupil numbers was not always working. During WSNS (Back To School Together), an open-end financing was created by the pupil-specific funding (See Section 2.7). Some regions made more use of this funding than others, resulting in substantial differences arising in allocations (See Section 2.9). Due to the inequality of the use of funding prior to the introduction of Passend Onderwijs *'The negative*

Anna Maria Van Roij 201401850

equalisation is high and needs to be taken care of by the school boards who previously used the pupil-specific funding extensively' (PO3007). In particular for three of the partnerships (PO3104, PO3105, PO3106) they felt that the equalisation (See Section 2.9) did not consider the gravity of care required to support the concentration of disadvantaged indigenous pupils in their neighbourhoods. In the Netherlands there exists a disadvantaged education policy for neighbourhoods with many immigrant inhabitants, which gives schools with a high percentage of immigrant pupils extra support budget on top of the budget they get because of the Passend Onderwijs policy. Unfortunately, the view was that the policy for funding disadvantaged indigenous pupils (See Section 2.9) was 'insufficient', and this would cause increased future inequalities if not addressed.

Furthermore the partnerships with a mix of two allocation models mentioned the shortage of teachers and the associated decline in the quality of education as traps for Passend Onderwijs. It will make the introduction and progress of Passend Onderwijs less successful. Teachers break because of the pressure they experience in their job. On top of that the connection with Youth Care which was seen as the greatest opportunity in the prevention of special needs, remained difficult (PO3005).

Bureaucracy was still a concern in PO3010. There was no agreement on the format and method of supplying the files of pupils with SEN. Schools and teachers were accountable to a multitude of authorities, which severely delayed the implementation of the support arrangements.

Anna Maria Van Roij 201401850

From the partnerships with a mix of three allocation models (See Table 5 and 6) PO0001 stated that the growth in expertise provided by the partnership had a negative consequence in that it increased the dependency of the schools on the partnership and that the control was difficult, because the partnership only assists there where schools demand for extra support. Because of a growing demand on expertise for behavioural problems the partnership doubted: *'Is this sustainable for the future?'* So PO0001 expected a slight increase in the referrals to special education. Alternatively in PO2901/2902 the necessary support from the partnership in mainstream schools fluctuated strongly per school year, which gave financial uncertainty and moreover there was a negative equalisation (See Section 2.9) for this partnership because of the Mytyl-/Tytyl School (See Section 2.10). This led to concerns that in the future careful monitoring of the cash flows was necessary if disadvantages in terms of funding were not to arise.

For PO3102 the ultimate challenge was to preserve the expertise of special education and to support the boards of the special mainstream schools and special schools in solidarity. The partnership needed the experts from special education to support pupils in mainstream schools, thereby increasing inclusivity, and above that also wanted to secure a certain number of places in special education. Inclusion means shrinkage of special education and redundancy of expertise. The partnership aimed to create a balance between inclusion and the preservation of a substantial part of special education and its expertise.

Anna Maria Van Roij 201401850

PO3003 with the school board model, indicated that the Dutch government put much pressure on the partnerships with the decentralisation of Passend Onderwijs: *'The passion among the coordinators is great, but the publicity is negative'*. This does not benefit the motivation to make a success of Passend Onderwijs in the schools. Since the introduction of Passend Onderwijs 'real' details have to be published whereas in the past figures would have been underrepresented:

'Since 2017, 37,000 posts in newspapers and magazines have been analysed, and not a single message was positive. As one example a large number of children stay on care farms that are specialised in the support of children with SEN instead of in a school.' (See Section 2.11)

During the interviews, all coordinators of the partnerships, regardless of their choice for an allocation model, indicated that the right to be educated now was of more importance than compulsory schooling. The requirement for the right to be educated as from 2016 was also seen to cause difficulties:

'These pupils are now more and more eligible for education, but their attendance at special schools for pupils with multiple complex and profound disabilities results in high care formation costs for these children. These were not taken into account in the support budget, which was determined in 2013 and as such this put extra pressure on support funds of the partnerships' (PO3007).

Municipalities and partnerships must learn to speak each other's language in favour of developing Passend Onderwijs and an intensive cooperation between Youth Care and education. Issuing an eligibility statement in the highest category 3 (up to €23,000) means more than just additional education support. Medical care is also needed in the special school and at home. Care that since

Anna Maria Van Roij 201401850

the Transition Youth Care of 2015 must be funded by the municipalities who are responsible for this youth care (PO3007). PO3003 mentions this issue as the following dilemma:

‘Children with multiple complex and profound disabilities have a right to learn, but when the partnership has to fund this, it means a huge amount of money, which leads to cuts elsewhere, which are disproportionate. The costs for a pupil with multiple complex and profound disabilities are €23,000 per year, while a child in special mainstream education only costs €5,000. The existence of costly educational facilities is an ethical issue’.

As a consequence the partnership with the self-developed allocation model, PO3101, aimed to reserve budget for the preventive side of the support and for the preschool facilities, to set up an observation group for toddlers and to meet the education rights of all children. There was a need for solidarity and a shift towards creating an opaque network. The surplus of the budget therefore would no longer be distributed as the partnership wanted to keep reservations for what was really necessary.

Another issue mentioned by different partnerships despite their choice of allocation model were the residential placements of children and from there a placement in a special school of among others, the Mutsaert Foundation. It was seen as a major disadvantage that a care practitioner could decide whether a pupil went to a residential home, and that he/she could achieve this without an eligibility statement. Even when a mother needed treatment in mental health care, her children would be placed in a residential home of this health care organisation without any necessity for the development of the child. These were residential placements, which were costly and in which the partnership had no

Anna Maria Van Roij 201401850

say. Only the care formation had to be paid by the partnership as for every pupil in special education.

Summary

Special education became isolated within the partnership and teachers were experiencing that the funds not always benefited the children and teachers in the classroom, moreover education suffered from a shortage of teachers. More children with multiple complex and profound disabilities used their right to education, partnerships needed more funding to support this.

Q5. Have there already been adjustments necessary in respect of the allocation model, overhead, support facilities, intended targets, transition youth care (January 1st, 2015)? If so, please describe briefly which and the reason(s) why there have been.

Q5.1 In respect of the allocation model

Four partnerships choosing the school model expected more solidarity from the school boards (See Table 7) which meant a shift of the school model towards a mix of school model and expertise model. PO2903 and PO3006 provided resources in 2018 for joint policies and future adjustments. Of the partnerships with a mix of two allocation models PO3005 had raised the budget for 'light' support slightly whilst PO3010 used the pupil model to achieve more and more responsibility to the school boards. The Admission and Advisory Committee of this partnership, consisting of people from education, youth care and medical fields, chose to shrink the granting of eligibility statements equally to achieve the negative equalisation (See Section 2.9).

Anna Maria Van Roij 201401850

From the partnerships using a mix of three allocation models PO3102 gave more financial space to the school boards for the deployment of the support teams and external professionals. PO2901/2902 were two unified partnerships, and because of this unification minor adaptations were needed due to regional differences. In PO3004 adjustments were necessary about the solidarity (See Section 1.1) of all school boards in paying the extra care formation for the direct influx in special mainstream education of pupils who were moving to the region.

Q5.2 In respect of the overhead

At the start of Passend Onderwijs, most partnerships chose to appoint a minimum of staff prioritising budget expenditure in the classroom. PO2903, PO3001 and PO3002 however extended the full-time equivalent of the coordinator, and PO3006 appointed an independent director to establish the policy on an autonomous base. The partnership needed a decisive management with the necessary mandates. In the Netherlands managerial operations, in which all staffing needs are decided upon, are carried out in what is known as a Function House. A new Function House was provided for PO3006 per August 1st, 2019 and an extra staff member for the quality policy was appointed. PO3008 made similar adjustments:

‘There has been a shift towards a stimulating school board model with a director with mandates and an additional behavioural expert and staff member’.

At the start of Passend Onderwijs, only PO3003 deviated from the school model by opting for a school board model (See Table 5). The funding for the basic support in mainstream education is then spent by the school boards, not by the

Anna Maria Van Roij 201401850

individual schools. It makes the school boards more effective in their decision-making regarding the basic support in their mainstream schools. Accordingly, PO3008 decided for a shift towards a school board model after a couple of school years. Furthermore in PO3001 the 1.2 full-time equivalent staff detached from school boards would come on the payroll of the partnership. PO3005 had cut the overhead to a minimum, and PO3010 replaced the interims by permanent staff, which was cheaper as the labour costs for interims, paid through a payroll construction, are always higher than employees who are permanently employed. In PO3002 the eligibility statement committee had been slightly expanded whereas at PO3102 the upper-school review committee that assesses the pupil files had shrunk from five to three members. PO3004 had increased the overhead by expanding projects and support facilities on the level of the partnership.

Q5.3 In respect of the support facilities

In PO3006 the ambulatory guidance from special education had been halved due to natural wastage such as retirements, or such as staff taking other roles in special education settings. On top of that since July 31st, 2017 there were no more obligations regarding the use of the ambulatory guidance (See Section 2.9), and this meant opportunities to buy support from various agencies. Moreover, competition often benefits quality and efficiency. Before Passend Onderwijs completion of a lot of paperwork was required in diagnoses of children's needs in order to put together a bid for additional funding for ambulatory support. This bid had to be repeated at least each year. Such bureaucracy has been significantly reduced because now they did not diagnose

Anna Maria Van Roij 201401850

the child, but extra care emanated from the support that teacher and pupil needed for a successful outcome within education. For the future, several partnerships were looking to provide changes in the ambulatory guidance from special education. PO3009 distributed the entire budget for 'light' and 'heavy' support among school boards based on the number of pupils. This decentralisation brought changes at the school board level. Decentralisation means that it is not the partnership who decides on the spending of the funding, but the individual school boards.

PO3010 decided on extra care formation for its two special mainstream schools because the partnership does not have special education:

'On average more pupils go to the special mainstream schools, and these pupils are also funded extra by the partnership. The modifications are specifically defined in the new support plan'.

Of importance is the issue of a cessation of the special mainstream education planned in PO3005. Only mainstream and special education would remain in this partnership:

'The 2% paid for special mainstream education by the government as part of the support budget can then go to the mainstream schools. The participation in special education is below the national average. Referrals to special education usually come from medical day care, mental health care and preschool facilities'.

In particular PO2901/2902 arranged nursery observation- and behavioural groups in special education. Pupils could start here and possibly flow out to mainstream education, which meant less pupils in the lowest groups of special mainstream education. The balance now was skewed, because of WSNS (Back

Anna Maria Van Roij 201401850

To School Together) there was still a large population in the older aged pupil classes, and the younger aged pupil classes were smaller. The young pupils only stay temporarily and flow out to mainstream education:

'The special mainstream education focuses on plus-groups for behavioural problems. Pupils can stay up to six months in such an observation group. The advantage of this is that children with special needs are supported in special education for a short period of time and then return to mainstream education. Another benefit is that for foster children with a short crisis placement at foster parents, this is often an ideal solution, to provide a suitable place in education for this period.'

Furthermore specialism around gifted children and prevention of dyslexia were funded by PO3002. PO3003 with the school board model had developed educational care routes for over-stimulated children:

'Children with a burnout (sometimes children of 6 or 7 years old) can be placed in an observation class for half a year focused on reintegration into mainstream education. There are arrangements for highly sensitive children in the preventive atmosphere. This provision in PO3003 is the only facility in the Netherlands that is approved by the Dutch Ministry of Education, Culture and Science.'

This provision is a pedagogical didactic centre where (daily) guidance, youth assistance and education are provided to highly sensitive children. The facility is a collaboration between PO3003 and a youth assistance facility for children between the ages of 6 and 18, who have become overburdened in mainstream education due to over-stimulation. If the burnout or depressive symptoms are recognised in time, externalising behavioural problems, heavier forms of youth assistance, special education and medication in most cases can be prevented.

Depending on the support needs, the facility offers flexible support for children's
Anna Maria Van Roij 201401850

recovery, after dropping out of their mainstream school. In addition, there is the possibility of mentoring parents in learning to cope with high-sensitivity and supporting the school to take care of the return of the child to mainstream education (Van Diemen & Van den Born, n.d.).

Q5.4 In respect of the intended targets around the participation in special education

The first support plan included targets in most partnerships with regard to participation rates in special mainstream education and special education.

Six partnerships indicated that there were no changes in these intended targets (See Table 7):

'The special mainstream education must remain stable, then it stays affordable. The support facilities at the school boards will be registered. Connection of the support is needed on main lines. School boards have to work on this together' (PO3010).

'At the start of Passend Onderwijs only qualitative targets have been formulated in the support plan no quantitative targets of pupils participating in special education' (PO2901/2902).

Yet PO3006 and PO3008 indicated that their pursued targets were strengthened. The targets had been adjusted to a participation below the national average. They pursued a better reception in mainstream education, thereby improving the inclusion of pupils with special needs. Several partnerships used the national average (See Table 11) of participation in special education as a measurement for the intended targets. However, PO3103 adapted its intended targets to the negative equalisation (See Section 2.9) of the support budgets and the demographic shrink. PO3002 adjusted the targets

Anna Maria Van Roij 201401850

in the new support plan, and PO3102 reduced the participation rates in special education from 4.4% to 3%. In PO3003 with the school board model, the targets were adjusted annually. PO3005 formulated the targets as: *'Education near home, as appropriate as possible'* and even tightened this.

Alternatively four partnerships removed the participation rates in Special Education as a target already after the first school year of Passend Onderwijs 2014-2015. PO3101 noted: *'Evaluation questions are the building blocks for the new support plan'*. The partnership had many pupils in special mainstream education. The region had a population that needed support.

Q5.5 In respect of the Transition Youth Care per January 1st, 2015

The decentralisation of the extra support in education and its total funding to the partnerships (August 1st, 2014) and the decentralisation of Youth Care and its total funding to the municipalities (January 1st, 2015) were seen as the most significant chance to make a success of Passend Onderwijs. But instead of adjustments that strengthened Youth Care's position within education and led to a positive contribution, the partnerships are still seeking for connection (PO3007, PO3008). On top of that partnerships sought clarity in the funding of the support. What were the responsibilities of the partnerships in the educational support and what was the responsibility of Youth Care and had to be paid by the municipalities (PO2903)? Partnerships most of the time have to cooperate with different municipalities, so local differences can occur in one partnership. As PO3006 states:

Anna Maria Van Roij 201401850

'The plans on paper are good, but they are regionally organised, sub-regionally implemented and decisions are taken at a local level. Youth care is still insufficient present in school'.

In particular PO2901/2902 had to deal with ten municipalities, which differ widely from each other, and continuity was not guaranteed due to a large change of policy staff. In addition at PO3005 adaptations were needed in the integral cooperation with Youth Care. The partnership was involved in eight municipalities, each with its own rules and regulations, thus could benefit from more integral agreements with these municipalities. Since Passend Onderwijs the partnership was involved in issuing exemptions for compulsory schooling. Therefore children with multiple complex and profound disabilities had the right to be educated. A more integral cooperation with the municipalities in this matter would be less time-consuming for the partnership. Also, PO3103 noticed that the regional office for pupil affairs needed to cooperate with the partnership in respect of the right to be educated of children with multiple complex and profound disabilities (See Section 2.10).

Moreover in PO3010 with the pupil model there was an ad hoc link between education and care. There was still no sound policy. Preventive care teams came from the municipalities in all schools. However: *'There is little preventive policy on the level of the partnership, which can only overlook the baselines of the municipalities and has no control'.*

Anna Maria Van Roij 201401850

In PO3003 with the school board model there were developments, but cooperation with education remained a headache. The Transition of the Youth Care to the municipality was arranged, but investments in the cooperation with education were still needed. In contrast PO3004 and PO3102 had more positive experiences. The youth- and family workers were linked to the support teams in a pilot so there was a prominent role for youth care in the partnerships.

Q5.6 Additional reasons why there have been adjustments

PO3007 stated:

'Inclusive education is not an aspiration, but schools do offer broader support. There is already one inclusive school, but the partnership is seeking a balance between the pupils who live in the neighbourhood of this school and the attraction effect on pupils who come from elsewhere. Prevention in cooperation with youth care generates profit for solving the problems of these children, their families and the schools'.

'Targeting on numbers and participation rates is only right if you promote expertise in the advance process, the preschool facilities, so that referrals to special education are no longer necessary' (PO3001).

As a consequence there was a need for more understanding of the reasons why teachers participated in training for expertise. It might be because of experiences with a pupil. Research on the reasons why, would make clearer what specific training was needed. *'With more support and expertise in mainstream education, potentially **redundant** staff in special education can be deployed within that mainstream education'.*

Anna Maria Van Roij 201401850

PO0001 stated that the issue of inclusion for them was mainly the adaptations that needed to be funded by other organisations from outside education.

Education got stuck in the development of the necessary facilities. Nothing was evident, like for example pupil transport and adaptations to the school buildings.

Accordingly PO2901/2902 noted:

'There is more attention for the cooperation with the municipalities. The number of pupils in special education has decreased to the level of the national average. The essence of Passend Onderwijs is home-near education, in which youth care comes first. Regarding the utilisation of the support resources more accountability is expected from the schools'.

'In the Passend Onderwijs policy there is no legal arrangement for the governance of the partnership, so an independent supervisory board is required'.

The Mutsaert Foundation for youth care (See Section Q4.3) has its own special education in PO3103 and by self-referral ensures they maintain their right to exist:

'The foundation has its own observation class from which pupils are too easily referred to special education without interference from the partnership. Referral to special education from medical treatment can be made without an eligibility statement, which normally is issued by the partnership. The only involvement of the partnership here is paying the bill. The partnership has to pay the costs of the extra support these children get in special schools. Something similar also happens in the Berkenschutse with pupils with epilepsy. Pupils are also directly referred from a hospital to special education. These pupils will hardly be replaced in mainstream education. Moreover, the pupil transport is tricky, the children are often too long in a taxi because of the traffic jam problems'.

Anna Maria Van Roij 201401850

PO3101 wanted more grip on the eligibility statement guidelines. The monitoring exercise of 2017 showed a progression in less referrals, but there were considerable differences between the school boards. The resources devoted to the organisation of the partnership elsewhere involve around 3% of the budget and over here less than 1%. Nevertheless, there was a desire for less overhead and more for the classrooms, also as regards the use of the funds by the school boards. PO3101 wanted to know what the school boards did for the quality of education. *Passend Onderwijs = 'Getting the best out of the child, development strength and also a good link between primary- and secondary education'*. Here, some stagnation was experienced. The SENCO's needed to be trained, because support belongs in the classroom. The SENCO's had to function as coordinators of *Passend Onderwijs* within the schools to overcome the differences. Prevention also was of great importance, so required a symbiosis between education and care.

Virtually the partnership has no home-sitters, in particular work is being done to consent the right to be educated for children with multiple complex and profound disabilities.

The partnership is located at the border with Germany, and another issue were the Dutch pupils living in Germany close to the border with the Netherlands. Because their native language is Dutch, they prefer Dutch education. Of course Dutch municipalities have no view on these pupils regarding compulsory schooling and pupil transport.

Anna Maria Van Roij 201401850

Summary

There was a shift towards other allocation models (See Section 2.12) within the partnerships especially for more solidarity in paying the care formation.

Coordinators got more mandates, partnerships kept their staff to a minimum and reduced the bureaucracy. Partnerships had to deal with too many different municipalities and were still seeking for a connection with Youth Care. In the funding a symbiosis between education and care was still needed.

Impact of the allocation model on special educational needs arrangements of the partnership													
6 An Eligibility Statement- Committee on the level of the partnership	Number of partnerships who have a Committee				Number of partnerships who have no Committee							Total	
	School model	Mix of 3 models	Mix of 2 models	Self-developed model	School model	Mix of 3 models	Mix of 2 models	Self-developed model					
	3	6	1	1	6	0	2	0				19	
	PO3006, 3009, 3103	PO0001, 2902, 3002-04, 3102	PO3010 school/pupil model	PO3101	PO2903, 3007-08, 3104-06		PO3001, 3005 school/expertise model						
7.1 Significant changes, in the participation percentages in:	Number of partnerships who saw a decrease				Number of partnerships where the participation had increased (i) or stayed unchanged (u)								
		School model	Mix of 3 models	Mix of 2 models	Self-developed model	School model	Mix of 3 models	Mix of 2 models	Self-developed model				
	Special Mainstream	6 PO2903, 3006, 3008, 3104-06	4 PO2902, 3002, 3004, 3102	1 PO3005	0	u 2 PO3007, 3009	i 1 PO3103	u 1 PO0001	i 1 PO3003	u 1 PO3010	i 1 PO3001	i 1 PO3101	19
	Special CI 3	4 PO3103-06	3 PO2902, 3003-04	0	0	u 3 PO3007-09	i 2 PO2903, 3006	u 2 PO0001, 3102	i 1 PO3002	u 1 PO3001	i 2 PO3005, 3010	i 1 PO3101	19
	Special CI 4	3 PO3104-06	2 PO3004, 3102	0	0	u 2 PO3007, 3009	i 4 PO2903, 3006, 3008, 3103	u 2 PO0001, 2902	i 2 PO3002-03	0	i 3 PO3001, 3005, 3010	i 1 PO3101	19
7.2 Causes of those changes	Number of partnerships who answered positive				Number of partnerships who answered negative								
		School model	Mix of 3 models	Mix of 2 models	Self-developed model	School model	Mix of 3 models	Mix of 2 models	Self-developed model				
	Back to mainstream	5 PO3009, 3103-06	2 PO2902, 3003	2 PO3005, 3010	0	4 PO2903, 3006-08	4 PO0001, 3002, 3004, 3102	1 PO3001	1 PO3101				19
	Negative equalisation	1 PO3103	2 PO3004, 3102	0	0	8 PO2903, 3006-09, 3104-06	4 PO0001, 2902, 3002-03	3 PO3001, 3005, 3010	1 PO3101				19
	Home sitters changes	1 PO2903	1 PO3002	2 PO3005, 3010	1 PO3101	8 PO3006-09, 3103-06	5 PO0001, 2902, 3003-04, 3102	1 PO3001	0				19

Table 8: Numerical Overview of the Answers to Questions 6 – 7

Impact of the allocation model on special educational needs arrangements of the partnership										
8 Targets participation in Special Education		Number of partnerships who had formulated targets Targets achieved				Number of partnerships who had no targets Targets not achieved				
		School model	Mix of 3 models	Mix of 2 models	Self-developed model	School model	Mix of 3 models	Mix of 2 models	Self-developed model	
	Targets in support plan	5 PO3006, 3103-06	3 PO3002, 3004, 3102	2 PO3001, 3010	0	4 PO2903, 3007-09	3 PO0001, 2902, 3003	1 PO3005	1 PO3101	19
	Achieved targets yes/no	0	3 PO3002, 3004, 3102	2 PO3005, 3010	0	5 PO3006, 3103-06	0	1 PO3001	0	5/6
9.1 Relation between allocation model and schools		Number of partnerships who noticed a relationship				Number of partnerships who noticed no relationship				
		School model	Mix of 3 models	Mix of 2 models	Self-developed model	School model	Mix of 3 models	Mix of 2 models	Self-developed model	
	School activities	5 PO2903, 3009, 3104-06	4 PO2902, 3003-04, 3102	0	1 PO3101	4 PO3006-08, 3103	2 PO0001, 3002	3 PO3001, 3005, 3010	0	19
	Refer behaviour	1 PO2903	5 PO2902, 3002-04, 3102	0	0	8 PO3006-09, 3103-06	1 PO0001	3 PO3001, 3005, 3010	1 PO3101	19
Basic support in mainstream	8 PO2903, 3007-09, 3103-06	4 PO2902, 3002-03, 3102	3 PO3001, 3005, 3010	0	1 PO3006	2 PO0001, 3004	0	1 PO3101	19	
9.2 Increasing basic support	Reduction of segregation	5 PO3006, 3009, 3104-06	5 PO0001, 2902, 3002, 3004, 3102	2 PO3001, 3005	1 PO3101	4 PO2903, 3007-08, 3103	1 PO3003	1 PO3010	0	19

Table 9: Numerical Overview of the Answers to Questions 8 – 9

Q6. Is there an eligibility statement-committee on the level of the partnership, which judges the files, administers eligibility statements and accredits support arrangements, and how does it operate?

Three partnerships with the school model (PO3006, PO3009, PO3103) had a central committee for issuing eligibility statements for referring pupils to special mainstream education or special education (See Table 8). This was not in line with the choice of this allocation model the intention of which was to give schools more autonomy over decisions on the extra support of pupils. PO3006 had even extended the role of its Advisory Committee on Eligibility and Arrangements. Besides the issue of eligibility statements, the Committee also advised on relocations of pupils and temporary placements in special mainstream education or special education. The same was true for PO3103, the central committee was preventively involved with an advisory function in case of complex support.

In six partnerships (PO2903, PO3007, PO3008, PO3104, PO3105, PO3106), school boards retained their autonomy in decisions on the referral of pupils. Within PO2903, PO3007 and PO3008, the school boards got the full support budget for 'light' and 'heavy' support. In PO3009, this was also the case, but still they had a Central Commission Eligibility Statement consisting of an independent chairman, the secretary of the Partnership, education experts and a psychologist. In partnerships in which the issue of Eligibility Statements was not centrally regulated but organised by their school boards, a triad model was used: the pupil's parents, the referring school and the receiving special school, which determined whether the problem of the pupil fitted into its support profile.

The partnership had an independent position, but intervened preventively in bottlenecks, for example when special schools in the region refused the pupil because of its problems and the child threatened to become a home-sitter. When all parties involved agreed, the partnership issued the Eligibility Statement.

Alternatively PO3104, PO3105 and PO3106 paid the referrals to special mainstream education and special education entirely in solidarity. Here you would expect the issue of eligibility statements to be centrally regulated, but in these partnerships the school boards had autonomy in terms of the referral of pupils. The routes for the application for an Eligibility Statement run through the route supervisors and partners from the Youth Law: *'A child in trouble will always be helped. The partnership does not have formal counters for this but there is dialogue'*.

In accordance with the mix of three allocation models, the partnerships that used this all had an eligibility statement committee on the level of the partnership (See Table 8). In PO3102 initially the schools themselves should examine the possibility of placement in another mainstream school. If this did not succeed, this preliminary process of the procedure at least provided adequate information, so the Upper School Review Body could enact in order to reduce the experienced bureaucracy. Those involved in this procedure were the parents, the Centre for Youth and Family and the Support Team. At PO2901/2902 special education determined whether the problem of the pupil fitted into their support profile as in the triad model. This partnership experienced the separation between 'light' and 'heavy' support and the support-

categories (1, 2 and 3) in special education as disturbing. After all, the child should be top-priority.

In particular PO3004 already worked together with the municipalities who pay for the youth care. This was how it was meant to be from the start of Passend Onderwijs, cooperation in a preventive way. The partnership had a wide eligibility commission, in which youth care, school social work and parents were always represented. The process focused on content and the dialogue between parents, school and youth care workers.

PO3003 and PO3101 are large partnerships that work with sub-regions. The Eligibility Statement Committee (PO3003) consisted of permanent members supplemented by members from the sub-region concerned. The committee assumed that the pupils had been discussed in advance in the support team, and that they had had additional support from the partnership. An Eligibility Statement or a support arrangement could be requested digitally. The funding of a support arrangement in mainstream education was transferred to the school board, and the money was earmarked for the pupil who was eligible for the arrangement. First many different professionals were coming into the schools, which made the process expensive. Efficiency was desirable, especially in the cooperation with a multitude of municipalities. Now the school board was accountable for the results, this was especially important when renewal of the support arrangement in the next semester or school year had proved to be necessary. Alternatively in PO3101 each sub-region issued its own Eligibility Statements.

PO3010 had, as should be expected because of the use of a mix of school- and pupil model, an Admissions and Advice Commission with a broad task (See Table 8). The commission gave advice, granted arrangements and issued Eligibility Statements on the basis of the files of the individual pupils. However for PO3001 and PO3005 with a mix of school- and expertise model, the autonomy of schools was a priority. At PO3001 the Eligibility Statement Commission had been abolished. The procedure was now action-oriented and was being carried out at school level: *'Internal discussions are safe and intern visions are valuable'*. The partnership focused on integral support arranging together with parents and experts. A second expert was appointed for an independent judgement. PO3005 stated:

'Everything is organised close to the schools with support teams. An Eligibility Statement is the end piece signed by our support managers, the partnership itself is not involved'.

Summary

Eleven partnerships had a central eligibility-statement committee (See Table 8), which focused not only on issuing Eligibility Statements but also on giving advice on arrangements in mainstream education, relocations of pupils and temporary placements in special mainstream education or special education. Parents, Centre for Youth and Family and the support Team were involved. In the eight other partnerships that did not have a committee the issue of eligibility statements was carried out at school board level. They used a triad model, the referring school, receiving school and the parents. Special education as the receiving school determined whether the problem of the pupil fitted into their support profile.

Q7.1. In your view have there been significant changes, in the participation percentages in special education?

Decrease in the participation percentages specific took place in partnerships with the school model and in the partnerships with a mix of the three allocation models (See Table 8). In total for eleven partnerships, participation rates in special mainstream education had decreased. However, even though participation rates had decreased in PO3104, PO3105 and PO3106 the national average participation rate (See Table 11) was not achieved but given the social disadvantage of a large part of the population in these regions, this was a realistic picture. Conversely in four partnerships all with a different allocation model, the participation rates in special mainstream education had increased and the others remained unchanged.

PO3006 pointed out that the direct influx from childcare to special mainstream education and special education was increasing. Referrals from special mainstream education to special education had also increased. The participation percentages in special education cluster 3 and 4 increased. As this meant that pupils started in special education and stayed there, without having the chance to develop in mainstream education. PO3006's Eligibility Statement Commission was launching a pilot to prevent this direct influx in future. Contrary to that PO3103 opted for an influx of more young children into special mainstream education and special education as a preventive measure with the aim of these pupils being placed back into mainstream education. This partnership indicated:

'The home situation because of social disadvantage is often decisive in the problem. In addition, there is the complex problem in the reception of refugees, which is of course accompanied by language communication needs'.

In PO0001 there was a slight increase in the number of pupils in special mainstream education-‘plus’. The partnership decided on extra support arrangements for their pupils in special mainstream education, that is why it is called ‘plus’. Because of the decentralisation a partnership is free to agree on the design of this form of special mainstream education.

In 7/15 partnerships with the school model and the mix of three allocation models, participation rates in special education cluster 3 had decreased (See Table 8). PO3003 stated that part of the decrease was possible, because long-term sick children and children who would previously go to a mytyl school (See Section 2.10) now were included in the mainstream school nearby their homes. In six partnerships with different allocation models participation in special education cluster 3 had increased (See Table 8). In PO3005, which used a two model system, cluster 3 was profiled more widely, so that the distinction with cluster 4 faded. More children with multiple complex and profound disabilities and children with mental health problems went to cluster 3 as shown in Table 8: *'Cluster 3 has changed, while cluster 4 still has an image problem around problematic behaviour'.*

Only in five partnerships, with the school model and the mix of three allocation models, had participation rates in special education cluster 4 decreased (See Table 8). In ten partnerships with different allocation models the participation rates had increased, and the others remained unchanged.

In particular PO2901/2902 and PO2903 were working on removing the distinction between special mainstream education and special education clusters 3 and 4. These regions are large and sparsely populated. If special education is broadly organised and can cope with various learning difficulties, it is more convenient to teach children near their home.

PO3010 only has special mainstream education, still the participation percentages in special education both in cluster 3 and 4 increased. Pupils of PO3010 who need to be referred to special education are the so-called border traffic to neighbour partnerships. The care formation for these pupils was paid by PO3010 in solidarity and deducted from the support budget that was free-to-spend by the school boards. Referral rates were monitored per school board: *'They take their duty of care seriously, because of the solidarity there is no selection at the gate of a school'.*

PO3101 with the self-developed allocation model made a catch-up in the issue of Eligibility Statements. Special mainstream education and special education increased. The partnership indicated an increase in behavioural problems. To deal with this there was a development within the mainstream schools including timeout spaces. Dyslexia was also taken care of within mainstream education. However, to refer pupils to special mainstream education or special education, the partnership demanded indications and labelled the pupils. Passend Onderwijs only asks for pupils' support needs: *'Are these indications still necessary and suitable to the needs of the pupils?'*

Q7.2. What are the causes of these changes?

Pupils going back to a mainstream school

Nine partnerships using different allocation models indicated that there were relocations of pupils to mainstream education. Five partnerships using the school model were positive about pupils who went back to mainstream education (See Table 8). On top of that three of them, PO3104, PO3105 and PO3106 stated: *'The regional vision of the primary education is focused on inclusion'*. However, the remaining partnerships with the school model indicated that relocations to mainstream education were rare. PO2903 stated: *'Under pressure from the parents, one pupil has been placed back to mainstream for one morning per week'*. In PO3008, there was no active policy on the relocation of pupils in mainstream education, although the support capacity of the mainstream schools was growing. Given the problems the partnership was facing, also support capacities from special education needed to grow. The problems in special education were becoming increasingly severe, and many children with a low IQ and behavioural problems were placed in special mainstream education. Children live in a complicated society with a lot of pressure on performance. Mental health problems needed to be treated in residential homes and, when this treatment was finished, and a suitable place had to be offered, PO3008 emphasises the description of support needs. In PO3005, there were only relocations from special mainstream education to mainstream. Relocations from special education had not yet been realised despite active relocation policies:

'The move to special education was a big step for the parents and their child. When finally, the child is doing well, it does not want to go back to mainstream education'.

The children who were placed back in mainstream education from special mainstream education were monitored. PO3010 indicated that there was a return to mainstream education together with a support package, but relocation was not a specific target of the partnership. Also, PO2901/2902 and PO3003 were familiar with relocations from special mainstream education to mainstream education. In PO3003, even pupils from special education cluster 3 and 4 returned to special mainstream education. In PO3004, relocations had been a top priority, yet the partnership still felt that it had achieved too little. For PO3002: *'Referring is one-way traffic'*, so PO3101 stated: *'Too few pupils were being relocated to mainstream education'.*

Negative equalisation

Only in three partnerships, negative equalisation was a reason for changes in participation in special education (See Table 8). The amounts of this negative equalisation ranged from €740,000 to €4,000,000. Most partnerships using the school model did not notice any link between the negative equalisation (See Section 2.9) and changes in the participation in special education. Money was not an issue for partnerships to reduce the participation in special education. PO2903 indicated some connection with the funding of the Mytyl-/Tylyl School (See Section 2.10), but the municipalities also were supposed to pay part of the medical costs of this school.

In PO3006, the participation rates in special education increased, despite a negative equalisation of €2,000,000, which meant you would expect a decrease. The partnership noticed an increase in behavioural problems, a huge demand for youth care and an increase in the participation percentages in special education Cluster 4. PO3009 had a negative equalisation of €850,000 and wanted to take this into account regarding the referrals to special education, still the participation in special mainstream education and special education remained unchanged. PO3103 observed a relationship with the expensive funding of special education. The partnership had too many pupils in special education compared to the national average (See Table 11).

Negative equalisation was not a cause for changes in referral rates to special education in the three partnerships with a mix of two allocation models. It was included in the multiannual budgets and could be taken care of. Two partnerships with a mix of three allocation models stated that negative equalisation was a cause of changes in the participation percentages in special education (See Table 8). In PO3004 and PO3102 participation in special mainstream education and special education cluster 3 and 4 had decreased. PO0001 had a small negative equalisation, and at PO2901/2902 it finally resulted in a positive way. Negative equalisation is a reduction in the support budget that took place in five school years, every year a negative equalisation of 20% (See Section 2.9). PO2901/2902 decided to use the surplus of the settlement of this negative equalisation 80%, 60%, 40% and 20%. With this money the partnership built a resistance in their multi-annual budget. On top of

that the partnership had less referrals to special education, so less costs because of extra care formation.

Changes in the number of home-sitters without any education

Only five partnerships with different allocation models mentioned changes in the number of home-sitters as a cause for changes in the participation rates in special education (See Table 8). For pupils with multiple complex and profound disabilities, more and more learning rights were being claimed instead of compulsory school exemptions. These pupils went to a mytyl- or tylyl school (See Section 2.10), and the five partnerships (PO2903, PO3002, PO3005, PO3010, PO3101) all noticed an increase of pupils in special education Cluster 3. PO2903 and PO3103 also involved teachers in care units for these children. Many of these pupils were not considered when setting the support budget in 2013 by the government. PO3102 stated: *'The right to be educated is important, but direct referral to special education gives some irritation among the school boards'*. Partnerships want to be involved in the issuing of eligibility statements, especially for pupils with multiple complex and profound disabilities, who directly get a place in special education. The partnerships of school boards become irritated when they feel they have no say in this and are only the organisations that have to pay the bill.

Specifically for home-sitters, coordination was needed between compulsory schooling and the medical youth care. PO3003 was doing additional research into children with complex and profound disabilities staying on a care farm and for the funding of support to long-term sick children, opportunities for joint funding with the municipality were being sought.

The observation of PO3006 was entirely different. For this partnership giftedness was the biggest cause of children sitting at home without any suitable education. The partnership was considering the shaping of Leonardo education (See Section 2.11). PO3007 appraised the pupils who were unable to attend education for five days a week. A plan of action was drawn up and monitoring for risk/crisis pupils undertaken. *'As far as support arrangements are concerned, opportunities can be seized together with Youth Care'*. PO3007 and PO3009 had set up a Suitable Consultation Route to create suitable places in education for home-sitters. Accordingly the notifications from compulsory schooling, the schools and the parents were crucial for a positive outcome of this consultation. At PO3009 there was an average of three pupils in this process, but that number had risen to eight. The policy became more well-known, so more pupils would be in the Suitable Process Consultation.

In contrast PO3008 had not enough insight into the number of home-sitters. The number of pupils who were in special education, and only temporarily in school while still requesting full funding, were not known by the partnership. This was also the case in PO3103. As in PO3007 monitoring was necessary. Since the registration of home-sitters had improved, the number had fallen sharply. At PO3010 a partnership with a mix of school- and pupil model, the home-sitters were known, and children for whom the parents did not want an exemption from compulsory schooling had been placed on a care farm where support was provided. To gain time for finding a structural solution PO0001 provided home-sitters with a crisis arrangement. In particular PO3004 is a partnership with one

of the highest numbers of home-sitters in the Netherlands, but with a totally different view on the responsibilities:

‘Absolute absenteeism is the responsibility of the municipality, not of the partnership. The partnership is liable for a comprehensive network of facilities and the school boards for the duty of care’.

In the Netherlands, freedom of education is included in the constitution. This means that parents can choose a school for their child from a denomination that matches their religious beliefs. If there is no school near their home that fits the family's religion, parents can teach their children at home. However, it needs to be understood that the Dutch law does not provide any control of this home education of pupils who do not attend a school.

Other causes

For PO2903 with the school model, shifts in the care categories of special education (See Section 2.9), which determined the heaviness of the support that was needed, were a cause for the changes. Within special education PO2903 signalled a shift from care category 3 to the somewhat cheaper category 2. For a smaller budget, more pupils could be financed in special education. Deficits in extra care were also resolved together with municipalities paying for youth-care.

PO3007 issued Eligibility Statements only for the current school year plus one. Although the extensions of these statements were experienced as additional bureaucracy, the partnership was looking for a policy in which the opportunities for a successful return to special mainstream education or mainstream

education were taken into account. This would be decisive for the length of the period for which the Eligibility Statement would be issued.

Moreover several partnerships (PO3104, PO3105, PO3106, PO2903) at the border between the Netherlands and Belgium experienced that because of Belgium's M-decree (Measures-Decree, 2015, education policy similar to Passend Onderwijs, See Section 2.5) Dutch pupils who previously went to special education in Belgium returned to Dutch education and relied on special education in the Netherlands.

A key point raised by some about why the introduction of Passend Onderwijs had failed was that there had been *'a decrease in participation in special education. More pupils with SEN in mainstream education and large class sizes. However, audits indicate that it is more often bad instruction of the teacher'* (PO3010). PO3010's view was: *'Passend Onderwijs has only failed when school boards do not solve their problems together and barriers are not resolved'*. In short school boards had to cooperate. By buying ambulatory guidance together through the partnership, volume arrangements could be made, moreover it gave more certainty to the service. As an example, PO3101 wanted cooperation between school boards and special education boards. The partnership started a pilot to develop a talent campus with decommissioning between mainstream education, special mainstream education and special education cluster 3 and 4. The partnership needed to invest in highly educated teachers for this experiment, all forms of education in one building to motivate the child's development power.

In PO0001 participation in special mainstream education and special education stayed unchanged however the partnership noticed a special problem:

'There are risks in the atmosphere of mental health problems. Parents refuse external assistance from Youth Care within their families. The pupils come to school for part of the week and for the rest receive a lot of home guidance for education, but this does not solve the problem, and the partnership is worried about the future of these children'.

Finally, PO3004 stated that the partnership was convinced that there was no relationship between significant changes in participation rates in special education and the allocation of the support resources.

Summary

Decrease in the participation percentages specific took place in partnerships with the school model and in the partnerships with a mix of the three allocation models (See Table 8). The direct influx from childcare was increasing. For some partnerships this was negative but for others it was positive because it took place in a preventive sphere. There were too few moves from special education to mainstream education. However negative equalisation (See Section 2.9) sometimes was a reason for a decrease in the participation in special education. Pupils with multiple complex and profound disabilities used their learning rights instead of requesting for compulsory school exemptions, and partnerships considered the foundation of Leonardo education for gifted pupils.

Q8. Has the introduction of Passend Onderwijs (August 1st, 2014) resulted in targets to be achieved in respect of a reduction of the participation percentages in Special Education?

Nine partnerships did not set targets at the start of Passend Onderwijs with regard to the reduction of participation rates in special education. PO2903 and PO3003 adhered to the original assignment: *'The target was to create a comprehensive network of support facilities and a suitable place for every child'*. At PO2903 the pupil's support needs were central in the offer, and PO3007 considered more preventive cooperation with youth care was necessary. Ten partnerships set out targets regarding participation rates in special education. Five of these, all with only the school model, did not achieve their targets. Five partnerships with a mix of allocation models formulated targets and achieved those targets (See Table 9). PO3006 aimed to decrease below the national average (See Table 11). PO3103 wanted a decrease in participation in special education in relation to the negative equalisation (See Section 2.9), which would be cut to 100% in five school years. Achieving these numerical targets was going well, and the partnership has a buffer to cope with the negative equalisation of the support budget. However, this partnership only noticed a decrease in special education cluster 3. In special mainstream education and special education cluster 4 the participation had increased. PO3005 had no target, but participation in special mainstream education had fallen from 0.8% to 0.6% although in special education cluster 3 and 4 an increase had been noticed. In PO3010, the targets remained the same already for ten years during the WSNS (Back To School Together) policy and were

included in the support plan for Passend Onderwijs. PO3002 had a clear assignment: *'Special mainstream education is financed by the government for 2% (See Section 2.9) through the support budget, the partnership aims for a participation rate below 2%'*. Participation in special mainstream education remained unchanged.

PO3104, PO3105 and PO3106 who achieved a decrease in special mainstream education and special education noted:

'The first school year of Passend Onderwijs the participation rates in special education were included in the targets, after 2014-2015 they were deliberately removed from the support plan'.

Special Education Cluster 3 and Cluster 4

PO2903 did not see any financial cause for changing the participation rates in Special Education, and PO3006 noted:

'We start a pilot with mainstream, special mainstream and special education in one school building, to get full advantage of each other's expertise'.

In general partnerships monitored their participation rates in special education, and most of them went for a reduction. PO3004 and PO3002 focused on the national average (See Table 11), and PO3102 aimed for a 3% participation rate for the three forms of special education together:

'After the negative equalisation until 2020, the participation rate in special education should be set right and below the national average' (PO3004).

Summary

Ten partnerships set out targets regarding to participation rates in special education. Five of these all with only the school model did not achieve their

targets. Partnerships strived a decrease below the national average (See Table 11) or in relation to the negative equalisation (See Section 2.9) of the support budget. The other partnerships adhered to the original assignment, creating a comprehensive network of support facilities and a suitable place for each child.

Q9.1. Have you noticed a relationship between the allocation model and other aspects?

School activity

Ten partnerships noticed a relationship between the allocation model and school activities contributing to accomplish the targets of Passend Onderwijs (See Table 9). Some especially noticed this relationship when it came to expose accountability for the use of the support budget. In addition PO3101 experienced a relationship, but every school board worked on this independently and the visions varied. PO3009 experienced a relationship between the allocation model and the quality of the education in the schools of the partnership. However nine partnerships did not notice any relationship between the allocation model and school activities. Especially PO3002 did not believe in this and reacted with a strong expression: *'Only in my dreams!'* Dreams are not the reality.

Refer behaviour, referring pupils to special mainstream education or special education

Of the nine partnerships with the school model only PO2903 noticed a relationship between allocation model and referring pupils to special education (See Table 9), which is obvious, because: *'The referrer pays for the extra care*

formation'. So pupils stayed longer in mainstream education. The problems in special mainstream education were being severely aggravated, because the costs of the care formation in this form of education were the lowest (See Table 11). However the problem strain around autism spectrum disorders meant special education growing. Also, PO3007 experienced that during the first school year of Passend Onderwijs finances played a part in the decisions around referrals to special education. School boards with only one school in the partnership sometimes called for financial support. PO3008 noted: *'It is dangerous to say something about this, now schools are referring less, but that can change like that'*. And PO3009 considered this less referring was due to the unfamiliarity with the procedure. PO3104, PO3105 and PO3106 did not attribute a decrease to the allocation model, but to solidarity in the funding of special education. However in PO3006 it worked out somewhat disappointing, schools and school boards received a high contribution for broadening the basic support in mainstream education and enlargement of the expertise, yet there was an increase in participation at special education.

Thirteen partnerships did not notice a direct relationship between refer behaviour and the allocation model: *'The allocation model does not lead to other referral behaviour, because of the collectivity'* (PO3005). Only six partnerships noticed a relationship between refer behaviour and allocation model, and five of them were partnerships with a mix of three allocation models (See Table 9). Their view was related to the expertise model: *'Referrals financed in solidarity mean that they are more easily implemented'* (PO3003). PO2901/2902 believed: *'Schools are now able to deal more creatively with the*

support facilities', but PO3102 thought that there still was something to gain:

'Together with the support team, the parents and preventive arrangements there is still something to gain, where possible we strive for inclusive education'.

PO3101 was convinced that parents of children with SEN always first looked for a mainstream school where their child with special needs could be signed up:

'Parents go shopping for a suitable school across the boundaries of the school board, when they have a choice between an Eligibility Statement or any other mainstream school. School boards have to go along with this trend'.

Basic support in mainstream education

Fifteen partnerships were experiencing a positive relationship between allocation model and basic support, their choices for an allocation model were diverse (See Table 9). PO2903 believed that the basic support in mainstream education widened:

'It is important to really reflect on what makes sense in daily practice and to appoint our ambitions. We think in opportunities and there is more alignment with the parents'.

Also, the school boards in PO3007 indicated widening of the basic support, despite aggravated problems the referrals did not increase. A development agenda was compiled: *'basic support as a living network'*. PO3007 had formed a *School Support Profile*-working group, which consisted of a format for what all schools needed to offer to pupils with special needs. PO3001, PO3009 and PO3103 made this transparent and worked on renewal, and PO3008 wanted to expand cooperation and peer consultation. Schools became more aware of the process, which gave outsiders, such as parents and ambulatory supporters,

more clarity. Within the SENCO network, would be discussed what a school could handle specifically. The use of the support budget was monitored, and in this way the school boards were accountable.

In PO3001 the €115 per pupil had been awarded to the school boards to set right the basic support in mainstream schools. This was tested by audits. The expertise model was used for support arrangements above the level of the basic support. At PO3005, basic support had increased enormously. There was money and manpower, and the majority of the mainstream schools are integral child centres for the age of 0-12 years. There were hardly any referrals to special education from mainstream education only from care institutions and preschool facilities. PO3010 was looking for a better composition of the quality files and focused on the support needs of teachers and their pupils. However PO3004 noted that the partnership could not test the basic support. In this partnership, the inspection standards applied to the basic support and in this sense the support was alright. PO0001 believed:

'The quality of the basic support is of a high level, but this level also depends on what a school can handle. There is a difference in handling difficulties, depending on the composition of the staff. Sometimes this can be a reason to apply for an Eligibility Statement'.

PO3002 used more 'heavy' support resources within the basic support in mainstream education: *'Strong support and home-near educating of children is the responsibility of the partnership (PO3102)'.*

'The amount of money per pupil in the support budget of the partnership has resulted in a higher level of the basic quality of the schools. The accountability afterwards by the school boards is difficult' (PO3003). At the start of Passend Onderwijs, the financial administration of the support budget was not separated and therefore invisible. According to the partnership, a basis of trust opposed to accountability, so transparency was required.

Q9.2. Does increasing basic support in mainstream education, in your opinion, go hand in hand with the reduction of the segregation of children?

Although thirteen partnerships were experiencing a relationship between increasing basic support and reduction of segregation, it got my attention that half of the partnerships with the school model did not experience that relationship (See Table 9). In PO3104, PO3105 and PO3106, everything was aimed at reducing child segregation. PO3006 would draw up measurable criteria for the basic support in mainstream education. For PO3009 increasing basic support also meant more pupils with complex special needs in mainstream education and as a result of that only the more severe problems in special mainstream education and special education.

PO2903, which, moreover, experienced no relationship between basic support and reduction of segregation, also noticed that compaction of special needs. *'Children grow up in a more complex environment. The problems are more complex and in this sense the basic support increased'*. PO3101 noticed that also the demand for upper-school expertise was increasing so here widening of the basic support was also necessary. In particular PO3005 deliberately eliminated special mainstream education. This elimination was the driving force

of the partnership. Keeping pupils in mainstream education as much as possible was very important, because the partnership noted that the opportunities for pupils from special education in following up secondary education and in chances on the Labour market are lower in the long term. Unlike PO3005, PO3010 could not eliminate special mainstream education, because there was no special education in the partnership. PO3010 found it difficult to indicate that segregation had reduced:

'Children with Down syndrome are welcome in mainstream education up to group 4 (so halfway primary education, which is up to group 8). In the Netherlands, segregation is still the standard'.

PO2901/2902: *'The will to become more inclusive is growing!' PO3102* experienced the same, strong support gave more reception opportunities within education, but *'there are limits to that reception'*. As PO3002 stated whether it was bad to be segregated in special education: *'Within the partnership there is one inclusive school with many support arrangements, but within our decision-making only safety of pupils and teachers is a priority'*. PO3003 noted: *'Passend Onderwijs is not inclusive. There are always children who rely on special facilities. There is a desire for inclusion, but we do not achieve this with the current establishment of our education in a standard subject-annual system with a government-mandated curriculum'*. And PO3101 experienced a danger to the quality of education. The partnership also wanted to avoid creating mainstream schools with expertise in only one special need.

Summary

Ten partnerships noticed a relationship between the allocation model and school activities, some especially when it came to expose accountability for the use of the support budget. Only six partnerships did notice a relationship between refer behaviour and allocation model, and five of them were partnerships with a mix of three allocation models. Their view was related to the expertise model (See Table 9).

The partnership with the self-developed allocation model was convinced that parents of children with SEN always first looked for a mainstream school where their child with special needs could be signed up. Fifteen partnerships were experiencing a relationship between allocation model and basic support, their choices for an allocation model were diverse. Strong support and home-near educating of children is the responsibility of the partnership.

Although thirteen partnerships were experiencing a relationship between increasing basic support and reduction of segregation, it was striking that half of the partnerships with the school model did not experience that relationship. Partnerships realised that strong support gave more reception opportunities within education, but there were also limits to that reception. As one partnership asked whether it was bad to be segregated in special education.

General questions					
	Yes	Retraining	No		Total
<i>10 Are the professionals aware of the route to extra support and are the procedures for accessing it clear?</i>	17	1	1		19
	Yes	No distinction between 'light' and 'heavy' support			
<i>11 Are the school boards accountable on the use of the 'light' support resources?</i>	19	7			19
	Decrease	Increase	Unchanged		
<i>12.1 Incoming border traffic</i>	0	5	14		19
<i>12.2 Outgoing border traffic</i>	0	0	19		19
	Sufficient	Insufficient	More than calculated	Less than calculated	
<i>13 What is your view about the fixed budget to fund all facilities for extra support?</i>	8	6	2	3	19
	Yes	No			
<i>14.1 Is professionalisation of teachers provided for in the budget?</i>	4	15			19
<i>14.2 Professionalisation focused on broadening the support profile?</i>	7	12			19
<i>14.3 Professionalisation focused on inclusion?</i>	2	17			19
	Yes	No	No information		
<i>15.1 Is your region subject to demographic shrink?</i>	18	1			19
<i>15.2 Do the participation percentages in Special Education relate to this extent of shrink?</i>	8	9	2		19
<i>15.3 Is the demographic shrink taken into account in the multi-annual budget?</i>	17	1	1		19
<i>15.4 Are you aware of any differences in the referral behaviour of small schools?</i>	6	6	7		19
<i>15.5 Does shrink affect the implementation of Passend Onderwijs?</i>	8	10	1		19

Table 10: Numerical Overview of the Answers to Questions 10 – 15

Table 10 gives a numerical overview of the answers to questions 10 – 15. They give an insight in the route to extra support and the accountability of the school boards on the spending of the support budget. The figures also give some insight into the incoming and outgoing border traffic of pupils who go to special education in a neighbour-partnership. The table provides information on the use of the support budget for the professionalisation of the teachers, and whether the budget is sufficient to finance the necessary support. Finally, the table gives some insight into the impact of the demographic shrink on the implementation of the Passend Onderwijs Policy.

Q10. Are the professionals aware of the route to extra support and are the procedures for accessing it clear?

Seventeen partnerships indicated that the route to additional support is clear to the teachers who are working in the classroom (See Table 10). PO3008 indicated that repeating the procedures stays necessary. Teachers' teams are subject to change. New graduate teachers are entering, who need to be guided in the route to additional support and an efficient procedure:

'The partnership provides an offer for future professionals, who study at the PABO (Pedagogical Academy for Teacher Training in Primary Education). The partnership highlights the challenges, by making examples discusses and explains the various routes to additional support with the students. If you want changes, you have to start with the teacher training'.

PO3006 has made the information accessible to everyone but noted that most of the professionals did not know the route: *'This has to do with a certain pride of teachers and not asking for support in time'*. Admitting that it does not work out with a pupil often gives the teacher a sense of failure. PO3007 also

Anna Maria Van Roij 201401850

experienced that its professionals did not know the route to become extra support. Referrals to other institutions are complicated for teachers and schools. In this cases there was a need for management from support coordinators. In PO3007 each school had been assigned a personal coordinator from the support partners. As a consequence schools became heavily dependent on the quality of this personal coordinator.

The SENCO's played an important role in the procedure, and the partnership provided training for new internal supervisors. As in PO3010, where all school boards had an Expert Competent Authority, who took care of the connection with the partnership. Furthermore, the Law on Privacy required a clear procedure and improvement of the instruments (PO3101). PO3002 indicated that the route to additional support was clear to all concerned, but that the Inspection of Education had a different opinion on this: *'Not everyone was optimally informed about the procedure, not all school teams were sufficiently aware of it'*.

Summary

The route to additional support is clear to the teachers. Repeating information on this remains necessary because teams are changing, and new graduate teachers are entering. So, if you want to keep your teachers informed you have to start with the teacher training.

Q11. Are the school boards accountable on the use of the 'light' support resources?

All school boards were responsible for the spending of the support resources (See Table 10). PO3103 considered this to be a logical consequence of the school model. Seven partnerships indicated that they no longer made a distinction between 'light' and 'heavy' support resources (See Table 10). In partnerships, with only the school model as an allocation model, school boards were usually fully responsible for the use of the support budget. In partnerships that used a mix of allocation models school boards were partly responsible for the use of the resources, as the fixed budget per pupil, which they received from the partnership. Schools did have the opportunity to arrange their own support. The Inspection of Education recommended that the partnerships should require full accountability of the school boards for the spending of the support budget.

Summary

In partnerships with the school model, school boards were responsible for the use of 'light' and 'heavy' support resources. Some of them no longer made a distinction between 'light' and 'heavy' support. In partnerships with a mix of allocation models school boards were partly responsible for the use of the resources. The Inspection of Education recommended full accountability of the school boards in this.

Q12. Border traffic = pupils in special education, who are living in the region of another partnership.

12.1 Do you have incoming border traffic?

All partnerships had incoming border traffic. In 14 partnerships, the numbers had hardly changed, five partnerships noted an increase in incoming border traffic (See Table 10). PO2903 had to do with more than average numbers of children moving to the region, there were many foster children and various shelters for children with disabilities, who went to special education. In PO3103, there were significant changes in the border traffic, which were due to children moving to the partnership or to the choice of parents, who lived in another region, for a special school for their children being close to home. PO3005 wanted to reduce special mainstream education, but incoming border traffic for this form of special education made it difficult. PO3010 had an increase in incoming border traffic, because parents opted for special education of a Christian denomination, which was not available in the region where they lived. At PO3102 there was an increase, but that was mainly because of dissatisfaction with the previous school. In PO3101 there was border traffic of Dutch children living in Germany. For Youth Care for these children, the partnership therefore depended on the German 'Jugendamt'.

12.2 Do you have outgoing border traffic?

All partnerships had outgoing border traffic. In general, the outgoing border traffic was unchanged (See Table 10). Often there were agreements with the neighbour partnerships, that there was no mutual invoice for these pupils. The numbers of outgoing and incoming border traffic were usually balanced with each other. Care formation would only be charged at partnerships, of which pupils were outgoing border traffic and, conversely, no pupils went to special education in the region of that other partnership as incoming border traffic.

Partnerships discussed together, literally came around a table (Brabantse Tafel) together to set up arrangements and solve the things that threatened to go wrong. Despite the abolition of special mainstream education in PO3005, the outgoing border traffic to this type of special education in a neighbour partnership did not increase.

Summary

All partnerships had incoming and outgoing border traffic. In some partnerships the incoming border traffic was more than average, because there were many foster children and shelters for children with disabilities. Often there were agreements with the neighbour partnerships that there was no mutual invoice for these pupils, because incoming and outgoing traffic were usually balanced with each other.

Q13. What is your view about the fixed budget to fund all facilities for extra support?

For eight partnerships, the support budget was sufficient, and for six partnerships it was insufficient. Two partnerships considered the budget higher than previously calculated, but three partnerships considered it lower than expected (See Table 10). Concerning partnerships with the school model, PO3006 had enough budget for the current organisation, but for creating a comprehensively suitable future offer including extra support for gifted pupils, it threatened to be insufficient. PO3007 stated that pupils should not be in trouble because of financial shortages: *'School boards are aimed at education and philosophy, not at finances'*.

From 2020 PO3008 would feel the negative equalisation (See Section 2.9) in full extent. The partnership increasingly arranged the support centrally, so that it could be done cheaper. Central purchasing of additional support in a larger quantity can always be negotiated at a lower price, and the quality remains the same.

PO3104, PO3105 and PO3106 did not have enough budget. They were convinced that inclusion was more expensive than segregation. Special education with additional support facilities was cheaper than inclusive education, where the facilities were fragmented in individual mainstream schools. On the other hand, PO2901/2902 wanted to increase integration into mainstream education.

PO2901/2902, PO3002, PO3102 and PO3003 with a mix of three allocation models, believed that more money was needed for children with multiple

Anna Maria Van Roij 201401850

complex and profound disabilities. These children were not in mytyl- or tytyl education (See Section 2.10) when setting the support budget in 2013. In relation to the workload and the salaries of the professionals PO3005 had too little resources.

Because the demographic shrink was less than the prognosis for the region of PO3004, the budget was obviously more than forecasted. There were more pupils than expected, and because the budget is paid per pupil the partnership got more income than foreseen in the multi-annual budget. PO3101 had no shortages, but the allocation keys for paying the costs of additional support, youth care and residential placements, by health insurance, municipalities and partnerships could be much better. In this sense, PO3003 advocated a better connection with youth assistance.

Summary

For more than 50% of the partnerships the support budget was enough (See Table 10). However, more money was needed especially for children in mytyl- or tytyl education (See Section 2.10) who were not counted in when setting the support budget. Support was more and more arranged centrally, in larger quantity so cheaper.

Q14. Professionalisation

Is professionalisation of teachers provided for in the budget?

In fifteen partnerships, professionalisation of teachers was not being paid for out of the support budget. Four partnerships did make reservations out of the support budget for paying professionalisation of teachers (See Table 10). In PO3010 € 55 per pupil was earmarked for this professionalisation and also for network learning focused on the school support profile, dyslexia and dyscalculia.

School boards also provided intern training for their employees, and there was a network for newcomers in the classroom and students in teacher training. The partnership organised master classes which were relevant to the practice in the classroom, in consultation with the school boards. PO3002 did not provide funding for the professionalisation of teachers, but in the context of a joint project, called "Bouw!" ("Construction!") for better reading and learning, the associated professionalisation of teachers was financed by the partnership.

Most partnerships considered the professionalisation of teachers the responsibility of the school boards. In consultation with the school boards a number of meetings on attractive themes, such as adhesion and twice exceptional, were organised and financed by the partnership. The term, twice exceptional, refers to gifted children who have some form of disability. These children are considered exceptional both because of their giftedness (for example, intellectual, creative, perceptual, motorial etc.) and because of their special needs.

Is professionalisation focused on broadening the support profile?

In twelve partnerships, the professionalisation of teachers was not aimed at broadening the support profile in mainstream education (See Table 10). Only three of these partnerships had formulated development targets about the support profile, to raise awareness of gaps in the support profile of an individual school. In seven partnerships, however, professionalisation was aimed at broadening the support profile, of which PO3006 regarded the widening of educational support arrangements as very valuable.

Is professionalisation focused on inclusion?

Of the four partnerships who provided for professionalisation of teachers in their support budget, two partnerships aimed at inclusion (See Table 10). PO3102 focused mainly on schools who asked for support to become more inclusive. In these mainstream schools the partnership performed pilots with the commitment of the support teams. PO2901/2902 made a comment on the maintenance of special education. Their training focused on the ability of teachers to act accurately on pupils with behavioural problems.

For PABO-students, the training for inclusive education was not reflected in the practice of PO3010. This partnership has no training places in special mainstream education, it does not meet the criteria: *'Teacher training only for mainstream education!'* The other partnerships believed that professionalisation of teachers was the responsibility of the school boards. They did focus on support for various special support needs of teachers, but: *'There are limits to inclusion'* (PO3103).

After two years of Passend Onderwijs, PO3003 had set up the project 'Passend Onderwijs close to home' for which financial resources had been earmarked. Cooperating schools within a neighbourhood could apply for a project and additional financial support at the partnership because of their cooperation in supporting the children. This inter-school board cooperation was of greater importance for the partnership than the professionalisation of teachers. Appointing only one remedial teacher for the joint schools within a neighbourhood was cost-saving. Education is organised much too vertically per school board and per school, a horizontal organisation at local level benefits more.

Summary

In 14/19 partnerships professionalisation of teachers was not being paid for out of the support budget (See Table 10). Professionalisation is the responsibility of the individual school boards. They are themselves responsible for broadening the support profile and inclusion. Partnerships mainly organised network meetings on attractive themes. Also of importance is the issue of a horizontal organisation at local level, which benefits more. Purchasing extra support by joint school boards is more efficient and on top of that cheaper.

Q15. Demographic shrink

Is your region subject to demographic shrink?

Eighteen partnerships were subject to demographic shrink (See Table 10). In five partnerships, the decrease in the number of pupils had been significant and not yet stabilised. Only the national partnership PO0001 had no demographic shrink, the number of pupils remaining stable.

Do the participation percentages in Special Education relate to this extent of shrink?

8/19 of the partnerships indicated that this was not the case (See Table 10). Partnerships along the border with Belgium noted that Dutch children who previously went to Belgian special education came back to Dutch special education because of the M-decree (the Belgium education policy similar to Passend Onderwijs, See Section 2.5) in Flemish education since 2015-2016. In contrast to an expected decrease, there was an increase in special education. In four partnerships, participation rates in special education had decreased more than the demographic shrink.

Is the demographic shrink taken into account in the multi-annual budget?

Almost all partnerships took the demographic shrink into account in their multiannual budget (See Table 10). Partnerships are financed per pupil, so fewer pupils meant less income. For PO3007 this was not the case, the partnership had minimal decrease in the number of pupils.

Are you aware of any differences in the referral behaviour of small schools?

The answers to this question were very diverse. PO3103 believed that small schools create a quieter and safer environment, and PO0001 noted that small schools within the partnership hardly refer. PO3003 thought that small schools are able to deliver good quality, especially when they are supported by the expertise of a larger school board. But: *'Parents do not shop with their child to small schools. Parents also use and determine their own measurements, namely no more than three pupils with SEN in one classroom'* (PO3003). On top of that PO2903 explicitly believed that large schools have more expertise to accommodate pupils with SEN. Schools' expertise means differences in referral behaviour. PO3004 noted that small mainstream schools with less than 100 pupils that had to pay the care formation in special education out of their support budget when referring pupils were very conscious of the costs. Referring a pupil meant finishing the support budget, so nothing could be spend any more in the classroom. On the other hand there are schools that refer a lot, because they notice the problems very well and there are schools that do not notice the problems sufficiently. Most partnerships had a divergent picture of the referral behaviour of small schools. This was not monitored.

Does shrink affect the implementation of Passend Onderwijs, and if it does how?

The influence of demographic shrink was clearly felt in eight partnerships (See Table 10). For PO2903, it had a positive impact on the cooperation between school boards and the use of opportunities. However, PO3008's support plan was written from a forced cooperation in a shrinking region:

'In 2017 we wrote a vision document, an optimisation plan, which expected more mutual solidarity from school boards. Themes such as 'Down', Early Childhood Education, crisis places in special education and Twice Exceptional were jointly addressed and laid down in the budget. All this gave a shift from the school model to a stimulating school board model. An optimisation plan devised the themes deeper and focused on content'.

For PO3104, PO3105 and PO3106 the demographic shrink had major consequences: *'Financially, our partnerships are struggling with a reduction in income in large amounts. However, we cannot reduce our costs in the same time'.*

Partnerships experienced pressure on the facilities due to the demographic shrink and an unreliable government:

'The wide range of support facilities is under pressure, especially educational facilities in the small villages. With the shrinkage of the special mainstream education, the expertise also disappears' (PO3002). 'There is a smaller offer in the substitute pool, well-trained teachers leave for another job. With regard to the training of these people, this is a destruction of the invested capital' (PO3102).

The other partnerships indicated that the anxiety around the demographic shrink had decreased, and that pupil numbers stabilised.

Summary

Nearly all partnerships were subject to demographic shrink. Only in the national partnership PO0001 the number of pupils remained stable. More than 40% of the partnerships indicated that the participation in special education did not relate to the extent of shrink. Furthermore fewer pupils meant less income, so all partnerships took the demographic shrink into account in their multi-annual budget (See Table 10). Most partnerships had a divergent picture of the referral

Anna Maria Van Roij 201401850

behaviour of small schools. This was also not monitored. Because of the shrink partnerships were struggling financially and experienced pressure especially on educational facilities in small villages.

Q16. Finally do you have any other comments to make about the implementation of Passend Onderwijs in respect to my research question?

PO3010 considered the research question interesting:

'All partnerships organise the cash flows in a different way, do you see differences in referral behaviour because of that? For example in PO3005, special mainstream education will be abolished, whereas in PO3010 it is important, because there is no special education. Passend Onderwijs is no longer about the money, but about less pressure, more insight in the process, quality of education, and teachers who want to work with pupils who have complex special needs'.

Unlike PO3010, PO3005 believed that special mainstream education no longer belonged within Passend Onderwijs. PO3005 considered the research question complicated, because the contexts of the partnerships were very diverse. The story behind participation in special education was different, which made comparison complicated. PO3008 added that the partnership experienced a clear relationship with the equalisation and pupil-specific funding, which was paid for two more school years after WSNS (Back To School Together). At the start of Passend Onderwijs this funding should be used for the pupils who had been awarded a 'backpack' for two more school years (See Section 2.9).

PO3004 cited the research fascinating, especially during the period when everyone struggled to shape Passend Onderwijs:

'Suppose a partnership only uses the school model and funnels all resources to the school boards. The consequence will be that the basic support reaches a higher level. Because of the richer expertise it may be that by early observation, more pupils are referred to special education. It may also be that the quality of education reaches the level that more pupils enjoy home-near education. The intensification of the care structure can also be given a different character due to early observation of special needs. The ideal image is of course less pupils in special facilities. And suppose a partnership only opts for the expertise model and provides the higher basic support at the level of the partnership, but still the school boards have to determine the school support profile. In addition our definition of inclusion, happiness and well-being for each child. Happiness for the child and in line with that, happiness for the family. Passend Onderwijs is quality education, regulated by the school boards together with the legal tasks of the partnership. Education delivers quality, only when it is Passend (suitable)!'

PO3006 was convinced that the allocation model and basic support affected the referrals to special mainstream education and special education, while PO3104, PO3105 and PO3106 thought that the behaviour and culture within the partnership affected the participation rates in special education, not the allocation model. On top of that PO3009 expected that primary education would always have to deal with about 2% of the children in special mainstream education and about 1.5% of the children in special education:

'We have to take care of this together. Passend Onderwijs is a change in the system. We are on this way for four years, give it another six years. A system change requires ten years. We have to keep doing the right things, monitoring them and justify our actions. Then we will see where we stand in ten years'.

4.2 Analysis of pupil numbers

The pupil numbers are shown in charts per partnership starting October 1st 2013, one school year before the start of Passend Onderwijs and after that every school year until October 1st 2019. In the Netherlands, the official counting date is every school year on October 1st. The information about the pupil numbers comes from the data files of DUO (Dienst Uitvoering Onderwijs; Department for Education), which are public on the Internet. The participation percentages are divided into special mainstream education, special education care category 1, 2 and 3. In the Netherlands, the government provides a basic level of funding for all pupils. In addition, further funding for special education is also provided but this is capped. For special mainstream education this is subject to the 'light' support and is funded by default for 2% of all pupils (See Section 2.9; See Table 1). PO3005, among others, wants to abolish special mainstream education and eventually closes the schools for this form of education over time so as to have the opportunity to spend this care formation on additional support arrangements in mainstream education (See Table 1) and, as a consequence, become more inclusive. Basic support in mainstream education increased enormously in PO3005. The 2% paid for special mainstream education by the government as part of the budget for 'light' support goes to the mainstream schools. There is money and manpower, and the majority of the mainstream schools are integral child centres for the age of 0-12 years. Support teams are nearby and provide more integral cooperation with youth care and knowledge sharing from special education.

The care formation for special education is subject to the ‘heavy’ support and depends on the care weight category of the pupil’s special needs, for example most pupils in mytyl- and tytyl schools (See Section 2.10) have a care weight category 3 with a care formation of €23,000 per school year.

Basic formation per pupil	€ 4,250.00	<i>National Participation</i>
<i>Additional care formation:</i>		
For special mainstream education (SME)	€ 5,000.00	2.38%
For special education (SE)		1.64%
Category 1	€ 10,000.00	1.33%
Category 2	€ 15,000.00	0.15%
Category 3	€ 23,000.00	0.16%

Table 11: Amounts for Basic Formation and Additional Care Formation for pupils in Special Education.

Special mainstream and special education numbers are given in percentages of the total pupil numbers within a partnership. Shifts from pupils to a lower care category or even to special mainstream education, of course, will have an impact on the total funding available for financing arrangements within mainstream education (See Table 11). The partnerships are financed per pupil, so the use of percentages is a real basis for comparing participation in special education, and it also gives a more real picture compared to the demographic shrink. It is also important to show the numbers of pupils when it comes to decrease or increase in special education as each year the pupil numbers vary. As an example, discussion of a chart with a table is provided, so as to make it clear what information it shows. A dot in the same colour shows the national average (See Table 11 and Chart 1) of the participation in special education of that specific form of special education.

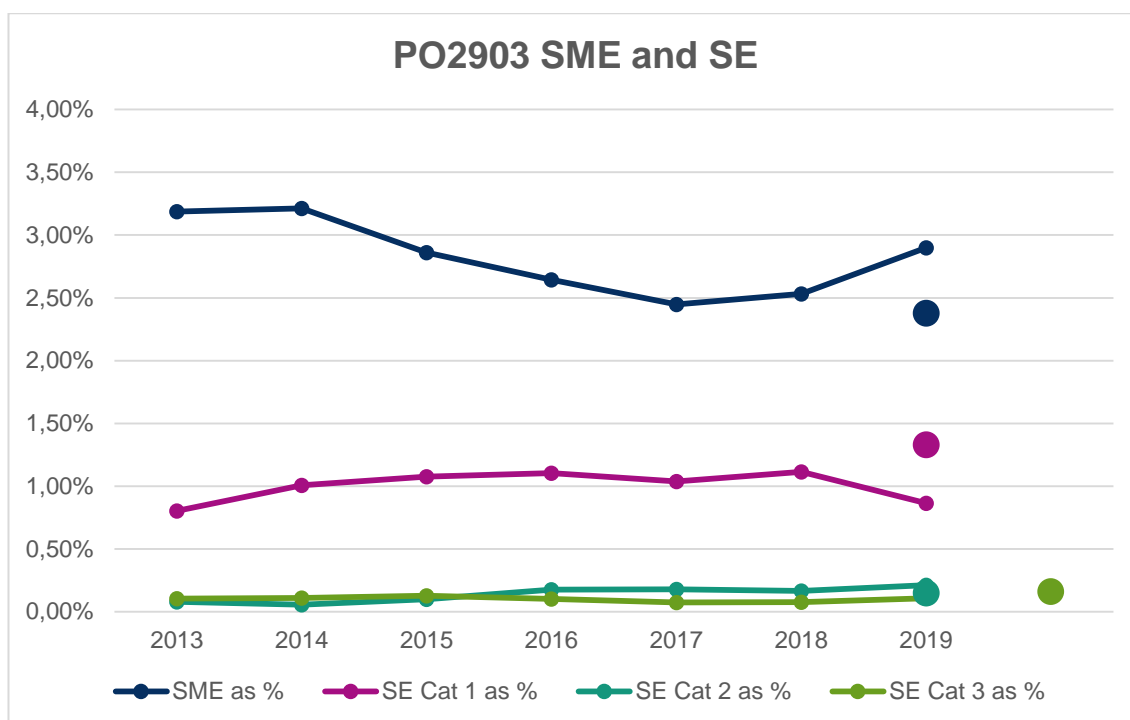


Chart 1: Special Education Percentages PO2903

PO 2903 Year	Total pupils (ME+SME +SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	7592	7275	95,82%	242	3,19%	61	0,80%	6	0,08%	8	0,11%
2014	7252	6934	95,62%	233	3,21%	73	1,01%	4	0,06%	8	0,11%
2015	7061	6767	95,84%	202	2,86%	76	1,08%	7	0,10%	9	0,13%
2016	6884	6607	95,98%	182	2,64%	76	1,10%	12	0,17%	7	0,10%
2017	6739	6487	96,26%	165	2,45%	70	1,04%	12	0,18%	5	0,07%
2018	6637	6379	96,11%	168	2,53%	74	1,11%	11	0,17%	5	0,08%
2019	6590	6321	95,92%	191	2,90%	57	0,86%	14	0,21%	7	0,11%

Table 12: Numbers and Percentages PO2903

Table 12 shows the total numbers of pupils and the corresponding percentages in primary education within the partnership, divided into mainstream education, special mainstream education and special education care categories 1, 2 and 3.

In the case of PO2903, looking at the difference in 2017 and 2019 figures, there is an increase in special mainstream education (26 pupils), a decrease in special education care category 1 (13 pupils) and an increase in care categories 2 and 3 combined (four pupils).

Anna Maria Van Roij 201401850

The graphs and tables for each partnership are presented in Appendix 5 but for conciseness the analysis here focuses on comparison of figures per allocation model used by the partnerships, to look at possible similarities. Comparison is made of the numbers and percentages of 2014, the start of Passend Onderwijs with the last numbers and percentages of 2019. In addition, a comparison of the quantitative data with the qualitative data from the interviews, performed in 2018 is also made. For this the counting date October 1st 2017 is relevant.

Nine Partnerships with the school model

Changes in numbers and percentages in 2019 compared to 2014 <i>School model</i>									
PS	ME	SME		Category 1		Category 2		Category 3	
		Numbers	%	Numbers	%	Numbers	%	Numbers	%
PO2903	+0.30%	-42	-0.31%	-16	-0.14%	+10	+0.16%	-1	0.00%
PO3103	+0.26%	-2	+0.05%	-17	-0.26%	-1	-0.02%	-2	-0.03%
PO3105	+0.91%	-99	-0.56%	-29	-0.06%	-20	-0.15%	-19	-0.14%
PO3009	-0.23%	-12	+0.01%	+4	+0.08%	+22	+0.14%	-1	0.00%
PO3007	+0.14%	-94	-0.38%	+10	+0.07%	+38	+0.17%	-1	0.00%
PO3006	+0.07%	-165	-0.63%	+89	+0.62%	+4	+0.03%	-21	-0.09%
PO3008	-0.30%	-54	-0.05%	+53	+0.30%	+12	+0.05%	+3	+0.02%
PO3104	+0.16%	-22	+0.08%	-22	+0.01%	-6	-0.05%	-22	-0.20%
PO3106	-0.60%	+99	+0.68%	+14	+0.16%	-30	-0.17%	-14	-0.08%

Table 13: Changes in 2019 compared to 2014 School Model

The quantitative data show a positive outcome, when it comes to a decrease in special education, in four/nine partnerships (PO2903, PO3103, PO3104, PO3105) using the school model. At PO2903, participation rates in 2019, compared to 2014, the start of Passend Onderwijs decreased slightly.

For PO2903 Special Education stayed well below the national average, especially care category 1. Category 2 is slightly above the national average, on the other hand, the heaviest category 3 is below the national average. The recent rise in special mainstream education, an increase of 23 pupils in school year 2018/2019, was due to the decline of 17 pupils in special education, Category 1 (See Chart 1 and Table 13). More pupils with SEN are

Anna Maria Van Roij 201401850

accommodated in special mainstream education and mainstream education increased with 0.30% (See Table 13).

In PO3103, PO3104 and PO3105, participation rates and/or pupil numbers in special education have decreased (See Appendix 5). PO3105 also had a substantial decrease in special mainstream education of 0.56% (99 pupils). The most heavy care categories 2 and 3 of the special education are even fallen below the national average. The partnerships achieve to accommodate pupils in special education as much as possible in care category 1. In the three partnerships mainstream education increased in PO3105 even with 0.91%

Although in PO3009 participation rates in special mainstream education and special education have not decreased, the partnership managed to keep the participation rate in special mainstream education below the 2%, which is funded by the government. So there will be no need of top-slicing extra care formation from the budget for the 'light' support that is meant to spend on basic support in mainstream education. Special Education is exactly the national average here, only care category 2 has increased substantially (22 pupils) (See Appendix 5).

In the case of the other partnerships using the school model, the quantitative data are not positive. Partnerships were positive about pupils going back from special mainstream education to mainstream education. However special education with the heavy care categories was increasing. In PO3007, even the heaviest care categories are above the national average (See Appendix 5). As discussed earlier PO3006 pointed out that referrals from special mainstream education to special education had also increased, despite a negative

Anna Maria Van Roij 201401850

equalisation of €2,000,000 (See section 2.9) which meant you would expect a decrease. The partnership noticed an increase in behavioural problems, and as a result an increase in the participation percentages in special education Cluster 4 (See Q7.2) It worked out somewhat disappointing, schools and school boards received a high contribution for broadening the basic support in mainstream education and enlargement of the expertise, yet there was an increase in the participation rates in special education. In PO3008 the problems in special education were becoming increasingly severe, and many children with a low IQ and behavioural problems were placed in special mainstream education. Children live in a complicated society with a lot of pressure on performance. In PO3104 and PO3106 participation in special mainstream education and special education care category 1 is far above the national average. Even in PO3105 this is still the case, despite a decrease in all forms of special education (See Appendix 5). In PO3104 there was an increase in participation percentages in special mainstream education and special education care category 1, although in numbers of pupils there was a decrease in both forms of special education (22 pupils). Given the social disadvantage of a large part of the population in PO3104, PO3105 and PO3106, this still is a realistic picture. Only the increase in special mainstream education of 0.68% (99 pupils) in PO3106 gets attention. Noteworthy is that in these partnerships, the heaviest care categories 2 and 3 are well below the national average (See Appendix 5).

Six Partnerships with a mix of three allocation models

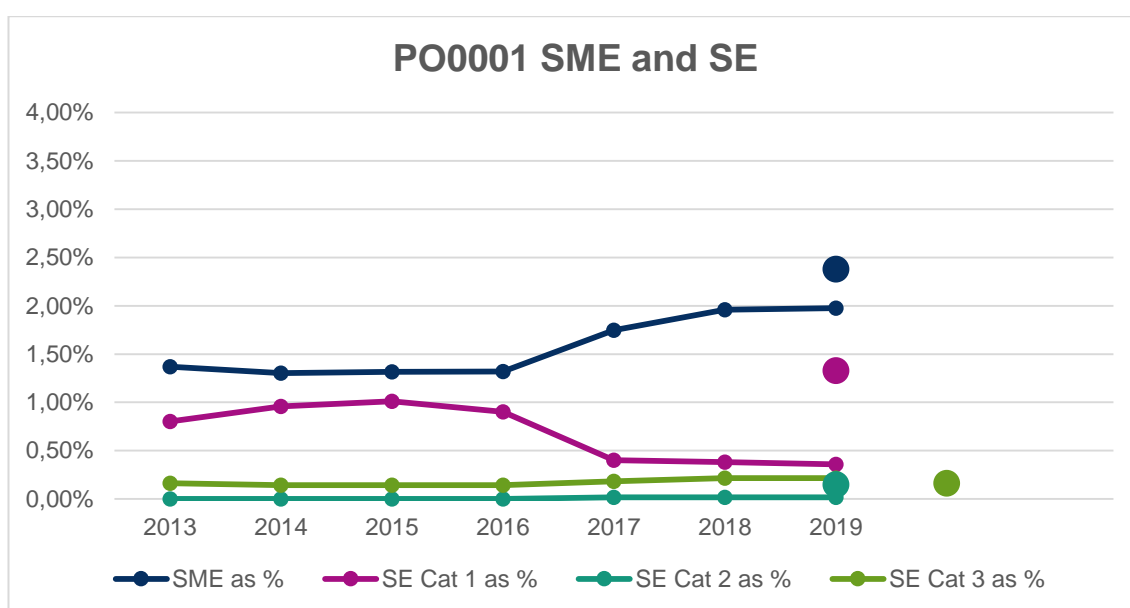


Chart 2: Special Education Percentages PO0001

PO 0001 Year	Total pupils (ME+SME +SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	5473	5345	97,66%	75	1,37%	44	0,80%	0	0,00%	9	0,16%
2014	5524	5391	97,59%	72	1,30%	53	0,96%	0	0,00%	8	0,14%
2015	5543	5406	97,53%	73	1,32%	56	1,01%	0	0,00%	8	0,14%
2016	5535	5404	97,63%	73	1,32%	50	0,90%	0	0,00%	8	0,14%
2017	5498	5369	97,65%	96	1,75%	22	0,40%	1	0,02%	10	0,18%
2018	5517	5375	97,43%	108	1,96%	21	0,38%	1	0,02%	12	0,22%
2019	5566	5423	97,43%	110	1,98%	20	0,36%	1	0,02%	12	0,22%

Table 14: Numbers and Percentages PO0001

Changes in numbers and percentages in 2019 compared to 2014 Mix of 3 allocation models									
PS	ME	SME		Category 1		Category 2		Category 3	
	%	Numbers	%	Numbers	%	Numbers	%	Numbers	%
PO0001	-0.16%	+38	+0.67%	-33	-0.60%	+1	+0.02%	+4	+0.07%
PO2902	-0.08%	-59	-0.18%	+1	+0.07%	+37	+0.21%	-6	-0.02%
PO3002	+0.25%	-99	-0.60%	+26	+0.28%	+15	+0.12%	-7	-0.04%
PO3003	-0.36%	-17	+0.03%	+179	+0.59%	-38	-0.10%	-59	-0.16%
PO3004	-0.11%	-3	+0.10%	+48	+0.25%	-29	-0.12%	-31	-0.12%
PO3102	-0.12%	-44	-0.17%	+14	+0.27%	+2	+0.02%	-2	-0.01%

Table 15: Changes in 2019 compared to 2014 Mix of 3 Models

One/six partnership with a mix of three allocation models shows positive shifts in participation rates in special education, from care category 1 towards special mainstream education. In PO0001 special mainstream education rose, but it remained below the 2% that is funded by the government. In addition, there has been a sharp decline in special education (See Chart 2 and Table 14). The partnership decided on extra support arrangements for their pupils in special mainstream education so it managed to accommodate category 1 pupils in this light form of special education. Only Category 3 is above the national average (See Chart 2). In PO2901/2902 and PO3002, special mainstream education decreased but special education was increasing. At PO3003, PO3004 and PO3102 there was a slight increase both in special mainstream education and special education but the heaviest care categories 2 and 3 remained manageable (See Table 15). In PO3004, relocations from special to mainstream education had been a top priority, yet the partnership felt that it had achieved too little.

Three Partnerships with a mix of two allocation models

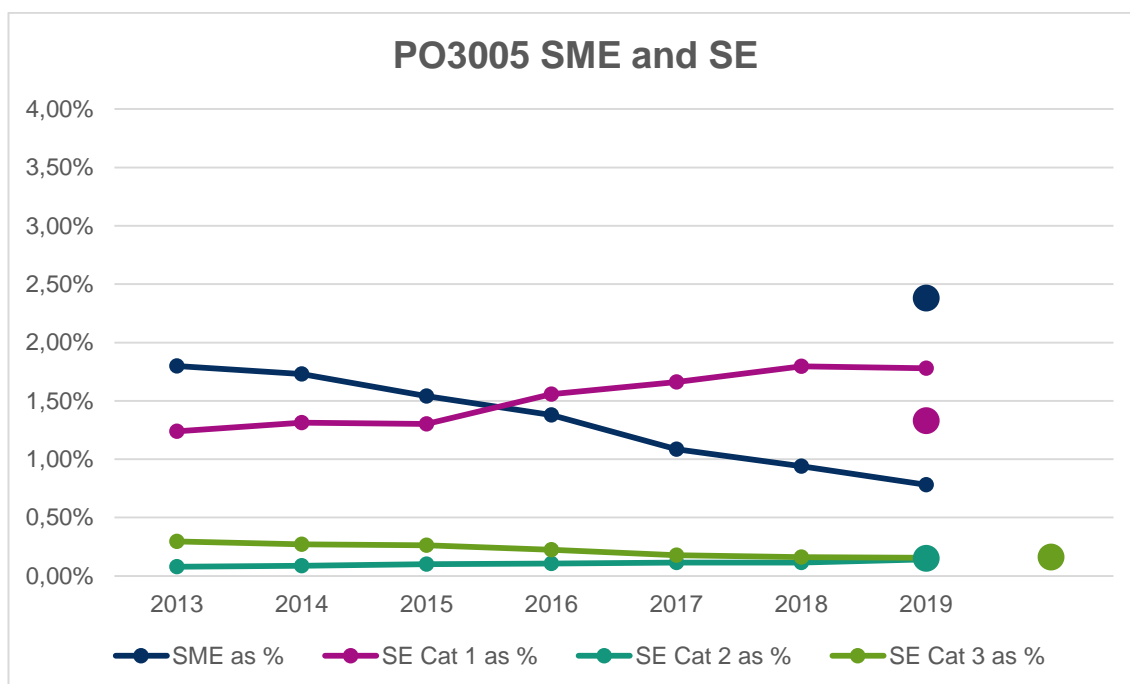


Chart 3: Special Education Percentages PO3005

PO 3005 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	29574	28566	96,59%	532	1,80%	366	1,24%	23	0,08%	87	0,29%
2014	29239	28245	96,60%	506	1,73%	384	1,31%	25	0,09%	79	0,27%
2015	28908	27982	96,80%	445	1,54%	376	1,30%	29	0,10%	76	0,26%
2016	28596	27663	96,74%	394	1,38%	445	1,56%	30	0,10%	64	0,22%
2017	28285	27426	96,96%	307	1,09%	470	1,66%	32	0,11%	50	0,18%
2018	28063	27218	96,99%	264	0,94%	504	1,80%	32	0,11%	45	0,16%
2019	27800	27006	97,14%	217	0,78%	495	1,78%	39	0,14%	43	0,15%

Table 16: Numbers and Percentages PO3005

Changes in numbers and percentages in 2019 compared to 2014 Mix of 2 allocation models									
PS	ME	SME		Category 1		Category 2		Category 3	
	%	Numbers	%	Numbers	%	Numbers	%	Numbers	%
PO3010	-0.50%	-5	+0.05%	+49	+0.51%	+3	+0.03%	-10	-0.09%
PO3005	+0.54%	-289	-0.95%	+111	+0.47%	+14	+0.05%	-36	-0.12%
PO3001	-0.28%	+11	+0.20%	+7	+0.15%	+2	+0.03%	-10	-0.10%

Table 17: Changes in 2019 compared to 2014 Mix of 2 Models

In the partnerships with a mix of two allocation models, only in PO3010 the special mainstream education is above the national average, and the special education is exactly the national average (See Appendix 5). PO3010 only has special mainstream education within the partnership and is therefore also trying to retain the pupils in this light form of special education. In PO3005 there has been a sharp decrease in special mainstream education (See Chart 3). The partnership aims to eliminate this type of special education, but the result is that care Category 1 increases above the national average. However, the decrease in special mainstream education involves much larger numbers of pupils than the increase in special education. Basic support in mainstream education has increased enormously. There is money and manpower and the majority of the mainstream schools are integral child centres for the age of 0-12 years. Mainstream education increased with 0.54% (See Chart 3 and Table 16). In PO3001 there is a slight increase in special mainstream education and special education. Care Category 1 is far above the national average, and Category 3 is still above the national average despite a decrease (See Appendix 5).

One Partnership with a self-developed allocation model

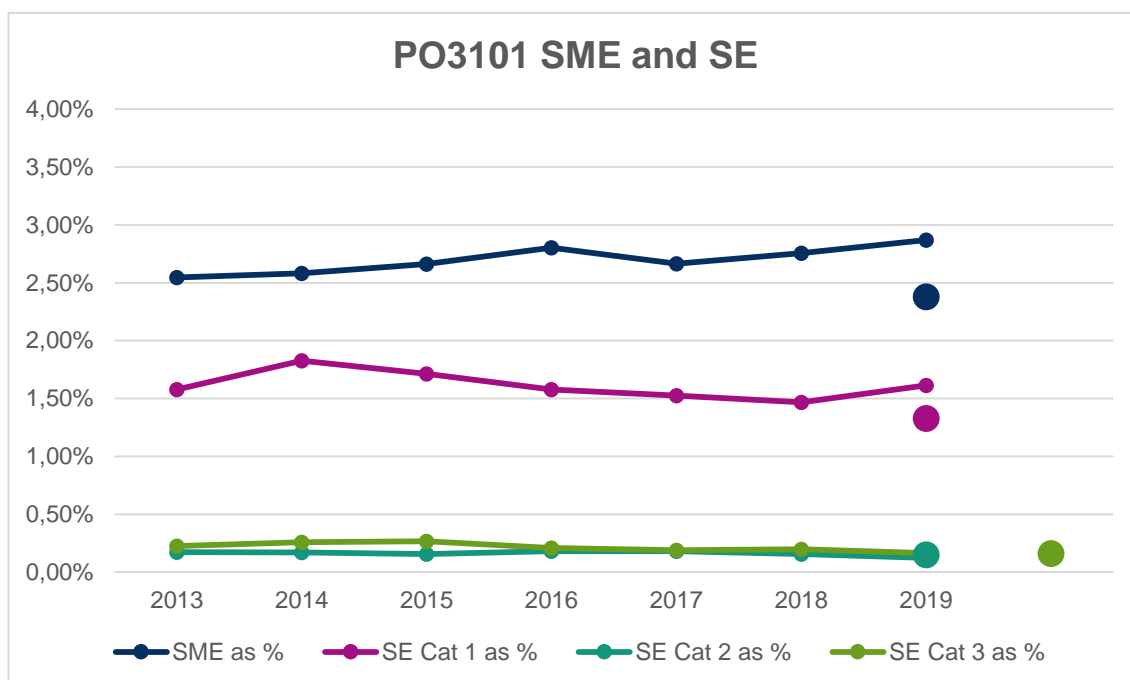


Chart 4: Special Education Percentages PO3101

PO 3101 Year	Total pupils (ME+SME +SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	24516	23408	95,48%	624	2,55%	387	1,58%	42	0,17%	55	0,22%
2014	23716	22570	95,17%	612	2,58%	433	1,83%	40	0,17%	61	0,26%
2015	23180	22068	95,20%	617	2,66%	397	1,71%	36	0,16%	62	0,27%
2016	22693	21611	95,23%	636	2,80%	358	1,58%	41	0,18%	47	0,21%
2017	22221	21208	95,44%	592	2,66%	339	1,53%	40	0,18%	42	0,19%
2018	21815	20817	95,43%	601	2,75%	320	1,47%	34	0,16%	43	0,20%
2019	21303	20287	95,23%	611	2,87%	344	1,61%	26	0,12%	35	0,16%

Table 18: Numbers and Percentages PO3101

Changes in numbers and percentages in 2019 compared to 2014 Self-developed model										
PS	ME		SME		Category 1		Category 2		Category 3	
	%	Numbers	%	Numbers	%	Numbers	%	Numbers	%	
PO 3101	+0.06%	-1	+0.29%	-89	-0.21%	-14	-0.05%	-26	-0.09%	

Table 19: Changes in 2019 compared to 2014 Self-developed Model

In this partnership PO3101 there is an increase in the participation rate in special mainstream education and a decrease in special education. Care Category 1 (1.61%) is 0.28% above the national average of 1.33% (See Chart 4 and Table 18).

4.3 Supervisory Framework Inspection of Education

Passend Onderwijs was launched on August 1st, 2014. Since this time, inspections have monitored the Partnership structures set up to ensure that they are taking into account their regional context, and ensuring that for every pupil there will be a suitable place available in education. Monitoring of the implementation of Passend Onderwijs itself takes place in the individual schools and school boards within the partnerships.

Basic Support August 1st, 2014

The basic support describes the level of support that at least is expected at all schools. In its supervisory framework the Inspection defined the basic support and the level a teacher or school at least needs to realise in his/her profession as *basic quality*. Indicators for this quality concern the educational process, the school climate, the lessons, care and guidance, quality care, communication with parents, contacts with externals and the school development. In addition, schools need to realise preventive and curative light support, as described in the reference framework. This contains the following entries:

- early identification of learning-, growth- and educational problems;
- care for a safe school climate;
- an offer for pupils with dyslexia or dyscalculia;
- education programs tailored to pupils with more or less than average intelligence;
- physical accessibility of the school building, adapted work- and instruction areas and resources available for pupils who need it;

- pedagogical and/or didactic programs and methodologies focused on social security and the prevention of behaviour problems;
- a protocol for medical procedures;
- the curative care and support the school can offer together with chain partners (Primair Onderwijs (PO)-raad; Primary Education Council, 2012/2013).

Mission of the Inspection of Education: effective monitoring to realise better education (Long Term policy Inspection of Education, 2015-2020)

Every child has the right to a good education. Pupils and parents need to be confident that this is the position at a school. The school board is responsible for the quality of education and accounts for the results. The Dutch Inspection of Education supervises this. The ambition is to achieve an outcome of 'good', and the objective of the findings of any inspection is to contribute to the continuous quality improvement in all schools:

The job of the Inspectors of Education is to centralise the learner and the learning process. It is about encouraging all schools in the Netherlands to improve themselves; both at the level of the school boards and their schools and at the level of the system. This means that improvements must reach the classroom. The Inspectors of Education work on a basis of earned trust, on behalf of the Government and society. Better education is in the public's interest that comes first in the supervision of the Inspection of education. Supervision is effective when it contributes to better education in the Netherlands (Inspectie van het Onderwijs, 2017/2018: 6).

Changed Supervision of the Inspection

The supervision of the schools increases with the changes that are taking place. It appraises and encourages partnerships and schools to actively carry out Passend Onderwijs. Where this can reach further beyond the basic quality (validity requirements) the inspection can appreciate this with the judgement 'good'. On August 1st, 2017 the monitoring of the quality of education was changed.

The three main adjustments

1. Judgements about quality care and financial management of school boards as a whole, if they are examined from August 1st, 2017;
2. Individual schools will not always get a final judgement of the Inspection, because school boards as a whole are inspected. The monitoring list will show 'no final judgement' for the individual schools;
3. A final judgement for individual schools can be 'good', 'sufficient', 'insufficient/weak' or 'very weak'. Individual schools that perform insufficient/weak are monitored, and schools that perform excellently can request an individual inspection to get the judgement 'good'.

The quadrennial inspection of school boards and schools

The purpose of the quadrennial inspection is to formulate an answer on the central question and the sub-questions derived from it.

Central Question:

Is the quality management in good order and does the school board have a solid financial management?

Sub-questions:

1. Has the school board agreed on targets with the individual schools, is there a sufficient view on the quality of education and is the school board promoting the improvement of the quality of education?
2. Is there a professional quality culture, and does the school board function with transparency and integrity?
3. Is there an active communication about performances and developments of the school board and its schools?
4. Is the financial management solid?

The inspection into these sub-questions is focused on the standards within the quality areas 'Quality Care and Ambition', and 'Financial Management'.

In seeking answers to these questions inspections are tasked to:

- *guard* that schools at least meet up with the basic quality;
- *intervene* at institutions (school boards and schools) who do not meet with the basic quality requirements, so they recover as soon as possible;
- *encourage* school boards and schools to formulate their own targets and to work on these;
- *report* on the State of education, both on a school and on **a system level; do improvements reach the classroom?**
- *put on the agenda of **the ministry of education*** the bottlenecks in the education system which need a solution;
- *communicate* with stakeholders on inspection findings about achievements of the system and of school boards and schools.

Main features of the monitoring

- Guarantee provision of a basic quality of education as noted earlier;
- Encourage greater ownership of aspects of quality;
- Clear monitoring of the quality of education in all its aspects and control of development and implementation of the basic support at school board level;
- Encourage the joint responsibility of school boards within the partnership.

In the WPO (Wet op het Primair Onderwijs; Law on Primary Education),

Article 2 instructed two tasks to primary education:

- teaching pupils from the age of four years;
- creating the fundamental basis for secondary education.

Anna Maria Van Roij 201401850

In the school plan the school board sets out how it shapes these tasks (Article 12 WPO).

In the valuation framework the inspection distinguishes five quality areas: Educational Process, School Climate, Educational Results, Quality Care and Ambition, and Financial Management.

Measure of the standards

Standards include government validity requirements and school board's own quality issues. If the standard is assessed as *sufficient* or *insufficient*, this is only based on whether the school board/school meets up with the validity requirements. The rating 'good' means that the school board/school is performing excellent and meets up with more than the validity requirements set by Inspection, and that it is meeting its own quality issues.

Partnerships must ensure a coherent set of support facilities within and between schools. Pupils then can experience a continuous development process and pupils who need additional support, get the best suitable place in education. This is a condition for being able to live up to the duty of care (See Section 2.4) by the school boards and therefore for the success of Passend Onderwijs.

There is a strong mutual interdependence between the school boards in any partnership and the individual schools within these school boards. The school boards depend on the organisation and funding of the extra support and in turn the partnership depends on the performance of the schools where it concerns the realisation of the additional support and inclusion in mainstream education.

The inspection connects the supervision on the partnerships with the educational practice and the supervision on the school boards/schools.

Anna Maria Van Roij 201401850

In the valuation framework for partnerships the inspection distinguishes:

Educational Results, Quality Care and Ambition and Financial Management.

For all pupils who need additional support, the partnership has a suitable place available, and it formulates in its support plan own quality issues. These include:

- direction and policy around home-sitters;
- understanding the route to the allocation of the support;
- involvement of healthcare providers in the network consultation on Passend Onderwijs;
- an updated view of the education (youth care) arrangements in the region.

Quality areas and standards school boards and partnerships Passend

Onderwijs

Valuation school boards and partnerships	Norm Educational results	Norm Quality care and culture, accountability and dialogue
Good	The standard results is sufficient and realises convincingly own aspects of quality.	All three standards are at least sufficient and the standard quality culture is good.
Sufficient (basic quality)	The standard results is sufficient.	All three standards are sufficient.
Insufficient	The standard results is insufficient.	At least one standard is insufficient.

Table 20: Measurements for the Rating of School Boards and Partnerships

Quality areas and standards Primary Education

Education process

- Offer
- View on development
- Didactically Acting
- (Extra) Support
- Cooperation
- Review and closure

School climate

- Security
- Pedagogical climate

Educational results

- Learning results
- Social competences
- Continued success

Quality care and ambition

- Quality care
- Quality culture
- Accountability and dialogue

Valuation School	Norm
Good	All standards are sufficient, the quality culture is good, at least two standards from the Area educational process and/or School climate are good and all the other legal requirements investigated are respected.
Sufficient (Basic monitoring)	View on development, didactically acting, security and learning results are sufficient and no more than one standard in the Area education process is insufficient.
Insufficient (Weak)	View on development or didactically acting or security or learning results is insufficient, ór two other standards in the Areas educational results, education process or school climate are insufficient
Very Weak	Learning results is insufficient; ánd view on development ór Didactically acting ór security is insufficient.

Table 21: Measurements for the Rating of Individual Schools

In the above tables I have shown the norms for the valuation of partnerships, school boards and individual schools. The tables reflect the requirements that the quality of education must meet, and how the quality profile is compiled by the inspection.

The Dutch Inspection of Education uses colour codes to indicate the standards of school boards or individual schools. These colours are universally used for all the Dutch Inspection-reports, and everyone is aware of them. Furthermore, the colour codes were not changed when reviewing the Supervision Framework in 2017. Only a colour for the standard 'Good' has been added.

Colour coding of the ratings of inspections			
	Good		Insufficient
	Sufficient		Very weak

Table 22: Colour Coding of the Ratings of Inspections

Summary Zeeland							
Partnership	SB Number	Report Date	Quality Care	Quality Culture	Accountability and Dialogue	Number of schools	
PO0001	20450	20-12-2017				1	
	23545	10-11-2017				1	
	25833	12-9-2018				1	
	29473	14-6-2018				1	
	30145	6-6-2019				1	
	31890	2-10-2018				1	
	42724	4-6-2018				11	
	70358	20-2-2020				1	
	81902	5-3-2018				1	
	81967	9-5-2019				1	
	84151	25-5-2020			<i>Special Education</i>	2	
	89571	20-12-2017				1	<i>Total</i>
Other 8 SB's	2016	<i>Basic Supervision</i>				8	31
PO2901 /2902	30715	28-3-2019				1	
	40517	7-5-2019				1	
	40959	11-2-2020				9	
	41312	16-9-2019			<i>Special Education</i>	3	
	41557	31-1-2020				12	
	41583	13-12-2019				5	
	41842	21-2-2020				8	
	42610	4-5-2020				18	
	42634	9-4-2020				6	
	42653	19-11-2019				14	
	76585	15-1-2020				1	
	83019	29-6-2018				1	<i>Total</i>
Other 8 SB's	2016	<i>Basic Supervision</i>				61	140
PO2903	29785	21-3-2019				3	
	37299	18-2-2020				6	
	41241	28-1-2020				6	
	41312	16-9-2019			<i>Special Education</i>	1	
	41637	1-11-2018				5	<i>Total</i>
	Other 3 SB's	2016	<i>Basic Supervision</i>				26

Table 23: Rating of the School Boards in the province Zeeland

Summary Noord-Brabant 1							
Partnership	SB Number	Report Date	Quality Care	Quality Culture	Accountability and Dialogue	Number of schools	
PO3001	39534	7-3-2018				1	
	40517	7-5-2019				29	
	40980	19-1-2018				7	
	41200	24-1-2019			Special Education	1	
	41863	7-11-2017				1	Total
	Other 2 SB's	2016	Basic Supervision				5
PO3002	41200	24-1-2019			Special Education	1	
	41246	27-5-2019				1	
	41471	28-11-2019				16	
	41782	24-4-2019				18	
	41863	7-11-2017				1	
	42524	20-2-2019				1	
	75778	7-11-2019			Special Education	1	
Other 2 SB's	2016	Basic Supervision				35	74
PO3003	32060	2-3-2020				5	
	40278	4-2-2019				18	
	40672	20-11-2018				6	
	41001	7-4-2020				14	
	41200	24-1-2019			Special Education	4	
	41246	27-5-2019				1	
	41407	24-1-2019				28	
	41435	20-9-2019				4	
	41471	28-11-2019				1	
	41604	3-3-2020				3	
	41611	17-2-2020				1	
	41863	7-11-2017				1	
	41869	23-8-2019				7	
	41978	19-6-2019				5	
	43967	26-8-2019				6	
	55303	21-10-2019				8	
	59984	23-2-2018				1	
78066	8-11-2018				5	Total	
Other 6 SB's	2016	Basic Supervision				17	135
PO3004	20233	18-2-2020			Special Education	1	
	31267	25-2-2020				6	
	32060	2-3-2020				2	
	40941	13-3-2019				6	
	40947	26-1-2018				7	
	41246	27-5-2019				1	
	41611	17-2-2020				16	
	41863	7-11-2017				1	
	48101	4-6-2019				22	
	50143	24-1-2019			Special Education	1	Total
Other 4 SB's	2016	Basic Supervision				28	91
PO3005	31076	16-7-2018				1	
	39600	6-11-2018				7	
	40706	18-1-2017				8	
	40848	11-9-2018				12	
	40874	23-4-2018				8	
	41090	25-4-2017				6	
	41246	27-5-2019				1	
	41424	26-11-2019				1	
	41588	18-9-2019				1	
	41633	12-9-2018				15	
	41672	7-12-2017				19	
	42658	8-7-2019				6	
	42723	2-3-2020				2	
	50143	24-1-2019			Special Education	1	
	60673	25-6-2018				1	
	74049	23-1-2018				26	
	74127	13-6-2017			Special Education	1	
	76715	24-10-2018				1	
82292	21-6-2018			Special Education	2		
85269	17-4-2019			Special Education	1	Total	
Other 4 SB's	2016	Basic Supervision				5	125

Table 24: Rating of the School Boards in the province Noord-Brabant 1

Summary Noord-Brabant 2						
Partnership	SB Number	Report Date	Quality Care	Quality Culture	Accountability and Dialogue	Number of schools
PO3006	30198	24-1-2019			Special Education	1
	31076	16-7-2018				2
	32177	22-7-2019				14
	41020	18-4-2019				6
	41246	27-5-2019				2
	41731	8-1-2019				7
	42572	12-9-2017			Special Education	2
	48348	23-4-2019				12
	75388	9-9-2019				27
	82292	21-6-2018			Special Education	2
Other 2 SB's	2016	Basic Supervision			29	Total 104
PO3007	26977	26-6-2018				7
	30027	12-6-2019				1
	40378	14-5-2019				37
	41008	10-12-2018			Special Education	2
	41213	19-6-2019				1
	41246	27-5-2019				1
	41248	30-11-2017				22
	41860	29-8-2018				3
	72905	23-3-2020			Special Education	2
	82253	7-12-2018			Special Education	1
Other 3 SB's	8-7-1905	Basic Supervision			4	Total 81
PO3008	30240	24-1-2019				13
	37428	12-4-2018				1
	39352	14-6-2017				3
	40557	9-1-2020				26
	41008	10-12-2018			Special Education	1
	41246	27-5-2019				1
	41349	31-8-2018				7
	41860	29-8-2018				13
	60061	27-11-2018				1
	72905	23-3-2020			Special Education	1
	73283	9-1-2020				1
	73906	23-5-2019			Special Education	1
	75388	9-9-2019				1
85269	17-4-2019			Special Education	1	
Other 7 SB's	8-7-1905	Basic Supervision			43	Total 114
PO3009	40982	22-10-2018				5
	77338	28-11-2019				16
	85269	17-4-2019			Special Education	1
	94251	6-3-2018				1
	Other 3 SB's	2016	Basic Supervision			60
PO3010	24065	28-11-2018				1
	39600	6-11-2018				1
	40681	4-10-2018				4
	41239	3-4-2018				2
	41435	20-9-2019				9
	41878	5-7-2019				3
	76715	24-10-2018				1
	84827	17-12-2018				1
Other 2 SB's	2016	Basic Supervision			29	Total 51

Table 25: Rating of the School Boards in the province Noord-Brabant 2

Summary Limburg							
Partnership	SB Number	Report Date	Quality Care	Quality Culture	Accountability and Dialogue	Number of schools	
PO3101	24207	24-10-2018				1	
	37663	1-3-2019				15	
	41246	27-5-2019				1	
	41331	11-6-2019			Special Education	1	
	41531	11-6-2019			Special Education	1	
	44397	22-3-2019				14	
	44813	17-10-2017			Special Education	3	
	47920	25-1-2018				20	
	47959	23-11-2017				12	
	74868	30-11-2017				1	
	75597	15-11-2019				18	
	85581	18-7-2018			Special Education	2	Total
Other 5 SB's	2016	Basic Supervision				28	117
PO3102	26132	5-2-2018			Special Education	1	
	41008	10-12-2018			Special Education	3	
	41246	27-5-2019				1	
	41797	10-4-2018				11	
	44813	17-10-2017			Special Education	1	
	83280	17-4-2020				8	
	85581	18-7-2018			Special Education	1	Total
	Other 3 SB's	2016	Basic Supervision				42
PO3103	41008	10-12-2018			Special Education	1	
	42538	14-11-2019				9	
	44813	17-10-2017			Special Education	1	
	50819	23-3-2018				18	
	85581	18-7-2018			Special Education	1	Total
Other 2 SB's	2016	Basic Supervision				2	32
PO3104	40987	13-12-2018				7	
	41246	27-5-2019				1	
	41516	2-2-2018				1	
	83280	17-4-2020				35	Total
Other 1 SB	2016	Basic Supervision				4	48
PO3105	41246	27-5-2019				1	
	41373	8-4-2019				22	
	41516	2-2-2018				1	
	41891	18-2-2020				1	
	42669	14-6-2019				21	
	74803	14-11-2018			Special Education	1	Total
Other 3 SB's	2016	Basic Supervision				17	64
PO3106	40307	19-2-2020				1	
	41246	27-5-2019				1	
	41516	2-2-2018				47	
	41821	6-4-2020			Special Education	1	Total
Other 2 SB's	2016	Basic Supervision				25	75

Table 26: Rating of the School Boards in the province Limburg

Analysis

In the tables that reflect the quality of education I have reproduced the quality control of the school boards that belong to the partnerships. The school boards receive a valuation: **good**, **sufficient**, **weak (insufficient)**, **very weak** and **no judgement** (on the standards for which the inspection still has insufficient information from the school board).

In 2014, the Inspection of Education granted the majority of the individual schools **Sufficient (Basic Supervision)**. This meant that the valuation of schools and school boards in this study usually was sufficient at the start of Passend Onderwijs. Only one or two individual schools in eleven partnerships were rated as 'weak' in 2014. In 2020, there are changes in the assessment of the inspection. Not the individual schools are judged, but the school boards.

Since 2017, not all school boards in this study have already been judged by the inspection according to the latest supervisory framework, so the tables show school boards with the judgement 'Basic Supervision'. This means that the school boards and individual schools perform 'sufficient' or 'good'. The 56 school boards, judged before 2017, manage 468 individual schools. Nine schools (2%) perform 'good', and there are no schools who perform 'weak' (insufficient) or 'very weak' (See Table 27).

Since August 1st, 2017, the Dutch Inspection of Education has been inspecting the school boards, which are receiving an assessment report. Individual schools are only inspected on request or when they have a report with a weak assessment. These schools remain under the care of the inspection until their quality is sufficient again. Individual schools come under guardianship of the

Anna Maria Van Roij 201401850

Inspection of Education when they have an insufficient average score in the final test for primary school pupils in three consecutive school years. At the moment there are very few weak schools within my research. The percentage of schools that have received the assessment 'good' individually is also low because there are not many schools that are submitting a request to be inspected separately. 133 school boards have been judged according to the latest supervisory framework. They manage a total of 1,056 schools. 43 school boards, who manage 492 schools (47%) got the assessment 'good'. 62 school boards, who manage 453 schools (43%) perform 'sufficient'. 28 school boards, who manage 111 schools (10%) perform 'weak' (See Table 27).

School boards carry out their duty of care properly, if they take care for extra support and create suitable places for the pupils with SEN who are signed up at their schools and communicate this well with the stakeholders. Partnerships also require full accountability of the school boards for the spending of the support budget and the quality of their basic support. 'Accountability and Dialogue' is one of the three main criteria on which the Inspection of Education according to the latest supervisory framework (2017) judges school boards, and makes a statement on their quality. The data analysed in this thesis show, that the majority of the 133 school boards, judged according to the latest supervisory framework, perform sufficient on this criterion. 13 school boards, who manage 190 schools (18%) perform 'good', and only eight school boards, who manage 18 schools (2%) perform 'weak' (See Table 27).

Data analysed in this thesis				
<i>Total</i>	189 SB's		1,524 schools	
	43 SB's	good	501 schools	33%
	118 SB's	sufficient	912 schools	60%
	28 SB's	weak	111 schools	7%
School boards judged before 2017				
<i>Total</i>	56 SB's	Basic supervision	468 schools	
		good	9 schools	2%
		sufficient	459 schools	98%
School boards judged since 2017				
<i>Total</i>	133 SB's		1,056 schools	
	43 SB's	good	492 schools	47%
	62 SB's	sufficient	453 schools	43%
	28 SB's	weak	111 schools	10%
Accountability and Dialogue				
<i>Total</i>	133 SB's		1,056 schools	
	13 SB's	good	190 schools	18%
	112 SB's	sufficient	848 schools	80%
	8 SB's	weak	18 schools	2%

Table 27 Total Rating of the School Boards of Zeeland, Noord-Brabant and Limburg

5 Discussion

Introduction

I will discuss my findings in three headings: Passend Onderwijs / Suitable Education; reducing home-sitter numbers; increase in inclusion. Literature focused on the quality of education is the basis for my discussion. Van Leeuwen (2008) states that the quality of education provides a suitable place for all children, either in mainstream or in special education. According to the coordinator of PO3004, Passend Onderwijs is quality education, when it is suitable for the child. My study on the aim of Passend Onderwijs puts me in the position of a researcher performing a study on how partnerships manage to provide education that gives pupils optimal opportunities to participate in society in later life.

5.1 Passend Onderwijs / Suitable Education

Passend Onderwijs highlights the suitability of a place in education for every individual child but where this might be situated, in mainstream or special education, is up to the partnerships to achieve it in a way they see as most appropriate. The core point was the introduction of a duty of care (See Section 2.4) for school boards who were required to achieve a suitable education (Passend Onderwijs) offer, either in the school of the choice of the parents or in another mainstream or special school. Consequently, the main task is providing a network of support facilities that best fit the child's needs. The quality of education provides a suitable place for all children, either in mainstream or in special education (Van Leeuwen et al., 2008).

'Passend Onderwijs is quality education, regulated by the school boards together with the legal tasks of the partnership. Education delivers quality, only when it is Passend (Suitable)!' (PO3004).

My personal view is that a child's best interests are served with an education which makes it possible for them to participate in society. Most children will find the support they need in mainstream schools and others will find this support in special schools. This reflects the aim of Passend Onderwijs in tasking partnerships in finding a suitable place in education for all children. A place where a child can develop their talents is the ultimate priority. As discussed earlier, the most important right of children is good education, whether this is in mainstream or in special education. Parents can express their preferences in which mainstream education does not have to be the most suitable (Farrell, 2000). Maintaining a place in special education above reducing segregation, may serve the private interests of a child. (Ladd et al., 2009: 32).

Passend Onderwijs is a change in the system and a decentralised policy, the law does not define what the intended effects are. The research findings showed that 18/19 (18 out of 19) partnerships (See Table 5 and 6) applied the school model where the support budget is distributed based on full autonomy to the school boards to spend it at their own discretion in mainstream education or special education. However, within these, nine partnerships applied the school model in a mix with the other allocation models and one partnership developed its own allocation model (See Table 5 and 6).

For the nine partnerships just using the school model there was a variance because five partnerships started by allocating part of the budget for collaboration and creating a comprehensive network of support facilities. On top

Anna Maria Van Roij 201401850

of that they paid the extra care formation in special education in solidarity. The support budget would be top sliced first by the partnership to pay for the total costs of the children placed in special education. Only four partnerships allowed the school boards full autonomy over the budget to what they were entitled to, based on the number of pupils. This meant that the school boards were responsible themselves for the extra costs of the pupils they referred to special education. During the first years of Passend Onderwijs these latter four partnerships also evolved into collaboration and spending part of the budget on a comprehensive network to create suitable places for all children in primary education. What is of interest is then that irrespective of the model(s) applied all partnerships based their funding allocations on autonomy for the school boards and on promoting cooperation and sharing of expertise.

My expectations about the school model were that full autonomy would allow the school boards to make their own choices and to face the real costs of referrals to special education. School boards could either refer pupils with special educational needs (SEN) to special education and use their support budget to pay the extra care formation that is required or include pupils with SEN in mainstream education. Thereby retaining more budget for the extra support in mainstream education. Paying for the referrals to special education in solidarity, by top slicing from the total funding of the partnership, limits the freedom of choice of school boards in fulfilling their duty of care (See Section 2.4). However, the qualitative data from the semi-structured interviews show that full autonomy has not been maintained in any partnership with only the school model.

In particular the quantitative data (See Table 28) show that the partnership with the highest percentage of increase in mainstream education is PO3105. The partnership uses the school model; however the qualitative data does not show full autonomy in the use of the support budget. Already from the start of Passend Onderwijs in 2014, the joined school boards of PO3105 pay for the extra care formation of special education in solidarity. The partnership is convinced that this behaviour and culture contributed to the increase in mainstream education.

My research has shown that there is a need for cooperation and alignment with other school boards from the partnership. Using the support budget on partnership level, together with different school boards in a neighbourhood and sharing expertise will promote more efficiency. Specifically, in a densely populated residential area there are often different schools with a variety of denominations and/or pedagogical directions, which belong to different school boards. Here, cooperation between the school boards is required to jointly set up a support team for all schools within the neighbourhood. This works more efficiently for the employment of one support team for the different school boards in terms of the costs. The team stays in one neighbourhood and traveling from one school to the other does not take a lot of time. This is all in favour of the support these experts perform in the individual schools. It influences the basic support in mainstream education positively. For the same budget schools can buy more expertise from ambulant professionals and less time is wasted. PO3008 arranged the support more and more centrally, so that it could be done cheaper:

Anna Maria Van Roij 201401850

'Central purchasing of additional support in a larger quantity can always be negotiated at a lower price and the quality remains the same' (PO3008).

'Appointing only one remedial teacher for the joint schools within a neighbourhood is cost-saving. Education is organised much too vertically per school board and per school, a horizontal organisation at local level benefits more' (PO3003). However, partnerships felt they had too little control to do so, noting *'... strengths of the education in the individual schools did not get bundled sufficiently' (PO2903).*

On top of that complexity has arisen, through border traffic of pupils living in a region other than that of the partnership in which they attend school. In addition, school boards sometimes have to deal with schools in different partnerships as well as partnerships have to deal with different municipalities. In this study there are several partnerships which are very large. For example, PO3003 consists of six former Weer Samen Naar School (WSNS; Back To School Together) partnerships with a total of 24 school boards, 135 schools and 34,163 pupils. It has to collaborate with eleven municipalities where the youth assistance is differently organised. Each municipality decides itself which part of the youth care is freely accessible. The partnership has no say in this, access to care depends on specific diagnostics, medical labelling instead of defined support needs and the governing of youth workers is diverse. Municipalities and partnerships must learn to speak each other's language in favour of developing Passend Onderwijs.

Another issue that partnerships mentioned in terms of their concern about the quality of education was the shortage of teachers (PO3001, PO3005, PO3010). As a result of the teacher shortage PO0001 mentioned that shifts in teaching staff during the school year affected the educational outcomes:

Anna Maria Van Roij 201401850

'There are huge differences between individual schools, due to a multitude of factors, including the change of teachers, management or Special Educational Needs Coordinator (SENCO). The stability of the day-to-day practice is under pressure because of the teacher shortage' (PO0001).

Teachers break because of the pressure they experience in their job. The coordinator of PO3002 mentioned the unreliability of the government as one of the causes for the teacher shortage:

'The wide range of support facilities is under pressure, especially educational facilities in the small villages. With the shrinkage of the special mainstream education, the expertise also disappears' (PO3002). 'There is a smaller offer in the substitute pool, well-trained teachers leave for another job. With regard to the training of these people, this is a destruction of the invested capital' (PO3102).

Liesbeth Verheggen (in Stoker, 2019), president of the Aob, Algemene Onderwijsbond (Public Education Association) draws a similar conclusion. She mentions the government's cuts to teachers' salaries and high workloads as the biggest causes of the image problem of education. The groups of pupils are getting bigger, more than 30 pupils in a class is no exception. New teachers are leaving education because of this workload. Verheggen also stated that a shortage of teachers leads to a poor quality of the education, less attention to the pupils and less education during the time pupils are in school. With the current budgets, education can no longer meet the expectations of parents, pupils and politics (Stoker, 2019). Professor of Educational Labour Market Frank Cörvers of the University of Tilburg and Maastricht notes as a reason for the teacher shortage that less students sign up in teacher training (PABO; pedagogische academie voor het basisonderwijs; pedagogical academy for primary education). Raising salaries and reducing the workload should turn the

Anna Maria Van Roij 201401850

tide. This is no longer just a problem of education, but it concerns the whole society (Van Baarle, 2017).

Prior to the implementation of Passend Onderwijs in 2014 a report by Koopman and Ledoux (2013) recognised that with its introduction there was likely to be an increase in complexity of collaboration in terms of addition of special education cluster 3 and 4 in the partnerships. In the past these forms of special education operated separately. Cluster 3 is special education for pupils with intellectual, physical or multiple disabilities and long-term sickness. Cluster 4 is special education for pupils with complex behavioural difficulties. Koopman and Ledoux (2013) stated that in the long term, the partnerships should aim at a blurring of the distinction between these forms of special education and benefit from the experience. They also noted that not only the number of school boards who form the partnership were important but also their size. Larger school boards generally have more budget and strength. The 'width' of these school boards can also be relevant. School boards that include many types of schools, for example mainstream, special mainstream and special education (See Table 1), may be able to operate more easily within the expectations of Passend Onderwijs than 'narrower' school boards. However, the coordinator of PO3005 noted about the blurring between cluster 3 and 4 the following:

'Cluster 3 is profiled more widely, so that the distinction with cluster 4 has faded. Unfortunately, cluster 4 still has an image problem around problematic behaviour'.

What my research has shown is that PO2901/2902 and PO2903 experience the separation between 'light' support for mainstream and special mainstream schools and 'heavy' support for special schools as disturbing. These

Anna Maria Van Roij 201401850

partnerships in large, sparsely populated regions have worked on removing the distinction between special mainstream education and special education clusters 3 and 4. In these cases special education copes with various learning difficulties and offers children a suitable place near their home.

Some partnerships have developed talent campuses with a decommissioning between mainstream education, special mainstream education and special education cluster 3 and 4, so that all forms of education are in one building to motivate the child's development power. It must be asked if these campuses are a target image of Passend Onderwijs or an intermediate step on a long road to more inclusive education.

Six partnerships (PO3004, PO3105, PO3103, PO3102, PO3010, PO3104) of this study are in the top 15 experiencing negative equalisation (See Section 2.9) in the Netherlands (Veeneman & De Wit, 2018), which means a decrease of the support budget of over 20%. The quantitative data of this research show that these six partnerships achieved a participation percentage in the expensive care categories 2 and 3 of special education below the national average (See Table 28 and Appendix 5). However, this position does not necessarily reflect the aim of Passend Onderwijs to provide the most 'suitable' education for a child. As three of the partnerships (PO3104, PO3105, PO3106) noted equalisation did not consider the gravity of care required to support the concentration of disadvantaged indigenous pupils in their neighbourhoods. More use of special education within a region must have a specific reason.

'Financially, our partnerships are struggling with a reduction in income in large amounts. However, we cannot reduce our costs in the same time' (PO3104,

PO3105, PO3106). These three partnerships also stated that while the
Anna Maria Van Roij 201401850

Netherlands has a policy for children who might be disadvantaged in education, funding, in addition to that from Passend Onderwijs, is only provided for schools in neighbourhoods with many immigrant inhabitants. This indicates there is no extra funding for disadvantaged indigenous pupils, and this is almost certain to cause increased future inequalities if not addressed.

Similarly PO2901/2902 also experienced negative equalisation because of the Mytyl-/Tytyl School. Equalisation does not take into account the gravity of care in the neighbourhood of mytyl- and tytyl schools (See Section 2.10) which cater for children with (multiple) complex and profound disabilities. Parents do choose to live close to the school where their vulnerable child is taught to save their child a long uncomfortable taxi ride every day. Disadvantaged indigenous pupils and gravity of care in a neighbourhood needs to consider a different way of distributing the funds. However, for the Dutch government and most partnerships distributing the funds based on the number of pupils seems the fairest way, because an objective judgement on the school population within a district is not always possible. The school population does not always reflect the composition of the population of a district. In parents' choices for a school, religious and pedagogical ideals also play an important part, so children can go to school in another district than where they live.

Although Groeneweg (2015) experiences difficulties with the large differences between the regions and the establishment of different priorities and visions, school boards and partnerships are happy with the freedom that the government has left in the Law on Passend Onderwijs. Partnerships determine the distribution and use of the resources themselves. To manage Passend Onderwijs with the available resources sometimes oppresses, especially in Anna Maria Van Roij 201401850

places where the negative equalisation (See Section 2.9) causes partnerships receiving fewer resources. In addition to the cooperation of school boards within one partnership, the partnerships of the province Noord-Brabant also seek cooperation and sharing of their experiences. An example of this is the Brabantse Tafel (Table) in which partnerships have regular meetings to discuss their organisation and share their expertise. The two partnerships of the province Zeeland also join these meetings.

5.2 Reducing home-sitter numbers

The data in this research (See Section 4.1: Q7.2) have indicated home-sitters remain a problem, demonstrating that partnerships are still struggling with fulfilling their obligations in a symbiosis with Youth Care. Some partnerships shift the responsibility to the municipalities:

'Absolute absenteeism is the responsibility of the municipality, not of the partnership. The partnership is liable for a comprehensive network of facilities and the school boards for the duty of care' (PO3004).

The main task of the partnerships is creating a suitable place within education for all pupils (Van Leeuwen et al., 2008). However, if there are a large number of home-sitters, they are clearly not in a 'suitable place'. As such, the municipalities and the partnerships have a joint responsibility to monitor all home-sitters. Shifting responsibility to one party does not solve the problem. School boards have a duty of care and partnerships create a comprehensive network. The duty of care should prevent pupils with SEN becoming home-sitters (See Section 2.4), but for complex causes such as mental health problems and troublesome home situations there is not always an adequate solution. For this reason support arrangements in mainstream education should

Anna Maria Van Roij 201401850

be aimed at prevention of special needs. The symbiosis between education and care should have been the most significant opportunity of Passend Onderwijs in a preventive sphere. However the decentralisation of the education policy on August 1st 2014 and the decentralisation of youth care to the municipalities on January 1st 2015 followed each other far too quickly. As such most partnerships are still seeking connection with several different municipalities who are responsible for Youth Care and in the meantime education of home-sitters falters due to the development of necessary facilities. Instead of adjustments that strengthened Youth Care's position within education and might have led to a positive contribution, the partnerships are still seeking for connection (PO3007, PO3008).

'The continuity is at stake because responsibility for the support of a child is not only the task of education but also of youth care, which is the responsibility of the municipality. However, there are waiting lists for receiving youth care. In the analysis of the support and care questions of a child, one often asks whose responsibility it is, so who has to pay, the municipality or the partnership. On top of that partnerships have to work with a number of municipalities in their region, each with its own local approach' (PO3008).

Since the registration of home-sitters has improved, the number has fallen sharply. Nevertheless, children who were placed on care farms (See Section 2.11) where educational support was provided or children who were only able to go temporarily to school, were still seen as home-sitters. PO3003 was doing additional research into children with complex and profound disabilities staying on a care farm. PO3007, PO3008 and PO3103 appraised the pupils who were unable to attend education for five days a week. By adapting regulations, it is now possible to attend education part-time or at a location other than a school (Ledoux et al., 2020).

Anna Maria Van Roij 201401850

Before Passend Onderwijs exemptions for compulsory education were granted by the municipality quite easily. For children with complex and profound disabilities this was often a reason to become a home-sitter, although legally. Since Passend Onderwijs the partnerships (education) and parents are involved in these decisions. Parents of children with complex and profound disabilities are demanding the right to education. This means more children are likely to need to be allocated a place in special schools such as mytyl- or tytyl schools (See Section 2.10) or care category 3. Unfortunately, children's and parents' rights to choice of educational context have been less well achieved than partnerships would have hoped for, because the funding for Passend Onderwijs was based on the support budget of 2013 which, over time, has proved unable to cover such parental demands (See Section 2.6). However, partnerships are very positive about the development of the right to be educated since the ratification of the UN 'Convention on the Rights of Persons with Disabilities' in 2016 in the Netherlands despite the extra pressure on the funding. The evidence from the research shows that due to this pressure because of the costs per pupil allocated to the most expensive care category has resulted in a decrease in care category 3 in nearly all partnerships (17/19, See Table 28) of the study, despite the additional influx in mytyl-/tytyl schools (See Section 2.10). The costs of the care formation in special education are the highest in Category 3, €23,000 per pupil per school year (See Table 11). Financial reasons have definitely played a part here and joint funding with municipalities, personal budget, care insurances and youth care is necessary, because care category 3 is for children with (multiple) complex and profound disabilities. In addition to education, these children also need medical care in school. The

ethical issue of a lack of funding resulting in a reduction in the allocation of pupils to expensive care categories even though it is the only suitable place for the child, is inferred by the comment from PO3003:

'Children with complex and profound disabilities have a right to learn, but when the partnership has to fund this, it means a huge amount of money, which leads to cuts elsewhere, which are disproportionate. The costs for a pupil with multiple complex and profound disabilities are €23,000 per year, while a child in special mainstream education only costs €5,000. The existence of costly educational facilities is an ethical issue'.

On the other hand, PO3003 also indicated that they had achieved the inclusion of long-term sick children and children who previously would go to a mytyl school in mainstream education near their home. Joint funding would be a big help for these mainstream schools to give these children the best opportunities. However for those children reliant on a tytyl school inclusion is not possible because these children have complex and profound disabilities and an IQ between 30 and 60. These children are entitled to an education and money should never be a reason to deny them that. PO2903 and PO3103 also involved teachers in care units for these children.

Another reason why children sit at home is giftedness. Partnerships consider therefore the founding of Leonardo schools (See Section 2.11). This is Dutch education that started in 2007 for gifted children aged 4 to 12. Jan Hendrickx is the initiator of the Leonardo primary schools. Leonardo education is more in line with the style of thinking and learning of gifted children. Besides Leonardo primary schools there are talented profile schools and plus classes. In these classes, gifted children get a different form of education (Desain, 2008).

PO3006 had enough budget for the current organisation, but for creating a

Anna Maria Van Roij 201401850

comprehensively suitable future offer including extra support for gifted pupils, it threatened to be insufficient. PO3003 recognised the pressure of society on the expected performance of children and developed educational care routes for over-stimulated children:

‘Children with a burnout (sometimes children of 6 or 7 years old) can be placed in an observation class for half a year focused on reintegration into mainstream education. There are arrangements for highly sensitive children in the preventive atmosphere. This provision in PO3003 is the only facility in the Netherlands that is approved by the Dutch Ministry of Education, Culture and Science’.

In PO2901/2902 the negative equalisation because of the Mytyl-/Tylyl School (See Section 2.10) led to concerns that in the future, careful monitoring of the cash flows was necessary if disadvantages in terms of funding were not to arise. PO3004 and PO3102 stated that negative equalisation was a cause of the reduction in the participation percentages in special education. A tight budget because of the negative equalisation (See Section 2.9) for PO3103 meant achieving a decrease in participation in special education because the funding requires it. This does not always reflect the aim of Passend Onderwijs. Money should not be a reason to force the inclusion of pupils with SEN in mainstream education. Nevertheless, the choices of parents to have their vulnerable child in mainstream education near their home have been met. On top of that the shift from compulsory education to the right to be educated is one of the most positive developments this research shows.

Also, of importance is that some partnerships raised a further issue in achieving Passend Onderwijs with present budgets around the direct referral to special education from Medical Day Care or residential homes. These referrals contrast

Anna Maria Van Roij 201401850

with the aim of Passend Onderwijs and the responsibilities of the partnership in creating a covering network within the limits of the budget. These referrals can be achieved without an eligibility statement. Partnerships are not involved, except for paying the extra care formation. Pupils start in special education and often do not have a chance to develop in mainstream education. PO3006's eligibility Statement Commission has launched a pilot to prevent these direct referrals occurring in the future.

Home-sitters (See Section 2.11) are now better monitored. However reducing their numbers has proved to be more difficult than expected. The duty of care is not an adequate solution to provide a suitable place in education for some of these children (See Section 2.4). The school is often not the only cause of children sitting at home without receiving any education. Partnerships and municipalities have a joined responsibility in solving this problem.

5.3 Increase in inclusion

With the policy Passend Onderwijs it was expected to increase the inclusion of children with special needs in mainstream education, reduce the number of home-sitters, achieve better allocation of scarce funding and move away from defining needs by a medical model to defining support needs by a social- or citizenship model (See Table 3). Although Passend Onderwijs was mainly legitimised because of the increasing numbers of pupils in special facilities and as a result rising costs, it was not obvious that there would be substantial shifts from special to mainstream education (Van Roij, 2016).

Changes in numbers and percentages in 2019 compared to 2014 <i>School model</i>									
PS	ME	SME		Category 1		Category 2		Category 3	
	%	Numbers	%	Numbers	%	Numbers	%	Numbers	%
PO2903	+0.30%	-42	-0.31%	-16	-0.14%	+10	+0.16%	-1	0.00%
PO3103	+0.26%	-2	+0.05%	-17	-0.26%	-1	-0.02%	-2	-0.03%
PO3105	+0.91%	-99	-0.56%	-29	-0.06%	-20	-0.15%	-19	-0.14%
PO3009	-0.23%	-12	+0.01%	+4	+0.08%	+22	+0.14%	-1	0.00%
PO3007	+0.14%	-94	-0.38%	+10	+0.07%	+38	+0.17%	-1	0.00%
PO3006	+0.07%	-165	-0.63%	+89	+0.62%	+4	+0.03%	-21	-0.09%
PO3008	-0.30%	-54	-0.05%	+53	+0.30%	+12	+0.05%	+3	+0.02%
PO3104	+0.16%	-22	+0.08%	-22	+0.01%	-6	-0.05%	-22	-0.20%
PO3106	-0.60%	+99	+0.68%	+14	+0.16%	-30	-0.17%	-14	-0.08%
Changes in numbers and percentages in 2019 compared to 2014 <i>Mix of 3 allocation models</i>									
PS	ME	SME		Category 1		Category 2		Category 3	
	%	Numbers	%	Numbers	%	Numbers	%	Numbers	%
PO0001	-0.16%	+38	+0.67%	-33	-0.60%	+1	+0.02%	+4	+0.07%
PO2902	-0.08%	-59	-0.18%	+1	+0.07%	+37	+0.21%	-6	-0.02%
PO3002	+0.25%	-99	-0.60%	+26	+0.28%	+15	+0.12%	-7	-0.04%
PO3003	-0.36%	-17	+0.03%	+179	+0.59%	-38	-0.10%	-59	-0.16%
PO3004	-0.11%	-3	+0.10%	+48	+0.25%	-29	-0.12%	-31	-0.12%
PO3102	-0.12%	-44	-0.17%	+14	+0.27%	+2	+0.02%	-2	-0.01%
Changes in numbers and percentages in 2019 compared to 2014 <i>Mix of 2 allocation models</i>									
PS	ME	SME		Category 1		Category 2		Category 3	
	%	Numbers	%	Numbers	%	Numbers	%	Numbers	%
PO3010	-0.50%	-5	+0.05%	+49	+0.51%	+3	+0.03%	-10	-0.09%
PO3005	+0.54%	-289	-0.95%	+111	+0.47%	+14	+0.05%	-36	-0.12%
PO3001	-0.28%	+11	+0.20%	+7	+0.15%	+2	+0.03%	-10	-0.10%
Changes in numbers and percentages in 2019 compared to 2014 <i>Self-developed model</i>									
PS	ME	SME		Category 1		Category 2		Category 3	
	%	Numbers	%	Numbers	%	Numbers	%	Numbers	%
PO3101	+0.06%	-1	+0.29%	-89	-0.21%	-14	-0.05%	-26	-0.09%

Table 28: Quantitative Results 2014-2019

As mentioned above, the call for inclusive education is louder after the Dutch ratification of the UN Convention on the Rights of Persons with Disabilities (2016). However the development of inclusive education is not yet visible in practice. At its introduction, Passend Onderwijs was given the slogan: *'mainstream when it is possible, special where it is suitable'*. The quantitative results fit this slogan, because there are no significant changes in the participation percentages in mainstream and special education after five years Passend Onderwijs. The decrease in the participation percentages of pupils in mainstream education is even higher than the increase (See Table 28). If school boards succeed to include more pupils with SEN then this should be the other way around, participation percentages in mainstream education should increase. However, some partnerships succeeded to increase children with

SEN. I want to highlight PO3105 with the highest increase in participation percentage in mainstream education 0.91%, which involves more than 100 pupils (See Table 28). This partnership works collaboratively with two neighbour partnerships PO3104 and PO3106. The three partnerships are organised the same, use the school model and two large school boards with nearly 50 schools of mainstream, special mainstream and special education (See Table 1) are represented in all three partnerships. This explains the cooperation between the three partnerships and the identical way in which the Passend Onderwijs policy has been implemented. PO3104 and PO3105 show a decrease in all types of special education. However in PO3104 special mainstream education and special education care category 1 only show a decrease in the numbers of pupils and still a slight increase in the participation percentages in these two types of education (See Table 28). This is due to the demographic shrink which means an overall decrease in the total numbers of pupils in primary education. Demographic shrink is also the reason that for mainstream education I only calculated the changes in participation percentages, using changes in pupil numbers would be very confusing here. Because of the demographic shrink, the number of pupils in mainstream education decrease and are then mistaken for a shift from pupils to special education.

In contrast with PO3104 and PO3105, a decrease in all types of special education was not the case in PO3106. The best interests of pupils with special needs in this partnership were mainly met in special mainstream education.

Especially in the last four school years, the participation percentages in special mainstream education have increased by 0.68%, which involves 99 pupils (See Table 28). The organisation of Passend Onderwijs can be the same in the

Anna Maria Van Roij 201401850

partnerships, because it is a joint cooperation of the same schoolboards, but that does not mean that it fits all three region and their composition of the population.

PO3104, PO3105 and PO3106 have a strong opinion on inclusive education.

They are convinced that inclusion is more expensive than segregation of pupils with SEN. It is the view of these three partnerships that referral to special education with additional support facilities in one school is cheaper than inclusive education where the support facilities are fragmented into the individual mainstream schools. Nevertheless PO3104, PO3105 and PO3106 were positive about pupils who went back to mainstream education and stated: *'The regional vision of the primary education is focused on inclusion'*. Despite the strong opinion of these partnerships, they will always provide additional support in mainstream education to include children with SEN as much as possible. As discussed earlier the three partnerships are facing a sizeable negative equalisation (See Section 2.9) and a decrease in special education means a shift in the funding towards mainstream education. PO3104 and PO3105 succeeded in their focus on inclusion and achieved an increase in the number of children with SEN in mainstream education. In PO3106 I notice a shift towards the 'light' support in special mainstream education and the expensive care categories 2 and 3 are well below the national average (See Table 28 and Appendix 5). This was my expectation at the start of Passend Onderwijs, confronting the school boards with the costs of special education. So they would achieve a more efficient distribution of support funds, enabling more pupils and teachers to benefit from extra support and a suitable place in mainstream education. Research into future developments will be valuable. The

Anna Maria Van Roij 201401850

three partnerships attribute decreases in special education to the solidarity they maintain in paying for special education, so to their behaviour and culture within the organisation. As previously stated, there is no full autonomy of the school boards in using the support budget as would be expected, because all three partnerships use the school model.

PO3005 has a 0.54% increase in mainstream education which involves nearly 150 pupils (See Table 28). The partnership uses a mix of the school model and the expertise model. It is the only partnership in the study that eliminates special mainstream education, and its 2% 'light' support will be used in mainstream education together with its workforce and expertise. Therefore, it reaches a larger number of pupils. Most of the mainstream schools in PO3005 are integral child centres for children from 0 – 12 years. In this way they promote expertise in the advance process, the preschool facilities, so that referrals to special education are no longer necessary. The partnership attributes the increase in mainstream education mainly to the target they want to achieve to make their mainstream education inclusive. The partnership has the brightness to think creatively and the school boards took this decision together. It is the second-largest partnership in this study with 24 school boards, 125 schools and 27,800 pupils and it is the only partnership aiming to eliminate special mainstream education. The partnership proves by making this decision that there is optimal cooperation between the school boards and that the professionals in mainstream education want to take a big step towards inclusion by taking in more pupils with SEN, who previously would go to special mainstream education. In PO3005 parents do not search for special mainstream education outside of the region. Educators are confident that the inclusive approach will

Anna Maria Van Roij 201401850

work. However, research is needed to ascertain whether the partnership can achieve eliminating the special mainstream education totally and if mainstream education succeeds in becoming more inclusive with the extra 'light' support being made available.

The number of pupils in special mainstream education of 16 of the 19 partnerships show a decrease (See Table 28). However in only 9 of these 16 partnerships the participation percentages in special mainstream education also have decreased. This difference is due to the demographic shrink. The number of pupils can decrease and yet the participation percentages increase which means that in fact, a real decrease is not achieved. Special mainstream education belongs to the 'light' support (See Table 1). Fewer pupils in special mainstream education means a shift from the facilities of the 'light' support towards mainstream education. As a consequence, mainstream education will be able to improve the basic support, important to include pupils with SEN. From special education, there are hardly any relocations despite active policies in several partnerships to do so:

'The move to special education was a big step for the parents and their child. When finally, the child is doing well, it does not want to go back to mainstream education' (PO3005).

Nevertheless, PO0001 succeeded to relocate pupils from special education care category 1 to special mainstream education (See Chart 2). The partnership has special mainstream education 'plus' with extra support arrangements, and on top of that, the two types of education are situated in one building. PO0001 achieved a positive shift from 'heavy' support in care category 1 to 'light' support in special mainstream education. The partnership stated that the issue of

inclusion was mainly the adaptations that needed to be funded by other organisations from outside education, for example pupil transport and modifications to the school buildings by the municipalities.

Despite some positive results overall, the basic support in mainstream education works out disappointing according to the coordinators. School boards received a large part of the support budget, especially to improve the basic support in mainstream education. However, the number of pupils with additional support needs in mainstream education of most partnerships did not increase. Yet, there is evidence that the nature and complexity of educational needs have changed. Children live in a complicated society with a lot of pressure on achievement. Eimers et al. (2016) noted that in many mainstream and special mainstream schools' problems of pupils are increasing. Mainstream schools are better able to provide a suitable education for pupils with SEN. As a result, special mainstream education has pupils with more complex special needs than before. Special schools also have the impression that the population is changing. Fewer pupils are coming in, but those who do come in have more serious problems than pupils had before. De Boer and Van der Worp (2016) state that special education is 'the last station' for pupils, which means that the pupil will become a home-sitter if the special school cannot provide an adequate solution. To prevent this, special schools stretch their facilities and support profile. Usually, they place all pupils who apply for an eligibility statement, including those with severe and complex problems. In addition, the increasing numbers of children with a migrant background have created new educational needs (Van Roij, 2016).

Modern society is complex and demanding, and social problems enter the classroom (Dekkers & Teeuwen, 2019).

Some partnerships have taken note of the compaction of special needs and the high expectations of the present society. For PO3008 and PO3009 increasing basic support also meant more pupils with complex special needs in mainstream education. For this reason, only the more severe problems are placed in special mainstream education and special education. PO2903 and PO3007 have noticed more frequent behavioural problems, sometimes in combination with learning difficulties: *'Children grow up in a more complex environment. The problems are more complex and, in this sense, the basic support has increased'* (PO2903). Teachers have not received substantially more help in supporting these pupils. Unfortunately, the research shows that a commonly held view of individual schools is that the budget their school boards receive for basic support does not end up with the children and teachers in the classroom, which was the actual purpose of Passend Onderwijs. PO3006 stated: *'The schools depend on the use of the support funds by their own school board (PO3006)'*. Moreover:

'The connection between the school boards of mainstream and special education within a region stays insufficient, so the special mainstream and the special schools remain in isolation. On top of that the individual schools often see that the funds do not benefit the actual purpose, extra support for teachers and children in the classroom' (PO3006).

For this reason, partnerships are concerned over the minimal level of accountability for the use of the resources by the school boards. Transparency in spending is fundamental for the use of the budget in the classroom. The inspection reports show that the majority of the school boards perform sufficient

Anna Maria Van Roij 201401850

on this criterion, 18% are excellent, 80% sufficient and 2% insufficient (See Section 4.3: Tables 23-26).

The Passend Onderwijs policy did not provide a legal arrangement for governance. Because of the Code Good Governance, the Dutch government requires an independent supervisory board for the partnerships and to ensure independence the foundation as a legal entity fits best. The supervisory board of partnerships who choose the association as a legal entity cannot independently determine the policy. In an association the members, the school boards, actually the partnership itself are in charge. The general meeting determines the policy and independence is not guaranteed. A foundation has no members, and the supervisory board determines independent the policy. This board consists of independent members to carry out supervision with integrity.

Although Passend Onderwijs does not mean inclusion, partnerships have stated that inclusive education will always be supported. Money is not an issue here:

'Money is not leading for inclusion or no inclusion. Inclusive education will always be supported. The will to become more inclusive is growing. Schools are now able to deal more creatively with the support facilities' (PO2901/2902).

PO3102 thought that there still was something to gain:

'Together with the support team, the parents and preventive arrangements there is still something to gain, where possible we strive for inclusive education'.

Partnerships use the expertise of special education to support pupils with SEN in mainstream schools, but they also want to secure a certain number of places in special education. Passend Onderwijs does not mean inclusion, but partnerships are trying to achieve this despite the Dutch system of a fixed curriculum which makes this problematic (PO3003). Small rural schools due to Anna Maria Van Roij 201401850

numbers of pupils are teaching multi-age classes. Whether multi-grade/multi-age groups are beneficial in supporting inclusion is still debatable. Some pedagogies, as the Jenaplan School, believe in the educational benefits of learning with and from others of different ages and prefer multi-age classes of three different grades. Peter Petersen (1884-1952), who worked at the university school in the German town Jena, presented the Jenaplan education system in 1927. Jenaplan was introduced in the Netherlands in 1962. There are now about 200 Jenaplan schools in Dutch Primary Education. Mixed-grade teachers have more opportunities to group pupils flexibly, in different ways at different times (Cornish, 2015). I have spent 32 years as a teacher in a small mainstream school, where pupils were categorised in four mixed-grade groups. I recognise the opportunities you have as a teacher in such a group. However, despite the opportunities of different forms of multi-grade and/or multi-year classes and their possibilities, pupils still have to comply with a fixed curriculum appropriate to their age. The Dutch Inspection of Education will see to it that schools perform according to a certain standard. Pupils with SEN who cannot comply with the curriculum in mainstream education according to their age/grade are accommodated with a development perspective plan. Composing this plan is perceived as time-consuming, and complicated. Parents and teachers experience intricacy and doubt the usefulness of the plan in daily practice. Overall, there is a view that anything may be put on paper, but in fact it is about the interaction with the pupil and the successes that are achieved. On top of that the frequent interim evaluations and adjustments are perceived as bureaucratic. The only useful thing is the frequent contact with the parents (Heim et al., 2017).

Anna Maria Van Roij 201401850

Partnerships avoid creating mainstream schools with expertise in only one special need. These schools are attractive to parents who are looking for a place in mainstream education for their child with special needs even if this means that the school is not close to their home. By taking in these children, the school no longer reflects the neighbourhood and other parents are going to avoid the school (PO3101). *'Parents also use and determine their own measurements, namely no more than three pupils with SEN in one classroom'* (PO3003).

In particular strong basic support means opportunities for pupils with SEN in mainstream education and reduction of segregation, but there are limits. Passend Onderwijs is not inclusive; there are always children who rely on special facilities. Inclusive education has to start with the teacher-training but is not reflected in practice. The coordinator of PO3009 expects that primary education will always have to deal with about 2% of the children in special mainstream education and about 1.5% of the children in special education:

'We have to take care of this together. Passend Onderwijs is a change in the system. We are on this way for six years, give it another four years. A system change requires 10 years. We have to keep doing the right things, monitoring them and justify our actions. Then we will see where we stand in ten years'.

What my research has shown so far is that the school boards within a partnership seek cooperation and sharing of expertise. Partnerships are well aware that this cooperation leads to an efficient use of support funds. Besides that cooperation with Youth Care and a joint responsibility with municipalities will have a positive effect on a decrease in the number of home-sitters (See Section 2.11). Partnerships take their main task, creating a comprehensive

Anna Maria Van Roij 201401850

network of support facilities for all pupils very seriously. While most partnerships are positive about inclusive education, it is not a priority. The quality of Passend Onderwijs does not depend on a decrease of the participation percentages in special education. Partnerships feel that referrals to special education sometimes are necessary to offer the child a suitable placement in education. The decentralisation of the policy gives partnerships the freedom to organise Passend Onderwijs appropriate to the culture and behaviour of individual schools and school boards in the region. There is still much to gain, but the passion to perform the main tasks, creating a covering network of education facilities, monitoring and searching for solutions for home-sitters (See Section 2.11), are positive signals for the future.

6 Conclusions and Recommendations

This study is an in-depth analysis of the views of the coordinators of the partnerships in Zeeland, Noord-Brabant and Limburg (See Figure 4; Table 4), on the impact of the policy Passend Onderwijs in Primary Education. The main research question (MRQ) is focused on the choice of a model for the allocation of the fixed budget under Passend Onderwijs, and the support structures employed by the partnerships in catering for pupils with special educational needs (SEN). Next, the answers to the sub-research questions provide insight into the implementation of the main tasks of Passend Onderwijs, and to what extent expectations are met. The following themes are discussed:

- The impact of the Passend Onderwijs allocation model and the basic support in respect of the number of pupils placed in special mainstream schools and special schools;
- The relationship between the creation of a comprehensive network of primary education with a duty of care and the reduction of the number of home-sitters;
- To what extent did the decentralisation of the policies Passend Onderwijs and the transition Youth Care succeed in creating a symbiosis to produce opportunities to cater for disadvantaged children and their families in a preventive sphere?

The study is a long-term evaluation of Passend Onderwijs, and the recommendations are mainly focused on the issues that partnerships encounter in practice, and the shortcomings that stand in the way of a successful implementation of the system change:

- Direct placement in special education without the involvement of the partnership in issuing an eligibility statement;
- Sharing of the expertise developed in the provision for highly sensitive children;
- The funding, overtime, has proved unable to cover the parental demands, that were not taken into account in the support budget, which was based on the costs in 2013;
- Consideration of the funding of pupil transport being shifted to the care units to facilitate them in providing quality education home near;
- Municipalities within one partnership need to work together regionally when it comes to the regulations on youth care.

Further research is recommended:

- An in-depth research on the consequences of the elimination of special mainstream education in PO3005;
- Evaluation of the impact of the equalisation on the feasibility of the main tasks of the partnerships;
- Whether the model of the talent campuses will be transferable to other partnerships;
- Implementation of system changes will need to be regularly monitored and evaluated.

6.1 Main Research Question:

Is there a link between the choice of a model for the allocation of the fixed budget under Passend Onderwijs, and the support structures employed by the partnerships in catering for pupils with special educational needs in mainstream education, special mainstream education or special education schools?

This research has indicated that the priority of Passend Onderwijs for partnerships is to establish a network of special facilities, and regulate the nature, scale and funding of these facilities. This network consists of specific special education settings as well as support, guided by professionals, for SEN in mainstream education. Forms of support according to inclusive principles, give a school an important position within the covering support network of educational facilities in a partnership (Booth & Ainscow, 2009). However, the budget funding and allocation models (See Section 2.12) do not guarantee that the Dutch education system will become more inclusive with the introduction of Passend Onderwijs (Van Roij, 2016). Irrespective of the model(s) applied all partnerships based their funding allocations on autonomy for the school boards and on promoting cooperation and sharing of expertise. This autonomy enables the broadening of basic SEN support in mainstream education. Cooperation makes the spending of support funds more efficient, and by sharing each other's expertise, it will fully benefit the pupils and their teachers. The interviews have demonstrated that partnerships take their main task, creating a comprehensive network of support facilities, very seriously, and they succeeded in a better organisation of the extra support for pupils with SEN. The data of the study do not show a specific link between the applied model(s) and the support structures for pupils with SEN. Given the budget constraints, meeting all specific

Anna Maria Van Roij 201401850

requests for support from teachers, pupils and their parents was not realistic (Stoker, 2019). Passend Onderwijs is at stake because besides education also youth care, which is funded by the municipalities, is responsible for the support of a child. The discussion between municipalities and partnership about their responsibilities and joint funding is still ongoing.

As already stated in chapter 5, another issue that partnerships mentioned in terms of providing the support structures needed to cater for pupils with SEN in mainstream, special mainstream and special education, was the shortage of teachers and the associated decrease in the quality of education (PO3001, PO3005, PO3010). The interviews have also demonstrated that the educational outcomes are affected negatively by the changes in teaching staff (PO0001). The stability of the day-to-day practice and the wide range of support facilities are under pressure (PO3002, PO3102). Liesbeth Verheggen, president of the Aob (Public Education Association), (2019) mentions the government's cuts to teachers' salaries and high workloads as the biggest causes of the image problem of education. With the current support budgets, partnerships can no longer meet the expectations of parents, pupils and politics (Stoker, 2019). This problem of education concerns the whole society (Van Baarle, 2017).

Despite this, professionals in the school carry out the duty of care properly, if they look for a suitable place for the pupil concerned and communicate this well with the parents. 'Accountability and Dialogue' is one of the three main criteria on which the Inspection of Education according to the latest supervisory framework (2017) judges school boards, and makes a statement on their quality. The data analysed in this thesis have shown that most of the school boards perform sufficient on this criterion, even 18% perform excellently.

Anna Maria Van Roij 201401850

This research concludes that a healthy management, entrepreneurship and creativity are essential in order to be able to finance all the necessary support with the allocated budget. There always has to be enough money to pay for quality support for all pupils whatever they need, a tough task with a tight support budget.

6.2 SRQ 1: What has been the impact of Passend Onderwijs allocation model and basic support, developed by the partnership, in respect of the number of pupils placed in special mainstream schools and special schools compared to the situation prior to its introduction?

Partnerships strived to achieve a decrease of special education below the national average or in relation to their negative equalisation (See Section 2.9). However, the data in this study show that only 4/19 partnerships accomplished a participation percentage in special education below the national average (See Appendix 5), and these four partnerships did not experience a relationship with the allocation model for this. 6/19 partnerships notice a relationship between refer behaviour and the allocation model (See Table 9). All partnerships based their funding allocations on autonomy for the school boards and on promoting cooperation and sharing of expertise.

The aim of Passend Onderwijs is not inclusive education. Despite this, there is a desire for inclusion. However partnerships do not achieve this with the current establishment of primary education in school year classes with a fixed curriculum to which pupils and teachers must comply. The quantitative results of the study show a decrease in the participation percentages in mainstream education which is higher than the increase. However PO3005 came with a creative solution to improve the basic support in mainstream education. As Anna Maria Van Roij 201401850

discussed in chapter 5, the partnership is eliminating special mainstream education and this way uses the funding for the 'light' support mainly in mainstream education. Increasing basic support and expertise from special education make it possible to cater for more pupils with SEN in mainstream education.

Recommendation - In-depth research on the consequences of the elimination of special mainstream education in PO3005 will be valuable.

The data in this study show that 13/19 partnerships perceive a relation between the increasing basic support and reduction of the segregation of children in special education (See Table 9). This contradiction has to do with compaction of special needs and pressure on the performance of children. Partnerships noticed compaction of special needs and more frequent behavioural problems, sometimes in combination with learning difficulties (PO2903, PO3007, PO3008, PO3009). The problems of children with SEN, who are catered for in mainstream education, are more complex, and, in this sense, the basic support increased. Eimers et al. (2016) noted that in many mainstream and special (mainstream) schools, the problems of pupils are increasing. Special (mainstream) education is taking in pupils with more complex special needs than before. Modern society is complex and demanding, and social problems enter the classroom (Dekkers & Teeuwen, 2019). Passend Onderwijs is no longer about the money, but about less pressure, more insight into the process, quality of education and teachers who want to work with pupils who have complex special needs. The majority of the mainstream schools are integral child centres for children from 0 -12 years old. This way, the partnerships are involved in early childhood education. They promote expertise in the preschool

Anna Maria Van Roij 201401850

facilities, so referrals to special education are no longer necessary. For a place in special (mainstream) education, a child requires an Eligibility Statement. However, the direct influx into early Medical Day-Care is possible without an eligibility statement. These children rarely will be placed in mainstream education. Residential organisations refer pupils to their own special schools to secure that their special education continues to exist.

Recommendation – The interviews have demonstrated that partnerships should be involved in providing eligibility statements for all children who are going to be placed in special education, because they have the expertise to provide a suitable place. In the end, it is the partnership that has to pay for extra care formation.

15/19 partnerships were experiencing a positive relationship between the allocation of the funds and the basic support in mainstream education (See Table 9). The interviews have also demonstrated that schools value the freedom in the implementation of the Passend Onderwijs policy. They have more control and ownership of their part of the support budget to spend on basic support. The Inspection of Education recommends that partnerships should require full accountability of the school boards for the spending of the support budget and the quality of their basic support. Accordingly, partnerships avoid the creation of schools with expertise in only one special need. These schools have a disproportionate attraction on pupils with that specific special need. Parents do search for a mainstream school for their child with special needs, even if this means that the school is not close to their home. The population of the school no longer reflects the neighbourhood, and other parents start avoiding the school because of the larger percentage of pupils with

Anna Maria Van Roij 201401850

SEN. In addition, collective decisions about the budget on the level of the partnership provide schoolboard cooperation. The basic support benefits from the joint expertise and efficiency in funding. In particular strong basic support means opportunities for pupils with SEN in mainstream education and reduction of segregation. However, the data in this study show that for the partnerships there are limits. Passend Onderwijs is not inclusive. There are always children who rely on special facilities.

The interviews showed that all partnerships took the demographic shrink and the negative equalisation (See Section 2.9) into account in their multi-annual budget. Fewer pupils meant less income. Partnerships are struggling financially with a reduction in income in large amounts and because of that, they experience pressure on educational facilities. The negative equalisation did not consider the gravity of care required in some regions.

In general, Passend Onderwijs might not be about inclusion, but still, it was expected that education would become more inclusive, and partnerships do want to move towards inclusion. Some partnerships have developed talent campuses, where all children can sign up, despite possible support needs. All forms of education, mainstream and special, are in one building to motivate the child's development power.

Recommendations - Future research into the development of talent campuses and whether the model will be transferable to other partnerships should be considered. – Evaluation of the impact of the negative equalisation on partnerships and their implementation of Passend Onderwijs is necessary.

Children should not suffer from a shrinking support budget, and because of that be denied the support they actually need.

Anna Maria Van Roij 201401850

6.3 SRQ 2: Is there a significant relationship between the creation of a comprehensive network of primary education with a duty of care and the reduction of the number of home-sitters?

This research has indicated that because of joint monitoring of home-sitters (See Section 2.11) and adapting regulations, the numbers have significantly decreased. One of the most positive developments this study shows, is the involvement of the partnerships in decisions on exemptions for compulsory education. Children with complex and profound disabilities demand the right to be educated, and often find a place in special education. Many of these pupils were not taken into account in the support budget, which was determined on October 1st, 2013. More money to pay for the care formation for these vulnerable children is needed. It could be concluded that for creating a comprehensively suitable future offer, including extra support for high sensitivity and giftedness, the budget threatens to be insufficient. Moreover, it is often difficult to provide specific provisions, because minimal numbers of pupils are involved. PO3003 has the only provision for highly sensitive children in the preventive atmosphere, which is approved by the Dutch Ministry of Education, Culture and Science.

Recommendations - Sharing of the expertise developed in the provision for highly sensitive children provided by PO3003 with other partnerships at the “Brabantse Tafel” (Table). The interviews have demonstrated that partnerships in the province Noord-Brabant come together on a regular base around this Table. The two partnerships from the province Zeeland also join these meetings.

- Given the developments in education for pupils who were not taken into account in the support budget, determined on October 1st, 2013, creating a comprehensively suitable future offer is in danger. Partnerships need more money to perform quality education for vulnerable children and create solutions for all home-sitters (See Section 2.11).

6.4 SRQ 3: Did the decentralisation of Passend Onderwijs and Youth Care succeed in creating opportunities to cater for disadvantaged children and their families?

As explained earlier, youth care is still insufficiently present in school, waiting lists are too long, and the budget is not sufficient. Preventive interventions and cooperation between education and youth care need to increase as it will save money in the long term. Partnerships have to cooperate with several municipalities each with their own rules and regulations. Eligibility statements in the heaviest care category 3 cost up to €23,000, so joint funding by health insurance, municipalities and partnerships is evident. It is possible to consider educating these children near their home by involving teachers in care units (PO2903, PO3103). Paying for such facilities is a joint responsibility of partnerships and municipalities. However, the insights differ in every municipality.

Recommendation – This research suggests that consideration ought to be given to the provision of care units for children with multiple complex and profound disabilities with professionals to provide quality education nearer to their homes. It should be possible to shift the funding of pupil transport to tytyl schools, which presently is the responsibility of the municipalities, to the care units to pay for this facility.

Anna Maria Van Roij 201401850

The research has indicated that Passend Onderwijs is aimed to be more focused on prevention and support for pupil and teacher without labelling. Education and youth care can mutually support each other in the care for a child at school and at home in the family. Support teams and eligibility commissions for special education in which besides education, youth care and school social work are represented, are recommended. However, taking unanimous decisions is not possible because of the decentralisation in the Transition Youth Care (2015) and the patchwork of municipalities the partnership is facing.

Recommendation - As with school boards, municipalities within one partnership need to work together regionally. When it comes to the regulations on youth care, they should share their expertise and financial deficits need to be resolved efficient.

Finally, Passend Onderwijs is a change in the system and a decentralised policy, the law does not define what the intended effects are. Partnerships, school boards and individual schools are happy with the freedom they get to implement Passend Onderwijs. The analysis shows that for all partnerships providing a covering network of support facilities is a priority. However catering for disadvantaged children in mainstream education has its limits. Passend Onderwijs is not inclusive, but the intension to create a suitable place in primary education for all children is definitely present. Partnerships have to keep doing the right things, monitor them and justify their actions. A system change requires ten years, we will see where we stand then.

Recommendation – Implementation of system changes will need to be regularly monitored and evaluated, say at least every five years, and modifications because of these evaluations made.

Anna Maria Van Roij 201401850

7 Reflection

7.1 Introduction

To indicate the potential limitations and the possible future directions of the study and how this study has changed my view of my research topic, I want to reflect on the process by using the *STARRTI-method*: **S**ituation; **T**ask; **A**ction; **R**esult; **R**eflection; **T**ransfer; **I**nspiration.

7.2 Situation

I was involved in the introduction of Passend Onderwijs as a policy worker in Zeeuws Vlaanderen, which made me an inside researcher. In the previous WSNS (Back To School Together) partnership an imbalance had arisen in the distribution of funds earmarked for the provision of additional care facilities in mainstream education. The extra care for pupils in special mainstream education was paid for in solidarity, which meant that school boards that referred more pupils to this form of education benefited more from the budget. Anecdotal evidence suggested that this was having a detrimental effect on promoting collaboration and I came to hold an increasing view that school boards wanted a fairer distribution of the support budget linked to more autonomy over its expenditure. They wanted to be able to decide autonomously on the use of the funding, either for additional support in their own mainstream schools or for referrals to special education. The school model fitted best in this simple organisation. I expected that when school boards became responsible for their own support budget and faced with the costs of care formation in special education, they would be more inclined to improve the basic support in their mainstream schools and more pupils with SEN would be accommodated in

Anna Maria Van Roij 201401850

mainstream education. In 2011 the Education-Councils published the Reference Frame Passend Onderwijs. They proposed three allocation models for the distribution of the support budget, and I was interested to know if there would be a link between the choice of a model for the allocation of the fixed budget, the basic support employed under Passend Onderwijs and the promotion of inclusion. In this study I wanted to find out if my expectations were right. 100% participation and the interviews with the coordinators in which we discussed our passion to make Passend Onderwijs work even motivated me more. My positionality as an insider made these experiences even better.

7.3 Task

The study had to be representative for the whole country, so I invited the coordinators of all Passend Onderwijs partnerships primary education of the three southern provinces of the Netherlands, Limburg, Noord-Brabant and Zeeland. It was my intention to meet the coordinators in face-to-face interviews. I used a semi-structured interview that all participants had received in advance so they could prepare themselves. As a pragmatic inside researcher I am allowed to be biased but only by the degree necessary to enhance my research in a way that it helps me to answer my research questions (Maarouf, 2019). I limited the study to the management of the partnerships Passend Onderwijs. I specifically wanted to study the organisation around the allocation of support budgets and the possible consequences for the participation in special education and the creation of suitable places in education for all children. I chose to interview the coordinators from the partnerships, it enabled me to involve a large area in my research. However, this meant that as a result I was not able to incorporate the voices of the teaching staff, parents and children, the

Anna Maria Van Roij 201401850

people who were directly confronted with the consequences of Passend Onderwijs.

7.4 Action

I gained my qualitative data by semi-structured interviews with the coordinators of the partnerships. I divided my analyses into four groups based on the choices partnerships made for the allocation of the support budget: partnerships with the school model; partnerships with a mix of two models; partnerships with a mix of three models and a partnership with a self-developed model. The quantitative data came from the internet and is freely available for viewing by the public and provided access to pupil numbers of mainstream, special mainstream and special education of October 1st of every school year until 2019/2020 and the partnership that is responsible for the costs. The study would have been more informative if I could also have reproduced the evolution of the number of home-sitters as reducing the number of pupils without any education was one of the main tasks of Passend Onderwijs. However, producing this information was not feasible because municipalities who can provide this information did not participate in this research. To assess the quality of education I used the reports of the Inspection of Education until July 2020 on the main criteria, quality care, quality culture and accountability and dialogue. The quantitative data provided evidence especially for a possible connection between the choice for one or more allocation models and the improvement of the basic support and if more pupils would be accommodated in mainstream education.

7.5 Result

The interviews have demonstrated that partnerships take their main task, creating a comprehensive network of support facilities, very seriously, and they succeeded in a better organisation of the extra support for pupils with SEN. The data of the study do not show a specific link between the applied model(s) and the support structures for pupils with SEN. The quantitative results of the study show a decrease in the participation percentages in mainstream education which is higher than the increase. This research has indicated that because of joint monitoring of home-sitters and adapting regulations, the numbers have significantly decreased. One of the most positive developments this study shows, is the involvement of the partnerships in decisions on exemptions for compulsory education. Children with complex and profound disabilities demand the right to be educated, and often find a place in special education. Youth care is still insufficiently present in school, waiting lists are too long, and the budget is not sufficient. Preventive interventions and cooperation between education and youth care need to increase as it will save money in the long term.

7.6 Reflection

I expected that there would be a link between the choice of a model for the allocation of the fixed budget under Passend Onderwijs, and the support structures employed by the partnerships in catering for pupils with special educational needs in mainstream education, special mainstream education or special education schools. My belief that school boards want their autonomy and the expectation that school boards, when responsible for their own support budget and faced with the costs of the care formation in special education,

Anna Maria Van Roij 201401850

would be more inclined to improve the basic support in their mainstream schools and more pupils with SEN would be accommodated in mainstream education. My main research question stayed the same, but I had to take into account that the link between allocation model and shifts in the segregation of pupils in special education would not be demonstrated. Even though my research did not support my view that there would be a link between the allocation of the support budget and the support structures employed by the partnerships in catering for pupils with SEN, it does not mean that I have not met my aims. I have answers to my research questions and the results contribute to an improvement of the Passend Onderwijs policy.

As I went through my research process, my thinking changed totally. I really was expecting that the school model would be the best choice for the allocation of the support budget, that it would even contribute to more inclusion in mainstream education and that forced cooperation would not work. In the end the research showed that irrespective of the model(s) applied all partnerships based their funding allocations on autonomy for the school boards and on promoting cooperation and sharing of expertise. This autonomy enables the broadening of basic SEN support in mainstream education. Cooperation makes the spending of support funds more efficient, and by sharing each other's expertise, it will fully benefit the pupils and their teachers.

The interviews with the coordinators were gifts. I really enjoyed it and it kept me going while writing my thesis. There has been a lot of negative publicity surrounding the introduction of Passend Onderwijs but the stories and passion of the coordinators and the motivation to make it work gave a total different view on how partnerships sought to achieve their main targets: creating a covering

Anna Maria Van Roij 201401850

network of education facilities and reducing the number of home-sitters. I thought only quantitative research suited me, but in this research I enjoyed the qualitative part even more.

Farrell (2000), Van Leeuwen et al. (2008) and Van Genneep (2001) had a key influence on my view of my research topic:

The most important right of children is to have good education, even if this means special education for some pupils. The quality of education provides a suitable place for all children.

The paradigm shift from the defect paradigm to the social- or citizenship paradigm described by Van Genneep (2001) refers to the shift from pupil-specific funding to Passend Onderwijs.

Already in 2003 Barton questioned the contribution to inclusivity with the expertise of Special Education. The powerful vested interests of proponents of segregated provision, which are viewed as contributing to inclusive values and relations are still a force to be recognised and challenged from within a human rights framework. It was striking that in 2003 the Netherlands started with the pupil-specific funding with ambulatory guidance from special education. Pupils are diagnosed by a medical model for a specific type of special education.

According to this diagnose, they also have a right on a place in Special Education until 2016. In his article 'Passend Onderwijs – Marking time or step forward', Schuman (2007) referred to Barton (2003: 14):

In considering the future design of Passend Onderwijs it seems necessary to question both the 'powerful and vested interests of the segregated provision', even if they appear to contribute to the shaping of inclusive education.

Groeneweg (2015) expressed a negative view on the decentralisation in the Law on Passend Onderwijs. He stated that the freedom the government had left also meant that partnerships establish different priorities and visions. However, the interviews have demonstrated, that schools value the freedom in the implementation of the Passend Onderwijs policy. They have more control and ownership of their part of the support budget to spend on basic support. The decentralisation of the policy is appreciated and there do not appear to be any negative consequences.

7.7 Transfer

November 4th 2020 the Dutch Minister for Primary- and Secondary Education and Media, Arie Slob, wrote a letter to the Parliament, the Second Chamber. I want to transfer the conclusions of my research to 12 of the 25 points of improvement the Minister mentioned. They show that partnerships in the south of the Netherlands have been working to improve suitable support and are ready to take steps towards more inclusive education:

- ***Enshrine the right to education.*** All coordinators of the partnerships, regardless of their choice for an allocation model, indicated that the right to be educated now was of more importance than compulsory schooling.
- ***A national standard for basic support with a broad base.*** The problems of children with SEN, who are catered for in mainstream education, are more complex, and, in this sense, the basic support increased. Children grow up in a more complex environment. The problems are more complex and in this sense the basic support increased.

Anna Maria Van Roij 201401850

- ***A tighter duty of care.*** Partnerships ensure a coherent set of support facilities within and between schools. Pupils then can experience a continuous development process and pupils who need additional support, get the best suitable place in education. This is a condition for being able to live up to the duty of care by the school boards and therefore for the success of Passend Onderwijs.
- ***A support point in each partnership.*** Partnerships have a wide eligibility commission, in which youth care, school social work and parents are always represented. The process focuses on content and the dialogue between parents, school and youth care workers.
- ***Make it possible for pupils with multiple complex and profound disabilities and gifted pupils to avoid sitting at home.*** One of the most positive developments this study shows, is the involvement of the partnerships in decisions on exemptions for compulsory education. Children with complex and profound disabilities demand the right to be educated, and often find a place in special education. However, it could be concluded that for creating a comprehensively suitable future offer, including extra support for high sensitivity and giftedness, the budget threatens to be insufficient.
- ***More and better supervision.*** According to the latest supervisory framework, the inspection judges the quality of care and culture and the accountability of the school boards. I analysed 189 school boards/1,524 schools. 33% performed excellent, 60% sufficient and 7% was weak.

- ***By, amongst other things, making clear the basic standard of what we expect from our teachers and school leaders.*** One of the benefits hoped for by the introduction of Passend Onderwijs was a stronger cooperation between schools, which would benefit the quality of the extra support for SEN. The school boards depend on the organisation and funding of the extra support and in turn the partnership depends on the performance of the schools where it concerns the realisation of the additional support and inclusion in mainstream education.
- ***More involvement and participation of teachers; resources more transparently.*** Teachers are not aware of the multiannual budget of the partnership. On top of that the individual schools often see that the funds do not benefit the actual purpose, extra support for teachers and children in the classroom. Repeating the procedures stays necessary. Teachers' teams are subject to change. New graduate teachers are entering, who need to be guided in the route to additional support and an efficient procedure. The partnership highlights the challenges, by making examples discusses and explains the various routes to additional support with the students. If you want changes, you have to start with the teacher training.
- ***Better use of youth aid expertise in the school.*** Responsibility for the support of a child is not only the task of education but also of youth care, which is the responsibility of the municipality. However, there are waiting lists for receiving youth care. In the analysis of the support and care questions of a child, one often asks whose responsibility it is, so who has

to pay, the municipality or the partnership. On top of that partnerships have to work with a number of municipalities in their region, each with its own local approach. Despite all this, partnerships were pleased with the cooperation, because it meant more customisation and more could be achieved with the same resources.

- ***Prepare teachers better.*** School boards provide intern training for their employees, and there is a network for newcomers in the classroom and students in teacher training.
- ***Less administration for teachers and school.*** Before Passend Onderwijs completion of a lot of paperwork was required in diagnoses of children's needs to put together a bid for additional funding for ambulatory support. This bid had to be repeated at least each year. Such bureaucracy has been significantly reduced because now they did not diagnose the child, but extra care emanated from the support that teacher and pupil needed for a successful outcome within education.
- ***Further improving the governance.*** All school boards are part of a partnership which is headed by a director/coordinator with enough mandates for decision-making. The school boards of a region are, in fact, the partnership. So, they are the employer of the director/coordinator, and therefore it is difficult for him/her to ask for accountability.

7.8 Inspiration

My study concludes that a healthy management, entrepreneurship and creativity are essential to be able to finance all the necessary support with the allocated budget. There always must be enough money to pay for quality support for all pupils whatever they need, a tough task with a tight support budget. The creativity of partnership PO3005 to eliminate special mainstream education has inspired me to consider undertaking a future in-depth research of the consequences of doing this. Has the partnership achieved a total elimination of special mainstream education? Right now the consequence is besides an increase in mainstream education also an increase in special education Category 1. Has the partnership achieved a decrease of Category 1 below the national average? Has more spending of the 'light' support in mainstream education resulted in more inclusion of pupils with SEN? Individual schools of PO3005 would need to participate in this study as PO3005 is a very large partnership with 24 school boards, 125 schools and 27,800 pupils. For the qualitative part I need to interview a wide range of teaching staff, youth care workers, parents and pupils in different parts of the region (cities and villages of different municipalities). Ethical involving children is complex, but to hear their voices is important.

Another research project which would be useful to undertake would be the evaluation of the impact of the negative equalisation on the feasibility of the main tasks of the partnerships. In particular studying how partnerships (PO3004, PO3105, PO3103, PO3102, PO3010, PO3104), who are in the top 15 of the negative equalisation, which means a decrease of the total support budget of over 20%, are managing. Disadvantaged indigenous pupils and

Anna Maria Van Roij 201401850

gravity of care in a neighbourhood needs to consider a different way of distributing the funds. To date distribution of the support budget equally between all pupils in Dutch primary education has not considered historical differences in the use of special education facilities (Ledoux, 2016).

This research has, I feel, contributed in the development of the policy Passend Onderwijs. The study is representative for the Netherlands because a large part of the country is involved. It proves shortcomings, underpins recommendations to improve the policy and recommends further evaluation research for a successful system change.

List of Abbreviations

Aob	Algemene Onderwijsbond; Public Education Association
Cat	Category
CBS	Centraal Bureau voor de Statistiek; Central Bureau of Statistics
DES	Department for Education and Science
DfEE	Department for Education and Employment
DUO	Dienst Uitvoering Onderwijs; Service Accomplishment Education
EPPI	Evidence for Policy and Practice Information
EU	European Union
GO!/GON	Geïntegreerd Onderwijs; Integrated Education
ICF	International Classification of Functioning
IQ	Intelligence Quotient
LOM	Leer- en Opvoedingsmoeilijkheden; Learning- and Behaviour (Raising) Difficulties
M-Decreet	Maatregelen-Decreet; Measures-Decree
ME	Mainstream Education
MLK	Moeilijk Lerende Kinderen; Difficult Learning Children
MMR	Mildly Mentally Retarded
MRQ	Main Research Question
NOS	Nederlandse Omroep Stichting; Dutch Broadcasting Foundation

OC&W	Onderwijs, Cultuur en Wetenschap; Education, Culture and Science
PABO	Pedagogische Academie voor het Basisonderwijs; Pedagogical Academy for Teacher Training in Primary Education
PCL	Permanente Commissie Leerlingenzorg; Permanent Commission Pupil Care
PO	Primair Onderwijs; Primary Education
PO-raad	Primair Onderwijs Raad; Primary Education Council
PS	Partnership
Q	Question
REC	Regionaal Expertise Centrum; Regional Expertise Centre
Ref	Reference
SB	School Board
SBO	Speciaal Basisonderwijs; Special Mainstream Education
SE	Special Education
SEN	Special Educational Needs
SENCO	Special Educational Needs Coordinator
SME	Special Mainstream Education
SRQ	Sub Research Question
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organisation

Anna Maria Van Roij 201401850

WHO	World Health Organisation
WPO	Wet op het Primair Onderwijs; Law on Primary Education
WSNS	Weer Samen Naar School; Back To School Together

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Anna Maria Van Roij 201401850

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APPENDIX 1

PROFORMA FOR STUDENTS BEGINNING A RESEARCH PROJECT

FACULTY OF EDUCATION

Research Proposer: Anna Maria Van Roij

Programme of Study: EdD

Student No: 201401850

Thesis Title: *Links between Holland's educational funding allocation models and the basic support and the development of the number of participants in special education in the Partnerships 'Passend Onderwijs' (suitable education).*

Description of research including a) aims of the research; b) principal research question; c) methodology or methodologies to be used; d) who are the participants in this research, and how are they to be selected.

- a) While previously working in a partnership myself as a policy maker, deciding for the school model as allocation model for the fixed support budget and collecting the support profiles of the individual mainstream schools, I am very curious if there is an actual link between the chosen allocation model and the basic support in mainstream education and the development of the number of participants in special education.
- b) Research question:
"Is there a link between the choice of a model for the allocation of the fixed budget and the basic support employed under Passend Onderwijs by the partnerships and the development of the number of participants in special education?"
- c) I will employ a mixed-method approach using both positivist and constructivist elements. The project is designed to test out hypothetical relationships between variables, such as allocation of the fixed budget and the basic support and the partnership results. The sequel of the empirical research concerns a qualitative good practices research involving the partnerships of Primary Education, who are covering post code areas in the provinces Zeeland, Noord-Brabant and Limburg to be studied in depth. I have been given access to and permitted to critically analyse the way Partnerships have arranged the allocation of the fixed budget and the support profiles in mainstream education in their support plans. In addition, input from Coordinators/Directors of the Partnerships has been agreed and data from them will be collected by interviews and questionnaires.
- d) Participants in this research are the Coordinators/Directors of the Partnerships and the organisations themselves. I will interview 20 Partnerships, and as representatives I will choose the Coordinator/Director, because he/she is responsible for the organisation.

Proforma Completion Date: **March 2018**

Anna Maria Van Roij 201401850

Part A

1. Does your research/teaching involve animal experimentation? N

If the answer is 'YES' then the research/teaching proposal should be sent direct to the University Ethics Committee to be assessed.

2. Does your teaching/research use confidential sources of information? N
(E.g. medical records)?

3. Does your research involve human participants? Y

If your answers to 2 and 3 is 'NO', there is no need to proceed further with this proforma, and research may proceed now. If the answer is 'YES' to either of questions 2 or 3 please answer all further relevant questions in part B.

Part B

4. Is the research population under 18 years of age? N

If yes, will you taking the following or similar measures to deal with this issue?

(i) Informed the participants of the research? Y/N

(ii) Ensured their understanding? Y/N

(iii) Gained the non-coerced consent of their parents/guardians? Y/N

5. Will you obtain written informed consent from all participants? Y

- *If yes, please include a copy of the information letters and forms requesting consent*
- *If no, what measures will you take to deal with obtaining consent/ not gaining consent?*

6. Has there been any withholding of disclosure of information regarding the research to the participants? N

If yes, please describe the measures you have taken to deal with this.

7. Issues for participants. *Please answer the following and state how you will manage perceived risks:*

a) Do any aspects of the study pose a possible risk to participants' physical well-being (e.g. use of substances such as alcohol or extreme situations such as sleep deprivation)? N

b) Are there any aspects of the study that participants might find humiliating, embarrassing, ego-threatening, in conflict with their values, or be otherwise emotionally upsetting*)? N

- c) Are there any aspects of the study that might threaten participants' privacy (e.g. questions of a very personal nature, observation of individuals in situations which are not obviously public*)? N
- d) Could the intended participants for the study be expected to be more than usually emotionally vulnerable (e.g. medical patients, bereaved individuals)? N
- e) Will the study take place in a setting other than the University campus or residential buildings? Y
- f) Will the intended participants of the study be individuals who are not members of the University community? Y

*) *Note:* if the intended participants are of a different social, racial, cultural, age or sex group to the researcher and there is **any** doubt about the possible impact of the planned procedures, then opinion should be sought from members of the relevant group.

8. Might conducting the study expose the researcher to any risks (e.g. collecting data in potentially dangerous environments)? N
9. Is the research being conducted on a group culturally different from the researcher/student/supervisors? N
If yes, are sensitivities and problems likely to arise?
If yes, please describe how you have addressed/will address them.
10. Does the research/teaching conflict with any of the Faculty of Education's research principles? (please see attached list). N
If yes, describe what action you have taken to address this?
11. Are you conducting research in the organisation within which you work? N
a) If yes, are there any issues arising from this (e.g. ones of confidentiality, anonymity or power, because of your role in the organisation)
b) If there are, what actions have you taken to address these?
12. If the research/teaching requires the consent of any organisation, will you obtaining it? Y
If no, describe what action you have taken to overcome this problem.
13. Have you needed to discuss the likelihood of ethical problems with this research, with an informed colleague? N
If yes, please name the colleague, and provide the date and results of the discussion.

If you have now completed the proforma, before sending it in, just check:

Have I included a letter to participants for gaining informed consent? Y

a) *If I needed any organisational consent for this research, have I included evidence of this with the proforma?* Y

b) *If I needed consent from the participants, have I included evidence for the different kinds that were required?* Y

c) *If I am taking images, have I completed the Image Permission Form* Y/N

Lack of proof of consent attached to proformas has been the major reason why proformas have been returned to their authors.

This form must be signed by your supervisor and the Faculty of Education Ethics Committee representative for your area. Once signed, copies of this form, and your proposal must be sent to **the programme administrator for your degree course**, including examples of letters describing the purposes and implications of the research, and any Consent Forms.

Name of Student/Researcher: Anna Maria Van Roij

Signature 

Date 23rd January 2018

Name of Supervisor: Clive Opie

Signature 

Date 23rd January 2018

Name of Ethics Committee member

Signature

Date

Anna Maria Van Roij 201401850

Zuiddorpe, 23rd January 2018

Dear

Together with this letter I send you a popular version of my research proposal. This proposal is my thesis for my Educational Doctorate in Hull UK. I am especially curious about a possible link between the choice of an allocation model for the distribution of the fixed budget and the basic support in mainstream education and the development of the number of participants in special education. In other words has 'Passend Onderwijs' (suitable education) led to a change in inclusion of children with special educational needs into mainstream education? Is the partnership solution-oriented enough to reduce the number of home-sitters? In addition to the aims already noted there is also an interest in looking at the development of the frontier traffic and the demographic decrease of the population of a region.

Specifically, my question to you is, if you will have time to formulate the answers to my questionnaire, and if I can interview you about this. Possibly you can inform me about the developments around the allocation model and support profiles within your partnership and the current practice of 'Passend Onderwijs'. Since this is a doctorate study I have to follow the rules of ethics of the University of Hull UK. I therefore need your informed consent before March 2018, so that I can use the results of our interview to answer the research questions from my thesis.

I would like to receive your response on my request.

Kind Regards



Annemie van Roij

Student number 201401850

Anna Maria Van Roij 201401850

Consent Form for the Coordinators/Directors and the Partnerships
THE FACULTY OF EDUCATION ETHICS COMMITTEE
CONSENT FORM FOR PARTICIPATING IN THE EVALUATION STUDY OF
THE DUTCH EDUCATION POLICY 'PASSEND ONDERWIJS'

I,

Coordinator/Director of
Partnership

Hereby agree to be a participant in this study to be undertaken by Anna Maria Van Roij,

and I understand that the purpose of the research is to investigate the link between the model for the allocation of the fixed budget and the basic support employed under Passend Onderwijs by my partnership and the development of the number of participants in special education.

I understand that

1. the aims, methods, and anticipated benefits, and possible risks/hazards of the research study, have been explained to me.
2. I voluntarily and freely give my consent to the participation in the above research study, for the Partnership and myself as the Coordinator/Director.
3. I understand that aggregated results will be used for research purposes and may be reported in scientific and academic journals.
4. Individual results will not be released to any person except at my request and on my authorisation.
5. I am free to withdraw my consent at any time during the study, in which event my participation in the research study will immediately cease and any information obtained through the Partnership and from me as Coordinator/Director will not be used if I so request.

I agree that

6. The Partnership MAY / MAY NOT be named in research publications or other publicity without prior agreement.
7. I DO / DO NOT require an opportunity to check the factual accuracy of the research findings related to the Partnership.

Signature: Date:

The contact details of the researcher are:

Anna Maria Van Roij, Romerswaalestraat 2, 4574RK Zuiddorpe, The Netherlands.
Email: avroij@zeelandnet.nl tel. +31613310930

The contact details of the secretary to the Faculty of Education Ethics Committee are
Clare McKinlay, Research Office, Faculty of Education, University of Hull, Cottingham Road,
Hull, HU6 7RX. Email: c.m.mckinlay@hull.ac.uk tel. +441482465031

Anna Maria Van Roij 201401850

Student Confirmation of Ethics Protocol

Faculty of Education Ethics Committee

ETHICAL AUTHORISATION OF STUDENT RESEARCH

I understand that before I undertake any data collection from research participants as part of my research, I will be required to:

- Make a formal application for ethical approval from the Faculty of Education Ethics Committee using the application pack in use at the time of the application;
- Receive formal notification, from the secretary to the Ethics Committee, that my application has been successful.

I confirm that I have been informed:

- Why I am required to apply for ethical approval and why I should conduct my research ethically;
- How to apply for ethical approval for my research;
- That if I am not granted ethical approval to carry out my research, then I should not undertake any data collection with research participants until ethical approval has been granted.

I agree that, once data collection is underway for my research, I will behave ethically at all times, based on the ethical code of conduct and the procedures that are outlined in the ethics approval documentation.

I acknowledge that failure to apply for and receive ethical approval means that I may be subject to investigation for unfair means, the maximum penalty for which is termination of course with no awarded credits.

I will ensure that the ethics approval certificate will be included as an appendix in work submitted for final assessment.

Name of student researcher Anna Maria Van Roij



Signed

Date 23rd January 2018

Anna Maria Van Roij 201401850

APPENDIX 2 Questionnaire

Research Question:

Is there a link between the choice of a model for the allocation of the fixed budget and the basic support employed under 'Passend Onderwijs' (*Suitable Education*) by the partnerships and the development of the number of participants in special education?

Questions around the allocation model

1. Which allocation model are you working with in your partnership?

School model y / n

The support resources go directly to the school boards on the basis of the number of pupils. The school boards decide autonomously on the deployment of the resources.

Expertise model y / n

The partnership creates an opaque network of support facilities. This is centrally organised and funded in solidarity.

Pupil model y / n

Support is provided on the basis of a medical diagnosis of the pupil.

A mix of school model / expertise model / pupil model
(circle the models you are working with)

A self-developed model y / n

2. Could you please describe briefly what you understand are the main features of this

model *(or your self-developed model)*? _____

What led the partnership to chose this model?

3. What do you see as the benefits of the allocation model for the partnership at this stage as compared to the policy Weer Samen Naar School (*Back To School Together*)?

Benefits to the schools _____

Benefits to the school boards _____

Any possible future benefits you see _____

4. At this stage have you experienced any disadvantages for the partnership?

Disadvantages to the schools _____

Disadvantages to the school boards _____

Any possible future disadvantages _____

5. Have there already been adjustments necessary in respect of the:
- | | |
|------------------------------------|-------|
| Allocation model | y / n |
| Overhead | y / n |
| Support facilities | y / n |
| Intended targets | y / n |
| Transition youth care (01-01-2015) | y / n |
- If yes, please describe briefly which and the reason(s) why there have been

adjustments _____

Impact of the allocation model on special educational needs arrangements of the partnership

6. Is there an eligibility statement-committee on the level of the partnership, which judges the files, administers eligibility statements and accredits support arrangements? y / n

7. If so can you tell me briefly how this operates? _____

8. In your view have there been significant changes, in the participation percentages in:
- | | | |
|------------------------------|-------|---------------------------------|
| Special Mainstream Education | y / n | decrease / increase / unchanged |
| Special Education Cluster 3 | y / n | decrease / increase / unchanged |
| Special Education Cluster 4? | y / n | decrease / increase / unchanged |

9. If there have been can you tell me what you believe are the causes of these changes?

Pupils going back to another school	y / n
Negative equalisation	y / n
Changes in the number of home-sitters	more / less / unchanged
Ingrado / Not Registered / 5A (<i>complex, profound limitations</i>) / 5B (<i>religion</i>) (<i>circle all that apply</i>)	

Other _____

10. Has the introduction of Passend Onderwijs (01-08-2014) resulted in targets to be achieved in respect of a reduction of the participation percentages in Special Education? y / n

If so, what targets have you formulated, and to what extent have they been achieved:

Special mainstream Education _____

Special Education Cluster 3 _____

Special Education Cluster 4 _____

11. Have you noticed a relationship between the allocation model and other aspects of school activity? y / n
The refer behaviour of the schools _____

The basic support in mainstream education _____

12. Does increasing basic support in mainstream education, in your opinion, go hand in hand with the reduction of the segregation of children? y / n

Could you briefly explain your answer _____

Other questions about the introduction of Passend Onderwijs

13. Are the professionals aware of the route to extra support, and are the procedures for accessing it clear? y / n
Please explain your answer _____

14. Are the school boards accountable on the use of the 'light' support resources? y / n

Please explain your answer _____

15. Do you have incoming border traffic (*pupils of another partnership*)? y / n
If so, have there been changes to their numbers? decrease / increase / unchanged
Could you briefly explain why you think these changes have occurred?

How significant, in your view, are the changes? _____

16. Do you have outgoing border traffic (*pupils in schools of another partnership*)? y / n
If so, have there been changes to their numbers? decrease / increase / unchanged
Could you briefly explain why you think these changes have occurred?

How significant, in your view, are the changes? _____

17. What is your view about the fixed budget to fund all facilities for extra support?
Sufficient / insufficient / more than calculated / less than calculated *(circle all that apply)*

Could you briefly explain your views? _____

18. Is professionalisation of teachers provided for in the budget? y / n
Professionalisation focused on broadening the support profile? y / n
Professionalisation focused on inclusion? y / n

19. Is your region subject to demographic shrink? y / n

If so what is the extent of the shrink? _____

Do the participation percentages in Special (Mainstream) Education relate to this
extent of shrink? _____

Is the demographic shrink taken into account in the multi-annual budget?

Are you aware of any differences in the referral behaviour of small schools?

Does shrink affect the implementation of Passend Onderwijs, and if it does how?

20. Finally do you have any other comments to make about the implementation of
Passend Onderwijs in respect to my research question? _____

THANK YOU FOR YOUR PARTICIPATION



APPENDIX 3

Is there a link between the choice of an allocation model (school model, expertise model or pupil model) and the development of the participation percentages in the special (mainstream) education?

Thesis for my Educational Doctorate at the University of Hull UK

Research question: is there a link between the choice of an allocation model (school model, expertise model or pupil model) and the development of the participation percentages in the special (mainstream) education?

Subsidiary questions:

- Key figures, participation rates special (mainstream) education (including cluster 1 and 2) and pupils with a developmental perspective.
- Does the introduction of Passend Onderwijs (suitable education) reduce the number of home-sitters and 'pupils who absolutely stop away from school'?
- What is the overhead belonging by the selected allocation model? Is there a Central Committee established?
- Has the partnership formulated goals in respect of the participation percentages in the special (mainstream) education for the future, and are these goals achieved?
- What is the development in the funding and expenditure of the partnerships?
- Because of the transition youth care there is agreed with the municipalities during the agreement focused consultation, that support plans would be adjusted in short term. Are there adjustments in the support plan in respect of the chosen allocation model, the overhead and the intended goals?
- Is there a demonstrable relationship with the demographic shrink?

This thesis, I would like to perform for the partnerships Primary education in the southern provinces of the Netherlands: Zeeland, Noord-Brabant and Limburg.

Annemie van Roij MA

<https://vragen.wetenschapsagenda.nl/vraag/bestaat-er-een-verband-tussen-de-keuze-van-een-allocatiemodel-schoolmodel-expertisemodel-of>

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APPENDIX 4 Concept-questionnaire

Research Question:

Is there a link between the choice of an allocation model (school model, expertise model or pupil model) and the development of the participation percentages in the special (mainstream) education?

Questionnaire

1. Which allocation model you are handling within the partnership?

school model y / n

expertise model y / n

pupil model y / n

a mix of school model / expertise model / pupil model
(circle please the models you are handling)

a self-developed model y / n

Please describe briefly your self-developed model _____

2. Are the individual schools aware of the allocation model the partnership is handling? y / n

3. What are the benefits of the allocation model for the partnership and for the schools? _____

4. Are there any disadvantages? y / n

If so, which? _____

5. Are there changes in the participation percentages in the special (mainstream) education? y / n

If so, which? decrease / increase

6. Is there a reduction in the number of home-sitters? y / n

If so, less / more

7. Is there a Central Committee? y / n

8. Are there with the introduction of Passend Onderwijs (suitable education August 1st, 2014) goals to achieve in respect of a reduction of the participation percentages in the special (mainstream) education? y / n

If so, what goals you have formulated, and to what extent are they achieved?

9. What is the development in the funding of the partnership compared to the spending on support facilities and overhead?

positive / negative / as provided

10. Is there budget for additional professional development of teachers?

y / n

11. Did you already make adjustments in the support plan in respect of

the allocation model y / n

the overhead y / n

the intended goals y / n

If yes, please describe briefly which _____

12. Is your region subject to demographic shrink?

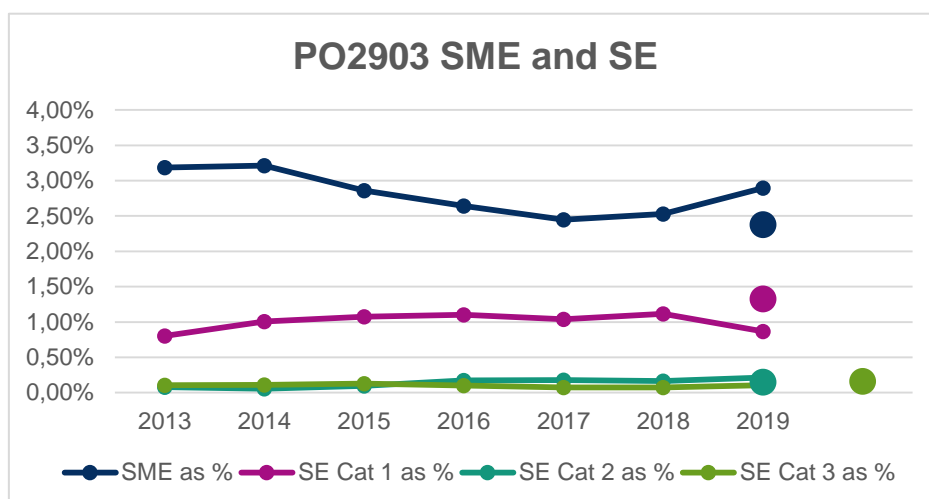
y / n

If so, does this shrink the results of Passend Onderwijs negative?

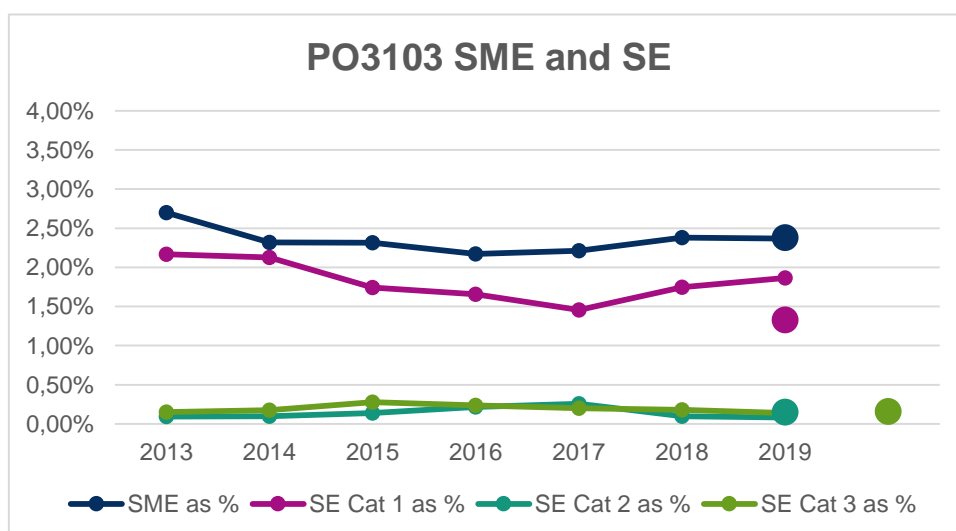
y / n

APPENDIX 5 Charts and Tables pupil numbers per Partnership

Nine Partnerships with school model

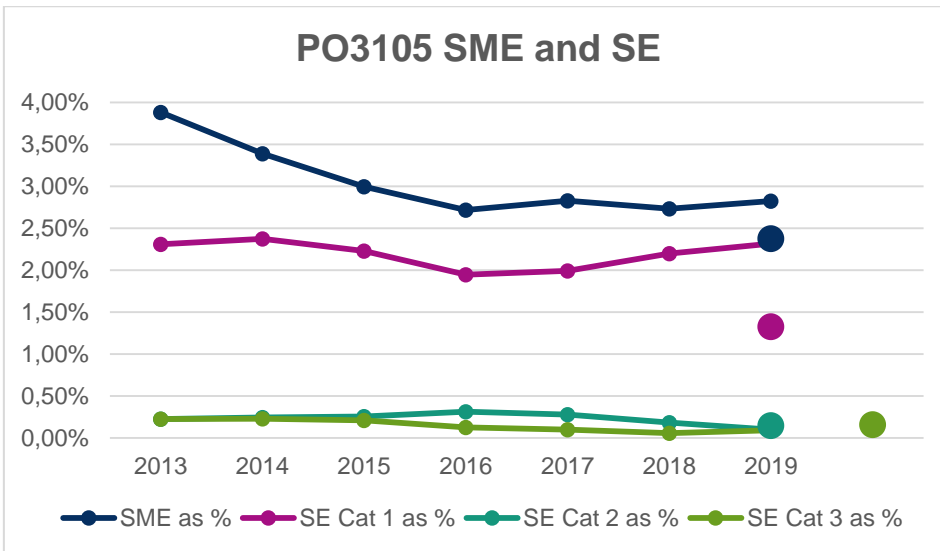


PO2903 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	7592	7275	95,82%	242	3,19%	61	0,80%	6	0,08%	8	0,11%
2014	7252	6934	95,62%	233	3,21%	73	1,01%	4	0,06%	8	0,11%
2015	7061	6767	95,84%	202	2,86%	76	1,08%	7	0,10%	9	0,13%
2016	6884	6607	95,98%	182	2,64%	76	1,10%	12	0,17%	7	0,10%
2017	6739	6487	96,26%	165	2,45%	70	1,04%	12	0,18%	5	0,07%
2018	6637	6379	96,11%	168	2,53%	74	1,11%	11	0,17%	5	0,08%
2019	6590	6321	95,92%	191	2,90%	57	0,86%	14	0,21%	7	0,11%

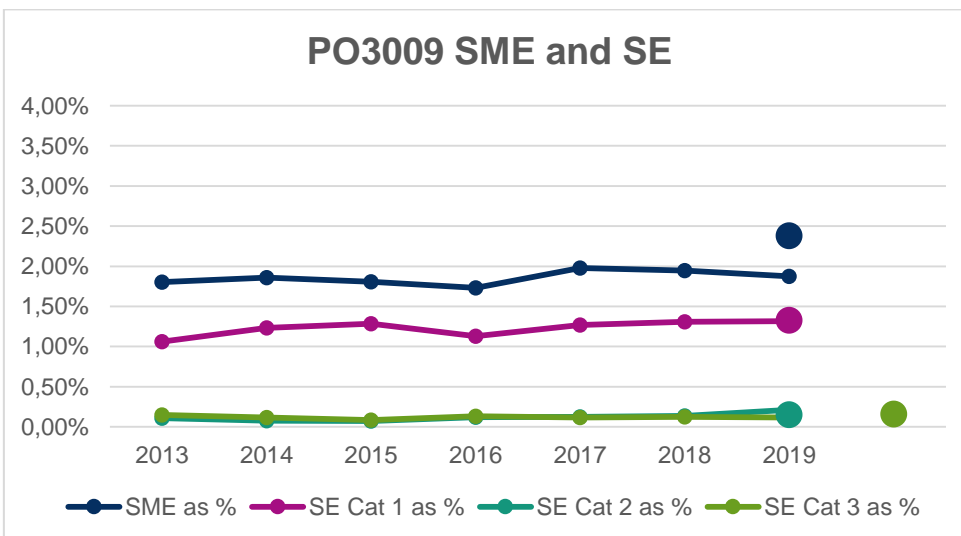


PO3103 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	5263	4994	94,89%	142	2,70%	114	2,17%	5	0,10%	8	0,15%
2014	5176	4932	95,29%	120	2,32%	110	2,13%	5	0,10%	9	0,17%
2015	5052	4826	95,53%	117	2,32%	88	1,74%	7	0,14%	14	0,28%
2016	5068	4851	95,72%	110	2,17%	84	1,66%	11	0,22%	12	0,24%
2017	5018	4811	95,87%	111	2,21%	73	1,45%	13	0,26%	10	0,20%
2018	5043	4821	95,60%	120	2,38%	88	1,74%	5	0,10%	9	0,18%
2019	4984	4762	95,55%	118	2,37%	93	1,87%	4	0,08%	7	0,14%

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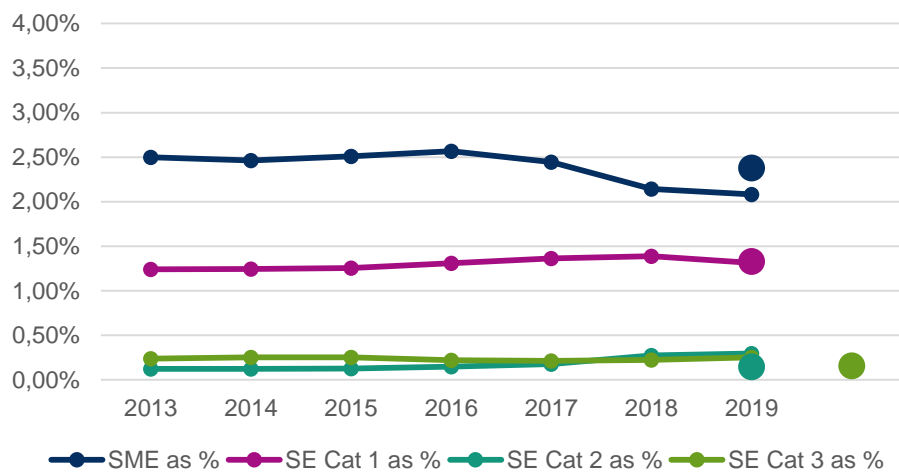


PO3105 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	13235	12355	93,35%	514	3,88%	306	2,31%	30	0,23%	30	0,23%
2014	12922	12115	93,75%	438	3,39%	307	2,38%	32	0,25%	30	0,23%
2015	12781	12053	94,30%	383	3,00%	285	2,23%	33	0,26%	27	0,21%
2016	12424	11789	94,89%	338	2,72%	242	1,95%	39	0,31%	16	0,13%
2017	12087	11458	94,80%	342	2,83%	241	1,99%	34	0,28%	12	0,10%
2018	11995	11374	94,82%	328	2,73%	264	2,20%	22	0,18%	7	0,06%
2019	11994	11354	94,66%	339	2,83%	278	2,32%	12	0,10%	11	0,09%



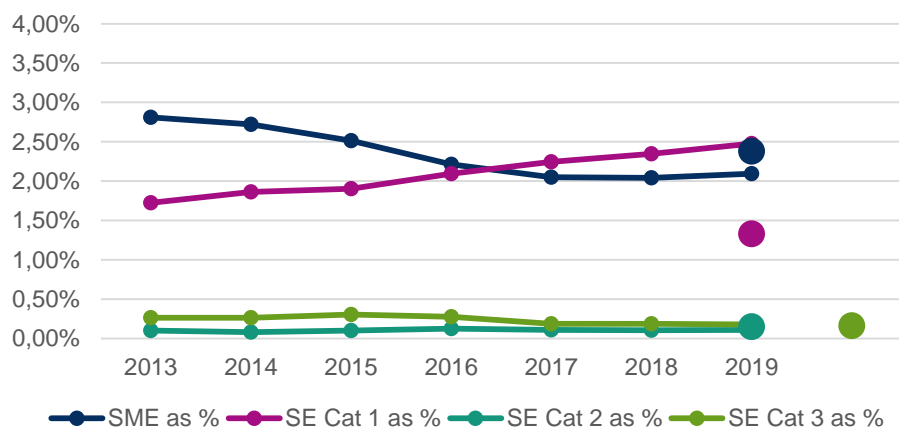
PO3009 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	17514	16967	96,88%	316	1,80%	186	1,06%	19	0,11%	26	0,15%
2014	17276	16709	96,72%	321	1,86%	213	1,23%	13	0,08%	20	0,12%
2015	16885	16337	96,75%	305	1,81%	217	1,29%	12	0,07%	14	0,08%
2016	16630	16112	96,89%	288	1,73%	188	1,13%	20	0,12%	22	0,13%
2017	16319	15750	96,51%	323	1,98%	207	1,27%	20	0,12%	19	0,12%
2018	16333	15759	96,49%	318	1,95%	214	1,31%	22	0,13%	20	0,12%
2019	16497	15917	96,48%	309	1,87%	217	1,32%	35	0,21%	19	0,12%

PO3007 SME and SE

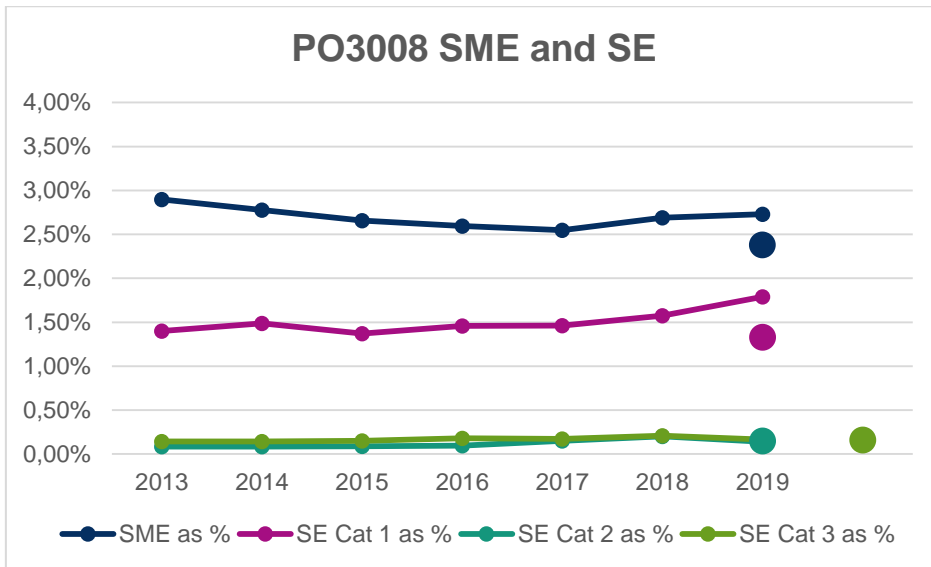


PO3007 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	22570	21644	95,90%	564	2,50%	280	1,24%	28	0,12%	54	0,24%
2014	22581	21659	95,92%	556	2,46%	281	1,24%	28	0,12%	57	0,25%
2015	22590	21653	95,85%	567	2,51%	284	1,26%	29	0,13%	57	0,25%
2016	22321	21374	95,76%	573	2,57%	292	1,31%	33	0,15%	49	0,22%
2017	22157	21227	95,80%	542	2,45%	302	1,36%	39	0,18%	47	0,21%
2018	22156	21262	95,96%	475	2,14%	308	1,39%	61	0,28%	50	0,23%
2019	22189	21314	96,06%	462	2,08%	291	1,31%	66	0,30%	56	0,25%

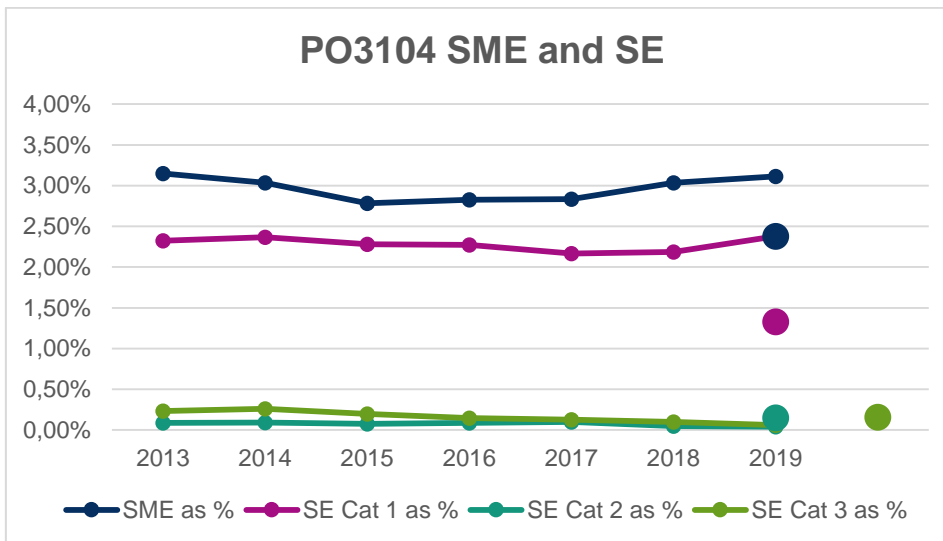
PO3006 SME and SE



PO3006 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	21564	20507	95,10%	606	2,81%	372	1,73%	22	0,10%	57	0,26%
2014	20951	19919	95,07%	570	2,72%	390	1,86%	17	0,08%	55	0,26%
2015	20380	19398	95,18%	512	2,51%	388	1,90%	20	0,10%	62	0,30%
2016	20030	19088	95,30%	443	2,21%	419	2,09%	25	0,12%	55	0,27%
2017	19601	18702	95,41%	402	2,05%	440	2,24%	21	0,11%	36	0,18%
2018	19450	18541	95,33%	397	2,04%	456	2,34%	20	0,10%	36	0,19%
2019	19338	18399	95,14%	405	2,09%	479	2,48%	21	0,11%	34	0,18%

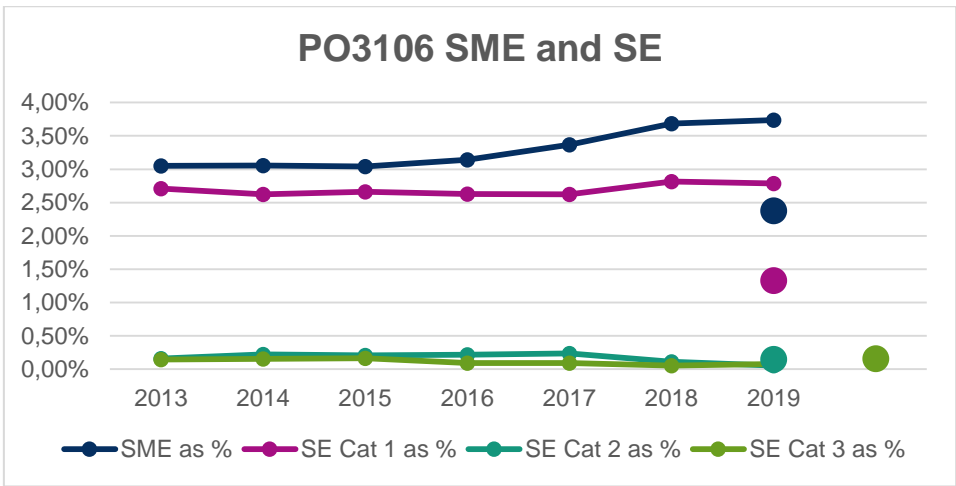


PO3008 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	27185	25954	95,47%	788	2,90%	381	1,40%	23	0,08%	39	0,14%
2014	26559	25365	95,50%	738	2,78%	395	1,49%	23	0,09%	38	0,14%
2015	26117	25003	95,73%	694	2,66%	358	1,37%	23	0,09%	39	0,15%
2016	25577	24469	95,67%	664	2,60%	373	1,46%	25	0,10%	46	0,18%
2017	25246	24152	95,67%	643	2,55%	369	1,46%	38	0,15%	44	0,17%
2018	25166	23989	95,32%	677	2,69%	396	1,57%	51	0,20%	53	0,21%
2019	25048	23840	95,18%	684	2,73%	448	1,79%	35	0,14%	41	0,16%



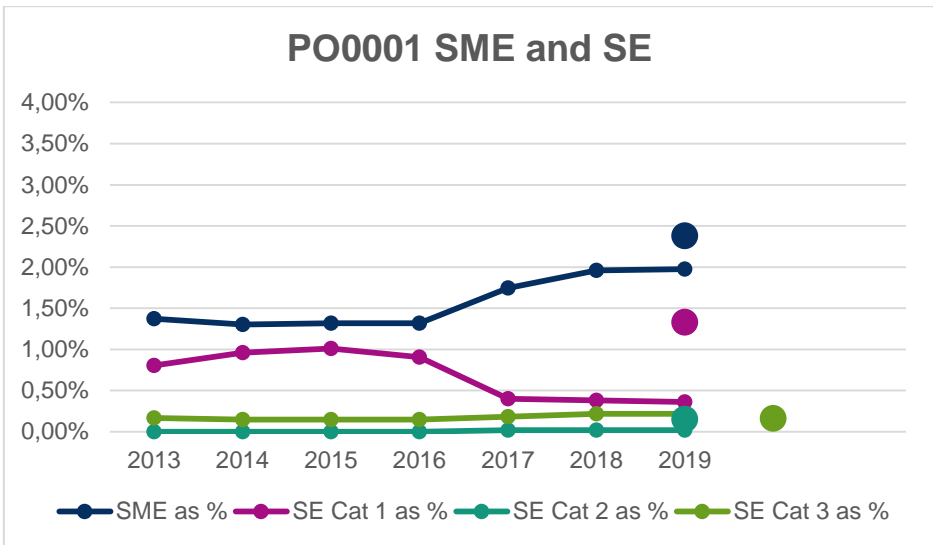
PO3104 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	11149	10503	94,21%	351	3,15%	259	2,32%	10	0,09%	26	0,23%
2014	10779	10159	94,25%	327	3,03%	255	2,37%	10	0,09%	28	0,26%
2015	10569	10005	94,66%	294	2,78%	241	2,28%	8	0,08%	21	0,20%
2016	10334	9783	94,67%	292	2,83%	235	2,27%	9	0,09%	15	0,15%
2017	10203	9670	94,78%	289	2,83%	221	2,17%	10	0,10%	13	0,13%
2018	9924	9391	94,63%	301	3,03%	217	2,19%	5	0,05%	10	0,10%
2019	9803	9255	94,41%	305	3,11%	233	2,38%	4	0,04%	6	0,06%

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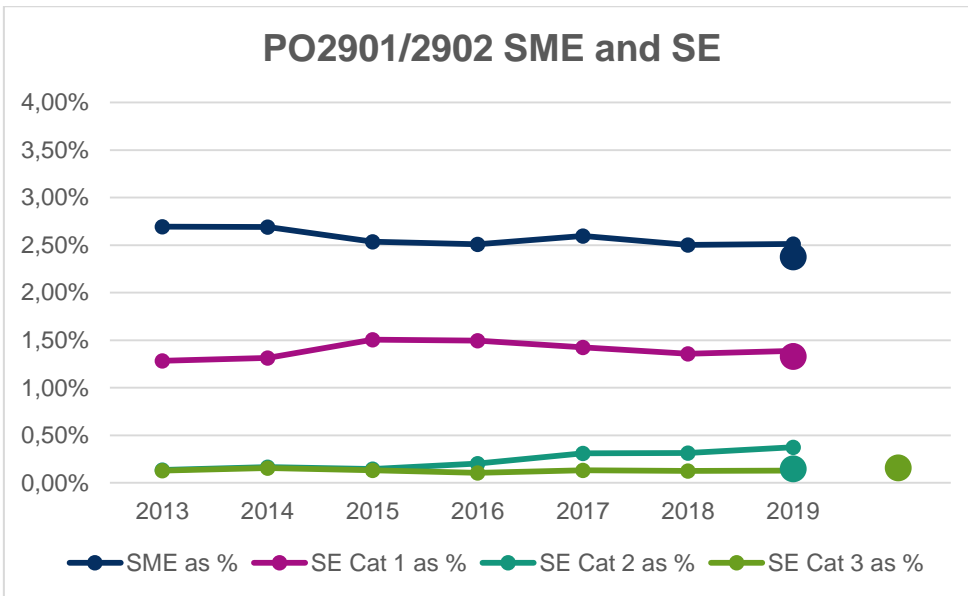


PO3106 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	17643	16573	93,94%	538	3,05%	478	2,71%	28	0,16%	26	0,15%
2014	17319	16270	93,94%	529	3,05%	454	2,62%	39	0,23%	27	0,16%
2015	17140	16099	93,93%	521	3,04%	456	2,66%	36	0,21%	28	0,16%
2016	16878	15851	93,92%	530	3,14%	444	2,63%	37	0,22%	16	0,09%
2017	16744	15685	93,68%	564	3,37%	439	2,62%	40	0,24%	16	0,10%
2018	16879	15754	93,33%	622	3,69%	475	2,81%	19	0,11%	9	0,05%
2019	16799	15681	93,34%	628	3,74%	468	2,79%	9	0,05%	13	0,08%

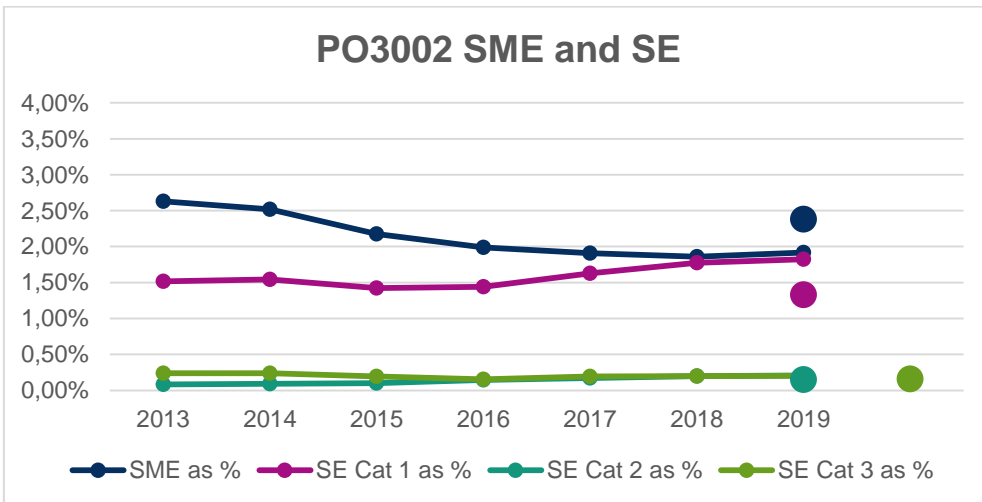
Six Partnerships with a mix of three allocation models



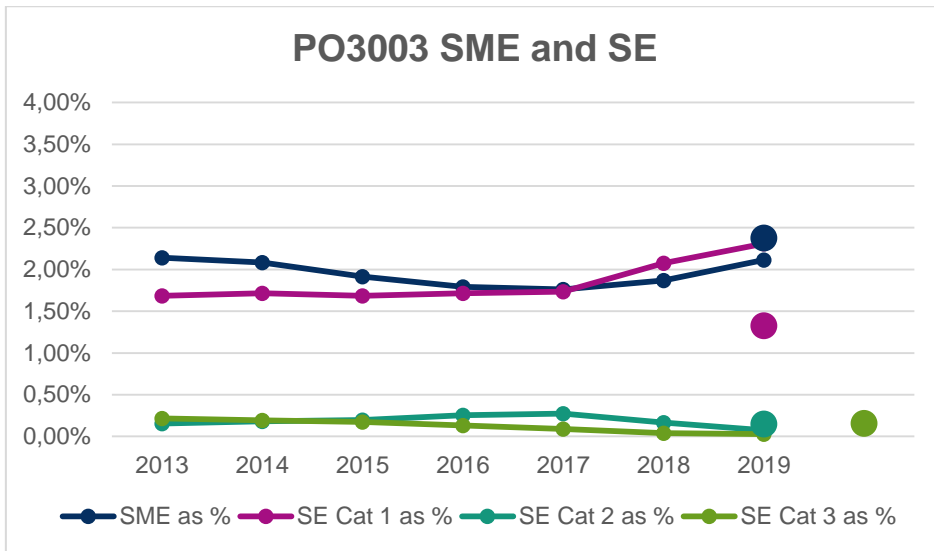
PO0001 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	5473	5345	97,66%	75	1,37%	44	0,80%	0	0,00%	9	0,16%
2014	5524	5391	97,59%	72	1,30%	53	0,96%	0	0,00%	8	0,14%
2015	5543	5406	97,53%	73	1,32%	56	1,01%	0	0,00%	8	0,14%
2016	5535	5404	97,63%	73	1,32%	50	0,90%	0	0,00%	8	0,14%
2017	5498	5369	97,65%	96	1,75%	22	0,40%	1	0,02%	10	0,18%
2018	5517	5375	97,43%	108	1,96%	21	0,38%	1	0,02%	12	0,22%
2019	5566	5423	97,43%	110	1,98%	20	0,36%	1	0,02%	12	0,22%



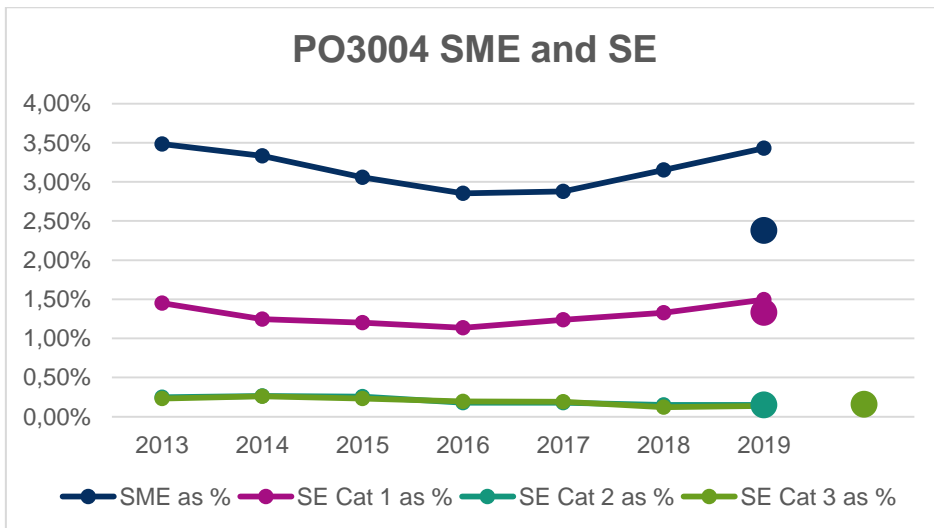
PO2901/02 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	19882	19038	95,75%	536	2,70%	255	1,28%	27	0,14%	26	0,13%
2014	19394	18555	95,67%	522	2,69%	255	1,31%	32	0,16%	30	0,15%
2015	19037	18214	95,68%	483	2,54%	287	1,51%	28	0,15%	25	0,13%
2016	18732	17924	95,69%	470	2,51%	280	1,49%	38	0,20%	20	0,11%
2017	17908	17108	95,53%	465	2,60%	255	1,42%	56	0,31%	24	0,13%
2018	18466	17672	95,70%	462	2,50%	251	1,36%	58	0,31%	23	0,12%
2019	18435	17623	95,60%	463	2,51%	256	1,39%	69	0,37%	24	0,13%



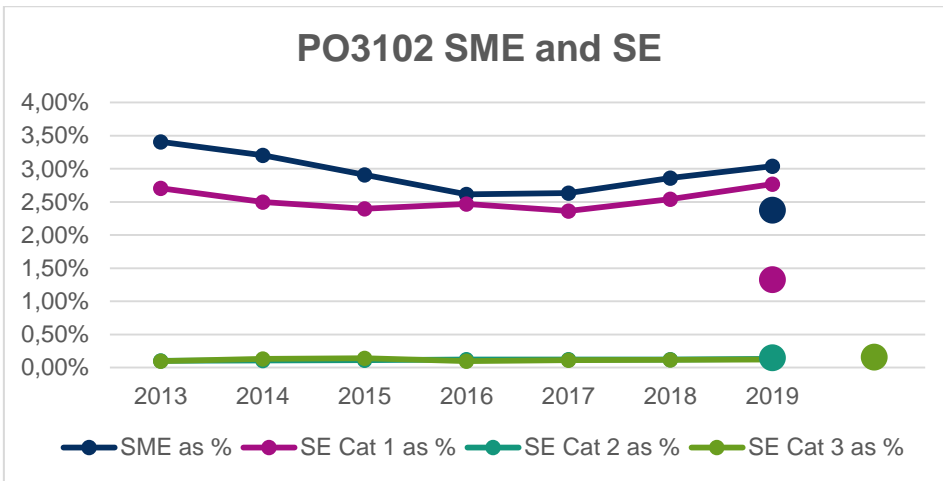
PO3002 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	14573	13922	95,53%	383	2,63%	221	1,52%	12	0,08%	35	0,24%
2014	14170	13547	95,60%	357	2,52%	219	1,55%	13	0,09%	34	0,24%
2015	13921	13379	96,11%	303	2,18%	198	1,42%	14	0,10%	27	0,19%
2016	13679	13169	96,27%	272	1,99%	197	1,44%	20	0,15%	21	0,15%
2017	13518	12991	96,10%	258	1,91%	220	1,63%	23	0,17%	26	0,19%
2018	13589	13041	95,97%	253	1,86%	241	1,77%	27	0,20%	27	0,20%
2019	13445	12887	95,85%	258	1,92%	245	1,82%	28	0,21%	27	0,20%



PO3003 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	36028	34516	95,80%	771	2,14%	607	1,68%	56	0,16%	78	0,22%
2014	35542	34059	95,83%	740	2,08%	610	1,72%	64	0,18%	69	0,19%
2015	35271	33869	96,03%	676	1,92%	595	1,69%	69	0,20%	62	0,18%
2016	34742	33389	96,11%	623	1,79%	596	1,72%	88	0,25%	46	0,13%
2017	34490	33158	96,14%	608	1,76%	599	1,74%	94	0,27%	31	0,09%
2018	34239	32817	95,85%	640	1,87%	711	2,08%	57	0,17%	14	0,04%
2019	34163	32615	95,47%	723	2,12%	789	2,31%	26	0,08%	10	0,03%

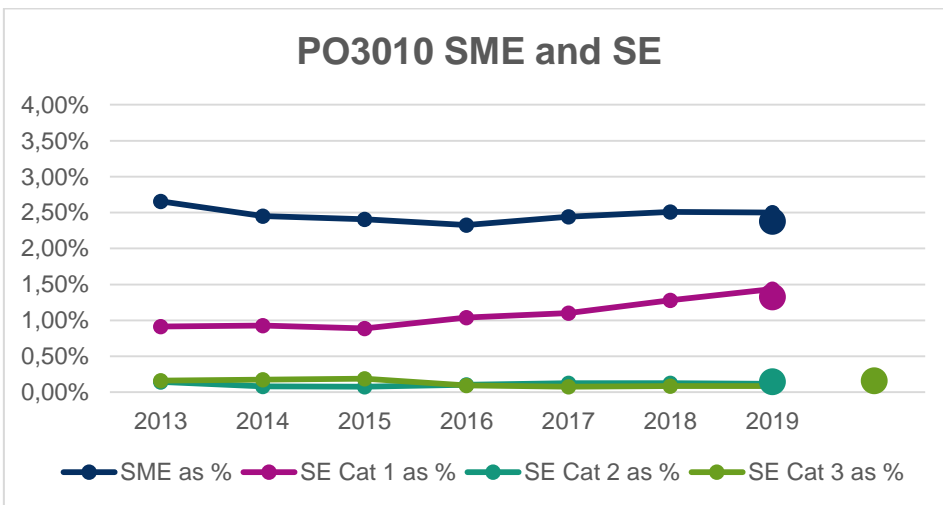


PO3004 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	24278	22964	94,59%	846	3,48%	352	1,45%	60	0,25%	56	0,23%
2014	24082	22853	94,90%	802	3,33%	300	1,25%	64	0,27%	63	0,26%
2015	23951	22814	95,25%	732	3,06%	288	1,20%	61	0,25%	56	0,23%
2016	23671	22639	95,64%	675	2,85%	269	1,14%	42	0,18%	46	0,19%
2017	23491	22437	95,51%	676	2,88%	291	1,24%	42	0,18%	45	0,19%
2018	23318	22210	95,25%	735	3,15%	310	1,33%	35	0,15%	28	0,12%
2019	23287	22073	94,79%	799	3,43%	348	1,49%	35	0,15%	32	0,14%



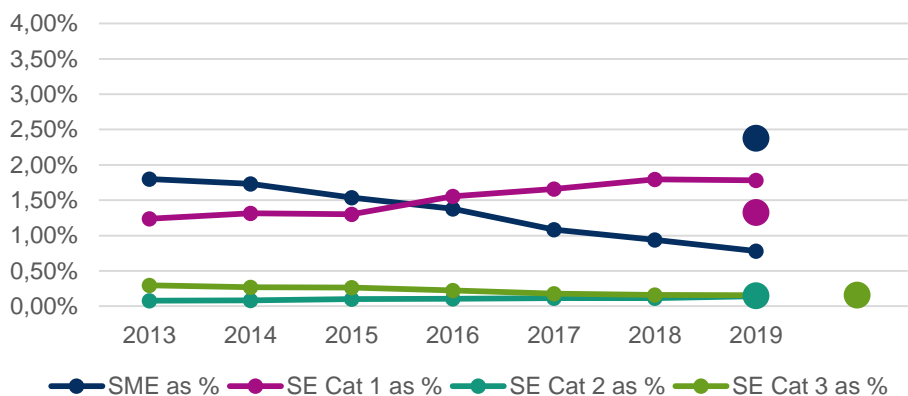
PO3102 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	13262	12424	93,68%	452	3,41%	359	2,71%	14	0,11%	13	0,10%
2014	12848	12084	94,05%	412	3,21%	321	2,50%	14	0,11%	17	0,13%
2015	12586	11886	94,44%	366	2,91%	302	2,40%	14	0,11%	18	0,14%
2016	12351	11696	94,70%	323	2,62%	305	2,47%	15	0,12%	12	0,10%
2017	12228	11588	94,77%	322	2,63%	289	2,36%	15	0,12%	14	0,11%
2018	12082	11400	94,36%	346	2,86%	307	2,54%	15	0,12%	14	0,12%
2019	12102	11368	93,93%	368	3,04%	335	2,77%	16	0,13%	15	0,12%

Three Partnerships with a mix of two allocation models



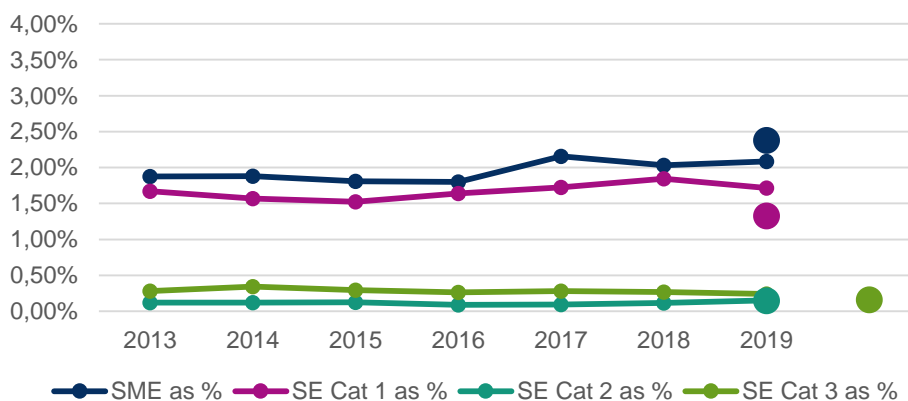
PO3010 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	10953	10528	96,12%	291	2,66%	100	0,91%	16	0,15%	18	0,16%
2014	10766	10374	96,36%	264	2,45%	100	0,93%	9	0,08%	19	0,18%
2015	10561	10185	96,44%	254	2,41%	94	0,89%	8	0,08%	20	0,19%
2016	10493	10119	96,44%	244	2,33%	109	1,04%	11	0,10%	10	0,10%
2017	10445	10054	96,26%	255	2,44%	115	1,10%	13	0,12%	8	0,08%
2018	10403	9987	96,00%	261	2,51%	133	1,28%	13	0,12%	9	0,09%
2019	10361	9932	95,86%	259	2,50%	149	1,44%	12	0,12%	9	0,09%

PO3005 SME and SE



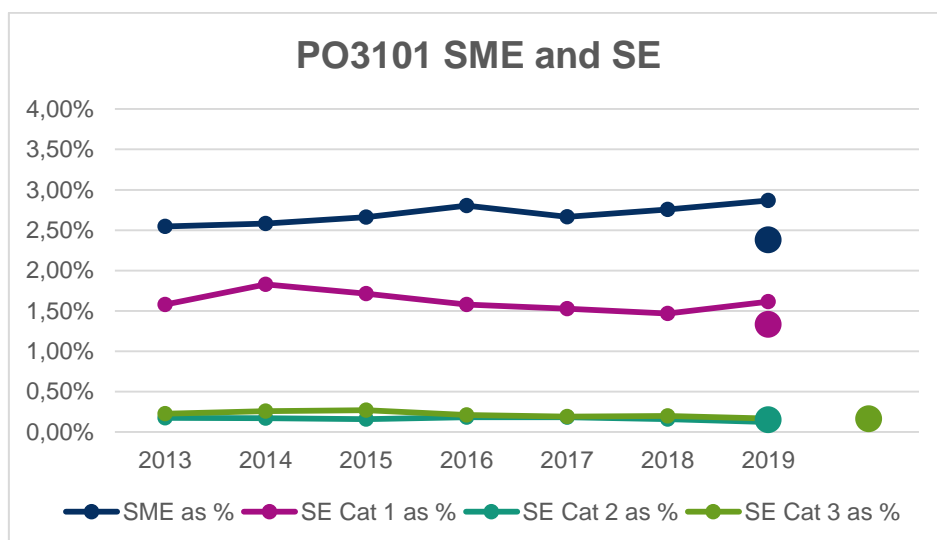
PO3005 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	29574	28566	96,59%	532	1,80%	366	1,24%	23	0,08%	87	0,29%
2014	29239	28245	96,60%	506	1,73%	384	1,31%	25	0,09%	79	0,27%
2015	28908	27982	96,80%	445	1,54%	376	1,30%	29	0,10%	76	0,26%
2016	28596	27663	96,74%	394	1,38%	445	1,56%	30	0,10%	64	0,22%
2017	28285	27426	96,96%	307	1,09%	470	1,66%	32	0,11%	50	0,18%
2018	28063	27218	96,99%	264	0,94%	504	1,80%	32	0,11%	45	0,16%
2019	27800	27006	97,14%	217	0,78%	495	1,78%	39	0,14%	43	0,15%

PO3001 SME and SE



PO3001 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	9157	8795	96,05%	172	1,88%	153	1,67%	11	0,12%	26	0,28%
2014	8977	8625	96,08%	169	1,88%	141	1,57%	11	0,12%	31	0,35%
2015	8783	8453	96,24%	159	1,81%	134	1,53%	11	0,13%	26	0,30%
2016	8664	8335	96,20%	156	1,80%	142	1,64%	8	0,09%	23	0,27%
2017	8583	8218	95,75%	185	2,16%	148	1,72%	8	0,09%	24	0,28%
2018	8565	8200	95,74%	174	2,03%	158	1,84%	10	0,12%	23	0,27%
2019	8623	8261	95,80%	180	2,09%	148	1,72%	13	0,15%	21	0,24%

One Partnership with a self-developed allocation model



PO3101 Year	Total pupils (ME+SME+SE)	ME numbers	ME as %	SME numbers	SME as %	SE Cat 1 numbers	SE Cat 1 as %	SE Cat 2 numbers	SE Cat 2 as %	SE Cat 3 numbers	SE Cat 3 as %
2013	24516	23408	95,48%	624	2,55%	387	1,58%	42	0,17%	55	0,22%
2014	23716	22570	95,17%	612	2,58%	433	1,83%	40	0,17%	61	0,26%
2015	23180	22068	95,20%	617	2,66%	397	1,71%	36	0,16%	62	0,27%
2016	22693	21611	95,23%	636	2,80%	358	1,58%	41	0,18%	47	0,21%
2017	22221	21208	95,44%	592	2,66%	339	1,53%	40	0,18%	42	0,19%
2018	21815	20817	95,43%	601	2,75%	320	1,47%	34	0,16%	43	0,20%
2019	21303	20287	95,23%	611	2,87%	344	1,61%	26	0,12%	35	0,16%