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Policy study

From Integrative to Inclusive Education: In Pace with Needs

Coalition for Social Changes

Center for Civic Education
Pedagogical center
The Monitoring Center CEMI

CEMI



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Introduction

One of the key aspects of the educational system reform is development of inclusive education based on respect of individual characteristics and needs. This approach is based on several principles: cooperative teaching and learning, providing instruments and technologies for overcoming disabilities, and individual educational plans which allow students to express their special abilities. Inclusive education insists on uniqueness of each child. Each child has its own potentials and possibilities, but also obstacles and difficulties.

Inclusive education, basically, recognizes only an individualized approach to each child, regardless of its association to any group. This topic has social, theoretic and practical significance, especially since it represents a system of valorization in which each child is a value. This stance could be an important prerequisite for implementation of legal provisions on inclusive education at all levels. It is also an obligatory precondition for realization of each activity designed for children.

Significance of inclusive education is also recognized within the Poverty Alleviation and Social Inclusion Strategy (PASIS), which underlines right for equal education of all as one of leading principles for educational reform.

Within the project “Strengthening CSO capacities in fight against poverty and social exclusion”, supported by the Delegation of the European Union in Montenegro, implemented by CEMI in cooperation with Juventas and Cazas, ten CSO’s dealing with issues in areas of health, education, social inclusion and human rights in general, have formed the Coalition for Social Changes. Coalition for Social Changes has created policy proposals from four areas of the PASIS through careful monitoring of the Strategy implementation, field research, and interviews with relevant institutions. Within this project the following policy study was created “From integrative to inclusive education: keeping pace with needs” written by representatives of Monitoring Center, Center for Civic education and Pedagogical Center.

The aim of this study is, above all, to identify problems in implementation of inclusive education concept in Montenegro, related legal acts and strategic aims foreseen by the PASIS, as well as in implementation of other strategic documents and to recommend measures for improvement of current situation in this area. These recommendations are based on analysis of inclusive education models of other countries but at the same time the recommendations will be adjusted to specific socio-economic situation in Montenegro.

In creation of this study we used quantitative and qualitative methods of research. CATI research was conducted in order to provide information, for this and three other studies. Through this research we obtained opinions of 1050 citizens of Montenegro

on the healthcare system, social security, educational system and employment policy in Montenegro. In depth interviews with representatives of relevant institutions, marginalized groups and decision makers in this area were also conducted.

This study is structured in five parts:

The **first part** of this study contains a definition of inclusive education and related terminology, as well as a distinction of main groups which should be treated with utmost attention, so they could be effectively educated.

The legal, strategic and institutional framework will be presented in the **second part** of this study. It will encompass analysis of current legislation which regulates education in Montenegro, legislation that regulates education of marginalized groups and education of children with disabilities; strategies which deal with sensitive groups; and main competencies of institutions that are implementing provisions regarding inclusive education.

The **third part** contains situation analysis, above all, in part of implementation of laws, their weaknesses etc. Also, this part will underline impacts of different strategies in this area and their implementation.

In **part four** several models of inclusive education are presented from the region and Europe. All their strengths and weaknesses will be exposed, along with analysis of socio-economic preconditions for their implementation in Montenegro.

Part five contains conclusions and concrete measures based on analysis of the aforementioned models and their applicability to the Montenegrin educational system.

I Basic terminology, definition and significance of the topic

In order to monitor the implementation of inclusive education, it is necessary to choose a comprehensive definition of this term, to make a distinction between inclusion and integration, and to identify groups who need additional measures for successful inclusion into the educational system.

1.1 Inclusive education- problems in definition

The development of inclusive education has given an incentive for the development of different terminology.

The term “special education needs”, used in the Framework for the Action and Statement of UNESCO on inclusive education, relates to *all those children and youth, whose needs are based on medical condition or difficulties in studying.*¹

In our region, one of the most relevant authorities for the topic is Professor Hrnjica, who adopted the definition provided in Convention on the Rights of a Child “*Child with disabilities is a child with special needs and child with special needs is a child*”². This definition comes as a result of efforts to avoid negative connotation and accentuation of the things that a child cannot or is unable to do

The same author also founded a definition of a child with disabilities, as “child with disabilities is a child who, due to impairments of some organs/ functions has, except needs common for all children, special educational and (re)habilitation needs that could be met by organization of special conditions and behavior in order to diminish consequences of its disabilities.”³

An inclusive educational institution should be founded on principles of equal chances for all, integrity and acceptance of each participant of educational process, with all its individual characteristics.

In conceptualization of inclusive education, historically speaking, we moved from a narrow definition of inclusive education as an attempt to educate persons with intellectual disability, and their integration in educational structures,⁴ to current definitions of inclusive education as “leading principle which assists achievement of Education for all (EFA) – i.e. system of education which benefits from diversity in order to built more just, democratic society”⁵. (Acedo, 2008.).

1 The UNESCO Salamanca Statement and Framework for Action on Special Needs Education , 1996

2 See: Hrnjica, S.(2004): “School Fit for Children-Manual for working with disabled students in the regular school, “Institute of Psychology, Faculty of Philosophy, Belgrade, Beograd, str. 10

3 See: Ibid, pg.10

4 Michailakis & Reich, 2009.,acc: Policies and practices of mapping of teachers’ preparation for inclusive education in the context of social and cultural diversity – Report on situation in Montenegro ,2009.

5 ACEDO acc: Policies and practices of mapping of teachers’ preparation for inclusive education in the context of social and cultural diversity – Report on situation in Montenegro, 2009.

The terms integration and inclusion are often used alternatively, as if their meaning was the same. It is useful to clarify their different meanings so people could use same language in the practice and understand each other.

Integration of children with disabilities into regular schools implies their entrance into the existing educational system without adjustment to their special educational needs. An integrative approach accentuates traditional school achievements, than the child itself with its specific abilities, knowledge, interests and experiences.

Integration is based on the medical model, which treats disability as a problem, or deficiency of an individual and aims much more to correction, rehabilitation and change of a child. A child is observed through disability and diagnosis while it receives support in protected conditions (hospitals, special institutions).

1.2 Definition of inclusive education

Converse to the medical model is the social model which does not deal with disability as individual problem, but as a social problem as well. Society has to change and adapt in order to meet specific needs of each individual- through new legislative, new educational and social policy and adjustment of social institutes, by removing diverse barriers – from architectural to psychosocial.

Many experts consider that integration represents a step towards inclusion. However, the main limitation of integrative education lies in the fact that the school system remains rigid and demanding so only children with minor disabilities could be successfully integrated.

Inclusion encompasses not only obligatory changes and adjustments of the regular education system but also changes and adjustments of society in order to provide quality education for children excluded on the basis of poverty, language barriers, sex, national or religious affiliation, disability etc.

Inclusive education in context of this study, is a process through which schools respond to all their students as individuals by reconsidering and restructuring their curriculum organization and by providing means for enhancement of equal opportunities. Through this process, schools are building up their capacities for acceptance of all students from local society, which decreases all forms of exclusion of students whether for their disability, ethnicity, or anything else that can make life of some children unnecessarily difficult.⁶ Therefore, inclusive education must be general policy and practice, as a part of education, not a special intervention intended for diverse socially endangered groups. In this broader sense, inclusion is a process of increasing participation and decreasing exclusion, where participation means recognition, acceptance and respect, inclusion into the learning process and social activities in a manner which, in an individual, induces development of belonging to society.

⁶ Sebba & Sachdev, 1997.; Booth i Ainscow, 1998.; Peček et al., 2006.

Inclusion is not only about enrollment of children with special educational needs in regular educational system. It is a program which promotes adjustment of schools/nurseries to all children, with or without disabilities, as well as maximum activity of all participants of educational process.

In practice, this means, *comprehensive inclusion in broader community and all regular social activities, as well as equalizing of rights with rights of all other members of social community.*

1.3 Main terms, significant for inclusive education

Law on education and guidance of children with special educational needs is offering definitions of terms used for different types of program, support and educational plans for children with special educational needs.⁷

Adjusted educational program with additional expert help, indicates complete inclusion of children with special educational needs in educational groups in pre-school institutions and classes within regular schools, or in special groups or classes of school with adjusted performance of educational program and granting of additional professional help by educator or teacher, along with participation of parents. It is possible to work within small groups or individual work specially trained and teachers with kids with special educational needs;

Habilitation is defined as a system of measures and actions for enabling children with detected disabilities on birth or at early age, in order to meet better everyday needs, while **rehabilitation** is defined as a system of protection, enabling, education and reintegration of children with special educational needs.

Procedure of directing is defined by law as a process in which, based on professional opinion of Commission, is brought program of education and guidance in which a child is directed, i.e. resource center in which child will be integrated, bearing in mind its preserved abilities, type and degree of disability (special educational needs). **Different types of assistance in education, are also set by this law, such as additional professional help and technical assistance** (where additional professional help is provided by the professional assistants of the school or resource center, external assistants and technical assistants is ensured through institute of teaching assistants.

Mobile service is engagement of experts in order to provide support to teachers and parents, and tutors in the process of creation and implementation of individual development educational programs and other help to children with special educational needs.

Resource center is a special institution which performs educational process and provides to other educational institutions advisory and professional help for education and guidance

⁷ Law on education and guidance of Children with Special Educational Needs (Official Gazette of Montenegro No CG /10), čl. 10

of children with certain type of disability and performs education of teachers who are working with children with special educational needs.

Day center is an institution of children's and social protection for providing support of children with moderate, difficult and combined disabilities, where educational and guidance activities, useful for everyday life, could take place.

1.4 Significance in the context of the Poverty Alleviation and Social Inclusion Strategy

In Poverty Alleviation and Social Inclusion Strategy is foreseen advancement of an inclusive education concept through implementation of the Law on education and guidance of children with special educational needs and through other measures based on three major components: development of policy in area education of children with special educational needs and inclusive education and support of MES and Bureau for Education in development of education of teachers in area of education of these children.

Also, measures that facilitate fulfillment of obligation of primary education and continuation of educational process have been foreseen enabling access to primary education for all children and guidance which induces respect for national values, history and culture of all.

There is a need for activities which would provide more comprehensive pre-school and primary education of Roma children and for setting a scale which would grant consideration of material and social status of family in the process of help reallocation for education financing.

European Union has stated limited participation of RAE students in primary and secondary schools and limited success in decreasing of marginalization in schools. Positive efforts of Ministry are recognized in direction of RAE children inclusion, especially in public schools, in order to avoid segregation, as well as initiation of affirmative action and a campaign for encouragement of their acceptance. A need for improvement of inclusive education in Montenegro, through implementation of adopted laws on persons with disabilities and by creation of liable data on poverty and social exclusion was underlined.

II Institutional, legislative and strategic framework

2.1 Institutional framework

Bodies competent for implementation of the Inclusive Education Strategy are: the Government of Montenegro, Council for the care of persons with disabilities, Ministry of education and sports, Ministry of Labor and Social Welfare, Ministry of Culture, Ministry of finances, University of Montenegro- Faculty of Philosophy, media, local administration,

associations of persons with disabilities and organizations that systematically act in order to improve living conditions of the persons with disabilities.⁸ There is no working body which controls implementation of this Strategy.⁹

2.1.1 Ministry of Education and Sports

Ministry of Education and Sports is competent for policy of pre-school, elementary, secondary and high education. Ministry of Education and Sports has started from 1998 in pre-school institutions and since 2000 in elementary schools, development of inclusive approach in education and guidance process. Reform of the educational system encompassed also a transformation of institutions, which resulted in foundation of: Council for General Education, Council for Vocational Education, Council for Education of Adults, Council for High Education, along with new institutions: Bureau for Education (competent for issues on all levels of education except university), Center for Vocational Education (competent for the issues in vocational education and education of adults), and Examination Center of Montenegro (competent for external evaluation of students achievements).¹⁰

General part of the current educational program is set by the Ministry, at the proposal of Council for General Education. Ministry, at the proposal of Bureau for Education and Center for Vocational Education, assigns the institution where the experimental program will be conducted.

2.1.1.1 The Bureau for Education

The Bureau for Education is the institution that deals with advancement of educational process, through work of its four departments: Department for research and work with professional assistants, Department for the quality control in education, Section for continual professional development, and Center for programming and development.

The Bureau for Education is determining the quality of educational standards implementation, in cooperation with the institution. Also, in cooperation with educational institutions it works on advancement of educational process in these institutions. The Bureau performs professional missions of monitoring, analysis and development of educational system.¹¹

2.1.1.2 University of Montenegro – Faculty of Philosophy

At Faculty of Philosophy there are three study programs, within which are organized optional courses of Inclusive education. At Pedagogy Study program there are two courses: Special pedagogy as a compulsory course and Inclusive education as an optional course. Study program Pre-school Education has obligatory courses: basics of inclusive education

8 Strategy for Inclusive Education, Ministry of Education and Sports

9 Reply to the FAID

10 Strategy for Inclusive Education

11 General Law on education and guidance, čl. 40. (Official Gazette of Montenegro No. 45/10)

(III semester), Methodology of inclusive education and Development problems in inclusive education (VII semester). Study program – Education of Teachers within its programs has compulsory courses Special Pedagogy and Methodology of special education. At the study program Education of Pedagogues, the course is still named as Special pedagogy, even though it is not consistent with inclusion concept.

There is no Faculty for education of teachers for children with special educational needs or for rehabilitation and education experts in Montenegro. There are no faculties for educational of professional staff that works with children with special educational needs (deficiency of clinicians). This is an obstacle for granting early rehabilitation, as well as for additional professional help of different kinds during education, i.e. direct support for students, support for conventional teachers, advices for parents etc.¹²

2.1.2 Ministry of Labor and Social Welfare

In its main competence Ministry of Labor and Social Welfare together with Ministry of education and sports provides availability of the educational system to all, and protects the best interest of a child, when it comes to inclusion. Under jurisdiction of this Ministry are the following specialized institutions:

1) Institute for education and rehabilitation of persons with speech and hearing disorders, in Kotor 2) Institute for education and professional rehabilitation of children and youth with disabilities (children with sensory impairments and physical disabilities), 3) Center for Education and Training “1st June” in Podgorica (children with intellectual disabilities and autism), 4) Special institute for Children and Youth „Komanski most“ i 5) Institute for upbringing and education of children and youth “Ljubović” (children with behavioral disorders and problems with the law).

A common denominator of all these institutions is lodging for their students – protégés, healthcare, guidance, education and training of children and youth with disabilities. For this purpose special methods are used and adjusted to each kind and degree of disability or disorder.

Institute for education and professional rehabilitation of children and youth with disabilities is based in Podgorica. The institute contains a pre-school class, elementary and secondary school. In this institution are directed the following groups of children: 1) children and youth with physical disabilities, 2) blind and visually impaired children and youth as well as 3) children and youth with combined disorders, predominantly physical disabilities, blindness and visual impairment.

Institute for education and rehabilitation of persons with speech and hearing disorders, in Kotor conducts pre-school, elementary and secondary education. The institution disposes with 40 specialized classrooms and cabinets where classes and exercises are held.

¹² Michailakis & Reich, 2009., acc: Policies and practices of mapping of teachers' preparation for inclusive education in the context of social and cultural diversity – Report on situation in Montenegro, 2009.

Cenear for Education and Training »1st June« has organized special pre-school, elementary and secondary education for easily, moderately disabled and autistic children.

Special Institute for Children and Youth „Komanski most“ implements educational work with protégés. Opening of the process of deinstitutionalization is foreseen for the children with exquisitely hard and combined disorders through usage of alternative measures and implementation of individualized educational plans.

2.1.3 Nongovernmental organizations

A significant number of nongovernmental organizations which deal with issues, problems and rights of children with disabilities contributed considerably to advancement of these children's position in Montenegro. Some of these organizations are: First association of parents of children with special needs, Association of parents of children with disabilities – Ray of hope, Society of parents and children with special needs of Montenegro etc. Besides organizations which give their contribution through advocating the realization of these children's rights, through direct work with this population (professional treatments: physiotherapist, speech therapist, psychologist, special educator etc.) Pedagogical center of Montenegro contributes through different programs for improvement of education system of Montenegro. Significant impact is provided by international organizations in Montenegro that supported concept and philosophy of inclusion in Montenegro: UNICEF, OECD, Save the children, UNESCO etc.

Pedagogical center

In accordance with the main aim of the Pedagogical center of Montenegro, the field in which this Center acts is the educational system and system of guidance and upbringing. This Center is founded in order to assist reform of the educational system in Montenegro, and to process innovation, improvement and advancement of this system.

All actors of educational process are encompassed with programs implemented by the Pedagogical Center of Montenegro: children, parents, teachers, directors, pedagogues, psychologists, governmental and nongovernmental institutions and organizations dealing with education, including international educational institutions and associations.

Some of programs of professional eradication in area of inclusion, conducted by Pedagogical Center in cooperation with Bureau for Education for school 2009/2010 year, are:

- Inclusive education;
- Integration of Roma children in elementary schools – support to inclusion;
- Kindergarten as family for Roma children- support to inclusion
- Specifics of educational work with sensitive categories of children

Institute for Social Inclusion (ISI)

This organization provides support to integration of Roma and Egyptian population in Montenegro, through granting of access to education and employment at all levels. It is recognized for its activity as a fund for scholarships and tutorials during elementary and secondary education, university education, vocational trainings and adult education, as well during first employment of Roma and Egyptian population.

2.2 Legislative framework of inclusive education

In Law on guidance and education of children with special educational needs (Official Gazette of Montenegro No. 80/04) in article 24 are set criteria for determination of type and degree of disability or disorder of children with special needs and modalities of their inclusion in educational programs, i.e. in pre-school institution, school or special institution, modes of their education. Exact constitution, work and organization of work of commissions, as well as children with special needs registry keeping is determined by the Ministry, with consent of Ministry of Healthcare. By amendments of this Law, this provision is changed to ¹³ “modalities, conditions and procedures for directing of children with special educational needs are set by the Ministry, with consent of the Ministry of Healthcare.” This solution is accepted with respect to systematic model and inclusive principles.

The Law on amendments of the Law on education and guidance of children with special educational needs, in article 16, sets responsibility of a school to, within 30 days from enrollment of a child, bring an individual educational program (IEP) for children with special educational needs, in cooperation with parents of the child. The school also has to notify Bureau for Education, Center for Vocational Education and Examination Center about this program. IEP sets: modalities of educational work for all educational areas, or courses, modalities of additional assistance, mobility among programs, adjustments in organization of lectures, knowledge, achievements and skills standards, examination of progress, achievements and advancement of children as well as timetables. Monitoring, implementation, preparation and adjustment of IEP are conducted by a professional team of the school or of the resource center. This team is composed out of teachers, professional assistants of school and resource center, with participation of parents. IEP can be changed during year, i.e. adjusted in accordance with advancement and development of the child.

A regular review procedure is foreseen by the law, as well as obligation of the Commission to set expiration date for decision on directing in relation with classification periods.

Articles 17 and 30 define support services to educational institutions, in charge of assistance to the educational staff in work with children with disabilities. Establishment of specialized and mobile services, which cooperate with schools, parents and medical institutions, for granting of additional and other professional help, in accordance with decision on direction is also set by these articles. Technical assistance to a child with

¹³ Law on education and guidance Children with Special Educational Needs, čl 18-22

special educational needs is provided by the teacher assistants. Commission for direction of a child into an educational program, by its decision, decides which children have the right on technical assistance. Members of the mobile services are professionals from resource centers, or special classes within schools. Other assistants can be also engaged, dependent on special educational needs of a child.

Teachers' assistant can be any individual that has finished at least secondary school in accordance with the systematization act. Through interpretation of this law it could be said that marginalized groups have the access to regular schooling system in accordance with their individual abilities.

Article 9a General Law on Education and guidance (Official Gazette of Montenegro 45/10) defines prohibited cases of discrimination in all educational institutions where are prohibited all forms of physical, psychological, social violence, abuse and neglect of children and students, physical abuse and personal insults, and sexual abuse of children and students, or employees and any other form of discrimination in terms of educational law.¹⁴

After setting Montenegrin language as official language by the Constitution of Montenegro, article 11 of the General law on Education and Guidance has set that lectures in the private and public educational institutions is held in this language. For the first time in our legislature, the possibility of education in sign language, Braille or in other adequate manner is created.

By article 5 of the Law on Pre-school Guidance and Education (Official Gazette of Montenegro 80/10) depending on the educational program and length of education, it is set that education is conducted in pre-school institution, educational center, resource center and daycare center, or at the family, in elementary schools or other legal entities, in accordance with this Law. Pre-school education and guidance, dependent on the age of a child, is conducted in nurseries and kindergartens.

Exclusively, pre-school education and guidance could be conducted in the family, under conditions and in the manner foreseen by this law. A parent has the right to, in accordance with interests and needs of the child, choose a program of its education and guidance, under conditions defined by this Law.

Law on Elementary Education foresees that children with special education needs can obtain education in regular schools when competent Commissions decide that it could be included in regular classes.¹⁵ Education of students with difficulties in studying is conducted by adjusting of methods and models of work in schools and providing additional classes and other types of individual and group assistance.

Law on gymnasium defines two types of enrollment: regular and irregular, and more

¹⁴ General Law on Education and Guidance (Official Gazette of Montenegro No 45/10)

¹⁵ Law on Elementary Education, (Official Gazette of Montenegro No CG 45/10), čl.9

precisely sets modalities of education and sets an obligation of attendance of classes for irregular students who, by now, had only final exam. Except this, it is set that candidates with special education needs are enrolled into gymnasium on the basis of the Decision on direction.

Law on High Education defines that high education is accessible to all under conditions defined by this law and statute of the institution. In realization of the right of high education, discrimination on the basis of : sex, race, marital status, color, language, religion, political or other affiliation, national, ethnic or other origin, membership to a national community, property status, disability (disability) or other similar basis, the status or circumstances; is not allowed.

2.4 Strategic framework for inclusive education

Inclusive education, as defined in the Chapter 1 is set as an aim in several strategic documents: Poverty Alleviation and Social Inclusion Strategy (2008-2012) Strategy for integration of people with disabilities in Montenegro (2008-2016), Strategy for improvement of the RAE population position in Montenegro (2008-2012), National Action Plan „Decade of Roma inclusion 2005-2015“.

Poverty Alleviation and Social Inclusion Strategy mainly defines steps undertaken so far in educational reform and those aimed at integration of different groups in educational system. Strategy generally presents current processes, but lacks specific aims for educational reform, or for advancement of inclusive nature of Montenegrin educational system. This document offers an overview of already achieved goals. It underlines the fact that, in comparison with 2002, the number of RAE students in schools has doubled, that the Law on Education and Guidance of Children with Special Education Needs is adopted, that mobile teams have been formed and that the database is set to enable monitoring of education of children with special educational needs and their further integration into the society. Also, it is underlined that at the Faculty of Philosophy exists Department on education of students with special educational needs and inclusive education.¹⁶

Strategy for improvement of the RAE population position in Montenegro has put, as priority, education and preserving of culture and tradition of the Roma minority. In the Strategy, through a set of nineteen measures, have been proposed different solutions for increasing Roma inclusion into the educational system. Special accent was put on pre-school education, where among other things, was foreseen: an opening of new groups of pre-school education and guidance, engagement of teachers and educators of Roma nationality, setting of special control measures in pre-school institutions attended by the children of Roma nationality, funding of at least two students of Roma nationality, at the Faculty of Philosophy in Nikšić for pre-school education and guidance. For elementary education are foreseen special measures such as providing free textbooks and didactic materials for students of Roma nationality, scholarships and permanent employment for

¹⁶ Poverty Alleviation and Social Inclusion Strategy 2008-2012, The Government of Montenegro, 2008, pg. 12-19

certain number of Roma teachers. A need for engagement of “Roma assistants” in schools has also been pointed out in this document, as well as prevention of segregation in mixed schools. Inclusion of the parents of these children in programs which would help them to understand significance of education for their children and to provide them with adequate support in this process was also foreseen. In the domain of high education, by Strategy was planned funding of Roma students, especially in the area of Roma culture and language studies. At the same time, it was planned to commit the University of Montenegro to each year enroll, on the basis of affirmative action, a certain number of Roma nationality students, especially in educational and pedagogical, psychological, sociological, medical, legal and economic field, for which the State will bear all costs of schooling. In order to implement these measures, it was foreseen to Ministry of education and Sports and Ministry of Culture to form an inter sector working group with special commissions for each level of education, which would coordinate implementation of activities foreseen by this document.¹⁷

Strategy for integration of persons with disabilities in Montenegro 2008-2016 has presented in detail analysis of the situation related to the integration of persons with disabilities in educational system and it gave clear general measures, which are later concretized and presented in the Inclusive Education Strategy. These measures are including important institutional, legislative and program measures, insurance of physical accessibility of educational institutions for the persons with disabilities and conducting of surveys, campaigns and trainings of teaching staff and citizens, in order to raise awareness on problems that persons with disabilities are facing and to form adequate conditions for their inclusion into the educational system.

Strategy for Inclusive Education defines inclusive education as “educational system which responds for all needs of students and works in continuity for improvement of participation and elimination of exclusion from all aspects of education, in a way that no student feels excluded and in a manner which guarantees results.”¹⁸ This definition, as well as the term of inclusive education itself, doesn’t relate exclusively for inclusion of children with disabilities, but in this document accent was put only to inclusion of these groups of children, while other sensitive groups of children were excluded, even though they are defined as “children with special education needs” (i.e. children with cultural, language and other barriers). Outside of classical educational system, it is foreseen the establishment of a program for additional education of Roma, Ashkali and Egyptian communities and their literacy improvement.

The main aim of this Strategy is to provide quality and accessible education for all, children and youth with special educational needs in accordance with their interests, abilities and needs. In order to achieve this, goals for alignment of legislative framework with international norms and standards, establishment of systematic support for

17 Strategy for improvement of the RAE population position in Montenegro 2008-2012, The Government of Montenegro

18 Strategy for Inclusive Education in Montenegro 2008-2012, The Government of Montenegro, pg. 5

professional eradication of teaching staff, achievement of horizontal and vertical mobility among educational programs and educational institutions, organizing a network of professional support, insurance of quality and work monitoring in educational system and affirmation of positive attitudes in relation with inclusive education.

In order to align legislative with international documents, Strategy has foreseen passing the following documents: *Law on sign language, introduction of the amendments to the Law on General Education, Law on Education of children with special needs and Regulations on the criteria for determining the shape and degree of disability, disorders or impairments of children and youth with special needs and modes of inclusion in educational programs*, which would introduce new terminology, provide the development of support networks for children with special educational needs, transformation of specific institutions into resource centers, organization of service departments and realization of the right to education of every child. Deadline set by this Strategy for these activities is 2008-2009.

For establishing a system of support for professional development of staff, achieving horizontal and vertical mobility between educational institutions, the adoption of documents on standards for employees in the education system was envisaged, as well as adoption of documents on competencies of employed, accreditations for assistants and volunteers in support network, by the end of 2009.

Also, trainings for employed at all levels of education, as well as establishment of the Department of Education specialists for rehabilitation and education, as well as the introduction of a mandatory course “Methods of working with children with special educational needs” on basic studies of all faculties, were envisaged. A need for adjustment of educational programs at all levels for children with disabilities and persons with disabilities, as well as plans for implementation of these programs in accordance with type of impairments and disabilities.

In order to setup and develop network of professional support and database for children and youth with special educational needs at local, regional and central level, it was envisaged: Creation of a database on children and youth with special educational needs by type and disability; establishing service departments for children with special educational needs at each center for social work, and a network of centers for children with special needs; further development and strengthening of the mobile teams; establishing daily centers and the transformation of special facilities in resource centers.

III Analysis of the situation in Montenegro

Strategy for the inclusive education in Montenegro, represents a step forward in educational reform, in accordance with needs of every student. However, by the definition that we have adopted in the first part of the study, inclusive education is not only about children with disabilities, but also about students from marginalized groups such as Roma,

Ashkali and Egyptian children, as well as adults who want to obtain informal education. In situation analysis therefore, we will concentrate not only on education of children with disabilities, but also on education of Roma, Ashkali and Egyptians, which should be treated in educational documents as children with special educational needs. Lack of a monitoring body for implementation of this Strategy, despite regular reporting practice, opens certain space for improvisation and avoiding obligations set in the Strategy.

Strategy for integration of persons with disabilities in Montenegro and Strategy for improvement of the RAE population position have contributed to the creation of valid framework for inclusive education, which needs efficient implementation, so that measures set in them can provide satisfying results. Within the framework of research work on this study, several dozens of demands for the free access to the information were sent, interviews with representatives of relevant institutions were conducted, and focus groups with parents of the children with special educational needs were carried out in order to examine the current status of the implementation of legislative and strategic framework for inclusive education in Montenegro.

3.1 General characteristics

It is indicative that two thirds of Montenegrin citizens (61%) consider the educational system and models of work of educational institutions are not adjusted to children with disabilities, and that only 6% consider the system mainly adjusted, while others cannot decide whether the system is adequate or not.¹⁹

In the Strategy for integration of persons with disabilities it was stated that only 2-5% children with disabilities is educated within the regular schooling system. Also, it was pointed out that number of children with disabilities, encompassed with regular schooling is quite low 2.415 (2.23%). In special institutions, a total number of 429 children are educated. The total number of children with disabilities in pre-school institutions in Montenegro is 185, i.e. 2%, while in elementary schools there are 1.591 students, i.e. 2%. In elementary schools there are regular and special classrooms. In regular classes there are 1.490 children with disabilities (93,65%), and in special there are 101 child (6,35%). In 10 regular schools there are special classes where 101 students with disabilities were educated during 2006/07. The total number of children with disabilities encompassed by the regular secondary education is 196, i.e. 1%.²⁰ We have to point out that this data is two years old, and that newer data of UNDP are showing that in Montenegro there are 3416 students with special educational needs, which is 3% of the total number of students in Montenegro, and according to the MONSTAT, there are 2587 Roma, Ashkali and Egyptian children aged from 6 to 15 from which 1244 are included into the educational system.

19 UNICEF Survey, Social Inclusion of Children with special educational needs, August 2010,

pg 19. Strategy for Integration of Persons with Disabilities 2008-2016, The Government of Montenegro, 2007

20 Strategy for Integration of Persons with Disabilities 2008-2016, The Government of Montenegro, 2007

This Strategy also indicated the lack of experience and inadequate application of existing Law on Education of Children with Special Needs and the Regulations on the Criteria for Determining the type and degree of disabilities, disorders, or impairments of children and youth with special needs. Regulation has not yet been officially changed, but since March 2008 it is not in use.

3.2 Education of children with special education needs

In accordance with the current legislation in Montenegro, education and guidance of children with special education needs can be organized in several ways:

- By the educational program providing additional conditions and tools,
- By the education program with customized performance and additional technical assistance or
- By the special education program.

3.2.1 Commissions for direction

The first step in education of a child with special educational needs is his direction into the adequate educational program, which is done by the Commission for direction. As we have pointed out in the second part of this study, Commission for direction is appointed by the body of local administration competent for educational issues. This Commission, in accordance with the Law, consists of: a pediatrician, adequate specialist, a psychologist, educator, special education specialist, and social worker when appropriate. The commission's work involves, a parent and a teacher/educator of the child who is being directed.

For the work of the Commission, the DCP model is currently used, i.e. systematic approach which compensates the medical model and personal characteristics are brought in connection with obstacles in society. This model seeks ways to include a child into a regular school and only exceptionally into a special school.

This model in the beginning was implemented by five pilot commissions, which tested instruments and approach in their everyday work, and came to the best model which was later expanded on all commissions. From those five pilot commissions were selected and trained experts, who have later conducted trainings for all other commissions. Also, for the coordinated actions of all commissions, the handbook on social model was printed. The next step was education of professionals outside of the system of education, who belong to the Network of professional help: professionals in centers for children with special needs, day centers, social workers later established as case managers in social centers.²¹

According to the information from Ministry of education and sports, eighteen commissions for direction have been formed at the local level. These commissions are sending information to the Ministry of Education and Sports, which makes entries of

²¹ Transcript of the interview with advisor to the Minister of Education and Sports Tamara Milić 24th December 2010

these data into the database on students with special educational needs. Appeal on the decision of a Commission for direction can be filed with commission of second degree which functions inside of the Ministry. During first year of their work, there were 8 appeals on the work of first degree commissions, whereas later this number has decreased.

Commission for direction brings decision through which a child is directed. Commission in addition to the decision passed, brings an individual plan of support, from which are subsequently derived suggestions to the school used for adjustment of the education to the child. Many elements of this support plan are entering into IEP.²²

MES has created an informatory book on commission for direction, which should be printed by the UNICEF and distributed to all health, education and educational institutions, as well as to centers for social work and parents.

Results of the examination of the focus groups, composed out of 20 parents of children with special educational needs have shown slightly different results from responses of representatives of relevant institutions. Namely, from 20 children with special educational needs, only seven were included into regular educational system. Parents of three out of 13 children have not tried to enroll their child into the school, while ten children were directed into the special educational system based on the decision of the Commission for direction.²³

Additional problems in the functioning of commissions is implementation of regulations on the criteria for determining the type and degree of disabilities, disorders or impairment of children and youth with special needs. These regulations are several times marked as inadequate and prevalently medically conceptualized. After adoption of the Law on amendments on Law on education and guidance of children with special educational needs, these Regulations should be amended accordingly.

3.2.2 Individual educational plans

According to the Law on education of children with special educational needs, educational institution, school, i.e. special institution is obliged to bring the Individual Educational Plan (IEP) 30 days upon enrollment of a child, in cooperation of parent and with opinion of the Bureau for Education. IEP sets: forms of educational work for the areas of education and guidance, subjects, methods of additional technical assistance, mobility between programs, customization of the organization, evaluation and assessment of knowledge, achievements and progress of children, as well as their timetable.

By this Law, pre-school institution, school or special institution is obliged to form a team of experts, consisted of: teachers, professional assistants with participation of parents, which will prepare, implement and customize IEP. Individual educational programs could be changed during the year in accordance with advancement and development of the

22 Ibid

23 Results obtained in focus group of 20 parents of children with special educational needs from Podgorica

child.

Commissions for direction are creating a plan of support, from which are extracted data for IEP, created by the expert team. This plan contains a determined timeline which indicates the deadline for review, i.e. customization of IEP. Examination Center is creating individual test of the knowledge evaluation, based on IEP.

Research which encompassed 66 teachers of children with special educational needs, has shown that only 4% out of these teachers have included parents into process of IEP creation in adequate way, that in 9% of the cases IEP is not created at all, and that in 52% of cases parents haven't taken part in this process. In few cases IEP was created only by the specialist.²⁴ In conversation with a representative of the Ministry of Education and Sports, we found out that parents are mainly excluded from the process of the IEP creation, for their passivity.²⁵

Previous research, conducted on the focus group of 20 parents of children with special educational needs, has shown that, out of seven children directed in a regular system of education, none had IEP. Most of the parents (fifteen out of twenty) have stated that educational institutions attended by their child, are not adjusted to the type of disability that these children have. Nobody has ever provided any professional advice to these people, nobody has ever suggested to them any program for the parents of the children with special educational needs. They are also not acquainted with activities of the mobile teams. As a main obstacle for the implementation of the inclusive education, they have pointed out lack of will for implementation among relevant institutions.²⁶

These researches have shown that it in Montenegro there is a common practice of exclusion of parents from IEP creation, that sometimes IEP is not even created, and in most cases, it has never been reviewed.

3.2.3 Mobile teams

Mobile team helps to children with special educational needs, who are directed into regular schooling system. Mobile team is not a therapeutic team; it is mainly designed to assist teaching and to facilitate adoption of the knowledge for the children, to advise staff on modes of work with concrete child etc. There are four mobile teams at the republic level. In smaller communities, members of the mobile team are also members of the Commission and they are included into creation of the IEP.²⁷

Parents of the children with special educational needs have stated that they have never

²⁴ Adžić Marija: "Capacities of teachers and professional team in the educational and training institutions to work with children with pervasive developmental disorders", Faculty of Philosophy, 2010.

²⁵ Law on Education and Guidance of the Children with Special Educational Needs and Transcript of the Interview with advisor to the Minister of Education and Sports Tamara Milić

²⁶ Results obtained in focus group of 20 parents of children with special educational needs from Podgorica.

²⁷ Transcript of the interview with advisor to the Minister of Education and Sports Tamara Milić 24th December 2010

obtained assistance from expert teams of pre-school institutions, or they were acquainted with activities of mobile teams within schools. In domain of the health protection, parents mostly never receive any support of private specialists, while slight percent of them attends treatments in developmental council.²⁸

3.2.4 Institutional coordination and database

A decision on direction is indicated as well as the recommended time for review of the IEP and schools are obliged to send the IEP to the Bureau for Education. Schools are sending reports on IEP implementation to commissions, which are further collected and forwarded to MES. Control of the commissions' reports is conducted by the MES. If some irregularities are spotted, MES conducts inquiries. However, there are no periodic inspections.

A database consists out of decisions of commissions for direction, and it is in possession of the MES. A database does not exist in any other form. Decisions are helpful, not only for creation of the IEP, but also for the allocation of funds and adaptation of schools for children with special educational needs.

Although the coordination of the institutions is planned well, it suffers numerous weaknesses. There is no unique mechanism which provides an information flow among MES, Ministry of Labor and Social Welfare and Ministry of Healthcare. Each of these Ministries has a kind of database on persons with disabilities, depending on the type and degree of disability, but none of these institutions has access to all databases. Also, it should be mentioned that a significant number of persons with disabilities aren't registered in none of these databases (especially those from rural areas).

A problem of insufficient transparency and scarce coordination of data among institutions, provokes difficulties in educational process of children with special educational needs, and causes deficiencies in work of the commissions for direction. Although parent and teacher are participating in the work of the commission for direction, health records would be of immense significance for the decision itself, especially health and social protection records. Psychophysical condition is determined by the data from these records, but also social needs important for direction into the adequate educational program.

3.2.5 Education of teaching staff for inclusive education

Strategy has envisaged introduction of subject Methods of the work with children with special educational needs, however, this measure is under jurisdiction of University of Montenegro, which has done nothing on this issue.

There is informal information that a new Department on Special Education and Rehabilitation will be opened at the faculty of Philosophy in Nikšić.

28 Focus group, op.cit

Center for Vocational Education has initiated the process of preparation for the work with students with disabilities, as a following step in their education and taking in consideration that these children mainly choose secondary vocational schools. Education of the teaching staff from secondary schools has initiated. Trainers for DCP model have implemented first in the row trainings of professional assistants from secondary vocational schools. A working idea is to form a team out of Radna ideja 20 to 25 experts and professors from secondary vocational schools, who will be completely trained to be regional contact persons and trainers for the work with concrete disabilities.

We consider that so short a period is not enough to prepare teaching staff for the work with special educational needs.

3.2.6 Teaching assistants

Teaching assistants are a type of technical assistance, but they cooperate with teaching staff by helping children in educational process. Assistants are new institute, set by the new Law as the volunteer service. Currently parental associations, in coordination with Bureau for Employment and through the program of public works, are mostly including and coordinating the process of acceptance of assistants in schools. These institutions have the data on a number of assistants in schools and their qualifications.²⁹

As we have mentioned, institute of teaching assistants is set as volunteer service, therefore there is not adequate control of the staff who works with children with disabilities. Teaching assistants often do not possess adequate qualifications, or adequate preparation for work with these children. Taking in consideration the fact that the work with children with special educational needs is very demanding and that it requires exceptional skills, it is necessary to clearly define qualifications and prerequisites, which should be fulfilled by a teaching assistant. In the region we have positive examples of Croatia and Slovenia, which have developed Pedagogical assistance services – persons specially trained for the work with children with special educational needs.

Functioning of teaching assistants, in great portion, depends on the organization of classes, methods of the teaching that teacher use. If cooperative methods are dominating, along with group or paired work, then another adult in the classroom naturally fits in the work of entire class. On the other hand, if the classes are organized frontally, then it is not really useful. We can't introduce new educational form without change of methods and forms of teaching, but also competences and powers of teachers.

3.2.7 Special institutions

MES claims that the number of children in special educational institutions is drastically decreased and that regular schooling is always the first choice. Since the inclusive education system is still at the early stage, there are children who prefer to return home and children

²⁹ Transcript of the interview with advisor to the Minister of Education and Sports Tamara Milić 24th December 2010

who continue education in regular schools, but there are also children who don't want transfer to regular system. Respecting their right of choice, these children are educated in special facilities.³⁰

Special institutions are still not transformed, although it was planned by the Strategy. It is planned to finance this transformation from the IPA 2010 funds, which are still not allocated. To MES has been allocated one component of IPA, amounted to 540 000€, while 2 500 000 € has been allocated to Ministry of Labor and Social Welfare for the reform of the social and children protection system. Within this project will be worked on deinstitutionalization, providing support to case managers in social work centers, support to the process of fostering. Through IPA 2010 transformation of special institutions to resource centers will be conducted, as well as education of Roma and adjustment of external revision of knowledge in Examination.

It is planned transformation in Center for Education and Training „1st June” in resource center for intellectual disabilities and autism; institute for professional rehabilitation of children and youth with disabilities into a resource center for children with physical and visual impairments; Institute for Education and Rehabilitation of Persons with hearing disorders – Kotor into a resource center for children with hearing disorders, and institution in Montenegro will be transformed into resource center for children with behavioral problems. Main idea is to direct children with special educational needs only exclusively in special educational institutions, but professional staff from these institutions will prepare children and their parents for education in regular system, train teaching staff from regular system for work with specific disabilities, etc.

After Committee for Prevention of Torture report was released in 2008, numerous measures were undertaken to improve conditions in special institutions, especially in “Komanski most” and “Ljubović” however, some of the problems still remained. In Analytical Report from 2010 it is stated that “ despite certain improvements, children with disabilities are facing with discrimination especially those from Special Institute for Children and Youth –Komanski Most.”³¹ In this document is also pointed out that “Komanski most” lacks adequately trained staff and rooms which are below standards.³²

According to statements from MES, children with special educational needs are not directed in this institution for the last two years and currently children from this institution are being reallocated to other institutions. Some of the protégés of this institution are included in educational process in Center for education and training “1st June” Podgorica and PI “Institute for education and rehabilitation of children and youth with disabilities” Podgorica.

30 Transcript of the interview with advisor to the Minister of Education and Sports Tamara Milić 24th December 2010

31 Analytical Report of the European Commission of Progress of Montenegro, 9th November, Brussels, 2010.

32 Ibid

3.2.8 Daycare centers

Daycare centers for children with disabilities are being established by local parliament and it represents a comprehensive system of protection, socialization and integration of children with disabilities into society. The main reason for the establishment of these centers is children's and social protection.

The significance and role of daycare centers is defined, by the Law on amendments of the Law on education of children with special educational needs, as the institution of children's and social protection, established for support to the children with disabilities , where educational activities necessary for everyday life can also take place.

Officially there are three daycare centers: In Bijelo Polje in Nikšić in Pljevlja. Daycare centers are being built also in: Berane, Bar, Herceg Novi and Ulcinj and an initiative for the establishment of a daycare center in Podgorica has been also set in motion.³³

Foundation of daycare centers is under jurisdiction of local bodies, i.e. Ministry of Labor and Social Welfare has no data on functioning of these centers at the territory of Montenegro, who runs these institutions and which qualifications are of people that work in these centers.

3.2.9 Sensitization of the media

A coalition for promotion of the inclusive education, whose members were leading organizations of civil sector, headed by MES, had an aim to make a network of governmental institutions and nongovernmental organizations, in order to coordinate promotion of rights of each child on quality education and to achieve concrete changes in sphere of inclusive education. A wider campaign, under the name "Really" was conducted, which main part lasted in the period from April to June 2009. General aim of the campaign was to increase access to quality inclusive education for all children in Montenegro. Main message of the campaign was "LET ALL CHILDREN GO TO SCHOOL".

A recent campaign of the Government in cooperation with Unicef "It's all about ability" has popularized education of children with disabilities, necessary for breach of inherited stereotypes and prejudices towards this issue. Currently there are no planned actions of representation of schools where persons with disabilities are being educated, educational programs, or positive examples in education of these children in media; there are not enough specialized TV shows dedicated to this topic.

Trainings of the journalists, planned by the Strategy for Inclusive Education, was not conducted by MES, since this Strategy was created at the same time with the Strategy for inclusion of persons with disabilities, thus implementation of this measure has mainly passed to NGOs.³⁴

³³ Ibid

³⁴ Ibid

3.2.10 Problems with social integration

UNICEF research has shown that Montenegrin society still has large social distance towards children with special educational needs. More significant distance is noted with less informed, undereducated people, usually with smaller incomes. This research has also shown that biggest social distance is towards the children who are suffering vision, hearing or speech disorders.³⁵

Insufficient knowledge and lack of information are inducing development of stereotypes and prejudices within different groups (peers, family, school, surrounding, professionals etc. Problem of low awareness is one of the biggest obstacles that persons with disabilities are facing in Montenegro and in the world. Due to the mentioned lack of knowledge, it is harder to set in place the system of inclusive education, especially in the part of fulfillment of important prerequisites and early development.

3.2.11 Architectonic barriers

Generally speaking, the problem of architectonic barriers in schools is very common in Montenegro. Most schools are not adjusted to special needs of persons with disabilities. In only one part of elementary and secondary schools, entrances to institutions are adjusted for children with disabilities.

There is also a problem with certain number of University units that don't have adequate entrance for students with disabilities, which represent additional obstacle for these students.

In Montenegro there are no technical or other possibilities for existing special institutions to conduct education with blind/deaf children. According to data from special institutions and Bureau for Education, the number of qualified teachers is insufficient in regards to needs of the children who want to study sign language and/or Braille.

3.3 Education of Roma, Ashkali and Egyptians

Inclusion of Roma, Ashkali and Egyptians into the educational system is envisaged by the Strategy for improvement of the RAE population position in Montenegro, which has recognized significance of education for their inclusion into Montenegrin society. Strategy has stipulated that “unacceptably low level of education, i.e. difficulties in realization of elementary right to education is one of the main causes for discriminatory and unsatisfactory position of Roma – RAE in Montenegro”. Also it is stated that lack of education seriously undermines the possibility of equal access to the labor market to these groups, and predisposes them for discriminatory treatment, even when it comes to elementary freedoms and rights.³⁶

35 UNICEF Survey, Social Inclusion of Children with special educational needs, August 2010, pg 19.

36 Strategy for improvement of the RAE population position in Montenegro 2008-2012, The Government of Montenegro, pg 14.

In Strategy it has been underlined that 80 % Roma, Ashkali and Egyptians are illiterate, which is the primary cause of their social exclusion and a huge obstacle for exercising their basic human rights and freedoms. This is especially noticeable in the youngest Roma population, who don't use their right to elementary education. A majority of Roma children are excluded from the mandatory system of elementary education, while a high percentage of drop outs represents a special problem. Substantial number of children are not prepared for elementary education, due to language barriers and inadequate socio-economic conditions for education under equal conditions.

The latest data on implementation of the Poverty Alleviation and Social Inclusion Strategy are showing that the number of RAE students grows steadily. Although a certain number of RAE population declines to state third nationality, which is their constitutional right, data gained from schools are showing that elementary education is attended by 1 500 Roma students, which amounts to 2% of total students population in elementary education. It has been underlined that in secondary education there are 37 RAE students, who continued education, while 7 RAE students are enrolled at the University. Despite the fact that laws are providing the possibility of education in Roma language, within regular educational system, neither has it been organized, nor are there textbooks in Roma language. Problems with teaching staff are visible in chronic lack of competent persons who possess adequate level of education and professional profile, and who are, at the same time, fluent in Roma language. This lack has impeded creation of textbooks in Roma language.

In Information on PASIS implementation it has also been stated that “inclusion and quality of education and achievements of RAE children are still not on a satisfactory level, while there is still considerable number of RAE children who are leaving education in higher grades of elementary schools”.

3.3.1 Exclusion from the educational system

Right to elementary education in Montenegro is defined by the Constitution of Montenegro and Law on Elementary education – elementary education is mandatory for all children from 6 to 15 years of age.

According to the data of MONSTAT, there are 2587 Roma children in Montenegro aged from 6 to 15, while only 1244 out of them, i.e. 47.7 % are included in educational system.

From MES, several times it was pointed out that the mechanism of identifying children excluded from educational system should be improved. This could be improved through the setting of protocols with clear responsibilities, defined roles and responsibilities of all competent bodies and institutions, which should be undertaken in order to include all children in educational process.³⁷

³⁷ Information on implementation of the Poverty Alleviation and Social Inclusion Strategy, Ministry of Labor and Social Welfare, 2008 Available at: <http://www.minradiss.gov.me/biblioteka/strategije>

3.3.2 Drop out

Difficulties in the solution of this problem are not only to include all Roma children in schools, but to keep them within system throughout whole elementary education. Data of the Ministry of Education and Sports are showing that only 10% of Roma completes elementary education, and only one parent was sanctioned for avoiding legal duty to enroll his child into elementary school. From MES we have also found out that first inspection of refugee camps Konik I and II, was conducted at the beginning of school 2010/2011, when 55 children were included in city schools, providing them free transport, tools and textbooks.³⁸ This problem must be resolved in a systematic manner, not fragmentary as it was done by now, that includes: an improvement of the living standards of RAE population, alliteration of adults, raising awareness on significance of education. It is not enough to enroll children in regular educational system, but to provide continuity in their education through different kind of compensatory programs, which are applied everywhere in the world (for the children who are coming from socially deprived groups) in order to create equal basis for all children on beginning of their education.

3.3.3 Language barriers

One of larger problems for integration of Roma children in regular educational system is insufficient knowledge of language in which classes are being held. In the past, common practice was classification of children who were unable to attend classes in official language, as children with easier disorders in intellectual development. These children were directed to special institutions. However, this practice is terminated in the last 7-8 years. According to the representative of MES, children with easier disorders are directed in regular system, and if a child is directed into a special institution it is done only on parental demand. For Roma children it used to be easier to attend special institutions, because the program was different, they had free transportation etc. This model is obviously surmounted.³⁹

Ministry of Education and Sports in cooperation with Unicef and Open Society Institute has initiated a project “Roma educational initiative” in 2003. The main aim of this project was a sustainable model of Roma children education. Special quality of this project was the introduction of Roma assistants, who would work with Roma children and parents and provide significant help in overcoming of language and cultural barriers. The project has ended in 2008, but the government of Montenegro unfortunately did not provide means for further financing of Roma assistants that were key motivators for maintaining Roma children in classrooms. The role of the Roma assistants was not well defined during their existence, because they have often had role of the translator (especially at the pre-school level) from Albanian to Montenegrin and weren't actually facilitators or persons who facilitate inclusion of these children to regular system.

Organizations of civil society that are dealing with human rights are considering that the state is not active enough in this sense, especially since it has not succeeded to provide

38 Decision MES No .01-3418/3 od 27/07/2009.godine)

39 Interview with advisor to the Minister of Education and Sports Ms. T. Milić 24.12.2010.

instruments for Roma assistants in elementary schools, or to provide mechanism for identification of children who are not enrolled in elementary schools in timely manner..⁴⁰

3.3.4 Segregation

Ministry of Education and Sports, in cooperation with partner international organizations and CSOs, has started in 2009 with the implementation of the project of desegregation of Roma children in refugee camp. Forty RAE children have been included into first and second grade of elementary school. Ministry has provided 1200 € on a monthly basis.

However in pre-school education there are still examples of pre-school institutions attended exclusively by Roma children. From MES it has been underlined that this kind of segregation was conditioned only by the population structure in city areas. „Existence of kindergartens with exclusively Roma population in Konik, is not an example of segregation, it is simply conditioned by the prevalent population in this part of the city. If all children from Blok V are attending kindergartens in Blok V, as well as the children from Vrela Ribnička, are attending kindergarten in that part of the city. Once the EU priorities are met and Konik camp is closed, things will probably look differently.”⁴¹

We consider this type of segregation, even at the pre-school level, harmful, since when those children start attending elementary schools, they will already have certain group identity which will make more distance from their peers.

3.4 Case studies

For a clearer picture, we made a comparison between a developed system of inclusive education and an inclusive education system in development. For this purpose here we will present two parallel stories: one from Montenegro and one from the United States.

40 Comments NGO Action for Human Rights from Podgorica, submitted to the Children's Right Committee on 23rd November, 2008. Published 2010.

VII. Education, leisure and cultural activities (paragraphs 282, 284, 290) and

41 Interview with advisor to the Minister of Education and Sports Ms. T. Milić 24.12.2010.

Two stories on inclusive education

Case E.S.

E.S. (5 years and 8 months), is attending one of the pres-school units in capital city. During last school year (2009/2010) he was enrolled subsequently, since the regular enrollment his parents decided to enroll only one of their five children, due to the heavy economic situation of the family. E. S. was enrolled in private kindergarten in 2007/2008. and attended it for several months.

When he was transferred to the public kindergarten, on the basis of systematic observation and estimation, it was noticed that E:S was not developing typically for his age. The case was presented in a timely manner to the members of the professional team of the institution, who reacted by visiting educational group that E.S. was attending. At the same time, educators have notified parents of E.S. and they agreed that boy needed professional treatment. A specialist visited group for several minutes and concluded that the boy is healthy, but that he is educationally neglected. He suggested work on modification of his behavior. A high degree of aggressiveness, poorly developed speech, poor motor skills and delayed cognitive development were indicators that parents should go elsewhere for advice and help.

A month later, the mother took the boy to the Center for children with special needs, to a pediatrician (who has shown good will, readiness to help and support parents and educators), who has directed E.S. to professional observation

When he started first grade, he looked like the boy who was imprisoned and lives in a small black box, protected from all external influences. When I asked him "How was school?", "What did you do today?", he nervously replied, "You're asking me two questions at the time, you don't give a time to answer even the first one." Then I would ask only one thing question and waited for approximately 1 minute, and he still wouldn't answer anything. Shortly, Simon behaved as he was miles distant from this world. This isolation, egocentric behavior continued until the end of first term. In this period, I have noticed that he was listening to the same CD and watching the same movies in continuity. One night he started to list the names of all the songs from this CD and to guess the number of each song without looking at the CD. He became obsessed with this CD, so I threw it away. However, he transferred his obsession to another CD. He required to eat the same food each day and he hated changes of any kind. He would cry for most of the time in the school. When I would take him to school, we would wait in the car until the bell stops ringing. We noticed that his anxiety grows especially when he finds himself into the crowd. In school, Simon needed a special educational treatment for his speech, language, learning and social interaction. Outside school, he required the services of a psychologist, who perfectly understood, Simon's situation and situation of the family, and we started going to sessions altogether in order to

at the Center. Few months after detailed observation and evaluation, E.S. was diagnosed with combined developmental disorders. For all this time, neither he, nor his family or educators, had any support from institutional expert team. IEP was not created (because of the specialists' conviction that E.S. was educationally neglected.).

In this school year, the mother has submitted all the necessary documents to enroll E.S. in kindergarten. During groups creation (E.S. belongs to older educational group) educators of older educational groups did not want to enroll E.S. in their groups, so E.S. was enrolled with an educator from the last school year, even though this educator leads the younger educational group (up to 3 years of age). An expert team from the Center that works with children with special educational needs has indicated that this decision is harmful in many aspects: discouraging environment for speech and inducement of cognitive development, possibility of behavioral regression etc. However, E.S. remained in younger group, with explanation that he would feel better with the familiar educator, who knows his "needs", modes of studying, "triggers" of aggressive behavior etc. Boy's mother was revolted by this act, especially when she asked for her son to be transferred to his peers and obtained the following answer "Groups are full and he is naughty, wait until number of children in groups decreases."

She wanted to speak with the press and later to refer the case to justice, but she never did none of this, because she faced

learn more about how to help our son.

Before he started fifth grade, our therapist has told us that all these various characteristics are actually symptoms of Asperger's syndrome. When, we looked into Handbook for Diagnosis and Statistics of Mental Disorders, Simon's unusual characteristics were completely matching the description.

He had limitations, intense focus on certain objects, meticulous and monotonous speech, lack of bonding with other children, ignoring the interests and reactions of other people (or only from time to time certain feelings towards them), lack of coordination during running, or stairs climbing. Alone, any of these characteristics would not be worrying, but combined they form the Asperger's syndrome.

Simon remained in local, public school, during fifth grade. That was an experience filled with frustrations, for family members and for his teachers. Teachers would recognize his intelligence, but they didn't know how to handle his behavior. As a team we decided to transfer him on developmental communicational program in another school. This place has offered specially trained teachers of speech and language, social workers, professionals from various areas and art therapist.

This was environment that looked much better for his advancement and success. He started to study and to advance. He has learned how to relate to other people, research possible choices of future vocation, how to be included into different

strong resistance from the administration of the pre-school institution. She's been told that she should respect the fact that already two of her children attended classes in this institution, that she has never had any problems with educators, that for E.S., the best thing is to stay with the educator that knows him etc. E. S. is currently included in a project of the NGO that deals with issues of education of children with special educational needs and next year he should be enrolled in elementary school. Which group should E.S. attend next year, when psychologist determines that he should attend one more year of kindergarten before school? He should be in senior group, if he finds educators who are accepting to work with him.

types of lectures outside of his program and he has worked upon stress and anxiety management in different situations. In one of the teams, he advanced a lot in reading, so his teacher proposed regular reading classes. Unfortunately, this wasn't successful measure for Simon. While his family understood that tasks were too complex for him, teacher said that he could succeed if he pays extra efforts. Reading materials in that class were too complicated and demanded higher degree of use of the assumptions. When he had to read the story he complained that his eyes were sleepy and that he can't concentrate. His teachers commented this as "waste of time" for him. When he returns home, his tutor would read and clarify an entire story. Simon became confused and nervous. Students with Asperger's syndrome have great difficulties in comprehension of assumptions, or abstract meanings and they need individual support. In these moments it is really important that teacher manages the situation, by waiting or speaking openly about the problem with autistic child.

Today, Simon reads materials which are including magazines on video games, science fiction, and humour based on jokes or political comments.

We worked a lot for and with Simon. We can say that we all have learned a lot for all these years and that today exists big understanding... (Teaching Exceptional Children, April 2004 Magazine, pg. 52, pg. 53)

IV Inclusive education models

In order to find a functional system applicable in Montenegro, we have considered several of inclusive education models- from region, as well as from western countries, EU members which are leaders in this area. It is necessary to accentuate that none of these models are functional by itself: it is made functional by responsible implementation and adequate environment – stable economic and political situation, good informational flow, and interest of key stakeholders in this area.

4.1 Republic of Serbia

The Republic of Serbia applied a model of inclusive education similar to Montenegro. It is reflected in a substandard approach, common for many communist countries. For a longer period Serbia is trying to reform this system. The current system of inclusive education in Serbia is organized in three main models:

1. special education in special schools for special children with mental, sensory, physical and social disorders, which comprises 1% of the total population of students;
2. special education in separate classes of regular school, composed of students with same type of disabilities;
3. regular education in same class with other students (integration), but without systematic support or adjustment to special needs of students, so their school achievements are far below average of other students and with significant number of failings.⁴²

These institutions and classes are formed with the aim to provide additional help for children with special educational needs in educational process and to train them for further social integration. Serbia has an advantage which consists in the fact that at the University of Belgrade (Faculty of Defectology), are educated professionals for special types of disabilities, very well acquainted with specific problems of each disability type, their education and rehabilitation.⁴³

However, this system has shown numerous flaws for inadequate implementation, disregarding qualifications of staff that work with these children, discrimination in processes of directing and classification and lack of coordination with schools from regular system.

Commissions for classification are usually directing children with disabilities that are usually in special schools. These commissions are estimating type and degree of disability. Other categories of children with special educational needs are attending regular educational system, where occasionally are getting assistance from psychological and pedagogical service in school. Teachers who are working with these children are mainly

⁴² Radoman, V: Reform of the education of persons with special needs, Faculty of Defectology, Belgrade

⁴³ Center for evaluation testing and research: Sustenance and Barriers for Inclusive Education in Serbia Belgrade, 2006

unprepared or trained for work with these groups of children.

Children with durable or multiple disorders are usually permanently located in institutions of half closed or closed type. According to words of professors from faculty of Defectology in Belgrade, education and habilitation-rehabilitation work was scarcely or never conducted with these children.⁴⁴

A huge problem is also a significant number of children with special educational needs who left the system of education and are excluded from any type of social care or treatment. Today in Serbia there is no systematic registration of these children, thus no data on their number as well.⁴⁵

Special schools are functioning as an independent and parallel system along with regular, without interconnections or any kind of coordination. Children, once they enter the special system hardly pass to the regular educational system, while the road for transfer of children from regular to the special system is widely open. Special school is more adjusted to the special needs of students than the regular one, from the point of teachers' education, didactic tools and application of specific methods in work with students. However, programs are insufficiently adjusted to individual differences among students, as well as textbooks and working books. Lecturing is more "one-way" than interactive. Approach to the children with special needs is prevalently authoritarian, and working methods are traditional and more concentrated to presentation of material, rather than focusing on their needs.

There is no evaluation of teaching and professional staff or systematic stimulation of quality pedagogical work. Regular school is completely unprepared for acceptance of these students.

Even education of experts for work with children with disabilities is not following in substantial degree newest practices and theories, which is consequence of already mentioned decade of isolation. Education of experts is mostly situated within a framework of medical model of disability. Through education at the Faculty of Defectology a qualification for work in special education, but it is also necessary to create experts for the work in inclusive schools. A small number of children's special educational needs are encompassed with pre-school education.

A special problem is higher education of persons with special educational needs, due to architectonic and communication barriers, unpreparedness of teachers to work in a different way, prejudices and lack of support elementary instruments at faculties.

Children and youth from Roma ethnic group are the biggest group with special educational needs which has not realized its right to elementary education. Two third of Roma have not finished elementary school, among which is the biggest number of

44 See: Ibid

45 Radoman, V: Reform of the education of persons with special needs, Faculty of Defectology, Belgrade

those who aren't enrolled into first grade, followed by those who dropped out of school, partially for specific characteristics of socially and economically deprived environment to which they belong, and partially for discrimination, prejudices and intolerance in schools. Intolerably large number of Roma children is attending special schools for students with minor mental disorder. Some estimates are going up to 80% of Roma children in special schools. This kind of practice is showing alarmingly high degree of discrimination and roughest breaches of elementary children's rights. Talented students are specific category with special educational needs that lacks adequate attention, stimulation and development of their talents. Educational programs in social institutions with permanent residence of closed type are rarely or never conducted. Surveys are showing negative social attitudes, stereotypes and prejudices towards students with disabilities and other categories of students with special educational needs.⁴⁶

4.2 Republic of Finland

Since the first Fin public school was established in 1866, the main principle of education is that all children in schools have same curricula and pedagogy. Idea of inclusion and holistic approach to individual development are core values standing behind Finnish education. Finland was since World War II systematically improving education of teachers from biannual education until world master class studies based on research at the universities, so that today it is much harder to enroll to the study program intended for elementary school teachers than to the studies of medicine, law or economy. All teachers in Finland have high university diplomas and have to be competent as researchers and educators.⁴⁷

Educational reform from the 90s has decentralized the educational system which has facilitated formation of special classes within regular schools and an increase of the special schools number. Eight schools were specialized for general education of children with specific developmental disorders.⁴⁸

These public special schools conduct also the rehabilitation of children of pre-school age and children with disabilities that outgrew elementary education. Obligation of local authorities and regular schools is the inclusion of children with disabilities in formal system of education.

If inclusion is not possible, other alternatives are offered: work in small groups, as well as work in special groups, classes or schools. Process of inclusion contributed to:

1. Development of individual educational plans for all children: studying plan is made for each child, in relation with individual style of studying, current abilities, affinities, interests etc.;
2. Curriculum envisages service for benefit of children, which should be

⁴⁶ Radoman 1995, Gačić 1998, Sretenov 2000, acc: Radoman, V Reform of the education of persons with special needs, Faculty of Defectology, Belgrade

⁴⁷ Martti Ahtisaari, ex President of the state and Nobel prize winner, is a teacher at elementary school

⁴⁸ Available at: <http://www.kockicica.org/blog/finci-i-njihov-sistem-obrazovanja>, author: Dr. Pasi Sahlberg

provided by local and school authorities;

3. Development of inclusion and individual educational plans, with regards to the local community school and students, to implementation of IEP in cooperation with different interest groups;

4. Collection of comparable data on education of children with disabilities at the state, regional, local level and their processing;

5. Initialization of several projects for establishment of virtual schools for children with special educational needs, with participation of individuals, state institutions, local authorities, university and research centers;

6. Initiation of several projects for development of productive models of study and supporting to the prevention of exclusion of children with disabilities.⁴⁹

4.3 Kingdom of Belgium

Belgian's Government decree from 2004, organizes special education and promotes the possibility that children with disabilities participate in regular formal education system in three forms: a) permanent full inclusion; b) permanent partial inclusion; c) interim inclusion.

a) Permanent full inclusion

- Children with disabilities are attending regular schools with support of special schools;

- It is realized on the basis of the opinion given by the General Council for organization of special education, and decision on signing of the Protocol for inclusion is jointly brought by: council of the class, guidance service, parents and team of teachers. Protocol contains more documents in written form:

- Inclusion plan;
- Students' file;
- Aims of inclusion;
- Data on necessary specific equipment;
- Data on specific details of transport;
- Parts that should be excluded from the usual program;
- Communication methods between regular and special school;
- Defined guidelines for team cooperation for special schools support and teachers in the regular school;
- Defined guidelines of inclusive education organization in regular school;
- Agreement on approval of guidance service;
- Agreement on parents approval;

⁴⁹ Data of the Inclusive Education Center, Belgrade, 2008.

- Opinion of transport commission;
- Clearly stated conditions of breach or change of inclusion form.

b) Partial permanent inclusion:

Children with disabilities are attending certain classes in regular schools and rest of the program in special schools during all school year;

c) Temporary inclusion:

Children with disabilities are attending all, or only specified lectures in regular schools and rest of the program in special schools during all year;

Formal education system is so flexible that it allows full vertical mobility in accordance with students' needs. For students with special needs additional facilitations are made, in sense of free transportation between school and home etc. In the study process different methods and modalities of organization are applied. Special attention is being dedicated to work with parents and continual professional education of experts.⁵⁰

4.4 Republic of Austria

In Austria early intervention is considered first step towards inclusion. Prevention and rehabilitation effects of early intervention are reflected in improvement of the developmental status of children with disabilities, as well as in education of parents for cooperation with institutions and institutes of the educational system.

The main barrier for efficient early intervention is in material conditions, thus alternative solutions are often used (work in small groups). Practice of integration, i.e. creation of heterogeneous groups, based on inclusive pedagogical prerequisites is very common. This solution is taken as transitory, so it is more expensive: people are convinced that once pre-school institutions are completely inclusive they will not spend more funds for integration of children with disabilities.

Such work demands significant pedagogical and therapeutic efforts and the introduction of the new curricular concept which satisfies individual needs of all children encompassed. From 1993, Law is allowing children with disabilities to attend elementary and since 1997 to attend secondary schools. Traditional methods of teaching are gradually changed with more open forms of study (learning through play, learning through development of critical thinking, learning in pairs...) Individual work with all children is also performed, adjusted to their developmental characteristics, educational experiences, and studying abilities.⁵¹

50 Available at: http://www.inkluzija.org/index.php?option=com_content&view=article&id=154:evropski-modeli-inkluzije&catid=29:primeri-dobre-prakse&Itemid=19

51 Available at: www.inkluzija.org

4.5 The Kingdom of Denmark

Basis for passing legal framework for inclusion was three year long QVIS program ('quality in special needs education') implemented at the regional and national level. At the regional level monitoring was performed, support and contribution were given to:

- Educational institutions and advisory services;
- Cooperation of social, healthcare and educational sector;
- Development of regional and local programs;

Inclusion is understood as a process, and on the basis of pedagogical and psychological advisories Ministry of Education has organized study programs in areas:

1. Individual planning of education and teaching
2. School and parents cooperation
3. Restructuring of schools and didactic tools
4. Professional advancement of management and teachers
5. Transition from obligatory to further education and employment
6. Coordination of education and leisure
7. Pre-school education
8. Distribution of tasks and responsibilities.⁵²

4.6 Federal Republic of Germany

Since the 1960s, Germany has had a special body for care of children with disabilities in development, Conference of the Ministry of education and Ministry of Culture (CMC). Since the 1980s, in the framework of the pilot project children with disabilities are integrated in regular schools and this was accepted as general standard since 1990.

Different forms of cooperation of regular and special schools have been developed. Ministry gave individual support to children with disabilities for attendance of any regular or secondary school. CMC pays special attention to:

- Experience of experts in regular and special schools;
- Raising awareness on significance of education of children with disabilities
- Early intervention
- Development of the inclusive education concept in pre-school institutions and elementary schools, based on utilization of modern technology and technical assistance;
- Adaptation and improvement of diagnosis and medical treatment;
- Environment of the school where inclusive education is conducted;
- Studying space and inclusive education forms.

Aim of the CMC is creation of equal opportunities for children with disabilities through development of standards for support to regular and special schools. Through continued activities raising of quality and spreading of the network for inclusive education as well as of the support inside of the formal education with aim of equal opportunities providing

52 Available at: www.nshc.org.rs

and giving support to all children in inclusive surrounding. These kinds of activities are including cooperation of all persons and institutions included in this process.⁵³

CMC encourages development of different aspects of education in inclusive education with heterogeneous groups.

Advantage is given to:

a) **more open forms of teaching and studying** which encompasses: learning in groups of children of different ages, differentiation of tasks, weekly changes of timetable, changes of individual and group activities, learning through all senses...

b) **Curriculum created with regards to individual educational needs**, created through: customization of studying and interest of the students, development of the school as living space, development of local society as studying space ...

c) **Development of educational institutions in sense of opening of patronage services**, education of teachers to induce reform of the educational system and common planning in local society ...⁵⁴

V Conclusions and recommendations

Inclusive education is one of the important elements of entire educational system reform and its adjustment to contemporary educational systems. Although Montenegro has significantly advanced in direction of establishment of more open educational system, in implementation, by setting Law on Amendments of the Law on

Education and Guidance of Children with Special Educational Needs and set of the strategic documents mentioned in previous parts of this study, in implementation of these documents are still encountered numerous flaws and problems which should be eliminated.

In this part of the study we will summarize these problems, and expose proposals for their solutions created in accordance with experiences in Western countries and applicable in Montenegro.

Problem 1: Short period in which Commissions are passing the Decision on Directing

Consequences: Children directed in inadequate educational program

Goal: Longer period of observation and comprehensive system of criteria on the basis of which decisions on direction are passed. Commission trained to give recommendation on mode of education and specially adapted program which is adequate for the child,

53 www.nshc.org.rs

54 www.inkluzija.org

possible suggestions and draft of the action plan.

Measures:

1. Regulations on determination of type and degree of disability or disorder of children and youth with special needs and modalities of their inclusion into educational programs amended in accordance with systematic model, preserved potentials, capacities and possibilities of the child, integrative relations between environmental and personal factors.

2. Introduction of the early detection and intervention actions

3. Decision of the Commission, among other things, has to include data obtained by different institutions, where development of the child was followed from its birth, through his pre-school education until elementary school (developmental advisory, centers for children with special educational needs, reports of the pre-school institutions) and reports written on the basis of child observation through pre-school education.

Decisions of the Commission for direction are determining entire educational cycle of the child, so it is necessary that these decisions are based on the objective data and not on the one observation. In all models of inclusive education from Europe, that we presented, diagnostics is including longer periods of observation and continuous monitoring of the child in adequate conditions and direction to adequate treatments and forms of educations.

In order to avoid mistakes in estimations, which could cause irreparable damage for development of the child, more objective analysis has to be conducted on the basis of more information, over longer period of time.

Problem 2: Inadequate creation and revision of individual educational plans IEP's

Consequences: Wrong approach to education and guidance of children with special educational needs, stagnation in development and studying, demotivation of teachers, students and parents

Goal: Each child with special educational needs has IEP, which is monitored, and timely revised.

Measures:

1. Introduction of periodic inspection controls

2. Legally envisage mandatory approval of parents to IEP and their participation in IEP's creation

3. IEP should contain, except elements set by the Law, aims, proposals of the teaching model, instructions for work at home, draft test of knowledge evaluation, after which IEP will be immediately revised.

4. IEP is given both to parents and teachers

5. Data from IEP are contained also in the database
6. Sanction schools which haven't created IEP for their students with special educational needs

Individual educational plan is one of the key elements of inclusive education of children with special educational needs. Thus it is important, that this plan is created for each child, in accordance to its necessities, to contain all those data which are relevant for possibility of that child to adopt educational materials, forms in which it could be taught, and in which way his advancement could be verified in accordance with this plan. Once that initial goals from IEP are achieved, it is necessary to set new ones, as well as new ways of their achievement and evaluation. Except that, for the children with special educational needs work at home is extremely important, thus this plan could contain recommendations for parents how to assist their child in studying and to facilitate this process to it.

Current method of IEP is not adjusted to international standards, it doesn't contain enough information and in practice are noticed cases of IEP copying for the children with same disabilities. Also, revision of these plans is done rarely, which leaves very dangerous consequences for entire development of the child, because it is not following its advancement.

Problem 3: Mobile teams functioning

Consequences: Inexistence of adequate professional help to teachers

Goal: Active and professional mobile teams which are providing help to the teaching staff

Measures:

1. By regulation set qualifications, composition, modes of the action of mobile teams
2. Set obligation of monthly reporting for mobile team members
3. Entering data from monthly reports into the database

Currently work of the mobile teams is pretty sporadic and parents are not aware of their existence or actions. In order to maximize effects of this service, it is necessary to supervise their actions, through regular monitoring of their monthly reports, careful selection of candidates for members of mobile team and use of information that these teams collect in their work for further advancement of educational conditions and methods for education of children with special educational needs.

Problem 4: Poor coordination of institutions competent for implementation of inclusive education concept

Consequences: Incomplete data on the child, uninformed parents, poor base for creation of individual educational plan

Goal: Good informational flow among institutions

Measures:

1. Centralized system of information, where each child with special educational needs has its base which contains medical diagnosis, decision of commission for direction, each created IEP during its education, reports and observations of teachers and mobile teams. This system should be accessible in each moment to parents and teachers.
2. Introduction of obligatory exchange of data among institutions

Behind this problem there is another significant issue: lack of early detection. In Montenegro, closest to this concept are medical records of Developmental Symposium. These records are inaccessible, to parents as well as to the teachers who will later work with these children. Database in the Ministry of Education and Science is consisted out of Decisions of Commissions for direction, Bureau for Education acquires IEP's, and medical institutions are withholding medical records. Lack of information is serious obstacle to adequate direction and subsequent monitoring of educational cycle.

Establishment of centralized informational system would, above all, facilitate to the Commission passing the decision, raise education quality to higher level and contribute to better and more structured functioning of educational institutions.

Problem 5: Insufficient education of teaching staff

Consequences: Inadequate relation with children, poor results, neglecting and exclusion of children with special educational needs

Goal: Staff completely trained for the work with children with special educational needs

Measures:

1. Introduction of obligatory subject on studies for all those who intend to be engaged in teaching activities.
2. Regulation of the legal status of teaching assistants, in the way that their qualifications are set on higher level, that the evaluation of their work is conducted and that adequate remuneration is foreseen for their work.
3. Continuous and systematically organized education of pre-school teachers;
4. Education linked for the work in regular groups of kindergartens and schools (not only education for the work with children with disabilities, but also development of the idea of social inclusion in widest context);

Efforts vested by the Bureau for Education in providing substantial education of teaching staff in schools, in cooperation with numerous international organizations, are not enough to completely prepare teaching staff for the work with children with special educational needs. Three day workshops and handbooks are not an adequate approach to this problem. People, who work with children with special educational needs, need to be familiarized with different situations which they may encounter in their work, with different methods

of teaching as well as with customization of IROP. This kind of knowledge could be only adopted through regular study program, where teaching staff can be prepared for its future vocation. This could be regulated through introduction of special subject, at all university units and through the laws. Furthermore, it should be legally regulated that the necessary requirement for employment of any kind, which includes pedagogical work, is completion of education which encompasses these subjects. Educations, seminars and workshops can be only a transit solution (for teachers who graduated before introduction of these new subjects) until these subjects are not permanently established at universities..

Problem 6: Insufficiently developed system of education of protégés of special institutions, lack of standardized functioning of other institutions of children' and social protection.

Consequences: Inadequate work with children, intransparent work, closed system, children excluded from social environment, isolated.

Goal: Transformation into resource centers with trained staff

Measures:

1. Transformation in accordance with Poverty Alleviation and Social Inclusion Strategy.
2. Periodic controls of functioning of special institutions
3. Licensing of daycare centers with clearly defined standards (qualifications of employees, which program are they working upon, how many children are treated, etc.)
4. Employment of qualified teaching staff in special institutions
5. Although in the last years children are not being directed at PI "Komanski most" it is necessary to provide adequate conditions for current protégés of this institution. This institution is not included into the educational system, but some of its protégés are at the age when they should obtain regular or special education. For children who are able to attend educational activities, adequate conditions should be provided, as well as motivating environment. It is necessary to pay greater attention to development and education of these children.

Problem 7: Physical and social barriers

Consequences: Inaccessibility of educational institutions, exclusion

Goal: All educational institutions accessible, social distance decreased

- Measures:**
1. Revocation of licenses to educational institutions which haven't provided access to children with special educational needs;
 2. Publishing textbooks in Braille;
 3. Sensitization of media;
 4. Decreased number of children in educational groups (respecting pedagogical norms and standards) ;
 5. Adaptation of existing objects (institutions of regular education and special

institutions in accordance with European standards);

6. Construction of new pre-school facilities in order to unclog existing ones;
7. Formation of Centre/Counsel for parents of children with special educational needs

Numerous educational institutions in Montenegro don't have appropriate access for children with special educational needs, adjusted classrooms and toilettes. Besides obstacles which these children are facing every day, architectonic barriers are acting as further discouragement for children and for parents to enroll their child in one of these schools. Technical insufficiencies, such as lack of didactic tools, are also an important problem. It is necessary to provide accessibility for each school and educational institution as well as tools, which will help these children to follow lectures without impediments, like their peers.

In order to conduct education of children in regular groups and classes, it is necessary to decrease number of children who are attending these groups, through construction of new facilities for pre-school education, because currently too large number of children within the same group is decreasing the quality of education, not only for children with special educational needs, but for their peers as well.

As we already stated in situation analysis, social distance towards these children is still big, so the continuity in awareness and promotion campaigns should be kept, with special accent on the right to education and education of media for reporting on this topic.

Problem 8: Exclusion of significant number of Roma, Ashkali and Egyptians in educational system and high rate of drop out

Consequences: Social marginalization and lack of employment opportunities

Goal: Higher degree of inclusion and decrease of the drop-out rate

Measures:

1. Regular inspections of families with children age 6-15
2. Regular distribution of textbooks and school supplies for children of Roma, Ashkali and Egyptian
3. Affirmative action for Roma students who finish elementary school (rewards, facilitated enrollment in high schools)
4. Popularization of the Roma children education with media

According to the data we exposed in situation analysis, the number of Roma children outside of educational system is alarmingly high, as well as of those who do not have elementary education. Also, there is high percentage of those who are leaving education at senior grades of elementary school, and when we reach secondary and high education, numbers decrease to just a few. Without education, these children don't have opportunities to get employment and they stay marginalized for entire life. In refugee camps and Roma

populated areas, inspections were never conducted, and as we already stated, only one parent was sanctioned for avoiding legal duty to enroll his child to elementary school. Distribution of textbooks and materials free transportation, are some of the steps already made, which should increase number of Roma children enrolled, but it is necessary to encourage also their parents and to convince them into significance of education for their children. This could be achieved by informing of parents on importance of education or, at last instance, by efficient sanctioning of those who don't want to provide to their child at least elementary education.

Problem 9: Language barriers

Consequences: Poor results in education in regards to peers

Goal: Possibility of easy comprehension of classes held in Montenegrin

Measures:

1. Roma assistants in pre-school institutions
2. So called compensatory education, additional classes of Montenegrin language

As we have already stated in the situation analysis, language barriers are one of the main obstacles to full integration of RAE children into educational system. Without language, they are not able to follow lectures or to study on equal basis. Therefore, it is recommendable that children learn Montenegrin before enrollment to school and to adopt it through regular program. In this manner they will be able, not only to follow regular education, but to easier find employment.

Problem 10: Segregation of children RAE population in pre-school age

Consequences: Creation of isolation and group identity

Goal: Overcoming segregation at all educational levels

Measures:

1. Free transportation of children in pre-school facilities in city with mixed groups

By now, prevention of Roma segregation in elementary schools was conducted quite successfully, however – same measures need to be applied in pre-school institutions as well. Attendance of kindergartens with exclusively RAE children, could cause “the bell jar” effect, i.e. although Roma children are studying together with their peers in elementary schools, they cannot fit, due to already created certain group identity. Namely, it could happen that these children cannot communicate in adequate way with rest of the children, albeit they are passing the educational process together. In order to avoid this, it is necessary, from earliest age, to create a sense of belonging to the group where children are diverse –but equal.

Jedan od ključnih aspekata reforme sistema obrazovanja i vaspitanja je razvoj inkluzivnog obrazovanja, zasnovanog na poštovanju individualnih karakteristika i potreba. Ovaj pristup se zasniva nekoliko osnovnih principa: kooperativnom predavanju i učenju, obezbjeđivanju instrumenata i tehnologija za prevazilaženje smetnji učenju i individualizovanim obrazovnim planovima koji dozvoljavaju učenicima da izraze njihove posebne mogućnosti.

U okviru projekta „Jačanje kapaciteta u zastupanju i pripremi javnih politika Koalicije nevladinih organizacija u borbi protiv siromaštva i socijalne isključenosti“, finansiranog od strane Delegacije Evropske unije u Crnoj Gori, koji sprovodi Centar za monitoring – CEMI u saradnji sa Juventasom i Cazasom, formirana je Koalicija za društvene promjene od deset nevladinih organizacija iz Crne Gore koje se bave pitanjima ljudskih prava, socijalne zaštite, zdravlja i obrazovanja. Koalicija za društvene promjene je izradila predloge javne praktične politike iz četiri oblasti Strategije za smanjenje siromaštva i socijalne isključenosti, kroz monitoring implementacije Strategije, terenska istraživanja i intervju sa relevantnim institucijama. U okviru ovog projekta su izrađeni studija i brif „Od integrativnog do inkluzivnog modela obrazovanja u Crnoj Gori: u korak sa potrebama“, na kojima su radili predstavnici Centra za monitoring, Centra za građansko obrazovanje i Pedagoškog centra.

Cilj ovog brifa je da, u sažetoj formi, identifikuje probleme u implementaciji koncepta inkluzivnog obrazovanja u Crnoj Gori, a zatim da definiše preporuke čija bi primjena unaprijedila trenutno stanje u ovoj oblasti.

Pojam i značaj inkluzivnog obrazovanja

Termini integracija i inkluzija često se koriste alternativno, kao da označavaju iste procese. Korisno je razjasniti njihova različita značenja, kako bi ljudi u praksi koristili isti jezik i bolje se razumjeli.

Integracija djece sa smetnjama u razvoju u redovne škole podrazumijeva uključivanje djece u postojeći sistem obrazovanja, bez naročitog prilagođavanja njihovim posebnim obrazovnim potrebama. Integrativni pristup veći naglasak stavlja na školsko postignuće, prije nego na dijete sa svojim specifičnim mogućnostima, znanjima, interesovanjima i iskustvom.

About organizations

Coalition for Social Changes was established on December 2009, among ten leading organizations of civil society in the areas of health, social protection, labor market and education. The monitoring Center, AD Center Equista, Center for Civic Education, Juventas, CAZAS, Institute for Social inclusion, Pedagogical Center of Montenegro, Montenegrin Association of Youth with Disabilities, Association of parents of Children with Disabilities „Sunbeam“. The Coalition is open for all interested organizations of civil society, dealing with problems of poverty and social exclusion, can freely join. Main aim of forming of the Coalition is contribution to strengthening of advocacy capacities and watchdog functions of civil society organizations in Montenegro, in order to influence creation of policies and laws in the area of education, labor market, social and children's protection.

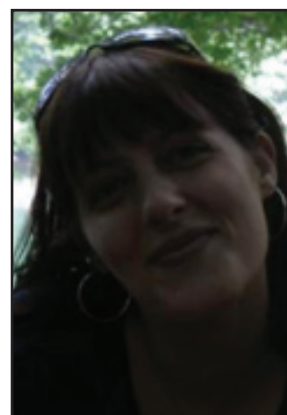
Pedagogical Center is established with the aim of assisting the reform of educational system in Montenegro, and to continuous process of innovation, advancement and improvement of this system- Through programs realized by this NGO are encompassed all actors of educational process: children, parents, teachers, directors, pedagogues, psychologists, governmental and nongovernmental institutions and organizations dealing with education, as well as international educational institutions and organizations.

Center for Civic Education (CCE) is a nongovernmental, nonprofit association of citizens, whose vision is Montenegro as democratic society of responsible citizens. CCE mission is education for democracy, human rights and European integrations with the aim of strengthening of civil society, based multiethnic and multicultural values, with high degree of citizens participation in decision making process. Main programs of CCE are democracy, Human Rights, European integrations and active citizenship, within which are situated numerous subprograms. More information available at: www.cgo-cce.org

The Monitoring Center – CEMI is a nongovernmental, non-profitable organization founded in May 2000, whose main goal is to provide infrastructural and expert support for continuous monitoring of the process of transition in Montenegro. CEMI envisages Montenegro as a land of free citizens, the rule of law, social justice and equal opportunities. The mission of CEMI is to continuously provide support to reforms and strengthening of institutions of political system and civil society organizations, by proposing and monitoring the implementation of public policies in the fields of human rights and freedoms, fight against corruption and Euro-Atlantic integration of Montenegro. CEMI implements its activities through three programs: Democratization and human rights, Fight against corruption and European Integration, while the organizational structure consists of four departments: Public policy research department, Legal department, Public opinion survey department and Public Relations Department. More information at: www.cemi.org.me.

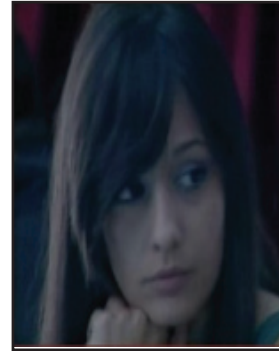
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Useful web sites:

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www.nshc.org.rs



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