IMPLEMENTATION OF INCLUSIVE EDUCATION IN MTHATHA DISTRICT OF THE EASTERN CAPE PROVINCE

By

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DECLARATION

I declare that "Implementation of inclusive education in Mthatha district of the Eastern Cape Province" is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

…................................   …………………………

Pateka Pamella Jama   **Date**

DEDICATION

This work is dedicated to God my Heavenly Father for helping me through difficult circumstances and granting me opportunities that I never thought of: to study after completing my standard 10 and to reach the present qualification.

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ABSTRACT

This study investigated the implementation of inclusive education in three schools of Mthatha district in the Eastern Cape Province, in accordance with the principles set out in *Education White Paper 6: Special Needs Education—Building an inclusive education and training system*. The qualitative method was used in this study, and data collection strategies were based on interviews and observations. The study established the following challenges that hampered the implementation of inclusive education in the three schools:

- Lack of training or workshops for both principals and educators on inclusive education, which led to a lack of knowledge about the topic and ways to support learners experiencing barriers to learning in their schools.

- Lack of access to the White Paper 6 document.

These challenges can remedied by proactive assistance from the Eastern Cape Department of Education and the Mthatha District of Education authorities.

KEY TERMS:

Inclusive education

White Paper 6

Implementation principles for an inclusive school

Learning barriers

District-based support team (DBST)

School-based support team (SBST).

ABBREVIATIONS

The following abbreviations were used in this study:

DANIDA: Danish International Development Agency

DBST: District-based support team

DoE: (South African National) Department of Education

ECDoE: Eastern Cape Department of Education

ELSEN: [Education for] learners with special educational needs

ILST: Institutional-level support team

NCESS: National Committee for Educational Support Services

NCS: National Curriculum Statement

NCSNET: National Commission on Special Needs Education and Training

OBE: Objectives-based education

RNCS: Revised National Curriculum Statement

SBST: School-based support team

SCOPE: South African–Finnish Cooperation Programme in the Education Sector

SGB: School governing body

SMT: School management team

TST: Teacher support team

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CHAPTER 1:
THE RESEARCH PROBLEM AND ITS CONTEXT

1.1 INTRODUCTION

In July 2001, the South African Department of Education (DoE) published *Education White Paper 6: Special Needs Education—Building an inclusive education and training system*. This White Paper pointed out that the previous education system and curriculum under the apartheid government (prior to 1994) had generally failed to respond to the diverse needs of the learner population, especially those with learner disabilities, resulting in "massive numbers of drop-outs, push-outs and failures" (DoE, 2001, p. 5). In the main, White Paper 6 outlined and defined an inclusive education and training system in terms of which it proposed a framework for establishing such a new system that would provide for special needs and support services. This system was to promote education for all, and to foster the development of inclusive and supporting centres of learning to enable all learners to participate actively in the education process. The chief purpose of these initiatives would be to develop and extend the potentialities of all learners so that they could participate as equal members of society (DoE, 2001).

Landsberg (2005,p.16) points out that education in South Africa entered a new era in 1994 with the advent of a truly democratic government. This brought about a new socio-political shift that emphasised important values such as equity, non-discrimination, liberty, respect, and social justice, which have provided the framework for the South African Constitution. The values embodied in the Constitution as the central, supreme law in the country were consequently also reflected in all other new legislative measures, including those concerning education. It therefore followed that major developments took place in the field of education in the years after the promulgation of the Constitution at the end of 1996 (South African Constitution, 1996), also in the area of inclusive education.

As could be expected, it was not only politico-legal changes that took place in education. According to Stofile (2004), the emphasis on inclusive education as a new reality in South Africa also brought about major philosophical shifts in the entire education system. *Education White Paper 6: Special Needs Education* set out to address the needs of all

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learners in a single, undivided education system, moving from the categorization of learners according to disability (a medical model) to assessing the needs and levels of support required by individual learners, with the aim of facilitating their maximum participation in the education system (DoE, 2005,p.7). This shift to inclusive education came as a response and commitment to the central tenets of the Constitution (South African Constitution, 1996) as reflected in various sections committing the state to certain principles:

- section 9(2), to the achievement of equality;

- sections 9(3), (4) and (5), to non-discrimination;

- section 29(1), to upholding the fundamental right of all citizens to a basic education.

The policy on establishing an inclusive education and training system adopts a social ecosystems perspective in that it shifts the focus away from locating problems within the learners to locating them in all systems that act as barriers to learning. These include the family, the school, and aspects of community functioning (Hay, 2003, p.135). In addition, the policy suggests a shift from focusing on the category of disability to the level of support needed by the learners identified during assessment (DoE, 2005b,p.7).

More than a decade has elapsed since the publication of White Paper 6, and it is against the background of profound changes in the South African education landscape over recent years that the current study wishes to investigate a particular aspect in this landscape. Sufficient time has passed to allow for the implementation of inclusive education in some respects, and this study is aimed at examining the extent to which three secondary schools in Mthatha Education District in the Eastern Cape Province of South Africa have implemented the main principles of inclusive education. The principles that guide the broad strategies for realising the vision of inclusive education are summed up in paragraph 6 of the Executive Summary of White Paper 6 as entailing "acceptance of principles and values contained in the Constitution and White Papers on Education and Training; human rights and social justice for all learners; participation and social integration; equal access to a single, inclusive education system; access to the curriculum, equity and redress; community responsiveness; and cost-effectiveness" (DoE, 2001, p. 5). Carrying these principles into effect, in turn, entails the following strategies (as outlined by Engelbrecht, 2003, p.46-47):

- establishing institutional-level support teams (ILSTs) within each school, which will be aimed at facilitating provision for learners with special needs as stipulated in the South African Schools Act (No. 84 of 1996) mainly in terms of ensuring quality education for all;

- respecting the diversity of the learner population, which means acknowledging the rights of all learners to full participation in the learning and teaching process;

- promoting social integration, which implies the facilitation of opportunities for learners and other members of the learning community to learn and work together in a cooperative environment, and to address prejudices wherever necessary;

- nurturing an inclusive school environment, which involves the promotion of a general culture and ethos in the school that will reflect particular norms, values, and attitudes, particularly those oriented towards respect for diverse realities and needs, human relations, and the manner in which the school is managed; and

- supporting the curriculum, which involves all of its aspects, for example learning programmes, the medium of learning and teaching, and curriculum assessment.

1.2   RESEARCH PROBLEM

In the post-apartheid era, South Africa has striven to put different mechanisms in place to set the inclusive education process in motion, for example through the development of Education White Paper 6, which highlights the principles to be implemented by public schools so as to be inclusive in nature (Landsberg, 2005,p.17). Inclusivity may perhaps be understood best in the context of a point made by Prof K. Asmal, Minister of Education at the time of the publication of White Paper 6, who indicated in the introduction that a keynote of the Paper was to address the general concerns existing about the kind of educational experience that would be available to learners with moderate to severe disabilities in mainstream education (DoE, 2001,p.3). Considering that the Paper was issued in 2001, highlighting at that time what needed to be done by public schools to be inclusive of special needs in education, the current study proposed to investigate to what extent this envisaged initiative had been fulfilled in a selected environment. The environment decided

upon was that of three secondary schools in Mthatha in the Eastern Cape, and the principles applied for the investigation were derived from White Paper 6.

1.3   RESEARCH QUESTION

The research question for the current study will be formulated as follows:

> To what extent have inclusive education principles been implemented in three secondary schools of the Mthatha district in the Eastern Cape Province?

1.4   PURPOSE OF THE STUDY

This study will aim at investigating the measure of success achieved in the implementation of inclusive education in three secondary schools of Mthatha district in order to make appropriate recommendations to the Eastern Cape Department of Education (ECDoE), to educational officers of the Mthatha district and to school principals if the findings indicated that such recommendations will be required.

1.5   OBJECTIVES OF THE STUDY

The objectives of this study will be to determine:

- what had been achieved in three secondary schools of Mthatha district in implementing inclusive education;

- the extent to which inclusive education principles had been put into practice in three public schools of Mthatha district;

- how inclusive education initiatives could be improved in three secondary schools of Mthatha district if the findings of the current study should indicate the need for this; and

- what are barriers experienced by learners in these three schools as well as support they receive so that they can acquire learning as their peers do.

1.6   LITERATURE REVIEW

In order to arrive at an understanding of the importance of each strategy in the implementation of inclusive education in public schools, it was necessary to review the relevant literature on the aspects discussed below.

1.6.1   Brief overview of inclusive education in South Africa

According to Stofile (2008, p.52), in order to understand the concept of inclusive education within the South African context, one needs to reflect on the history of special needs. Prior to 1994, the South African Department of Education was split into 18 racially divided subdepartments that each had its own policies regarding learners with special needs. Not all of these education subdepartments made provision for such learners, and disadvantaged communities in particular were marginalized.

At the beginning of 1997, the National Commission on Special Needs in Education and Training (NCSNET) and the National Committee for Education Support Services (NCESS) were appointed to investigate and make recommendations on all aspects of educational special needs and support services in South Africa (Stofile, 2008,p.53). This event may be regarded as the most important turning point in the history of South African education, following as it did on the country's first democratic elections and the subsequent framing of a Constitution that embodied fundamental human rights and freedoms. These values found expression in section (1) of the Constitution with regard to human dignity, equality and human rights, and in sections (9)(2), (3), (4), and (5) with regard to non-discrimination. White Paper 6 notes specifically that these basic values entail a special responsibility "to ensure that all learners, with and without disabilities, pursue their learning potential to the fullest" (DoE, 2001, p. 11). It also remarks on section 29(1), which commits the South African nation "to this fundamental right, viz. 'that everyone has the right to a basic education, including adult basic education ...'" (p. 11). In a certain sense, the ideals expressed in the Constitution (South African Constitution, 1996) may be regarded as a special challenge posed to the new nation by requiring that all learners must be given the opportunities to exercise their fundamental right to basic education. This meant that the imbalances of the past had to be redressed by focusing on key issues of equity and access to education as the most important instruments of self-empowerment.

Even before the advent of democratic elections, influential reports emerged between 1990 and 1994 that strongly recommended a move towards the establishment of a unitary education system for South Africans (ECDoE, 2008,p.46). After that period, increasing emphasis was laid on the crucial importance of inclusiveness in the new educational system because of its function of recognizing and respecting differences among all learners, educators, and the system as a whole, but "building on the similarities" (DoE, 2001, p. 17) so that the full range of learning needs could be met.

1.6.1.2 General description of these schools in which this study is undertaken

Unesco (2003,p.123), the Nelson Mandela foundation argues that there is a relationship between poverty and disability. Rodolo, G.N, (2008,p.4), cites that in most rural communities in the Eastern Cape learners experience diverse needs as some are looked after by their grandparents while their parents look for jobs elsewhere in the country such learners experience emotional disturbances – due to lack of parental love. This study is conducted in three junior secondary schools (Grade R-9) which are situated in deep rural areas of Mthatha district in the former Transkei of the Eastern Cape province. Two schools are mud structures which were built by the community, where there are no proper toilets and other classes combine in one room and the other one has been recently built by the government. Three of these schools are in poverty stricken societies, learners are mostly taken care of by grandparents who are illiterate, as some parents have gone to look for jobs, others no longer alive due to different illnesses including HIV related ones and others are now married to step fathers of these children. Some learners go to school on empty stomachs as in other homes these grandparents are drinking alcohol and therefore not interested in the education of their grandchildren. To prove this there is a plight of teenage pregnancy, drop-outs, stock-theft, break-ins involving rape by groups known as Nontwayibonwa meaning unidentifiable (this name was given to these groups because they normally hide their faces with hats that cover their faces and some with eye-glasses, which causes them to be unidentified). These learners come from those threatening environments and situations which have an effect in their learning. Engelbrecht, P.et al. (2006, p. 21), cites that barriers to learning and participation in South Africa as commonly arising from a range of factors-including socio-economic deprivation, negative attitudes to and stereotyping of difference, an inflexible curriculum and unsafe built environments, non-recognition and

non-involvement of parents, inappropriately trained leaders and teachers in education. Based on the above, learners in these three schools face multi-barriers to learning and the only opportunity they have of learning is in the schools within their local areas. Implementation of inclusive education in these schools is so crucial, fundamental and imperative as there is a need for assistance or support in their learning as they will be change agents in their homes and society which can be possible as they acquire learning as their peers do.

1.6.2 Inclusive education policy

In order to achieve inclusive education, Education White Paper 6 served as one of the foundation stones of South Africa's new education policy. This policy declares in its proposals, recommendations, and strategies the intention to transform the education system into one that effectively responds to and supports learners, parents, and communities by advocating the removal of all barriers to learning existing in the education system (Da Costa, 2003,p.56). As a policy document, the White Paper outlines six strategies or levers for establishing an inclusive education system:

- the implementation of a national advocacy information programme in support of the inclusion model;

- the qualitative improvement of special schools for the learners whom they serve;

- the conversion of approximately 500 mainstream primary schools to full-service schools;

- the establishment of district-based support teams (DBSTs) and institutional-level support teams (ILSTs) to provide coordinated professional support to special and other schools;

- the general orientation and introduction of management, governing bodies, and professional staff to the inclusive education model; and

- the mobilization of approximately 280 000 disabled children and youth of compulsory school-going age who are currently outside the school system (Stofile & Green, 2004, p.55,).

1.7   METHODOLOGY

This study followed a qualitative approach because it facilitates an in-depth investigation into and understanding of a specific situation, which in the case of the current study was the implementation of inclusive education in three secondary schools of Mthatha district in the Eastern Cape Province. According to McMillan (2008, p.272), qualitative research has specific characteristics that are highly appropriate to certain research environments by allowing for the following:

(a)   *A natural setting:* In such a setting, behaviour is studied as it occurs naturally without manipulation or control of behaviour or setting. Nor are there any externally imposed constraints.

(b)   *Direct data collection:* Researchers are able to collect data directly from the source as interviewers or observers, with the purpose of being closer to the data to obtain a fuller understanding.

(c)   *Rich narrative descriptions:* Researchers approach a situation with the assumption that nothing is unimportant. They therefore note detailed narratives that provide in-depth understanding of contexts and behaviours.

(d)   *Process orientation:* In a process orientation, researchers are enabled to focus on why and how behaviours occur.

(e)   *Inductive analysis:* Through gathering and synthesizing data inductively, researchers can formulate generalizations, models, or frameworks.

(f)   *Emergent research design:* The design of the research evolves and changes as the study takes place.

According to Mudau (2004,p.101), qualitative inquiry gives researchers the opportunity to enter into the experience of research participants, and by so doing are able to obtain

different responses regarding particular aspects of concern in a study, which allows for cross-referencing or triangulation of data. The above characteristics of the qualitative approach were therefore particularly suitable for the nature of this study, since they facilitate investigation of study phenomena in their natural setting. Additional advantages of this approach, as indicated by Mudau, are that:

- flexibility in collection strategies permits researchers to make changes in these strategies without having to start their research planning anew;

- collecting data directly from the source (i.e., participants) enables researchers to obtain and observe not only verbal but also non-verbal responses, which leads to a richer garnering of data as compared with information gathered through administering questionnaires.

1.7.1   Research design

A qualitative research approach is frequently accompanied by a case study design, and this study is no exception. A case study design entails an in-depth analysis of a single experience or entity (McMillan, 2008,p.37). This implies that a single aspect could be the object of investigation, although it may assume a multiple form, for example a certain facet of something at different locations. Case study design was chosen because, as outlined by Lauer (2006, p.122), it is a flexible form of enquiry best suited for studying a particular phenomenon.

The phenomenon at issue in the current study was the implementation of inclusive education in three secondary schools in the Mthatha district. Interviews were held with principals and teachers (educators) as they were information-rich key informants concerning the implementation of inclusive education because they served as designated implementers of the policy. Data were collected through these interviews, which can be defined as surveys that were administered verbally, either individually or in groups, using structured, semi-structured, or unstructured protocols as specified by Lauer (2006,p.123). Semi-structured interviews were chosen because they allowed the researcher to obtain information in the form of verbal and non-verbal responses of participants. Simultaneously, the semi-structured interview approach had the advantage of using a few set questions for

eliciting the maximum information yield in terms of probing and prompting participant responses.

1.7.2   Data collection techniques

As pointed out by McMillan and Schumacher (2006, p.351), data collection strategies are ways of acquiring useful information on what is being researched. In this study, interviews were the first technique used to acquire data because of their characteristic of being a flexible tool for data collection through permitting the use of multi-sensory channels: verbal, non-verbal, spoken, and heard (Louis, Manion, & Morrison, 2007, p.249.). Semi-structured or non-directive interviews were employed where the interviewer had a few set questions or prefigured frameworks that allowed for probing and prompting, pressing for clarity and elucidation, rephrasing and summarizing where necessary, and checking for confirmation of this, particularly if issues were complex or vague (Louis et.al, 2007,p.356).

Observations were the second technique used to collect data so that the researcher could corroborate what participants actually did and to identify which part corresponded with non-verbal body movements and which did not (McMillan & Schumacher, 2006,p.). Data were analysed with respect to the themes and issues identified.

1.7.3   Issues of reliability and validity

According to Terreblanche (2006, p.45), research design should focus on validity (accuracy) and reliability (consistency) of the observations. In terms of these standards, the ECDoE agreed to assess the reliability and consistency of the findings and recommendations of the study (after the submission of both a hardcover and an electronic copy). Member checking was also be done to ensure that the opinions expressed by the participants were not influenced by any potential preconceptions of the researcher. The researcher took scrupulous care to adhere to the above requirements and, moreover, ensured to avoid inconsistency by asking the same questions to all participants. The only differences that occurred were the result of follow-up questions which were aimed at clarifying individual meanings.

1.7.4 Sampling techniques

Sampling is a selection of particularly informative or useful subjects (McMillan, 2008,p. 119). A particular type of sampling technique employed in this study was that of purposeful sampling on account of its characteristic of being concerned with selecting information-rich cases for in-depth study (McMillan & Schumacher, 2006,p.319). In the application of this technique, the public schools that were the object of investigation were viewed as being information-rich sources on the implementation of inclusive education as required by White Paper 6. Three secondary schools in the Mthatha district were consequently identified as eminently suitable since they were easily accessible to the researcher who was employed and resident in the same area.

The three principals of the selected secondary schools constituted the main sample size because they served as ECDoE representatives tasked with the responsibility of implementing the policies and principles contained in White Paper 6. The sample was augmented through the selection of three educators from each of the selected schools (i.e., nine educators in total) because of their teaching experience from before 1994 and after 1996 when inclusive education was introduced. Interviews were therefore administered to the principals as representatives of the theoretical, policy implementation level and to the educators as representatives of the "experiential", executive level because of their grounding in observing educational developments from before 1994 and after the introduction of the current curriculum with inclusive education post-1996.

1.7.5 Definition of key terms

The following key terms in this study are the most important ones that require definition:

(a)   *Inclusive education:* According to Clough (2004,p.4), it is a process not merely about providing access into mainstream schools for pupils who have previously been excluded. It is also not about closing down an unacceptable system of segregated provision and dumping those pupils in unchanged mainstream systems. It is, however, as signified by the DoE (2001,p.18), acknowledging that *all* children and youth can learn and that all young people need appropriate support. Furthermore, it has to be borne in mind that inclusive education is aimed at providing support not only for learners with organic, medical disabilities, but also for "[l]earners who

experienced learning difficulties because of severe poverty[, who] did not qualify for educational support [under the apartheid government]" (p. 9).

(b)   *Public schools:* These are schools that may be either ordinary public (local) schools, or public schools for learners with special education needs (i.e., learners who experience barriers to learning), and they should be located closest to where these learners live (DoE, 2005,p.6). Under the apartheid dispensation and the rigid education system that emanated from it, public schools were normally used for teaching learners who were not experiencing barriers to learning, with the result that learners with barriers were pushed out (DoE, 2001,p.47).

(c)   *Institutional-level support teams (ILSTs):* These are teams established by education institutions in general, also for further and higher education, as an institution-level support mechanism whose primary purpose it is to put in place coordinated learner and educator support services (DoE, 2005,p.6).

(d)   *District-based support teams (DBSTs):* According to Lazarus, Daniels, and Engelbrecht (2003,p.), these are teams based in DoE district offices whose focus it is to provide support to schools and learning sites. They are responsible for managing inclusive education in a particular district and providing a coordinated professional support service. This service draws not only on the expertise available in further and higher education, but also in local communities. The focus is on special schools and specialized settings, designated full-service and other primary schools, as well as on other educational institutions (Landsberg, 2005,p.63).

(e)   *Rural area:* This is an area in the countryside rather than town (Allen & Delahunty, 2007,p.910).

(f)   *Urban area:* This is an area situated in a town or city environment (Allen & Delahunty, 2007,p.1159).

(g)   *Barriers to learning:* According to Landsberg (2005,p.27), barriers to learning are obstacles or circumstances that keep people or things apart, prevent communication, and bar access to advancement. Prinsloo (as cited in Landsberg,

2005,p.28.) is of the view that barriers refer to scholars (learners) or children in sites of learning who experience difficulty in accessing the curriculum as a result of one or more limiting variables that are not addressed.

1.7.6 Data analysis and interpretation

The data collection for this study consisted of interview transcripts that were coded and analysed with respect to the themes and issues identified through the literature review. The analysis was concluded in line with the objectives set out in the study and was undertaken concurrently with data collection because of the exploratory nature of the investigation. The principles of qualitative analysis were followed by reducing the volume of raw information, sifting the significant from the trivial, identifying meaningful patterns, and constructing a framework for communicating the essence of what the data revealed (De Vos, 2006,p.334).

1.8 ETHICAL CONSIDERATIONS

Permission to undertake the study was acquired from the appropriate educational authority, the ECDoE. The request for permission included a declaration of the research design and method for data collection. Participants were assured of anonymity and confidentiality, which was done through signed letters provided to them. Participation was voluntary after the reason for research was clearly presented.

1.9 CHAPTER DIVISION

The chapters in this study have been arranged as follows:

(a)   *Chapter 1 – The research problem and its context*:

(b)   *Chapter 2 – Literature review*: The literature on inclusive education is reviewed in order to provide a research context for this study.

(c)   *Chapter 3 – Research design and methodology*: The chapter contains a discussion of the methodology used and the research design implemented.

(d)   *Chapter 4 – Presentation and analysis of data*:

(e)   *Chapter 5 – Conclusion:* The conclusion contains the findings of this study and the recommendations emanating from them.

CHAPTER 2:
LITERATURE REVIEW

2.1   INTRODUCTION

A literature review was essential to providing an initial orientation for this study. This chapter provides an account of the literature reviewed on the implementation of inclusive education as a core component of the research.

Inclusive education is a crucially important sector or band in South Africa's national education policy, which is based on a number of sections of the South African Constitution as the supreme law of the country from which all other laws are derived. As stated in the Organisation for Economic Co-Operation and Development's ([OECD] 2008) publication *Reviews of National Policies for Education: South Africa*:

> The 1996 Constitution requires education to be transformed and democratised in accordance with the values of human dignity, equality, human rights and freedom, non-racism and non-sexism, and guarantees the right to basic education for all, including adult basic education (p. 38).

After the adoption of the new Constitution in 1996, inclusion was decided upon as a fundamental principle in education, although decisions about it went through many various commissions, task teams, and committees such as the National Committee for Educational Support Services (NCESS) and the National Commission on Special Needs Education and Training (NSCNET). These bodies were appointed to investigate critical aspects of the system of education and training (DoE, 2001,p.5), and their overall report pointed to a more inclusive education approach that would allow all children to "fit into it" irrespective of their race, class, gender, culture, disability, religion, sexual preferences, and other characteristics.

As a background to this study, the literature review covers the historical background of inclusive education in other countries, South African perspectives, policies developed for inclusion, policy implementation, and the characteristics of an inclusive school. Engelbrecht, Oswald, and Forlin (2006,p.121) state that since 1994, the education system in South Africa has undergone far-reaching policy changes reflective of the new government's desire to restructure and transform a divided, fragmented, discriminatory, and authoritarian

education system into a more democratic, open, flexible, and inclusive system. Barriers to learning and participation in schools in South Africa commonly arise from a range of factors that include:

- socio-economic deprivation;

- negative attitudes to and stereotyping of differences;

- an inflexible curriculum;

- inappropriate languages or language of learning and teaching;

- inappropriate communication;

- inaccessible and unsafe built environments;

- inappropriate and inadequate support services;

- inadequate policies and legislation;

- the non-recognition and non-involvement of parents; and

- inadequately and inappropriately trained leaders and teachers in education.

Furthermore, as noted by Engelbrecht et al. (2006,p.122), achieving an inclusive school community is dependent on establishing an inclusive school climate and culture in which all role players within a school community should be involved in collaboration with one another. It implies a process of re-culturing learning and teaching, whereby former values, customs, and practices that used to encourage the maintenance of the status quo are replaced by ones that promote reform, including building a commitment for change and providing support that promotes and maintains change. In South African schools, Engelbrecht et al. continue, this initiative calls for fundamental changes in the organizational structures of the schools and in the roles and responsibilities of administrators and teachers. The focus on transforming South African schools into inclusive school communities should, therefore, be on the development of individual schools as a whole, encouraging all role players to share and build their existing knowledge in order to increase learning and

participation in all aspects of their schools. Persons who will serve as the change agents in particular should be committed to change (Engelbrecht et.al, 2006,p.122).

In view of the importance of transformation and the key role of inclusion in its achievement, the researcher used these values as main guidelines for selecting the appropriate sources for the literature review. It was in particular necessary to assess information on the policy whose implementation was being investigated. The reviewed literature was mainly in the form of articles from academic journals, books, internet websites, and policy documents. The material garnered from these sources was grouped into appropriate themes in order to arrive at a better understanding of the subject of the study. According to Stofile (2008,p.52), reflection on the history of inclusive education is the best starting point for forming an understanding of all issues relating to it.

2.2   BRIEF HISTORICAL OVERVIEW OF INCLUSIVE EDUCATION

Education is one of the fundamental human rights, the World Education Forum (2000) noted. It is the key to sustainable development, peace and stability within and among countries, and is thus an indispensable means for effective participation in the societies and economies of the twenty-first century, which are affected by rapid globalization. The Forum drew attention to the exclusionary processes that disadvantaged groups continued to experience and called for action to overcome them. It is for this reason that the Forum declared that "education for all" must take account of the needs of the poor and the disadvantaged, including young people affected by conflict, HIV/AIDS, hunger, poor health, and those with special needs. Booth and Ainscow (1998) remark that

> [t]he idea of inclusive education was given impetus by two conferences set up under the auspices of the United Nations. The first of these, held in Jomtien, Thailand in 1990, promoted the idea of "education for all"; this was followed in 1994 by a UNESCO conference in Salamanca, Spain, which led to a Statement that is being used in many countries to review their education policies. The Salamanca Statement proposes that the development of schools with an "inclusive" orientation is the most effective means of improving the efficiency and ultimately the cost-effectiveness of the entire education system (p. 3).

At the Jomtien Conference, the policymakers from various countries concluded, *inter alia*, that it would only be possible to reach the goal of universal basic education if compulsory school fees were eliminated. It also confirmed that universal primary education was one of the best intervention approaches for reducing poverty. The reasoning was that by "providing pupils with literacy and numeracy, life skills, and a basic general knowledge of health, nutrition, and society, universal primary education lays a foundation for skills training and further education" (Avenstrup, 2006, p. 227). Furthermore, women's burden of care provision is reduced through the knowledge that they gain about health and family life, thus increasing employment possibilities for them, whereas children are empowered through having better chances of escaping child labour and social marginalization as street children. The most important factor singled out by Avenstrup, however, is that "universal primary education helps break the cycle of poverty by creating a new generation that is functionally literate and numerate" (p. 228). Avenstrup also notes that the cost of schooling proved to be the major constraint on universal primary education in sub-Saharan Africa, which is ironic in view of the poverty-breaking potential of education; in other words, in order to escape from the poverty cycle, parents of learners must first pay to help them to empower themselves. It is this dilemma that probably motivated the move towards eliminating compulsory fees for primary tuition.

Four years after the Jomtien Conference, the World Conference on Special Needs Education in Salamanca, Spain, laid emphasis particularly on access to and quality of education (UNESCO, 1994,p.59). The Salamanca Statement on principles, policy, and practice in special needs education (as cited in Engelbrecht, 2003,p.9) asserted that inclusion is a universal right and that the creation of inclusive schools should be part of the creation of an inclusive society. The Salamanca Statement contained the following five central principles:

- Every child has a fundamental right to education and must be given the opportunity to achieve and maintain an acceptable level of learning.

- Educational systems should be designed and educational programmes implemented to take the wide diversity of learner characteristics and needs into account.

- Learners with special educational needs must have access to regular schools, which should accommodate them and move away from a child-centred pedagogy.

- Regular schools that adapt themselves to this inclusive orientation are the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society, and achieving education for all. Moreover, they provide effective education to the majority of children and improve efficiency and ultimately the cost-effectiveness of the entire educational programme (UNESCO, 2005,p.9; Peters, 2004,p.10).

At the time of the publication of their study in 1998, Booth and Ainscow remarked that there was still "a long way to go if the rhetoric of 'education for all' is to be made real. In poor countries, millions of children are still denied their right to basic education" (p. 3). These authors were referring to a global view only four year after the advent of democracy in South Africa, where it could be assumed that basic education initiatives would be all the more difficult because of additional post-apartheid problems that complicated education transformation.

In order to understand the concept of inclusive education within South African context, one needs to reflect on the history of special needs (Stofile & Green, 2004). According to Michaeli (2010,p.28), inclusive education is guided by the principle of universal educational values for all. In a school setting, this means that curricula for regular students should not be different from those of learners with disabilities. This will ensure that all students learn the same values and acquire knowledge on an equal basis, but taking into account that students with disabilities will have special requirements in order to make the transition from the classroom to the real world.

Engelbrecht (2006,p.253) notes that the development of education in South Africa, including education for children with disabilities, initially followed the same trends as in most other countries. However, the extent of complex contextual influences on education in South Africa distinguished the development of education, including special education and the movement towards inclusive education, from that of other countries as outlined below.

2.2.1 Theoretical Framework of inclusive education in South Africa

Landsberg, Kruger& Nel, (2005,p.9) define theory as a set of ideas, assumptions and concepts ordered in such a way that it tells us about the world, in this study the implementation of inclusive education in three schools of Mthatha district in the Eastern Cape Province. Dyson & Forlin(2007,p.38) are of the view that within South African context the reconstruction of notions of disability and an attempt to found educational policy principles of justice and human rights underscore inclusion practices. Swart & Pettipher as quoted in Yorke(2008,p.22) note that the movement to inclusion has led to a radical shift from the medical model deficit model to a social systems approach. Medical model is defined as a model of diagnosis and treatment and the origin of difference and deficit is looked for within the learner where professionals supporting this view tend to follow the "find- what's-wrong-and –cure-it" paradigm. (Swart&Pettipher,2005, p.5).

The medical deficit model has the potential to categorise and label learners in terms of overemphasis of impairments and problem areas.(Bouwer, 2005,p.47).DoE(2005,p.6) outlines the Ministry of Education's commitment to the provision of educational opportunities in particular for those learners who experience or have experienced barriers to learning and development or who have dropped out of learning because of the inability of the education and training system to accommodate their learning needs. The Ministry appreciates that a broad range of learning needs exists among the learner population at any point in time, and that where these are not met, learners may fail to learn effectively or be excluded from the learning system.(Doe,2001,p.7). Inclusive approach has been accepted as the Ministry acknowledges that the learners who are most vulnerable to barriers to learning and exclusion in South Africa are those who have historically been termed "learners with disabilities and impairments" their increased vulnerability has arisen largely because of the historical nature and extent of the educational support provided. (DoE, 2001,p.7). Under census data: distribution of disabled person per category per province Eastern Cape has the incidence of disabilities constituted then 17.39%, yet the province has only 10.79% of the total number of special schools. (DoE,2001 ,P.14).

Landsberg (2005,p.13)is of the view that Bronfenbrenner's theory is important with regard to inclusion. Bronfenbrenner's model suggests that there are layers or levels of interacting

systems resulting in change, growth and development, what happens to another system affects and is affected by other systems. These systems include the following:

- Micro system- which constitutes relations experienced between individuals and systems in which they participate. For example school, family

- Meso- system- relationship that exists between microsystems.

- Exosystem- refers to more environments in which the developing learner is not involved directly. For example education system (Landsberg,2005,p.10-11).

Mahlo (2011,p.42) cites that one strategy in the development of a single inclusive education is the Draft National Strategy on Screening, Identification, Assessment and Support(SIAS). SIAS targets all learners in urban and rural setting settings who need support, and not only learners with disabilities, specifically those from the poorest communities in townships, informal settlements or rural areas as they have previously suffered from the unavailability of and lack of accesses to services. This strategy outlines the role of teachers especially in the foundation phase, parents, managers and support staff within the new framework of a completely new vision of how support should be organised.

Since there has been a shift from medical model to inclusion, this study aims at finding out whether this new model is already in motion in these three schools based on the situation or context in which these learners live (see section 1.6.1.2).

2.3   INCLUSIVE EDUCATION IN SOUTH AFRICA

Historically, in South Africa as in many other countries in the world, most education planners, policy makers, and practitioners identified and categorized learners through stereotyped conceptions of "normality", as Howell (2006,p.56) has pointed out. Furthermore, normal learners were considered to be those whose learning needs could be met without additional support or intervention within mainstream education systems. Learners who had problems of some kind, who experienced difficulties, or were likely to experience difficulties within the mainstream system, were generally referred to as those who had special needs and hence required some form of specialized intervention to enable them to participate in the learning process.

Howell (2006,p.57) has also remarked that before 1994, education provision in South Africa for learners defined as having special needs was characterized by widespread exclusion and inadequate services, as well as by the implementation of policies and practices that prevented particular learners (such as African learners and especially those from rural areas) from access to, and equal participation in, the education system. After 1994, the new government recognized that changes in this field had to involve the introduction of policies and practices that would redress past inequalities and create equal opportunities for all learners, particularly those who had experienced the most severe forms of discrimination and exclusion (Howell, 2006,p.57). It needs to be borne in mind though, as may have already become clear from the previous section and as Landsberg (2005,p.15) notes, that inclusive education in South Africa has not developed in a vacuum since international movements have directly influenced and continue to influence educational policies and practices in this country.

Soon after the elections of April 1994, South Africa entered a period of radical socio-political changes that included the transformation of the existing education system. Remodelling in this field was officially announced in a Policy Framework for Education and Training, which entailed the following:

- ensuring that all individuals should have access to lifelong education and training, irrespective of race, class, gender, creed, or age;

- pursuing national reconstruction and development through the transformation of the institutions of society in the interest of all, thus enabling the social, cultural, economic, and political empowerment of all citizens (Mothata, 2008,p.15);

- promoting inclusive education as a response and commitment to the central principles of the Constitution, in particular section 9(2), which commits the state to the achievement of equality; sections 9(3), (4) and (5), which commit the state to non-discrimination; and section 29(1), which commits the state to upholding the fundamental right of all citizens to a basic education (DoE,2001); and

- sustaining the South African Government's commitment to education for all as embodied in a policy on inclusive education and training, entitled *Education White*

Paper 6: Special Needs Education: Building an inclusive education and training system (DoE, 2001,p.6).

Inclusive education is intended to uncover and eliminate social, cultural, and political barriers that prevent access to employment, academic, recreational, and residential opportunities previously afforded by those without impairment or disability (Baglieri & Knopf, 2004,p.525). It is conceptualized as a shared value, accommodating all learners in a unified system of education, empowering them to become caring, competent, and contributing citizens in an inclusive changing and diverse society. Although inclusion is a legal and moral imperative in promoting social justice, some exclusive practices continue to marginalize those students with barriers to learning. Baglieri and Knopf (as cited in Ladbrook, 2009,p.43) describe a truly inclusive school as one that reflects a democratic philosophy whereby all students are valued, as educators normalize differences through differentiated instruction and the school culture reflects an ethic of caring and community.

Certain teams were employed to prepare the way for inclusive education. Among the most important were the National Committee for Education Support Services (NCESS) and the National Commission on Special Needs in Education and Training (NCSNET), which reported that all learners should have access to centres of learning that were classified as follows:

(a)   *General centres of learning:* These are ordinary mainstream schools that are expected to offer education to all learners, including learners who experience barriers to learning and development. (The NCESS and NCSNET, incidentally, prefer the term "learners who experience barriers to learning and development" over the term "[education for] learners with special educational needs" (ELSEN).)

(b)   *Specialized centres of learning:* These are schools that were previously meant for ELSEN.

The special schools will be changed from isolated centres to resource centres that provide other centres of learning with expertise and assisting devices to teach learners who experience barriers to learning (Mashile, 2007,p.98). While removing barriers to accessing basic education is extremely important in addressing the inequalities of the past for learners with special needs, gaining entry to the system is not enough to ensure that these learners

are able to benefit equally from the education system (Howell, 2006,p.62). It is in the context of this need to go beyond the mere removal of entry barriers to the system that a number of subsequent education policy initiatives commit themselves to the principle of equity, which involves both the concept of equal access and the precept of fair and just distribution of benefits from the education system. This entails recognizing that there are many factors which may disadvantage particular learners in achieving equitable outcomes; to overcome disadvantages it is necessary to recognize differences in learning needs, to adapt teaching and learning practices to accommodate these needs, and, where necessary, to provide additional support (Howell, 2006,p.157). Among a range of important changes envisaged, the White Paper on Education and Training (1995,p.2.) addresses the concerns about learners with special needs in the following manner:

- Firstly, it asserts that state resources must be deployed according to the principle of equity so that all learners enjoy equal educational opportunities.

- Secondly, the document notes the inequalities and problems experienced by these learners in the past.

- Thirdly, the policy recognizes the need to set up processes of investigation in the area of special needs and support services as part of the transformation of the education system.

Inclusive education as a new reality in South Africa has brought about major philosophical shifts for the entire education system. Engelbrecht (2006,p.122) declares that it is necessary to consider the complex contextual influences that have shaped and continue to shape the transformation of education, including the move from conceptualizing special needs within an individualistic deficits approach to needs, to a human rights approach within the social context in which life is lived out. These influences include a specific history of inequity, imbalance, and injustice for the majority of the population that has shaped post-apartheid educational policy. Aside from the debilitating effects of this history, there are the fiscal constraints that the new government inherited from its predecessor in 1994, as well as the theoretical frameworks within which "special needs education" and "inclusive education" have been located.

Inclusive education implies the demise of the pathological model for identifying learners who experience barriers to learning, which departs from the assumption that a learning difficulty is the result of a pathological condition that learners have. In contrast, the new policy of inclusive education adopts a social ecosystem perspective that entails a shift away from locating problems within the learners and locating them in all systems that act as barriers to learning. These include the family, the school, and aspects of community functioning (Hay, 2003,p.136). This new policy is based on the following recommendations of the NCESS and NCSNET:

- All schools should cater for the diversity among learners and provide support to ensure the full development of learners.

- All out-of-school learners must be accommodated in the regular school.

- All learners accommodated in specialized settings and who can be accommodated in regular schools must return to the mainstream schools with support.

- A specialized setting must only be the last option to be offered for learners experiencing barriers to learning and development (DoE, 2007,p.17).

To ensure this movement from exclusion to inclusion, policy documents and subsequent legislation have emerged that reflect equality values (Landsberg, 2005,p.16-17).

2.3.1 INCLUSIVE EDUCATION AND THE CONTEXT OF SCHOOLS WITHIN EASTERN CAPE PROVINCE

Few years back the Eastern Cape department of education was co-opted and governed by the national department of education due to mismanagement and problems in administration (section 100(1)(b). Engelbrecht, P. (2006,p.255) quotes Muthukrishna & Schoeman citing that some key barriers to South Africa that render a large number of children vulnerable to learning breakdown and sustained exclusion are, for example, problems in the provision and organisation of education, socio-economic barriers, as well as high levels of violence, HIV/AIDS and negative attitudes of school communities towards diversity. Engelbrecht, P.(2005,p.255), also cites that huge disparities still exist between former advantaged white schools and former disadvantaged schools especially in rural areas

where poverty in all its manifestations can be singled out as the most important characteristic of the communities in which these schools are situated. Learners in these three schools where this study was conducted are affected by multi-barriers to learning which include poverty, violence, lack of resources(no libraries, no computer access and no access even to newspapers), socio-economic barriers, lack of institutional capacity (both in administrative and in suitable trained teachers) , poor infrastructure and many more. There has been no training given to both principals and educators to support these learners in these three schools despite the barriers they are faced with so that they will also be to acquire learning as their peers do. There is a clear indication that almost all learners in these three school classrooms experience barriers to learning even though they can differ in severity so they need principals and teachers trained on inclusive education implementation to assist them in their learning.

2.4   INCLUSIVE EDUCATION POLICIES

Lomofsky and Lazarus (as cited in Landsberg, 2005,p.16) are of the view that the following policy documents relate directly to the development and implementation of an inclusive education system.

(a)   *The White Paper on Education and Training in a Democratic South Africa:* This document introduced key initiatives to respond to diverse learners' needs. These initiatives included the Culture of Teaching, Learning and Service (COLTS) Campaign, and the Tirisano Programme, which was launched in 2000 to improve service delivery in education.

(b)   *The South African Schools Act (1996):* In terms of this Act, access for all learners to a school of their parents' choice became legislated. Section 5(1) of the Act states that a public school must admit learners and serve their educational requirements without unfairly discriminating in any way.

(c)   *The White Paper on an Integrated National Disability Strategy (1997):* This White Paper served as an instrument for delineating strategies aimed at facilitating access to the curriculum for learners with impairments. It contributed to promoting and supporting the paradigm shift from the medical model to the inclusive model that is

based on the premise that society must change to accommodate the diverse needs of all its people. This paradigm shift was reinforced and its practical implementation in the South African context was elaborated on in the report issued by the National Committee on Education Support Services in 1997.

(d)   *The National Commission on Special Educational Needs and Training, and the National Committee on Education Support Services (1997):* [Provide brief explanation here]

(e)   *Education White Paper 6: Special Needs Education: Building an inclusive education and training system (2001):* The importance of this document has already been commented upon earlier in this text.

(f)   *Guidelines for Inclusive Learning Programme (2005):* This document provides guidance to teachers, administrators, and other personnel on how to deal with diversity in the classroom. It helps to familiarise schools with flexible features of the National Curriculum Statement (NCS) and barriers to learning as explained in section 1. Section 2 is about differentiation of learning programmes, work schedules, and lesson plans. Section 3 provides guidance on how to go about adapting lesson plans within each learning area of the NCS. Section 4 deals extensively with teaching methodologies to accommodate diverse needs. Section 5 outlines inclusive strategies for learning, teaching, and assessment. Section 6 provides information on learning styles and multiple intelligences.

(g)   *Conceptual and Operational Guidelines for Implementation of Inclusive Education: Special Schools as Resource Centres (2005):* This policy document focuses on district-based support teams (DBSTs) and provides details regarding definitions and developmental issues. It was defined as not being exhaustive, and concepts and other ideas were to be field-tested as part of the implementation of the short-term steps over the following few years (DoE, 2005,p.6). However, this report specifically contributed to a better understanding of the nature and extent of barriers to learning within South Africa and the use of acceptable and respectful terminology

(DoE, 2001). It clearly states that class teachers are the primary resource for achieving the goal of inclusive education (Landsberg, 2005,p.16-17).

(h)   *The Integrated National Disability Strategy for South Africa (1997):* According to Howell (2006), this is one of the most important policy documents to which the NCSNET/NCESS refers. It outlines the key concerns and the changes needed within all areas of government as a responsibility towards the realization of equal rights and opportunities for people with disabilities.

2.5   STRATEGIES FOR ESTABLISHING INCLUSIVE EDUCATION

The Department of Education (2001,p.7) declares in its proposals, recommendations, and objectives the intention to transform the education system into one that effectively responds to and supports learners, parents, and communities by promoting the removal of barriers to learning and participation that exist in the system (Da Costa, 2003,p.57). This policy, as reflected in White Paper 6, outlines the Government's intervention strategy aimed at ensuring that children who experienced various barriers to learning and development have access to quality education. Six strategies or levers for establishing an inclusive education and training system are proposed:

(a)   The first strategic lever is the implementation of a national advocacy and information programme.

(b)   The second lever is the conversion of special schools into resource centres as part of an integrated strategy. The staff members of these schools are to be gradually integrated into DBSTs to support ILSTs or school-based support teams (SBSTs) and neighbouring schools. In addition, special schools are expected to provide advice to neighbouring schools and to share resources (DoE, 2001,p.7b).

(c)   The third aspect of the policy is the establishment of full-service schools. The DoE (2005) defines a full-service school as a mainstream school that provides quality education for all learners and students by meeting the full range of learning needs in an equitable manner.

(d)   The fourth strategic intervention is the establishment of DBSTs and ILSTs. The DoE maintains that barriers to learning and development can be reduced by strengthening support services. The policy proposes the establishment of DBSTs comprising staff from provincial, district, regional, and national offices (DoE, 2001p.7-8). The primary function of these teams is to build the capacity of ILSTs through training, evaluation of programmes, and assessment (DoE, 2006).

(e)   The fifth strategic initiative is the general orientation and familiarization of management, governing bodies, and professional staff with the inclusive education model and the targeting of early identification of disabilities for intervention in the foundation phase.

(f)   The sixth approach in this strategy is the mobilization of approximately 280 000 disabled children and youth of compulsory school-going age who are outside of the school system.

2.6   UNDERSTANDING NATIONAL POLICY REGARDING INCLUSIVE EDUCATION

2.6.1   The cyclical form of policy analysis

According to De Coning (2004, p.12), numerous methods can be used to analyse public policy, but a popular method is to divide it into various stages. Colebatch (as cited in Mbelu, 2011,p.14) is of the view that a policy analysis can be arranged in the form of a cycle (see Figure 2.1).
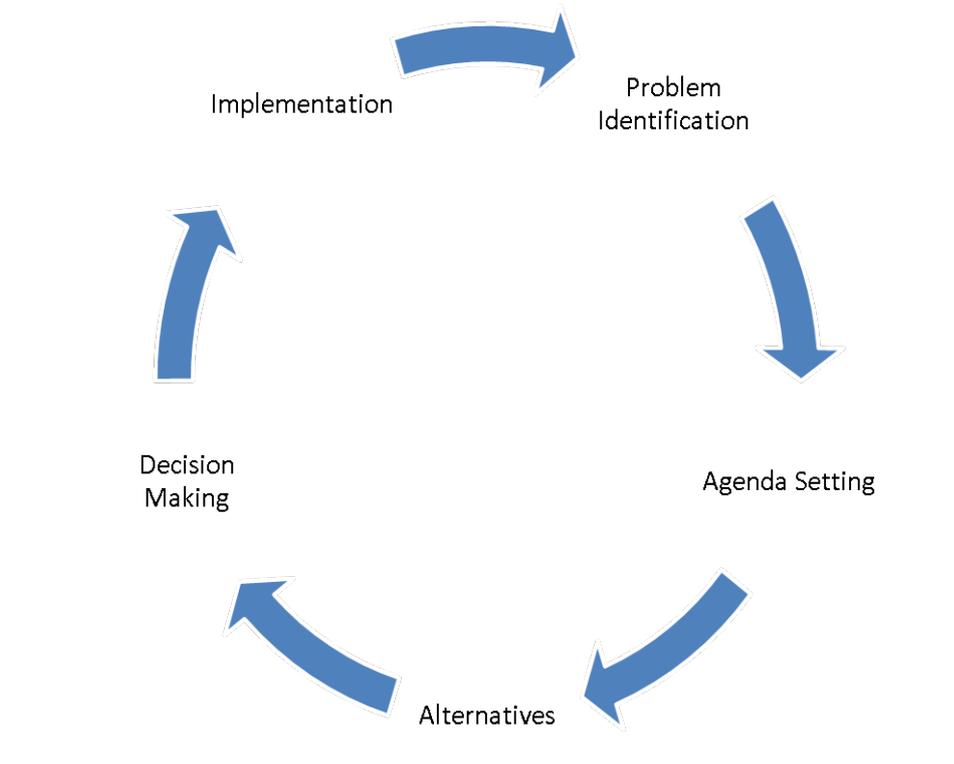
Figure 2.1: *Cyclical representation of policy analysis*

2.6.2   Stages of the policy analysis cycle

The elements of a policy analysis cycle can be understood as follows:

(a)   *Problem identification:* Any policy begins with problem identification, which takes place through research or a census (as an official count or survey).

(b)   *Agenda setting:* Once the problem has been identified, a process is initiated to plan action that is directed at prioritizing the various elements of the problem in order to mobilize an effective response by the authorities concerned. This process is referred to as agenda setting.

(c)   *Alternatives:* When relevant authorities are aware of the problem, alternative solutions can be formulated.

(d)   *Decision making:* Once the alternative solutions have been assessed, the decision-making process follows. This entails choosing the most appropriate option or alternative for solving the identified problem.

(e)   *Implementation:* This is the last stage in which the decided-upon alternative is to be put into action (Colebatch, 2003; Meyer & Cloete, 2004 ,p.98).

The above cycle was applied as follows in this study:

(a)   *Problem identification:* Segregation or exclusion of learners experiencing barriers to learning.

(b)   *Agenda setting:* Quality education for all as based on section 5(1) of the Constitution, which states that a public school must admit learners and serve their educational requirements without unfairly discriminating in any way (Constitution, 1996).

(c)   *Alternatives*: According to Landsberg (2005,p.7-8), the following alternative solutions were employed in other countries concerning solving the segregation problem:

    (i)   *Mainstreaming:* This is the educational equivalent of the normalization principle, which holds that people with disabilities have a right to life experiences that are the same as or similar to those of others in society. Its goal was to return learners with disabilities to the mainstream of education as much as possible, but in the non-academic portion such as art. Learners needed to prove their readiness to "fit into" the mainstream.

    (ii)   *Integration:* Relying heavily on social and political discourse, integration aimed to maximize the social interactions between the disabled and non-disabled. In this alternative, the special services followed the learner to the regular school. (It should be noted that the options of mainstreaming and integration, which were chosen in the United States, were found to be exclusionary in the very aspect of learning.)

    (iii)   *Inclusion:* This option emphasized an inclusive education system that would accommodate all children regardless of their physical, intellectual, social, emotional, linguistic, or other conditions (DoE, 2001,p.17). (Because of the problems associated with mainstreaming and integration abroad, the South African authorities opted for inclusion in their decision making.)

(d)   *Implementation:* This entailed putting the research plan into action, which in the case of this study focused on investigating whether three secondary schools in the Mthatha district have been giving effect to the implementation of the inclusion principle or not.(Landsberg, 2005, p. 7-9)

2.7   POLICY IMPLEMENTATION

Implementation can be viewed as policy in action; in other words, it is the manner in which policy is carried out (Baglieri & Knopf, 2004,p.525). Implementation research revolves around two schools of thought, or a combination of their models, that are regarded as the most effective methods for studying and describing implementation (Kvik & Stensaker, 2002; Sabastier 2005,p.123). Consequently, three approaches are possible. These approaches will be summed up below, after which other policy implementation issues will also be touched upon.

2.7.1   The top-down approach

The top-down model assumes that clarity of goals and control by the policy makers will lead to more effective implementation and greater success in addressing problems. The implementation analysis that is located in this model tends to focus on factors that can be easily manipulated by policy makers at the central level (Gornizka, 2002; Sabastier, 2005,p.124). In the top-down approach, a government articulates fundamental principles and formulates policies, for example as was done by many countries that participated in the World Conference on Special Needs Education and accepted the ensuing Salamanca Statement and Framework. Afterwards, many governments used the top-down approach to promote and implement the "global agenda" for inclusion and education for all. This led to the establishment of procedures and practices throughout their education systems that were likely to facilitate inclusion (for instance, the reformulation of a flexible curriculum or the introduction of community governance).

At a national level, legislation can play an important part in a transition process directed via a top-down approach. It tends to have four main roles, namely:

- the articulation of principles and rights in order to create a framework for inclusion;

- the reform of elements in the existing system that constitute major barriers to inclusion (for instance, policies that do not allow learners from specific groups to attend their neighbourhood school);

- the mandating of fundamental inclusive practices (requiring, for instance, that schools should educate all learners in their communities); and

- the establishment of procedures and practices throughout the education system that are likely to facilitate inclusion (for instance, the reformulation of a flexible curriculum or the introduction of community governance).(Sabastier, 2005,p.124).

2.7.2   The bottom-up approach

This approach first focuses on a policy problem and then examines the strategies employed by relevant participants at different levels of the government as they attempt to deal with the issue, but in ways consistent with the government's objectives (Sabastier, 2005,p.135). According to Weimer and Vining (2004,p.126), the bottom-up perspective concentrates on the implementation activities of public servants, for example educators. It is also involves planning implementation through the process of backward mapping, which starts with an account of a specific behaviour that needs to be changed through policy. Once the behaviour has been described, a desired goal (outcome) can be set.

Contrary to forward mapping, policy-making is not guided by a statement of intent made by policy makers, but is an understanding of the gap between desired practice and the actual practice that the policy aims to close. Once the objective is established, the mapping process works backwards. At each level, two factors must be ascertained: first, the ability of the organization to carry out the behaviour needed by the policy, and second, what resources are needed by the organization to carry out these actions.

The success of a specific policy is conditional because success is "predicted on an estimate of the limited ability of actors at one level of the implementation process to influence the behaviour of actors of other levels". This also includes the capability of the public sector to influence behaviour in the private sector.

The advantage of backward mapping is that by focusing on the lowest levels of organization, it is possible to discover less centralized approaches that may otherwise have been overlooked. (Weimer & Vining, 2004,p.128).

2.7.3 The coalition framework

The coalition framework, which is the combination of the above two approaches, implies beginning with the policy problem against a background of a sound understanding of the perspectives and strategies of all major categories of implementation. It also depends on both the execution of policy goals and the reformulation and redesign of original intentions and plans should there be any discrepancy between the two.(Weimer& Vining, 2004, p.129).

2.7.4 The implementation context of policy

According to Howell (2006,p.136), while the values and strategies outlined in any policy document are critical to the direction and nature of educational change, a number of writers consider the context of practice as the place where struggles and forces play themselves out, thus influencing the way in which a policy is implemented. This context or policy environment is one that is shaped and influenced not only by particular historical conditions, but also by social, economic, and political factors that can either support or hinder the effective implementation of a policy. Tylor (as cited in Howell, 2006,p.137) argues that similar to the process of policy development, policy implementation involves the interpretation of a policy document by a range of different stakeholders with their own interests, which may be in conflict with one another and influence how effectively the policy is carried into effect.

2.7.5 Support for implementing an inclusive education policy in practice

Several educational support initiatives have been embarked upon in South Africa in recent years, particularly through two international donor-funded pilot projects, the South African–Finnish Cooperation Programme in the Education Sector (SCOPE), and the Danish International Development Agency (DANIDA) programme by the DoE. Of an experimental nature, these projects offered a field-testing learning experience that was to inform the implementation of Education White Paper 6 (Stofile, 2008,p.67). According to Da Costa

(2003) and the DoE (2002), evaluation reports of the above two pilot projects revealed that while an inclusive education policy was considered to be an appropriate strategy for addressing the diverse needs of all learners in South Africa, its implementation was deemed to be complex. A recent investigation into funding and service delivery has challenged claims about the success achieved with the implementation of Education White Paper 6 (Stofile, 2008, p.68). Wildeman and Nomdo (2007,p.1-37) have confirmed an absence of a common understanding in that there were different perceptions across all provinces in South Africa about what inclusive education meant and how it should be implemented. Moreover, an empirical study conducted in the Mpumalanga and Northern Cape provinces showed a gap at all levels of the education system between the conceptualization of inclusive education and its implementation (Da Costa, 2003,p.133).

According to Cole, Godden, Lawrence, and England (2006,p.59), the Eastern Cape is the poorest or second-poorest province in South Africa. The research findings of a case study conducted by DANIDA on inclusive education in one of the Eastern Cape Districts of Education, as noted by Stofile (2008,p.68), indicated the following:

- Inclusive education was being implemented under extreme conditions, most notably that of extreme poverty.

- The socio-economic status of the province revealed conditions that created dynamics which impacted negatively upon many policy initiatives, including the development of the inclusive education policy. Other complicating issues were radical restructuring of the education department in the province, the reconfiguration of regions into mega-districts, the migration of personnel from one district to another, the changing management structures in the province and districts, poor provision of teaching and learning materials and equipment, and poor infrastructures. It became clear that successful strategies for implementing an ongoing, planned implementation system for inclusion would require the development of a comprehensive planning team supported by a communication network of educators, families, stakeholders, peers, disability organizations, and community resources (ECDoE, 2008,p.40).

2.7.6 Principles governing best practice in implementing inclusive education

After having decided on inclusive education as a national initiative, countries tend to introduce legislation at different points in the development process. However, there seems to be a consensus that legislation should not be the first step in the process, and that it is advisable to refrain from moving too quickly to highly detailed legislation that may in later years operate as a straitjacket on further developments. It is consequently to be recommended that existing legislation should first be reviewed to identify the barriers that it presents to inclusion.(du Plessis,2013, p.80-82)

Research has also indicated that it is useful to combine fairly general legislation with more detailed regulations and guidance, since these can be changed more rapidly in the light of experience. In the United Kingdom, for example, the government formulated a "code of practice" setting out ways in which regular schools should meet learners' special or specific needs. In response to feedback from schools, this code has now been revised to shift the balance from procedural regulation to practical guidance.

In South Africa, the transition process has been based on clear principles that have been built into legislation and other government documentation. In other words, the main policy guidelines were laid down by the DoE, and the role of provincial education offices would be to render policy principles into practice by:

- translating national policy into provincial policy;

- making provision in provincial organograms for the structure of DBSTs;

- planning and budgeting;

- providing clear guidelines for functions and roles of supporting staff in the province;

- issuing procedural manuals for DBSTs to ensure that principles of assessment and enrolment are in line with the principles of Education White Paper 6;

- organizing training to support staff; and

- monitoring and quality assuring the delivery of support programmes.(Doe, 2001,p.27; Landsberg,2005,p.62)

2.7.7 Time-frame considerations for implementing inclusive education

According to the DoE (2001,p.42), the time frame for the implementation of inclusive education would entail a short, medium, and long term, where the short and long terms would be based on addressing weaknesses in the current system. The main approach to remedying identified flaws would consist in gradually expanding provision for and access to education for all, building the capacities and competencies of teachers and support personnel, and monitoring and evaluating provincial departments within the whole system. Regarding implementation, the following would be done as part of short-term steps from 2004 to 2006:

- implementing a national advocacy and education programme on inclusive education;

- planning and implementing a targeted outreach programme, beginning in the government's rural and urban development nodes, to mobilize disabled out-of-school children and youth;

- completing an audit of special schools and implementing a programme to improve quality and efficiency;

- designating, planning, and implementing the conversion of 30 special schools to special school resource centres in 30 designated school districts;

- designating, planning, and implementing the conversion of 30 primary schools to full-service schools in the same 30 districts as above;

- designating, planning, and implementing the district support teams in the same 30 districts; and

- establishing, within primary schooling on a progressive basis, systems and procedures for early identification and addressing of barriers to learning in the foundation phase (grades R–9) (DoE, 2005,p.24-25).

2.8   LEVELS OF INCLUSIVE EDUCATION IMPLEMENTATION

2.8.1   Relative importance of the macro, meso and micro levels

Successful implementation of inclusive education, as the DoE (2001,p.39) notes, is dependent upon funding strategy, expansion of special schools into resource centres, changing some primary schools into full-service schools, and forming DLSTs, which were envisaged as being achievable by 2008. Such implementation initiatives of necessity exert an influence on various levels of the entire South African education system to varying degrees. Landsberg (2005,p.63) has identified the following three levels of implementation:

- the first level is that of the National Department of Education, with the departments of education of the nine provinces below it;

- the second level is that of the provinces, which are each divided into several districts;

- the third level is that of schools.

Jordaan and Jordaan (as cited in Engelbrecht, 2003,p.5) are of the view that the movement towards inclusive education should be understood by means of a contextual analysis and synthesis. From this perspective, it can be seen that the various levels of a system in its whole social context influence one another. Although the chief object of this study is the implementation of inclusive education at micro level, which is at school level, it is essential to pay attention first to implementation at macro (national) and meso (provincial and district) levels. The reason is that if implementation is effective in the two top levels, successful implementation will be more readily identifiable in the bottom level, as will challenges that may be hindering it. In other words, with a clearer perspective on issues at the first two levels, it will be easier to make recommendations to the provincial (district) level on what needs to be done to support schools, at the third level, in the implementation of inclusive education.

2.8.2   Inclusion at national or macro level

According to Ladbrook (2009,p.46-47), there are four aspects of strategies for establishing the inclusive system at the national or macro level, namely:

- slow roll-out of the policy document of Education White Paper 6;

- the network of support;

- funding;

- the delay in developing resource centres and full-service schools.

These aspects are briefly discussed below.

2.8.2.1 *Slow roll-out of the policy document of Education White Paper 6*

The DoE (2001,p.21) has identified the following key strategies:

- qualitative improvement of special schools into resource centres;

- overhauling the process of identification, assessment, and enrolment of learners in special schools;

- the mobilization of out-of-school disabled children and youth of school-going age; and

- the conversion of special schools into resource centres.

It appears, however, that a lag exists in implementing the policy outlined in Education White Paper 6. A need exists to promote the Paper among educators at schools so as to enable them to familiarise themselves with policy guidelines and their role obligations in implementing inclusive education.

2.8.2.2 *The network of support*

The concept of "collaboration" as defined by Engelbrecht (2003,p.163-164) implies networking—whether formally or informally—which in turn involves joint planning, decision making, and problem solving directed towards a common goal. Engelbrecht also points out that in reaching consensus on an operational definition of collaboration within education support in South Africa, the following aspects should be borne in mind:

- Collaboration is not an end in itself but rather a catalytic process used in interactive relationships among individuals working together towards a mutually defined concrete outcome.

- Collaboration is a dynamic and ongoing process.

- Collaborative teaming requires sharing ideas and working together across settings within an atmosphere of mutual respect and support, trust and open communication, consensual decision making, and joint ownership.

- The foci and outcomes are multiple, with learner outcomes being only one important outcome, the others being adult and systems/organizational outcomes.

- Involvement of co-equal parties in collaboration does not imply that the individuals enter into the relationship holding the same sets of experiences, knowledge, or skills. It means that each brings unique perspectives, experience bases, and personal belief systems that hold equal weight and value.

- The collaboration itself should be inclusive, encompassing educators, principals, administrators, parents, learners, and professional support personnel (Engelbrecht, 2003,p.163-164)

2.8.2.3 Funding

According to Wildeman and Nomdo (2007,p.1-37), absence of the national conditional grant has weakened the quest for funding for inclusive education and special schools. Funding is needed, for example, to change the layout of infrastructure, as it is not user-friendly to learners experiencing barriers, such as a lack of ramps. It is also required for improving resources, more especially in the previously disadvantaged schools where conditions are not conducive to teaching and learning.

2.8.2.4 The delay in developing resource centres and full-service schools

The delay in developing resource centres out of special schools, as well as the development of full-service schools, has had a detrimental effect on macro-level promotion of an inclusive education system. Conversion of certain primary schools to full-service schools and that of

special schools to resource centres, as well as the early identification of learning needs, failed to achieve targets envisaged for 2008 (DoE, 2001,p.).

2.8.3 Inclusion at provincial or meso level

Each province is divided into educational districts individually headed by a team that manages inclusive education affairs. Known as a district-based support team (DBST), its task is to provide a coordinated professional support service that draws on expertise in further and higher education. At district level, the service staff component includes support personnel, curriculum specialists, and community role players (DoE, 2002). Landsberg (2005,p.65) provides the following diagram (Figure 2.2) to illustrate the network of support between the district and other stakeholders:
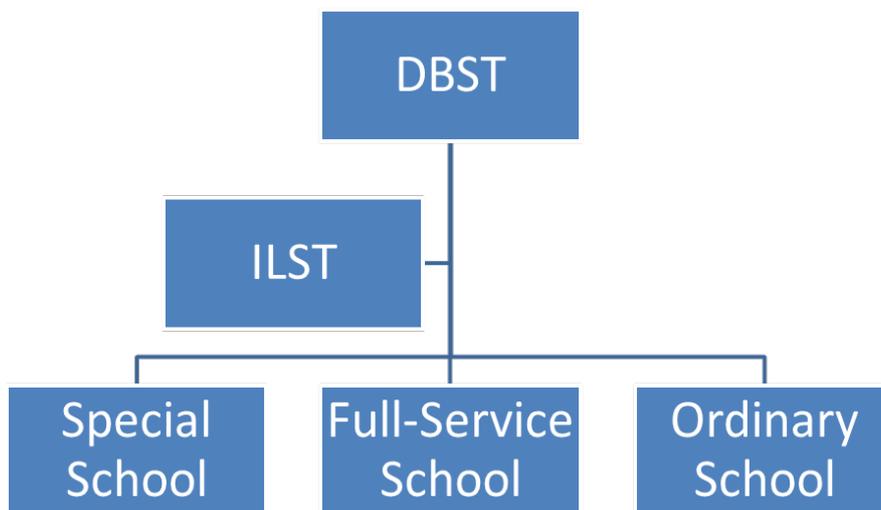
Figure 2.2: *The support network between district and other stakeholders*

2.8.4 Inclusion at school or micro level

The third level of implementation of inclusive education is that of the school. Whether a special school serves as a resource centre, an ordinary school, or a full-service school, it should establish an institutional-level support team (ILST) if it professes to be inclusive in nature (see also Chapter 1, section 1.1). The main function of an ILST is to provide support to educators that teach learners who are experiencing barriers to learning.

In the context of this study, it is necessary to note the levels of inclusive education implementation as defined by the ECDoE (2008,p.43), which differs to some extent from the characterisation of levels outlined above:

(a)   *Macro level—National and provincial:* At the macro level, the ECDoE groups the national and provincial levels together, which should facilitate the establishment of the structures for implementing an inclusive education system, for example the DBSTs that should support ILSTs.

(b)   *Meso level—District:* At this level, the head of the district and its personnel should develop an operational plan in accordance with inclusion. District personnel must form a DBST that makes decisions for developing an inclusive programme for learners by suggesting strategies and assisting the ILSTs.

(c)   *Micro level—School:* The implementation of the inclusive education system at school lies with the school governing body (SGB), school management team (SMT), and ILST, which should work collaboratively and interrelatedly (ECDoE, 2008,p.43). According to Ngcongo and Chetty (2006), every public school is legally compelled to implement policies outlined in this document, which clearly stresses that every public school is a juristic person with the legal capacity to perform its functions in terms of the South African Schools Act, section 12(15). It should be taken into account, however, that different stakeholders operating within this context will influence the process of policy implementation.

2.8.5   The level of inclusive education investigated in the current study

This study focused on the third (Landsberg, 2005,p.63) or micro level (ECDoE, 2008,40) in investigating the implementation of inclusive education in three secondary schools in the Mthatha Education District. Its main sources of information were the SMT and educators who had significant roles in the ILST, which can be referred to as a ground team because of its functioning at the ground level of the education system where actual implementation of inclusive education has to take place.

In investigating the implementation of key strategies in Mthatha district, it first needs to be considered that not all special schools have yet been converted into resource centres either

in name or in services offered, which entail teaching learners with barriers who are referred to special schools from ordinary schools as used to be the case during the apartheid era. Secondly, there is no primary school that has yet been changed into a full-service school: the concept may have found expression on paper, but has not yet been carried into effect in practical terms. According to Mbelu (2011,p.61-64), the South African Government does indeed possess the capacity to champion inclusive education policy through national and provincial departments of education, but, as with many other policies in the country, critical difficulties are experienced with implementation.

The DoE receives the largest proportion of the national budget from the National Treasury each year, some part of which could be earmarked for inclusive education. There appears to be a lack of decisive and efficient leadership in various areas of education, however, to spearhead the implementation of inclusive education. This study has gathered some data on implementation difficulties that, although far from exhaustive, appear to corroborate the findings of similar previous investigations.

2.8.6 Teacher and principal competencies needed to manage inclusive education

According to Swart, E. et al. (2002,p.177), it is interesting to note that there is overwhelming evidence that educators are the key force in determining the quality of inclusion therefore it is without doubt that they can, if given support , play crucial role in transforming schools or without support they can bring no change at all. Du Plessis, P.(2013,p.84) quotes Christie stating that though policy makers may prefer the emphasis on structural changes, they cannot sidestep human agency and its influence on policy outcomes. Teachers have to cope with large class- sizes, student from diverse backgrounds, development variations of student's skill, social problems and what teachers view as unacceptable behaviour. To impact on this it is suggested that teachers need to be well organised, have expert skills, have routines well established and be adaptable to ever changing factors and condition in the regular classroom. Du Plessis, P.(2013,p.88). Du Plessis, (2013,p.84) also quotes WP6 as outlining six strategies for establishing inclusive education where the fifth one is about the general orientation of management, governing bodies and professional staff to the inclusive education model and the targeting of early identification for intervention in the foundation phase. Principals are expected to create a climate of collaboration, because of a lack of

institutional capacity both in administrative systems and suitable leadership, a culture of support and collaborative part. The schools Act (1996, p.   ) says the principal has the following responsibilities:

(a) Overseeing the education programs for all students

(b) Ensuring that a student's IEP is developed, implemented and reviewed with appropriate revisions.

(c) The principal is the key player in ensuring that an inclusive philosophy is in place in a school

(d) They should make sure teachers receive the information they need to work with students with special needs

(e) They should also make sure that the school is organised to provide needed resources and support on site, and that staff are supported in the areas of release time, problem solving and appropriate support to further inclusion.

(f) Recognise the need for program and staff development, and all students benefit from inclusion.

Based on the above principals and educators are expected to play a vital role in the implementation of inclusive education and also on giving support to learners experiencing barriers to learning. Principals and educators to are expected to receive all the information from DBST whose role has been defined as promote inclusive education through training, curriculum delivery, distribution of resources and general management.(DoE, 2005,p.47).

2.9   ROLE OF THE DISTRICT-BASED SUPPORT TEAM (DBST)

A district-based support team is defined as a group of departmental employees whose job it is to promote inclusive education through training, curriculum delivery, distribution of resources, identifying and addressing barriers to learning, leadership, and general management (DoE, 2005,p.45). Since the DoE (2001,p.47) notes that the key to reducing barriers to learning lies in a strengthened education support service, it is clear that the DBST has a pivotal function to fulfil at the centre of such a service. A DBST comprises staff from

the district offices and special schools, and its key responsibility is to provide the full range of education support services such as professional development in curriculum, assessment, and instruction to institutional-level support teams or ILSTs. It is apparent that the effective functioning of both DBSTs and ILSTs also requires successful inter-sector collaboration between education structures and departments such as health, social welfare, and justice (DoE, 2001,p.39).

2.9.1   Functions of DBSTs

The above outline is confirmed by the NCSNET and NCESS (as cited in Engelbrecht (2003,p.54) regarding the primary focus of DBSTs being that of providing support to schools and other learning sites. While the resources in the school community and from the surrounding community may be able to meet most of the challenges, at times there will be a need for more specialist advice and interventions that can be drawn from DBSTs. According to the ECDoE (2008,p.46), a DBST fulfils the following purpose:

- It serves as consultants to the school management teams and governing bodies.

- It provides support to the ILSTs, and its focus should be on support strategies that could assist educators in the learning and development of learners.

- It assists educators in institutions in creating greater flexibility in teaching methods and assessment procedures.

- It builds capacity at schools that is in direct support to learners.

The primary function of DBSTs, as defined by the DoE (2001,p.45), is to evaluate and, through supporting teaching and learning, build the capacity of schools such as early childhood and adult basic education and training centres, colleges, and further and higher education. DBSTs should also provide a coordinated professional support service that draws on expertise in further and higher education and local communities, targeting special schools and specialized settings, as well as designated full-service and other primary schools (Landsberg, 2005,p.63).

2.9.2 Components of DBSTs

Landsberg (2005,p.63) has identified the following staffing complements of DBSTs:

- support personnel who are currently employed by the DoE such as therapists, psychologists, health and welfare professionals, experts on learning support to teachers, and specialists on specific disabilities;

- curriculum specialists who can provide curriculum support to teachers;

- management specialists to provide administrative and financial management support to schools; and

- specialist support personnel from existing special schools and other education institutions such as higher and further education institutions.

DBSTs are central to service delivery, as remarked upon by Stofile and Green (2004,p.11), and their brief is to build capacity and to support educational institutions in recognizing and addressing learning difficulties, thus empowering these institutions to accommodate a range of learning needs. It should be noted that DBSTs are not primarily intended as response mechanisms to crisis situations, but rather as instruments for building capacity in schools so that ILSTs can develop the knowledge, skills, and confidence to address a range of concerns (Stofile & Green, 2004,p.16).

The ECDoE (2008,p.49) has its own specific views on the staffing complements of DBSTs, deeming them to consist of:

- personnel such as psychologists, therapists, and learning support experts at the district level who assist educators in meeting specific learner needs;

- other directorate development personnel involved in education management governance and development;

- administration and financial personnel who may be able to provide support to education institutions; and

- specialists and educators from special schools.

DBSTs can therefore in a generic view be considered to consist of a core of education support personnel with the competencies to fulfil their role in the district, as well as of a network of support resources in the area concerned. Moreover, seen in the context of the information on DBSTs and their functions, it appears that ILSTs would hardly be able to function effectively without the support of DBSTs, especially the guidance provided by their professional components such as psychologists, therapists, and the special school educators to whom learners with barriers to learning were previously referred.

2.9.3   Competencies for DBSTs

According to Engelbrecht (2005, p.55), competencies required from DBSTs include a range of skills and experience, including specialized skills practised by persons with specialist training, as well as other more generic skills that are relevant to addressing barriers to learning and development. Competencies considered as critical to facilitating institutional transformation and providing appropriate support, range from the practical to the theoretical; for example, from paramedical and medical support of learners, to learning support relating to specific needs. Especially in the early phase of the development of ILSTs, the DBSTs could play a central role in building the capacity of the team and school as a whole to understand the challenges relating to building an "inclusive school".

2.10   CHARACTERISTICS OF AN INCLUSIVE SCHOOL

2.10.1 The Davidoff–Lazarus model for building inclusive schools

Davidoff and Lazarus (as cited in Engelbrecht, 2003, p.64) have recommended a model for building an inclusive school. These researchers have framed the following questions for discovering the key elements in the model:

(a)   *School policy:* Do the school's mission statement, aims, objectives, and policy guidelines include elements that would enable the school community to become more inclusive?

(b)   *Strategies (school development):* Does the school development plan (including the school's goals, action plans, and evaluation frameworks) include aspects that will facilitate the development of an inclusive teaching and learning environment?

(c)   *Strategies (curriculum development):* Do the curriculum goals, plans, and evaluation procedures of the school ensure that the diverse needs of the learner population are being adequately addressed?

(d)   *Human resource utilization and development:* Are the resources and competencies of all role players in the school (including parents and community resources) being optimally utilized for the purposes of providing an effective and inclusive teaching and learning process?

(e)   *School culture:* Do all the above elements of school life reflect and work towards the development of values and norms that reflect an inclusive and supportive teaching and learning?

(f)   *External context:* How do factors relating to family, community, district, and provincial, national, and global contexts hinder or support the development of an inclusive school?

(g)   *Leadership and management:* Do the school governing body and the management team (principal, heads of departments, and others in leadership positions in the school) have the competencies to know how to accommodate diversity and address barriers to learning and development? (Davidoff and Lazarus, as cited in Engelbrecht, 2003, p. 66, p.29).

2.10.2 The Mitchell formula for identifying key components of inclusive education

Mitchell (2008,p.28-29), in turn, is of the opinion that the idea of inclusive education reflects two, or possibly three, main factors or underlying ideas:

(a)   *Firstly*, if inclusive education is handled appropriately, learners with special educational needs will gain academically and socially, and will improve their self-esteem.

(b)   *Secondly*, it is now generally accepted in most countries that learners with special educational needs have a right to be educated alongside their peers who do not have special needs.

(c)   *Thirdly*, it is sometimes put forward that inclusive education is more economically viable given the expenses involved in transporting and accommodating learners in special schools, especially in rural areas.

Mitchell (2008,p.28-29) also maintains that the success achieved in inclusive education depends on the skills of educators at the school level, who in turn depend on the leadership of the educational and administrators at national, state, provincial, and district levels. He has summarised the essential elements for success in the form of the following formula:

$$\text{Inclusive education} = V + P + 5A + S + R + L$$

where

(a)   *V = vision:* Commitment is required on the part of educators at all levels of the system to the underlying philosophy of inclusive education and a willingness to implement it.

(b)   *P = placement:* This means placement in an age-appropriate classroom in learners' neighbourhood school, which is a necessary (but not sufficient) requirement for inclusive education. Furthermore, it is important that learners with special needs in regular classrooms should not then be placed in ability-based groups for all their activities, thus creating a form of within-class segregation, though mixed individual attention is to be given if possible.

(c)   *5A = five A's:* These stand for—

(i)   *Adaptations and modifications* to the curriculum, which are central to inclusive education. They also constitute the biggest challenge that educators have to face in creating inclusive classrooms.

(ii)   *Assessment*, which is not merely a simple tool for sorting or selecting which learners should have opportunities to continue their education. When assessment is used for selection or ranking, it is inevitable that learners with special education needs will feel the worst, thus stigmatizing them as failures and demotivating them.

(iii) *Adapted teaching*, in which educators need to adapt their teaching to accommodate learners experiencing barriers to learning.

(iv) *Adapted learning*, in which different teaching styles need to be applied so as to help all learners.

(v) *Access*, which means that learners experiencing barriers should have access to both school and learning.

(d) *S = Support:* This refers to the development of ILSTs as a supporting tool within the school environment for all learners, including those with impairments, and, moreover, for teachers who may have experiential difficulties in teaching them.

(e) *R = Resources:* Little or nothing can be achieved with the other elements if a school lacks resources such as assistive devices, for example, to enable learners to acquire an education.

(f) *L = Leadership:* The school management team should be thoroughly familiar not only with the theoretical principles of inclusive education, but also with the practical ways and means of carrying it into effect (Mitchell, 2008, p. 29).

2.10.3 The input-process-outcome-context model

This model for inclusive education, as noted by Peters (2004,p.10), asserts that school climate, and teaching and learning, are two domains that are of critical importance in the process of inclusion. Within these domains, a whole-school approach to inclusive education is a critical factor for effective implementation.

2.10.4 Collaboration with sectors in the community

In addition to the whole-school approach, collaboration with other sectors in the community is viewed as critical in developing inclusion. Green and Stofile (2004,p.55) maintain that since the publication of Education White Paper 6 in 2001, there have been several initiatives to facilitate the effective implementation of an inclusive education system. One of the most significant initiatives has been that most schools, especially primary schools, have established ILSTs. Some of these teams, but not all of them, are

reported to be functioning effectively (DoE, 2002; Engelbrecht, 2003,p.160-164). According to Mitchell (2008,p.29), the practice or implementation of inclusive education will only be successful if it is viewed as part of a system that extends from the classroom to the broader society. Its viability depends on what goes on from day to day and minute by minute in classrooms and playgrounds. It also depends on the skills of educators at the school level who, in turn, depend on the leadership of the educational administration at the national, provincial, and district levels.

2.11 THE ROLE OF INSTITUTIONAL-LEVEL SUPPORT TEAMS

2.11.1 Importance of the establishment of ILSTs

The DoE (2005,p.6) maintains that each school must have an assessment team with representatives from different phases, which will be responsible for determining the policy and procedures as early as possible in the year. The establishment of ILSTs is an example of a shift from the Special Education Act of 1948 to the South African Education Act of 1995, whose focus is to ensure quality education for all. Various studies assert that strong support at all levels of education is one of the key strategies to the successful implementation of inclusive education (DoE, 2005,p.6; Hay, 2003,p.230). The focus of this study, as stated in the introduction, is on the micro level of national education, i.e., schools (ECDoE, 2008,p.58). The above is based on the view that the success of any school programme greatly depends on the amount of planning and preparation that precedes the implementation of inclusive schooling (ECDoE, 2008,p.58).

The principles of inclusive education involve strategic areas for change that require the establishment of ILSTs. The primary function of ILSTs is to put in place properly coordinated learner and educator support services that will reinforce the learning and teaching process by identifying and addressing learner, educator, and institutional needs (DoE, 2008,p.8). Landsberg (2005,p.66) is of the opinion that whether the school is a special school serving as a resource centre, or whether it is an ordinary school, it should establish an ILST for the provision of learning support in conjunction with initiatives undertaken by teachers involved in a particular learner's teaching and learning.

2.11.2 Nature of ILSTs

The DoE (2005,p.6) defines ILSTs as "teams established by institutions in general, further and higher education, as institution-level support mechanisms whose primary function is to put in place coordinated learner and educator support services" (p. 5). It needs to be noted that ILSTs have different names in different provinces, for example school-based support team (SBST), and teacher support team (TST) (DoE, 2008, p.56). Such teams serve as important strategy instruments for delivering support to learners in their ordinary schools and communities, since they obviate the need to refer students externally for access to specialist services. Instead, students can be supported in their ordinary schools and classrooms.

2.11.3 Responsibilities of ILSTs

The first task of ILSTs is not to assess and refer, but to find ways of changing what is happening in the classroom so that learners can be maintained where they already are. The DoE (2005,p.58) delineates the responsibilities of ILSTs as follows:

- deciding which learners must have access to inclusive strategies of learning, teaching, and assessment;

- taking note that some learners may experience more than one barrier;

- deciding on the materials needed and practical arrangements to be made;

- monitoring and reporting on the process, definitions, and developmental issues;

- facilitating communication among stakeholders regarding curricular goals;

- developing a support system so that learners with barriers to learning and development can be successful;

- suggesting human and physical strategies to support learners (ECDoE, 2008,p.58).

Another facet of the primary function of ILSTs (DoE, 2001,p.47) is to put into place properly coordinated learner and educator support services to support the teaching and learning process at the site of learning by:

- identifying and addressing learner, educator, and institutional needs;

- gathering information and organizing information sessions on inclusion; and

- putting in place a plan that sets objectives for inclusion.

Regarding the last-mentioned issue—the plan for setting objectives—the following must be taken into account:

- introducing a policy that provides schools with a framework for implementing inclusive education;

- providing a clear indication of the membership of the ILST and the reasons for their selection;

- ensuring that the school's admission policy is open for inclusive education by stating that learners with barriers to learning are admitted and by indicating the means for catering for their learning;

- providing a clear indication of the school's infrastructure; for example, ramps for learners who may be using wheelchairs; and

- providing a clear indication of other equipment that will be of assistance; for example, teaching aids and assistive devices for learners experiencing barriers to learning.

2.11.4 Composition of ILSTs

Stofile and Green are of the view that ILSTs are to be composed mainly of teachers in the school, but can also include parents, learners, and other community stakeholders. Moreover, the inclusion of the principal or deputy principal in the team will help to convey the message that inclusive education is an important and central school activity. Landsberg (2005,p.67) cites the Gauteng Department of Education's belief that that ILSTs should consist of:

- a learning support teacher who is competent and innovative;

- the referring teacher (learning area or class teacher);

- an elected teacher;

- the principal;

- a school assessment representative;

- any co-opted member from outside, such as a psychologist;

- parents of the learner; and

- the learner.

The literature regarding this issue makes it is clear why establishment of ILSTs is important for the implementation of inclusive education, more especially when considering its responsibilities. This study focused on whether such a strategy was already being put into effect in the three selected secondary schools or not, considering that the real shift from the previous 1948 Special Education Act to the later South African Education Act of 1996 could only be effective when inclusion was observed to be practically occurring in schools in terms of the policy being implemented.

2.12   DIVERSITY OF LEARNER POPULATION

The DoE (2001,p.18) maintains that in mainstream or public schools, priorities will include multi-level classroom instruction so that educators can prepare main lessons with variations that are responsive to individual learner needs, cooperative learning, curriculum enrichment, and dealing with learners with behaviour problems. The principle of diversity can be used as a basis for furthering the fundamental principles of the Constitution of South Africa and thereby move the nation towards the development of an inclusive society (Engelbrecht, 2003,p.46). The ECDoE (2008,p.46) notes that one of the principles of the South African Schools Act of 1996 is the acknowledgement of the right of equal access to basic and quality education, which means that no learner may be denied access to regular schools on the grounds of disability, language, learning disability, or pregnancy. Moreover, as the ECDoE points out, every learner has a fundamental right to education, which entails a

basic right to equal educational provision for all learners—in particular those who had little or no access to educational provision in the past.

This indicates that for a school to be inclusive, there must be learner diversity according to which learners who are experiencing barriers to learning are not referred to special schools as used to be the case.

2.13   SOCIAL INTEGRATION

This implies the facilitation of opportunities for learners and other members of the learning community to learn and work together in a cooperative environment. Attendant features of this approach involve addressing prejudices wherever necessary, viewing differences not as an obstacle but rather as a rich resource to benefit all, and nurturing respect for oneself and others (Engelbrecht, 2003, p. 47). Putnam (as cited in Landsberg, 2005, p.75) refers to integration as collaboration or cooperation in which people work together to reach a common goal.

2.14   SCHOOL ENVIRONMENT

The school environment can be a learning barrier in itself, considering that it consists of a psychosocial environment that includes the general culture and ethos of the school, which will reflect particular norms, values, and attitudes (particularly towards diverse realities and needs) (Engelbrecht, 2003,p.48). One of the approaches for remedying a potentially negative environment is that of developing an inclusive school according to the whole-school development approach. Such an "all-embracing" positive environment will facilitate the creation of inclusive cultures and practices that permeate every aspect of the school and all its activities (Landsberg, 2005, p. 18).

2.15   CURRICULUM

The curriculum includes aspects such as learning programmes, the medium of teaching and learning, classroom management, teaching practices, and assessment (Engelbrecht, 2003,p.51). Landsberg (2005,p.56) defines accommodation in assessment, which is part of the curriculum, as adaptive acts or measures aimed at making the information or question of each assessment item equally accessible to learners contending with the particular form and degree of barrier for which accommodation is intended as to learners not experiencing

those barriers. Naicker (2006,p.1) reports that four years after the launch of White Paper 6 in 2001, policy developers and implementers came to realize that the following challenges and possibilities associated with the implementation of inclusion in South Africa had to be considered:

2.15.1 Epistemology

This concerns the branch of philosophy that studies knowledge. The apartheid education doctrine focused on control, absolute understanding of the world, and a highly authoritarian approach that impacted on thinking, teaching, and practice in classrooms. After the new democratic government assumed power, policy had a transformative agenda and the emphasis was on creating the conditions for transformation. However, the conceptual-ization, production of knowledge, roll-out of training, and monitoring and evaluation of inclusive education were left to bureaucrats because of a lack of appropriately trained experts with a sufficient background in education. Since it is extremely difficult to train or orientate others if one does not possess a sound understanding of epistemological issues and how they impact on thinking, practices, and transformation in general, difficulties arose. In many cases, insecurity concerning training and a lack of knowledge have led to routine and control approaches, instead of open, reflective, and critical understanding for creating new meanings. Howell (2006,p.41) argues that similar to the process of formulating and framing a policy document, which may be influenced by a range of different stakeholders with their own interests in conflict with one another, policy implementation may be influenced by inputs from various stakeholders with different interpretations of and approaches to the policy document.

2.15.2 Entrenched special education theory and practices

In order to move towards inclusive education in terms of thinking and practices, South African educationists are required to shed entrenched special education theory and practices, based on the fact that the previous Special Schools Act focused on the individual deficit theory and viewed the person as a helpless being. Since this theory viewed the person as in need of treatment and assistance outside regular education, no attempt was made to address the deficiencies of the system, for example even at the very basic level of

providing infrastructure such as wheelchair ramps at mainstream schools (Naicker, 2006, p.4).

2.15.3 Political and ideological factors

The change to a democratic government in South Africa was a dream of every oppressed South African. In order to create the conditions for inclusion and a curriculum that is accessible to all, educationists have to arrive at a common understanding concerning ideological issues. A critical mass of educationists must merge with the intellectual tools, not just principles, aims, and goals. Engelbrecht (2006, p.121) notes that the education system in South Africa has undergone far-reaching policy changes reflective of the Government's desire to restructure and transform a divided, fragmented, discriminatory, and authoritarian education system into a more democratic, open, flexible, and inclusive system consistent with the democratic principles underlying the new democratic dispensation.

The South African Constitution and Bill of Rights adhere to the notion of a rights culture, embracing the democratic values of liberty, equality, and human rights, and implying an education system that is inherently capable of meeting the diverse needs of every learner and of preventing learner breakdown and exclusion. No learner may, therefore, be denied access to any school on any grounds, including disability, language, or learning difficulty. Barriers to learning and participation in schools in South Africa commonly arise from a range of factors, including:

- socio-economic deprivation;

- negative attitudes to and stereotyping of difference;

- an inflexible curriculum;

- inappropriate languages or language of learning and teaching;

- inappropriate and inadequate support services;

- inadequate policies and legislation;

- the non-recognition and non-involvement of parents; and

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- inadequately and inappropriately trained leaders and teachers in education (DoE, 2001,p18).

2.16   CONCLUSION

Drawing on Colebatch's (as cited in Mbelu, 2011, p 14) model of stages on policy formation, this literature review has sought to examine inclusive education as a policy to be implemented in terms of the principles contained in the Constitution. These principles stress among other things that a public school must admit learners and serve their educational requirements without unfairly discriminating in any way. The historical background of inclusive education and the characteristics expected of any school professing to be inclusive in nature were investigated and presented in this chapter, since the insights thus gained served as a basis for the questions put to school principals and educators concerning the inclusivity status of their schools.

As noted earlier in this study (see 2.6.8), the implementation of inclusive education was initially envisaged to take place over three terms (short, medium and long), of which the short term was supposed to have been completed between 2004 and 2006. The implication of this is that since there have been no published failures regarding the first or short term, it may be assumed that the second term would have started five years ago. Furthermore, any remedial measures or modifications that might have been required should have been entered into since then, as it normally happens in the education curriculum that has been undergoing changes throughout the development phases of objectives-based education (OBE), the National Curriculum Statement (NCS), the Revised National Curriculum Statement (RNCS), and a newly introduced Curriculum Assessment Policy Statements (CAPS), whose task it is to modify other curriculums. In view of the great number of policy documents that have been published, as reflected in the literature reviewed in this chapter, and furthermore in view of a possible gap between policy and its implementation, the current study poses the following question: What has been done in secondary schools of Mthatha district of the Eastern Cape in an attempt to implement inclusive education?

CHAPTER 3:
RESEARCH DESIGN AND METHODOLOGY

3.1   INTRODUCTION

In this chapter, the researcher outlines the research design and methodology followed in this study, and elucidates the reasons, with substantiation from supporting literature, for selecting the particular approaches chosen.

3.2   RESEARCH SETTING

This study was conducted in three secondary schools in the rural part of Mthatha district of the Eastern Cape Province.

3.3   QUALITATIVE RESEARCH DESIGN AND METHODOLOGY

A research method is a plan of action utilised for finding answers to any kind of question through the use of essential skills, insights, and tools. These research instruments aid the researcher in deciding about the reliability and trustworthiness of the research methods used.

Wysock (as cited in Nomangola, 2006, p.15) defines research as a series of steps, techniques, exercises, and events that can be applied to every sphere of life to help researchers understand the world in which they live. This chapter provides a discussion of the methodology employed for the current study. The various methods and techniques that were used, the rationale for each method used, data collection techniques, the influence of methodological preferences on the types of data analysis used, and the subsequent interpretation of findings are also elucidated.

3.4   CHARACTERISTICS OF QUALITATIVE RESEARCH

Qualitative inquiry provides researchers with the opportunity to enter into the experience of research participants and thus to gain insight via variant reponses regarding particular aspects of concern in a study. According to McMillan (2008, p.272), qualitative research has the following characteristics:

(a)   *Natural setting:* Behaviour is studied in a setting as it occurs naturally without manipulation or control of behaviour or the setting. Nor are there any externally imposed constraints. It is naturalistic because researchers go where the action is (Mabuya, 2003 ,p.61). In this study, schools provided the natural setting in which inclusive education was supposed to be implemented. The setting also contained the relevant components of implementation, namely educators, and learners experiencing barriers to learning. Observation helped the researcher to apply natural setting as behaviour was studied as it occurred naturally without manipulation nor control of behaviour or setting.

(b)   *Direct data collection:* Researchers are able to collect data directly from the source in the role of interviewers or observers, with the purpose of being close to the data for gaining a full understanding. The researcher applied this using direct data collection as each participant was directly interviewed to ensure that data is directly from the source. This has been an advantage to the researcher as she gained a chance to probe for clarifications and individual meanings as she was close to the data.

(c)   *Rich narrative descriptions:* Since researchers approach a situation with the assumption that nothing is unimportant, they compile detailed notes and narratives that provide an in-depth understanding of contexts and behaviours (hence the descriptive term "rich"). The researcher approached the situation to collect data with the assumption that nothing is unimportant. She started by studying posters hanging on the staffroom walls, statement of school values, school vision and registration policies also hanging on the walls and this helped because that is where the researcher noticed that inclusive education has started to be implemented.

(d)   *Inductive analysis:* Data are gathered and synthesized inductively by drawing conclusions from particular instances to generate generalizations, models, or frameworks. Synthesis started as the researcher started interviewing participants and trying to understand the difference between what was gathered through observations and through interviews.

(e)   *Emergent research design:* The design of the study evolves and changes as the investigation takes place. This applied in this study as the data that was collected through posters gave an understanding that implementation of inclusive education was already in motion in these schools, things changed as interviews proceeded as it became clear that it is only implemented theory and not practically. That led to a change in design of structured questions which were prepared before the researcher approached interview site.

These characteristics suited this study as the researcher interviewed participants in the schools where they worked, which was their natural setting. Although the data collection strategy was described as semi-structured, the researcher also used observation by noting all relevant matters ranging from wall displays of policy statements to non-verbal responses of participants to questions. What made qualitative research eminently suitable for this study was that nothing would be considered unimportant in a material or theoretical context, or behaviours in the school setting. Owing to the characteristics of inductive analysis, the findings of this study allowed for generalizations and the formulation of a framework, which in turn would permit comparison with similar studies in the Eastern Cape.

3.5   RESEARCH DESIGN

 Research design is a general plan for setting up the research, determining the role of subjects or research participants, and deciding on the methods to be used for data collection (McMillan & Schumacher, 2006,p.21). The current research followed a case-study design, which is defined as a single-site study in which there is a natural socio-cultural boundary and face-to-face interaction encompassing the person or a group. According to Cohen (2007,p.13), a case study is a specific instance that is frequently designed to illustrate a more general principle. A case study may focus on individuals who have had similar experience but may not be interacting with each other (McMillan & Schumacher, 2006,p.316). In this research, case-study design was chosen because of the following characteristics:

- Case studies strive to portray what it is like to be in a particular situation with the aim of capturing the close-up reality and thick descriptions of participants' lived experiences of, thoughts about and feelings in a situation.

- The case-study approach involves looking at a case or phenomenon in its real-life context, usually employing many types of data.

- Events and situations are allowed to speak for themselves, rather than to be largely interpreted, evaluated, or judged by the researcher. Case studies tend to use certain data collection methods such as semi-structured interviews, open interviews, or observation. A case study design was employed for the current investigation since it would enable the researcher to obtain information and thick descriptions from principals and educators on all relevant aspects of the implementation of inclusive education in their schools. The researcher would further be in the position to allow the school situation to speak for itself on initiatives to carry inclusive education into effect.

3.5.1 Sampling

McMillan &Schumacher (2006,p.319) defines sampling as a selection of particularly informative or useful subjects. Thus, sampling refers to the selection of research participants from an entire population and involves decisions about which people, settings, events, behaviours, or social processes to observe.

 A sampling technique used in this study was that of purposeful sampling, which is aimed at selecting information-rich cases for study in-depth (McMillan & Schumacher, 2006,p.319). Purposeful sampling is used in the qualitative approach to seek out participants with particular characteristics according to the needs of development analysis and emerging theory. These cites were chosen by the researcher as information-rich because as a teacher in the area she knows that there are barriers that hinder learning from taking place in all schools in the area because of upbringing of some of these learners. The area is poverty stricken as some learners are raised by grandparents who drink liquor, there is a problem of break-ins, rape in the area which has a negative effect in learning. Some learners have lost their parents due to HIV/AIDS related illnesses and in some cases they have seen them when they were sick as they normally come back from wherever they have been when they are not feeling well. Even the condition of school's infrastructure is not at all conducive for teaching and learning to take place.(See section 1.6.1.2).

3.5.2   Selection of sites and participants

Choosing a site may involve negotiation since it is necessary to obtain freedom of access to a site that is suitable for the research problem and feasible for the researcher's sources of time, mobility, and skills (McMillan & Schumacher, 2006,p.319).

In this study, the researcher first negotiated freedom of access to schools with the ECDoE and then with principals, school governing bodies, school management teams, and educators. After permission for access was granted, purposeful sampling was used to decide which participants should be selected. The three secondary school principals were selected because they would be the first to become aware of any new policy from the DoE and were tasked with encouraging educators to implement such a policy. In each school, three educators were chosen on account of their years of teaching experience and phases in which they taught. These educators, moreover, would be able to serve as the actual information-rich key informants who were familiar with the challenges experienced by learners confronting barriers to learning and the attendant problems of implementing policy. These educators have been teaching in this area for years, they know about family situations of learners, even those who are from very poor families who cannot assist these learners at home and they also know of the break-ins and dangers experienced by people in this community. Some teachers among the chosen were staying in the area in their first years of teaching but since Nontwayibonwa groups started they left for town, so they are very clear of the conditions of living in the area(see section 1.6.1.2).These principals and educators had similar experience in the field of teaching. Schools A and B had a total of ten educators each, while school C had nine educators. All three schools were secondary schools (general education and training [GET] band, Grades R–9).

The context in a qualitative approach is accepted in a naturalistic way, where the researcher is usually present. In this study, the researcher conducted interviews personally and was consequently able not only to gather both verbal and non-verbal responses from participants, but also to probe and prompt them for clarification on the meanings of responses that were not entirely clear.

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3.6 DATA COLLECTION TECHNIQUES

These are ways of collecting or acquiring useful information on what is being researched (McMillan & Schumacher, 2006,p.346-351). Qualitative data collection uses multi-method data collection strategies, namely participant observation, in-depth interviews, document and artefact collection, as well as field observations and other supplementary techniques. In this study, data were collected through field observations and interviews conducted with each principal from the three secondary schools and three educators from each school (see Table 3.1).

Table 3.1: *Particulars of participants interviewed*

SCHOOL A					
Principal			Educators		
Gender	*Appropriate experience (years)*	*Qualifications*	*Gender*	*Appropriate experience (years)*	*Qualifications*
Female	5		Female	22	
			Female	8	
			Male	15	
SCHOOL B					
Principal			Educators		
Gender	*Appropriate experience (years)*	*Qualifications*	*Gender*	*Appropriate experience (years)*	*Qualifications*
Male	10		Female	30	
			Female	10	
			Male	5	
SCHOOL C					
Principal			Educators		
Gender	*Appropriate experience (years)*	*Qualifications*	*Gender*	*Appropriate experience (years)*	*Qualifications*
Male	5		Female	3	
			Male	6	
			Male	14	

3.6.1 Interviews

According to Kvale (as cited in Cohen, 2007,p.45), the use of interviews in research marks a move away from considering human beings as subjects to be simply manipulated and data as somehow being external to individuals. The volition in interviews is rather towards regarding knowledge as generated between humans through conversations. Such conversational exchanges also help participants—be they interviewers or interviewees—to discuss their interpretations of the world in which they live, and to express how they regard situations from their own point of view. This strategy for data collection also has the advantage of flexibility since it allows for the utilisation of multisensory channels, namely verbal, non-verbal, spoken, and heard (Cohen, 2007,p.45).

From among the various types of interview (e.g., standardized, life history, focus group), the semi-structured interview was chosen for this study because it allows researchers to limit themselves to a few set questions or prefigured frameworks. This approach enables researchers to prompt and probe, press for clarity and elucidation, rephrase and summarize where necessary, and check for confirmation, particularly if the issues are vague or complex (Louis et al., 2007,46-48). Semi-structured questions were chosen so as to allow a chance of follow-up questions that depended on individual answers, more especially to obtain a clear understanding of individual meanings. These interviews involved gaining insight into the state of readiness, as well as progress that had been made in the schools in the implementation of inclusive education.

3.6.2 Field observation

According to McMillan and Schumacher (2006,p.346), although researchers should adhere to the principle of non-interference, they need to be active in eliciting different views of events from different participants for the sake of accuracy and confirmation. Researchers can corroborate what participants actually do, and what they imply with non-verbal movements and body language. In this study, the researcher as the interviewer also fulfilled the role of observer in order to assess the correlation between participants' verbal and non-verbal responses. Participant observation is defined as a combination of particular data collection strategies: limited participation, field observation, interviewing et cetera(Mcmillan & Schumacher, 2006,p.346). Mcmillan & Schumacher (2006,p. 346), define field

observation as the researcher's technique of directly observing and recording without interaction. The researcher mixed participant observation where non-verbal movements were observed as well as field observations where posters hanged on the walls: mission statements, school vision, admission policies and many more were read. The later was done without interaction with participants and it also directed some of structured questions to participants. What was supposed to be observed was whether there may be learners with physical disabilities in the school, to also look at how accommodating is the infrastructure to learners with these physical barriers as well as what is written anywhere around the school that can be of help on the topic being researched.

3.7   VALIDITY

Validity refers to accuracy of results (Terreblanche, 2006,p.45). In this study, accuracy was ensured through interviewing participants individually, which, *inter alia*, made cross-referencing assessment possible between responses from educators at the same school. Validity was also achieved through corroborating data with the principal of the school concerned. The use of two data collection strategies, namely interviews and field observation, allowed for triangulation of data. When it appeared that something was unclear or ambiguous to participants, member checking was undertaken. This involved rephrasing of questions and verifying participants' meanings through casual conversations. More formally, corroborative interviews were used to ensure the validity of the data obtained through interviews and field observations.

3.8   RELIABILITY

This refers to the consistency of data that are gathered (Terreblanche, 2006,p.45). Use of semi-structured questions is one way of ensuring reliability of results, which in this study was achieved by posing the same questions to participants of the same school. The only difference involved follow-up questions aimed at clarifying individual meanings. Member checking, as explained in the previous section, was also undertaken to enhance reliability. The researcher adhered to low-inference descriptors, which means that descriptions were almost literal and that important terms were those used and understood by the participants (McMillan, 2008,p.176). The researcher ensured that concrete, precise descriptions from field notes and interview elaborations were employed. These are hallmarks of qualitative

research and constitute the principal method for establishing reliability of patterns found in the data.

That the ECDoE required the researcher to submit both a hard and an electronic copy of the dissertation means that the findings would be subjected to a separate verification and confirmation assessment via the Mthatha district education authorities and also the principals and teachers interviewed.

3.9   ETHICAL CONSIDERATIONS

The researcher did not undertake the study before acquiring consent from the ECDoE. Each school's authority was given a letter of consent clearly indicating the reason for conducting the study and what it would be used for. The schools as institutions were assured that their anonymity would be maintained and that they would only be referred to as Schools A, B, and C. Any information that could give rise to easy identification of a school was avoided.

The participants, too, were assured of their anonymity and that confidentiality would be respected. No names were used in the study, findings, or even in interviews. After having received formal written assurance from the researcher about anonymity, confidentiality, and voluntary participation, as well as a full explanation of the rationale for the study, the participants agreed to share in the study of their own free will. The researcher ensured that her thinking and approach involved respectful caring and fairness towards participants by allowing them to express their fears as well as their concerns about the study, more especially regarding the final report. They were assured beforehand that they would be able to view the findings before publication, a commitment that was adhered to.

3.10   DATA ANALYSIS

Data analysis is defined as an ongoing, cyclical process that is integrated into all phases of qualitative research. The aim of data analysis is to transform information or data into an answer to the original research question. Qualitative data analysis is primarily an inductive process of organizing data into categories and identifying patterns (relationships) among the categories, most which emerge from the data (McMillan & Schumacher, 2006,p.363-368).

The interim analysis approach was used in this study, as in most qualitative studies, since analysis occurs and continues during data gathering. This is known to serve two purposes:

- to make data collection decisions; and

- to identify recurring topics (McMillan & Schumacher, 2006,p.367).

The researcher kept field notes and interview notes to facilitate the identification of themes, interpretations, and questions. Data had been organized based on the research question and interview guide, after which the findings could be structured in narratives, as is always the case with qualitative research.

3.11 CONCLUSION

The above chapter outlined the research methodology employed in this study. Such methodology can be defined as a tool used for answering a research question using essential skills and instruments appropriate to the qualitative research approach. The reasons for selecting this approach were discussed in detail, as was the research design (being the actual blue-print of how the research was done). Attention was also given to the data collection techniques and the reasons for their appropriateness for this study. The issues of reliability and validity, as well as ethical considerations, were also discussed in the context of seeking an answer to the research problem.

CHAPTER 4:
PRESENTATION AND ANALYSIS OF DATA

4.1   INTRODUCTION

This chapter introduces and discusses the themes that emerged from the data collection. These themes were compiled from data collected from selected educators and principals confronted with the implementation of inclusive education in their schools and classrooms. As mentioned in Chapter 3 (see section 3.6), in each of the three selected schools four people were interviewed, namely the principal and three educators, which brings the number of participants to 12. All of them were individually interviewed in semi-structured settings. Where appropriate (in this chapter and in Appendix 6), participants are designated by means of abbreviations in which "P" stands for "principal" and "T" for "educator". The number following the "T" abbreviation indicates the chronological order in which the educators were interviewed at the particular school (i.e., 1, 2 or 3). The researcher is designated by the letter "R", and the schools by the letters "A" to "C". This system was employed to maintain the anonymity of participants and their schools. Since interviews conducted by the researcher were structured, they allowed the researcher to probe educators about barriers they experience themselves in teaching. This came about because it seemed as if their answers on barriers experienced by learners in their classrooms proved that even though they know that there are learners in their classrooms who experience barriers to learning they cannot help them properly. Based on that their own barriers became evident.

4.2   BACKGROUND INFORMATION ON MTHATHA DISTRICT OF EDUCATION

Engelbrecht (2006,p.255) points out that a huge disparity still exists between former advantaged schools for white children and former disadvantaged schools, especially in rural areas where poverty in all its manifestations can be singled out as the most important characteristic of the communities in which these schools are situated. Based on this, the following is a brief overview of the situation of schools in Mthatha district. Mthatha is a mega-district that comprises the former Mqanduli and Mthatha Districts of Education, and it

comprises approximately 300 schools that can broadly be differentiated by location in either rural or urban areas. These schools can further be categorized into three quintiles:

- quintile one, far away from town, where learners do not pay school fees;

- quintile two, close to town, where learners pay minimal school fees; and

- quintile three, in town and well- resourced, where learners pay school fees.

4.3   BACKGROUND OF PARTICIPANTS INTERVIEWED

In School A, the researcher interviewed a 52-year-old female principal with 32 years' experience as a teacher in the intermediate phase (Grades 4–6) and five years' experience as a principal. She held a Primary Teacher's Certificate (PTC), National Professional Diploma in Education (NPDE), Advanced Certificate in Education (ACE) and Bachelor of Education degree (B Ed). The first educator (T1) interviewed was 42-year-old female with 15 years' teaching experience in the senior phase. She held a Senior Teacher's Diploma (STD) and a Bachelor of Commerce (General) degree (B Com Gen). The second educator (T2), a 45-year-old male with 8 years' teaching experience in the senior phase, held an STD and an Advanced Certificate in Education (ACE). The third (T3) was a female educator of 49 who had been teaching in the foundation phase for 22 years with a Primary Teacher's Course (PTC) and a National Professional Diploma in Education (NPDE) as qualifications.

School B's interviewees comprised a 42-year-old male principal with 16 years' teaching experience in Mathematics and Physics in the senior phase (Grades 7–9) and five years' experience as a principal. He held an STD and an uncompleted BA degree. The first educator (T1), a female of 54 with 31 years' foundation phase (Grades 1–3) teaching experience, held a PTC, an NPDE and an ACE. Interviewee T2, also a female, 39 years old, had been a teacher for 10 years as a Grade 1 educator. She held a Junior Primary Teacher's Diploma (JPTD). The third educator, T3, was a 30-year-old male with four years 'teaching experience in the intermediate phase. He held a Bachelor's degree in Education (BA Ed), and an Advanced Certificate in Management (ACM) and was enrolled for an Honours in Education Management.

In School C, the 46-year-old male principal had, had 22 years' experience in the senior phase and had been a principal for 10 years. His qualifications comprised an STD and a B Com degree in Economics. The T1 interviewee of this school was a female of 38 with six years' teaching experience in the foundation phase. She also held an STD and an ACE with specialization in inclusive education. The second educator (T2) was a male of 45 who had been teaching in the senior phase for 14 years. Also holding an STD, his ACE was with specialization in management. Finally, the T3 interviewee in this school was a 50-year-old female educator with 21 years' teaching experience in the intermediate phase. Her qualifications included a PTC, an NPDE and an ACE.

4.3.1 INTERVIEW SCHEDULE

The researcher used two methods of obtaining data which were individual semi-structured interviews with both principals and educators in different sites at different scheduled times. Initially, the researcher provided principals with questions so that they familiarise themselves with the content of the interview and then the time for face-face interviews was scheduled with each principal. It was during interviews that the researcher added some probing questions depending on the given response the purpose was to clarify individual meanings. In each school the principal was interviewed first, educators followed.

Main questions asked to principals

  (a) What is your understanding of inclusive education?

  (b) Do you think its implementation will be a success in this district? Support your answer.

  (c) In your school in particular, is inclusive education implemented?

Educators of the same school were interviewed individually to avoid dominance of one person while others are passive which would jeopardise validity and reliability of results. This worked well as there have been contradicting answers to the same question in the same school. This allowed the researcher to re-arrange the question and to have informal conversations concerning the issue with other educators which were not sampled so as to get clarifications on the matter and at the end they were cleared.

Main questions asked to educators

(a) Do you have learners with barriers to learning in your classroom?

(b) Which barriers do you experience in your learners?

(c) How do you deal with them?

(d) What support do you get from school in regard to assisting learners experiencing barriers to learning?

The researcher used tape recorder for back-up purposes and transcriptions were made of each interview.

4.4 THEMES BASED ON INTERVIEWS WITH PRINCIPALS

Principals were provided with a list of questions beforehand so that they could familiarize themselves with the content of the interview. Some additional questions were posed during the interview, but they served the purpose of prompting and probing to obtain clarification about obscure or individual meanings.

4.4.1 Understanding of inclusive education

Although all three principals revealed an understanding of inclusive education as reflected in their answers to the set questions, it appeared that this understanding was more limited than it should have been. It may be assumed that since principals are representatives of the DoE in schools, they can be considered the first ones to know about any policy. Therefore, as overseers of its implementation, it is expected of them to be aware of any challenges that are experienced in such implementation, and they should be responsible for providing guidance and recommendations on what needs to be done.

The DoE (2001,p.18) and Clough (2004,p.4) define inclusive education as a process not merely about providing access to mainstream schools for learners who have previously been excluded, but also about acknowledging that all children and youth can learn and that all children and youth need support. Considering that this assumption entails a deeper level of understanding of the fundamentals of inclusive education, it appeared that such perception was absent in the views of principals, perhaps because of a difference in emphasis on what

should be considered fundamental and what not. This corroborates the findings of Wildeman and Nomdo (2007,p.16) that, across all provinces in South Africa, there were different perceptions about what inclusive education entailed or meant and how it should be implemented.

4.4.2   Implementation of inclusive education in schools

Two principals were of the view that inclusive education implementation would be successful in the district, but remarked on the following lacks that their district had to deal with:

- disability-friendly infrastructure;

- training of educators in inclusive education; and

- training for principals and parents concerning inclusive education.

This supported the findings of Ngcongo and Chetty (2006) who maintain that every public school is legally compelled to implement policies outlined in a DoE document that clearly stresses that every public school is a juristic person with legal capacity to perform its functions in terms of the South African Schools Act (Act No. 84 of 1996), section 12(15). One principal was of the view that Mthatha was not ready to implement inclusive education as nothing had been done to improve infrastructure for accommodating learners with barriers, more especially physical barriers experienced by the mobility and visually impaired.

4.4.3   Inclusive education implementation in individual schools

Although learners with barriers were already present in the classrooms in all three schools, one principal responded in the negative to the question whether the school was already implementing inclusive education and explained that teachers had not yet been trained. The other two principals replied in the affirmative, but also complained of lack of training for educators who already had to cope with a heavy workload. Considering that inclusive education is a process not merely about providing access to mainstream schools for pupils who have previously been excluded, it is acknowledging that all children and youth can learn and that all youth and children need support (Clough, 2000,p.4; DoE, 2001,p.16).

If educators who are supposed to give support are not trained, as the responses of principals about inadequacies in training indicate, it appears that in all these schools actual implementation of inclusive education has not yet been done. Howell (2007,p.65) is of the view that while removing barriers to accessing basic education is extremely important in addressing the inequalities of the past for learners with special needs, gaining entry is not enough to ensure that these learners are able to participate equally in the education system.

4.4.4 School development programme on inclusive education implementation

Without exception, the principals reported that they did not have such programmes because before they would be able to introduce their own, the DoE should empower educators through workshops on the issue or policy of inclusive education. They all noted that they referred learners with barriers to medical practitioners and some to special schools, whereas others, for example those with hearing difficulties who were supplied with appropriate aids, remained in their schools. This is contrary to the fundamental purpose of inclusive education, namely to facilitate access to the curriculum for learners experiencing impairments. A further basic requirement is to emphasise and support the paradigm shift from the previous medical model of disability (which is based on the premise that impairment is within a learner who has to "change" to fit into the education system) to a socio-critical model that is based on the premise that society must change to accommodate the diverse needs of all its people.

4.4.5 Conceptual knowledge

All of the principals revealed deficiencies in a thoroughgoing knowledge of inclusive education. Even though they demonstrated some knowledge by being able to define the general concept, regarding the finer terms and specifics of White Paper 6 they had never attended any formal workshop where they were addressed on more subtle aspects. Moreover, their school mission statements cited inclusive education as a tenet, but in practice it was not being carried into effect. In Chapter 3 (see subsections 3.5.1 and 3.5.2), it was mentioned that one of the reasons for selecting principals as participants was that they served as representatives of the DoE in schools. As such, they were the ones to know of any change in the curriculum or education affairs as directed by the DoE, and would

consequently be responsible for introducing any changes to their staff and monitoring all implementations.

4.4.6   Access to White Paper 6

None of the three principals was in possession of the inclusive education document White Paper 6. Consequently, they did not know what it involved and in their responses noted that they had to assume what it might imply. This also served as an indication that in these three schools inclusive education had not yet been introduced, let alone being implemented. White Paper 6 as a policy document "provides a framework for systemic change where strategies are oriented towards building the capacity of the system to respond to the full range of barriers to learning, including disabilities that exist among children in the country" (Howell & Lazarus, 2003), and, as this quotation signifies, it is imperative for each school to have a copy of White Paper 6 and study it in depth.

4.5   INTERVIEWS WITH EDUCATORS

The responses from educators were analysed and grouped as themes.

4.5.1   Presence of learners with barriers in their classrooms

The DoE (2005,p.6) defines barriers to learning as difficulties that arise within learners themselves, in the education system as a whole, or in the learning site, preventing both the system's and the learners' needs from being met. All nine educators from the three schools confirmed that they already had learners with barriers in their classrooms. Among the barriers specified were reading, writing, slow learning, hearing, and visual impairments. (Compare, however, the true extent of barriers explained in subsection 4.5.6(b) below regarding quality education for all.) No educator considered the system of education to be a barrier, as was indicated in (DoE, 2005). All educators cited those barriers within learners themselves as if still exclusively following the medical model, which, although helpful in explaining one facet of the framework for inclusion, fails to take account of the right to education of all learners, regardless of their individual characteristics or difficulties. A medical model labels and places each learner in a specialized school depending on the barrier, which is not the case with inclusive education.

4.5.2 Lack of school support to educators

All of the educators remarked that they obtained no support from their schools concerning how to assist learners with barriers to learning. Principals also confirmed that the schools provided no support to educators since they as principals were not sufficiently informed about inclusive education themselves to be able to provide guidance. Some educators noted that the only assistance they obtained was from experienced colleagues, which implied that such help was based on past practices and not on the new inclusive approach advocated in White Paper 6. Others stated that they informed the SMT about learners experiencing barriers, after which the SMT usually referred such learners to special school as they saw fit, which was not different from what used to be known as exclusion of these learners.

4.5.3 Lack of inclusive education knowledge

In one school, educators who had been on its staff for more than five years claimed to have an ILST functioning there, but another educator who had been on the staff for less than three years professed never to have heard of it. All three educators at the particular school acknowledged that they had learners with barriers to learning in their classrooms, but it could be assumed that these learners did not acquire learning at the level of their peers because of a lack of inclusive education knowledge in their educators.

As the establishment of an ILST is also one of the main requirements for an inclusive school (see section 2.10), the schools of this study—despite having learners experiencing barriers—were not implementing inclusive education as they should. The point of qualifying as an inclusive school, and indeed the point of inclusive education in its entirety, is not merely to have learners with barriers to learning placed in mainstream schools (the phenomenon of "tokenism"), but to ensure that they have access to and acquire learning at the quality level of their peers (DoE, 2001,p.18).

4.5.4 Learner support

All nine educators asserted that they did indeed support learners experiencing barriers to learning by providing extra tuition, placing some learners in the front of classes, asking other teachers in the phase to assist, and referring learners for support from special schools. The DoE (2001,p.18) maintains that support services within all education rest on strengthening

DBSTs to evaluate programmes, diagnose their effectiveness, and suggest modifications. Engelbrecht (2003,p.46) states that it is important to recognize that the practicalities of adapting classrooms to accommodate the learning needs of all learners have fallen mostly on class teachers. Teachers are consequently in need of empowering workshops on handling difficult situations so as to enable them to cope. Failure of taking the systemic variables into account in both the analysis of and interventions in these situations leaves the teacher in a situation where trial-and-error strategies lead to more confusion, conflict, and stress. Based on what these educators do to support learners with barriers to learning, it is clear that it is trial and error which may lead to conflict and stress because there is no clear direction as to how to support these learners who are already in their classrooms (Engelbrecht, 2003,p.45).

4.5.5   Conceptual knowledge

Swart and Pettipher (2007,p.9-12) maintain that research in South Africa, as in other countries, indicates that teachers play one of the most influential roles in the successful implementation of inclusive education. However, from the responses of educators in this study regarding their knowledge of inclusive education, it appeared that although some of them claimed to be familiar with basic concepts such as ILST, they did in fact have only a tenuous grasp of even the main concept of inclusive education itself. Only one educator knew these concepts because she was enrolled for an ACE with specialization in inclusive education. She made the significant observation that even though she was familiar with the principles of inclusive education, it was difficult to apply them in a classroom situation because of a high workload.

4.5.6   Presence of support resources

Ainscow (as cited in Engelbrecht, 2006,p.257), maintains that schools should be at the centre of support aimed at enhancing the capacity of individual schools to promote the participation and learning of an increasing diverse range of learners. All the participating educators in this study noted that they did not have many resources to support them, except for charts provided to some of them. Such deficiencies underscore Engelbrecht's (2006,p.255) view that lack of resources and lack of institutional capacity (both in administrative systems and in suitably trained teachers) constrain the successful implementation of new education policies.

4.6   INTERPRETATION OF DATA

The researcher categorised the data in accordance with recurring topics that emerged from the interviews with principals and educators, from which themes were then formulated. The data for this study strongly indicated that the participating teachers, who had experience only in what may be termed "general education" and despite lacking any training in inclusive education, were nevertheless positive in their endeavours to provide support to learners experiencing barriers to learning in their classrooms.

4.6.1   Presence of barriers in the classrooms

The information obtained in this study from both principals and educators of the three schools revealed the presence of learners with barriers to learning, among which visual, hearing, slow learning, and poverty barriers were the most important categories.

4.6.1.1 Lack of school support to educators

 Six interviewed educators from two schools said that they did not get support from their schools to help learners experiencing barriers to learning. Three educators from one school also noted they did not receive support but that the SMT referred such learners to appropriate special schools. Engelbrecht (2006,p.255) observes that NCSNET/NCESS Report recommendations were largely phrased in the language of human rights, which differs radically from that of the medical model. From the findings of the current study, it was clear that the principals could not provide support to an initiative with which they were not familiar. Since they asserted that they lacked clarity on what inclusive education entailed, and were therefore unaware of what was expected of them, they were at a disadvantage about how to implement it in mainstream schools.

4.6.1.2 Lack of departmental support to principals

 Interviewed principals cited the fact that they did not receive any support from the district officials, as they had never been invited to any workshop on inclusive education. The only relevant information they could obtain was from other sources such as specializations in university curriculums. They had no required document on inclusive education in their possession, not even the fundamentally important White Paper 6. Some of them had to make assumptions about what the White Paper might contain, as they had never heard of it.

It appears that the DBSTs may have failed to fulfil its function in this respect, as one of its duties is to empower schools in the establishment of ILSTs and to see to it that they function well.

4.6.2 Lack of inclusive education knowledge

The responses from the interviewed principals and educators indicated that they lacked knowledge on inclusive education. The principals, for example, were not certain what White Paper 6 entailed, whereas several of the educators were unfamiliar with concepts such as ILST. In the cases where educators were listed as ILST members, they did not know what their duties involved.

4.6.3 Lack of resources

In all three schools, the principals indicated that there were no resources for inclusive education. Even a fundamental prerequisite such as White Paper 6, the policy document for inclusive education at all levels of the education system, was not available to them. Educators also pointed out that they had no inclusive education resources on how to help learners experiencing barriers to learning. Support was so meagre that, for instance, they were obliged to design their own charts to aid learners with visual learning barriers.

The principals further indicated that infrastructure in their schools was not catering for inclusivity. For example, there were no ramps for children using wheelchairs. These principals also admitted that their schools had not yet started being inclusive in nature, even though learners experiencing barriers to learning were already present in their classrooms.

4.6.4 Inadequacies in the support from district level

Yet another deficiency remarked upon by all the principals was that no workshop had been arranged in the district to prepare and equip them for inclusive education. Educators from the three schools confirmed this lack of workshop assistance, with the exception of a single workshop that they could remember in 2009, but to which only one educator per school had been invited. That particular workshop was supposed to serve as an introduction to inclusive education, and the expectation arose that it would be followed by other work-shops which would involve all educators. Some of the educators assumed that they would receive instruction and guidance in inclusive education and how to provide support to

learners experiencing barriers to learning, similar to other occasions when changes in the curriculum had been introduced. The only support received from the district level, as mentioned by one school, was the provision of a hearing aid for one learner, whereas another was referred to a special school. In such instances of support, there was no follow-up from the district to discover what other barriers the schools experienced, to provide guidance in how to deal with them, and to start equipping educators for managing them.

4.6.5   Challenges in implementing inclusive education

All participants—principals and educators—affirmed that they had had no formal introduction to inclusive education, which is why they found it difficult to be of help to those learners with barriers to learning who were already in their classrooms. Other educators mentioned the following as challenges:

(a)   *Lack of training in inclusive education:* Faller (2005,p.5) has remarked on inadequate training of teachers (in South African context), noting that universities are ill-equipped to provide adequate teacher training programmes for all school phases. Scrugg and Mastropieri (as cited in Landsberg, 2005,p.61) maintain that for inclusive education teaching, teachers need systematic and intensive training, either as part of their initial training by competent and experienced people.

(b)   *Unfamiliarity with all barriers to learning:* Educators in all three schools stated that they had learners with barriers in their classrooms, but since they were not trained in assessing barriers they were able to recognize only those ones that were easily detectable and tried to support them. An additional exacerbating factor in South African schools is that of the HIV/AIDS pandemic, which in Cohen's (2002,p.4) view is not only eroding the capacity of the education sector to meet its core objectives of providing quality education for all, but is placing demands on schools and ultimately on teachers that they are incapable of managing. Prinsloo (as cited in Landsberg, 2005) lists the following issues that give rise to severe barriers in the provision of quality education for all children in the country:

- the culture of poverty with its resultant underdevelopment, environmental deprivation, unplanned urbanization, unemployment, and negative expectations of the future;

- the disintegration of family life;

- the effects of the decline of moral and value systems;

- the climate of violence and child abuse in contemporary South Africa;

- the HIV/AIDS pandemic and its effect on the learning climate; and

- language and cultural differences.

In view of the above, there could be large numbers of learners who may be experiencing these barriers. However, because the barriers are not of a physical nature, the learners affected by them are not regarded as having any barrier.

(c) *High workload:* One principal remarked that even though he had an educator on his staff who could help other educators since she was familiar with the principles of inclusive education, their school was a secondary one that catered for Grades R–9 whereas the full staff complement consisted of only nine persons. He explained that because the staff establishment was based on learner enrolment numbers and not on provisioning for learning areas, this left educators overloaded.

(d) *Other challenges:* Some other important challenges that have already been touched upon above were the following:

- inclusive education had not been introduced to educators and even to principals;

- the school infrastructure was not user-friendly for learners with special needs;

- there was a lack of support and resources.

4.7   CONCLUSIONS

From the observations during research conducted at three secondary schools (see Chapter 1, section 1.1), it was evident that the admission policies in all three schools were inclusive only to the extent that the schools were open to all learners despite any barriers to learning that they might be experiencing. However, it was equally apparent that although these schools were trying to be inclusive, their endeavours were more of a theoretical than a practical nature, and that the theoretical aspects themselves still required considerable refinement. The following issues in particular were prominent:

- Inclusive education had not yet been fully implemented in these schools on account of the challenges set out in subsection 4.6.5 above.

- Awareness of the principles of inclusive education was limited, and the implementation of such principles even more so. For example, although there was reference to the existence of an ILST in one school's list of committees, it was not functional as none of its members knew what its functions and what their duties were.

- There is still a need for proper introduction of inclusive education in the three schools visited in this study. This introduction should build on a sound foundation of principles of inclusive education; for example, to make clear that admitting learners with learning barriers to a mainstream school is not enough, and that inclusive education entails far more than that.

CHAPTER 5:
FINDINGS, RECOMMENDATIONS, AND CONCLUSIONS

5.1 INTRODUCTION

The educational policies of inclusion imply a paradigm shift, not only for education, but for life as a whole (Yorke, 2008,p.40). Howell (2006) notes that while removing barriers to accessing basic education is extremely important in addressing the inequalities of the past for learners with "special needs", gaining entry to the system is not enough to ensure that these learners are able to benefit equally from the education system. It was in the context of this need to go further than merely removing entry barriers to the system that a number of subsequent education policy initiatives committed themselves to the principle of equity, which involves not only the concept of equal access, but also the criterion of fair and just distribution of benefits from the education system. Vogel (2003,p.114) supports the proposition in White Paper 6 that the development of education and training must be premised on the understanding that:

- All children, youth, and adults have a potential to learn within all bands of education, and that they all require support.

- Many learners experience barriers to learning or drop out of school primarily because of the inability of the system to recognize and accommodate the diverse range of learning needs.

- Establishing inclusive education and training systems will require changes to mainstream education so that learners experiencing barriers to learning can be identified early and receive appropriate support. This requires that classroom teachers have the skills not only to identify learners with barriers, label them and refer them to special schools, but to be able to assist and support them so that they also acquire learning as their peers do, even if it should be at their own pace.

This study was aimed at investigating what was actually happening in three particular schools in ensuring that learners with barriers would not drop out because the same system

that accepted them was unable to support them in actually acquiring the learning that they were entitled to.

5.2 PURPOSE OF THE RESEARCH

The primary purpose of this research was to explore and determine whether inclusive education was being implemented in three secondary schools of Mthatha district. The approach to achieving this was to ascertain whether the principles applicable to an inclusive school as indicated in Chapter 1 (see section 1.1) had been implemented in these schools or not. The specific purpose was to address the following research questions:

- To what extent are inclusive principles implemented in three schools of Mthatha district of the Eastern Cape?

- What has been done in these three schools to implement inclusive education?

- How can the situation of inclusive education in three secondary schools of Mthatha district be improved?

5.3 FINDINGS OF THE STUDY

5.3.1 Findings as relating to the local context

The DoE (2005) stipulates that educators need to be trained to work not only with other professionals such as occupational therapists, physiotherapists, social workers, and other specialists, but also with parents for the benefit of learners with learning barriers in mainstream schools. The current study utilised interviews with principals and educators of three secondary schools in Mthatha district of the Eastern Cape to obtain a perspective on the success achieved in the implementation of inclusive education. The investigation revealed that these schools were not ready to implement inclusive education because of the following reasons:

- The principals had not been trained in inclusive education and could consequently not monitor its implementation. As two of them remarked, they lacked clarity on what was expected of them.

- There was no clear support from district personnel in connection with implementation of inclusive education.

- The schools had not established ILSTs, which are committees that are expected to work with DBSTs and educators in giving support to learners experiencing barriers to learning.

- Even in the case of the school that claimed to have an ILST, it became apparent that it existed only in theory since it was not functioning in practice.

- The educators openly admitted that the only help they could provide to learners with barriers was based on their own experience as they had never attended any workshop on inclusive education. The only exception was a workshop that they referred to as introductory since it was the first one of its nature and only one educator per school was allowed to attend it.

- High workload was identified as an obstacle by one principal. Although there was an educator with a background in inclusive education on his staff, the high workload at the school prevented her from being able to guide her colleagues.

- Regarding a lack of resources and even material on inclusive education, the principals noted frankly that they did not know what White Paper 6 was about or entailed. One of them surmised that the White Paper involved inclusive education, whereas another one stated that he had never heard of it, perhaps because he had been in his position for only five years. The educators corroborated the principals' comments about the absence of resources in general. In one school, for example, only some charts were available for assisting learners with visual barriers. Only a question mark can be placed over the availability of resources for learners with other barriers.

- The principals and educators in these schools lacked conceptual knowledge of inclusive education terminology and ideas. For example, even those individuals who knew about ILSTs were unaware of their purpose and functions.

In reply to the research question about the extent to which inclusive education had been implemented in these three schools, it appeared that significant or even serious deficiencies existed not only in theoretical understanding, but consequently also in practical implementation. Little appreciation existed for the important principle that learners with barriers are expected not to be sidelined but to be supported, to be part of the class not in body only but also in the acquisition of learning. The fundamental weakness, as noted in this study, was that the implementation of inclusive education in these three schools could not be considered to be even in its initial stages, although learners with barriers to learning were already present in their classrooms. The existence or presence of learners with barriers in mainstream schools does not necessarily make these schools inclusive in nature. It may be considered ironical that prior to 1994, learners with barriers to learning did indeed attend mainstream schools, but it was in these schools that they were identified to have barriers, labelled, and sent to special schools after diagnosis. The consequence was that of being sidelined or overlooked until the system would leave them by the wayside as drop-outs.

The characteristics of an inclusive school as discussed in section 2.9 of this study pointed to the crucial difference between the former apartheid and the current inclusive systems. In the latter system, learners with barriers to learning have unfettered access to mainstream schools, but the difference is that every effort is made to retain them there. However, a subtle hazard still exists for such learners and educators. As implied in the previous paragraph and noted earlier in this study, to have these learners in mainstream classrooms does not necessarily mean that a school is inclusive. A school that professes to practise inclusive education can only truly lay claim to this distinction if it fully adheres to the principles of inclusive education as set out in White Paper 6 and actually carries those principles into effect. The danger that all in the field of inclusive education should guard against is that of lip-service.

5.3.2   Current findings in relation to other research

In an evaluation report of two pilot projects for inclusive education, SCOPE and DANIDA (see 2.6.5), Da Costa (2003) noted that while an inclusive education policy was considered to be an appropriate strategy for addressing the diverse needs of all learners in South Africa, its implementation was complex. Even though it has been nine years since the publication of

Da Costa's study, this conclusion can only be confirmed by the findings of the current study. For example, the complexity of the implementation of inclusive education was reflected in the difficulties experienced by the principals who were dependent on the district, which in turn was dependent on the province. Wilderman and Nomdo (2007) also confirmed that there was an absence of a common understanding when it came to inclusive education. The findings of their study across the provinces of South Africa indicated that different perceptions existed about what inclusive education meant and how it should be implemented. Furthermore, the study conducted by Da Costa in the Mpumalanga and Northern Cape provinces of South Africa revealed a gap at all levels of the education system between the conceptualization of inclusive education and its implementation. Such a gap was one of the major phenomena evident from the findings of the current study.

5.4   SUMMARY OF THE STUDY

This study cannot be considered exhaustive since it was conducted in three schools in Mthatha district that comprises 300 schools, of which the three schools investigated constitute only one per cent. Consequently, the results of the current investigation cannot be generalized to the whole district, but it may have value in pointing to potential problems that could have wider ramifications over a wider area. It is in particular indications of deficiencies in reciprocal communication between higher and lower levels in the education system that may justify this point.

5.5   RECOMMENDATIONS

The recommendations presented here are based on the findings discussed in Chapter 4. The DoE (2001) stated that the primary function of DBSTs would be to evaluate and, through supporting teaching, build the capacity of schools, early childhood and adult basic education and training centres, colleges, and further and higher education institutions to recognize and address severe learning difficulties and to accommodate a range of learning needs. Based on the above, the following recommendations may be submitted to the ECDoE:

- Personnel familiar with inclusive education should be employed and workshops should be presented to district staff in particular to ensure that DBSTs are established. Moreover, members of DBSTs should be trained in what is expected of

them, and their effectiveness should be monitored (e.g., via their submission of reports) to detect challenges and measure successes experienced in implementing inclusive education.

- Mthatha district personnel should present workshops on inclusive education to principals and educators. The DoE (2006) considers it to be a strategic initiative of DBSTs to engage in the general orientation and introduction of management, governing bodies, and professional staff to the inclusive education model. DBSTs should furthermore concentrate on the targeting and early identification of learners with barriers to learning so that appropriate interventions can be instituted in the foundation phase.

- DBSTs have to ensure that there is a clear understanding in schools about ILSTs, especially regarding their membership and duties.

- It is essential that schools should be provided with copies of White Paper 6, which serves as the key document on inclusive education and its implementation principles.

- Educators who identify learners with barriers to learning in their classrooms have to be provided with training and resources on how to provide assistance to such learners.

- Educators who are knowledgeable about inclusive education, for example because of having specialized in it in their studies, should be identified by district personnel and have their normal workload appropriately reduced so that they can introduce, establish, and implement inclusive education in their own and neighbouring schools.

- All schools in the district should be provided with the particulars of DBST members so that they can be contacted when the need arises for assistance in inclusive education programmes.

- Schools have to ensure that learning is accessible to every learner admitted, despite any barriers to learning that a particular learner may be experiencing. This can be

achieved by enquiring from the DoE what needs to be done if such a learner is already in the classroom.

- Principals should be in earnest about the commitment expressed in their schools' mission statements on admitting all learners regardless of any barrier to learning that they are experiencing. Because of the crucial importance of the stipulation that all learners have a right to be admitted and also to learn, it is incumbent on principals to inform the relevant department of education about learners with learning barriers so that further steps can be taken to support such learners. This is a core commitment based on the principle that all learners and youth have the ability to learn (DoE, 2001).

- Finally, educators should also be proactive in taking the initiative whenever they identify a learner with a barrier to learning in their classrooms. For smooth running of any school, there are committees that are equipped to deal with particular problems, among other things to help learners with barriers to learning. Such a committee is the one to communicate with the SMT on the matter, even going as far as the district office to seek for help. Educators should not allow themselves to fail in their commitment to ensuring that the classroom is a place where every learner should be enabled to acquire learning.

5.6   CONCLUSION

The research findings of this study indicate that the implementation of inclusive education in three secondary schools of Mthatha district cannot be considered to have started in spite of learners with barriers to learning being enrolled in them. This is based on the fact that principals of the three schools admitted that their schools had not yet started being inclusive in nature even though these learners were already present in their classrooms. Teachers also supported the fact that implementation of inclusive education has not yet started in their school classrooms and this has been supported by answers they gave in interview questions which clearly show that inclusive education itself is still a challenge let alone its implementation in their classrooms, as set out in subsection 4.6.1.1- 4.6.4. Various challenges can be cited for this deficiency, but it appears that a lack of support from DBSTs is a crucial factor.

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APPENDICES

Appendix 1:   Research request letter

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Pakamisa J.s.s.
P.O. Box 52731
Mthatha
5099
16-04-2012

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Eastern Cape Department of Education
Bisho
Eastern Cape

Sir/Madam

A Letter asking for permission to conduct research

I am a student at UNISA doing my master's in Inclusive Education, and in order to qualify I must do research.

I therefore write this letter asking for permission to conduct this research in three schools that are in Mthatha district. My topic is 'Implementation of Inclusive Education in three secondary schools of Mthatha district: Eastern Cape Province'.

Hoping that my application will be well considered.

Yours faithfully

Pateka Pamella Jama

083 3530 827

Appendix 2:   Research permission letter

Province of the
EASTERN CAPE
EDUCATION

STRATEGIC PLANNING POLICY RESEARCH AND SECRETARIAT SERVICES
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Enquiries: Dr Heckroodt   Email: bernetia@iafrica.com

04 May 2012

Ms PP Jama

P.O.Box 52731

Mthatha

5099

Dear Ms Jama

PERMISSION TO UNDERTAKE A MASTER'S THESIS: IMPLEMENTATION OF INCLUSIVE EDUCATION IN THREE SCHOOLS OF MTHATHA DISTRICT: EASTERN CAPE PROVINCE

1. Thank you for your application to conduct research.

2. Your application to conduct the above mentioned research in three Secondary schools under the jurisdiction of Mthatha District of the Eastern Cape Department of Basic Education (ECDBE) is hereby approved on condition that:
   a. there will be no financial implications for the Department;

   b. institutions and respondents must not be identifiable in any way from the results of the investigation;

   c. you present a copy of the written approval letter of the Eastern Cape Department of Basic Education (ECDBE) to the District Directors before any research is undertaken at any institutions within that particular district;

   d. you will make all the arrangements concerning your research;

   e. the research may not be conducted during official contact time, as educators' programmes should not be interrupted;

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f. should you wish to extend the period of research after approval has been granted, an application to do this must be directed to the Director: Strategic Planning Policy Research and Secretarial Services;

g. the research may not be conducted during the fourth school term, except in cases where a special well motivated request is received;

h. your research will be limited to those schools or institutions for which approval has been granted, should changes be effected written permission must be obtained from the Director – Strategic Planning Policy Research and Secretariat Services;

i. you present the Department with a copy of your final paper/report/dissertation/thesis free of charge in hard copy and electronic format. This must be accompanied by a separate synopsis (maximum 2 – 3 typed pages) of the most important findings and recommendations if it does not already contain a synopsis. This must also be in an electronic format.

j. you are requested to provide the above to the Director: The Strategic Planning Policy Research and Secretarial Services upon completion of your research.

k. you comply to all the requirements as completed in the Terms and Conditions to conduct Research in the ECDBE document duly completed by you.

l. you comply with your ethical undertaking (commitment form).

m. You submit on a six monthly basis, from the date of permission of the research, concise reports to the Director: Strategic Planning Policy Research and Secretariat Services.

3. The Department reserves a right to withdraw the permission should there not be compliance to the approval letter and contract signed in the Terms and Conditions to conduct Research in the ECDBE.

4. The Department will publish the completed Research on its website.

5. The Department wishes you well in your undertaking. You can contact the Director, Dr. Annetia Heckroodt on 043 702 7428 or mobile number 083 275 0715 and email: annetia.heckroodt@edu.ecprov.gov.za should you need any assistance.
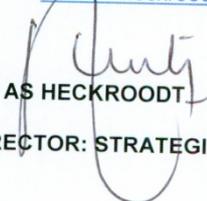
DR AS HECKROODT

DIRECTOR: STRATEGIC PLANNING POLICY RESEARCH AND SECRETARIAT SERVICES

PGDP
EASTERN CAPE
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Appendix 3:   Research request to school principals

<div align="right">
P.O. BOX 52731
MTHATHA
5099
08-05-2012
</div>

THE PRINCIPAL

……………………………………………

MTHATHA

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SIR/MADAM

PERMISSION TO CONDUCT RESEARCH

I write this letter to ask permission to conduct a research in your school as a prerequisite to qualify for what I am studying at UNISA. My topic is on "Implementation of Inclusive Education in three schools in Mthatha district: Eastern Cape Province". I assure you of your confidentiality as well as your schools'; there will be no mention of names during the research and also in reporting findings.

Thanking you in advance for all the support in this study.

Yours faithfully

Pateka Pamella Jama

083 3530 827

Appendix 4:   Research request to school

<div align="right">
Pakamisa J.s.s.
P.O. Box 52731
Mthatha
5099
</div>

Name of school

…………………………….

Mthatha

5099

Permission to conduct an interview

Sir/Madam

I am Pateka Pamella Jama, a student at UNISA, who is doing a master's specializing in inclusive education. In order to qualify I must conduct research among educators using interviews. My topic is 'implementation of inclusive education in three schools of Mthatha district: Eastern Cape'. I therefore ask you to give me permission to consult with three participants in your school. I will be available anytime that you find suitable to you.

Thanking you in advance for your cooperation.

Yours faithfully

Pateka Pamella Jama

083 3530 827

Appendix 5:   Consent form to participants

CONSENT FORM TO PARTICIPANTS

(Write your name in the space provided to confirm your consent)

I……………………………………………………………………………….. voluntarily give my consent to participate in this study, having understood the purpose why it is conducted. I therefore give my written consent to be interviewed by P.P Jama on the following conditions:

My identity will remain anonymous.

I will have access to the transcript and I can withdraw anytime if I feel like one of these is not kept.

Signature   Date

_____   …………………………………………….

Appendix 6:   Questions to and responses from principals: Selected transcriptions

As noted in Chapter 4, section 4.1, participants were designated by means of abbreviations in which "P" stands for "principal" and "T" for "educator". The number following the "T" abbreviation indicates the chronological order in which the educators were interviewed at the particular school (i.e., 1, 2 or 3). The researcher is designated by the letter "R", and the schools by the letters "A" to "C". This system was employed to maintain the anonymity of participants and their schools.

Interviews with principals

(a)   What is your understanding of inclusive education (IE)?

- P1- Inclusive Education means teaching learners with barriers to learning with those without in the same class.

- P2- Inclusive Education means teaching in the same class learners with barriers to learning and those who are without

- P3- It means teaching those learners who have barriers to learning in the same class with those who do not experience barriers.

(b)   Do you think its implementation will be a success in this district? Support your answer.

- P1- I do not think the district is ready, because there is a lot to be done to start with IE, firstly there must be modification of infrastructure, this means that our schools need to have ramps and stairs that will accommodate the physically challenged learners and those using wheelchairs.

- P2- Yes, though our district is still having many things to deal with first like infrastructure, training of educators, principals and parents (SGB) concerning Inclusive Education and to ensure that these workshops are handled like those of new curriculums e.g. CAPS.

- P3- Yes, even though there are delays in its implementation in our district classrooms our classrooms have these learners already though the challenge is that there are no trainings that are uniform for teachers concerning these learners . Some teachers try their best and help these learners in so much that they acquire learning after support but the problem is that others do not know what must be done.

(c)   ***In your school in particular, is Inclusive Education implemented?***

- P1- In my school it is not implemented.

    R- What do you mean?

- P1- Teachers are not trained as to what must be done to assist and ensure that these learners also acquire learning at the same time with their peers, even those who used to try find it difficult now because of work load as you have heard that we are only 9 in this school from grade 1-9 due to our enrolment.

- P2-Yes, but not as it should be we only heard of a workshop for one educator a school that was carried in one of our special schools and that was in 2009 if I am not mistaken, after that no workshop I ever heard of in this district.

- P3-Yes, as I have cited we already have these learners in our classrooms, the challenge is that you cannot expect an educator who teaches 9 learning areas alone could be able to fully assist these learners because there are moderations and all the formal tasks should be done at a given time, workload seems to be a problem.

    * * *

(a)   ***What has been done in implementing it?***

- P1- We have not yet started implementing it.

- P2- We referred those learners who have barriers to a psychologist and speech therapist in the district office such that a learner who had a hearing problem

received a hearing aid while the other one who had speech problem was referred to a special school by the district office.

- P3- We have allowed them to be part of our classrooms, though there is no clear procedure to follow except for individual teacher, more especially experienced ones who give assistance but based on their pre-acquired experiences.

(b) ***What are successes and failures you are experiencing in your school in implementing Inclusive Education?***

- P1- No failures and no successes as I indicated that we have not yet initiated it.

- P2- Except for these two learners which I can say they are our success in implementing Inclusive Education as the one of them who received hearing aid is just learning as her barrier has been dealt with while the one who was sent to a special school is studying .

- Our failures may be with those who have other barriers because educators were not trained to deal with them.

- P3- We are somewhat failing these learners as I have said their help and support depends on individual educators more especially those who have been teaching for a long time even them manage to help learners with some barriers and fail to help others because there has been no clear guidance from the district office as to how to deal specifically with each barrier.

(b) ***Do you have any professional development programmes to assist educators in implementing Inclusive education?***

- P1-Not in place , as I have cited that we have not yet started to implement Inclusive Education so we have no programmes as we are expecting the Department of Education to do workshops to empower educators concerning it. We also need empowerment to be able to conduct our own school programmes.

- P2- We are identifying learners with barriers and we refer them to professionals in district office because we have never been equipped on what to do and how to help these learners and educators how can we have programmes on what we do not clear information about.

- P3-We try our level best to assist learners where we can though we refer those who have severe impairments. Helping educators is not an easy thing because we are not trained nor equipped on the programme itself, we cannot therefore act as if there is something we know because in our school there is an educator who is studying it and therefore knows better, but we are overloaded with school work and even if we would ask for her to help us we would be unfair to her.

(d) **Do you have White Paper 6 in your school?**

- P1- No

  R- Do you know what it is?

- Not sure but I think it is a circular for Inclusive Education.

  R- Why do you think so?

- Because all questions you have asked me are about Inclusive Education.

- P2- No,

  R- What do you think it is all about?

- It may be about implementation of Inclusive Education but I do not really know about it.

- P3-No, I do not have it and honestly, I never heard of it maybe because I am only having five years as a principal.

(e) **Can you tell me how many years have you been a teacher as well as a principal?**

- P1- I have worked as an educator for 32 years and have been a principal for 5 years

- P2-I have been an educator for 22 years and have been a principal for 10 years.

- P-3 I have been a teacher for 16 years and a principal for 5 years.

(f) ***Is the layout of your school building user-friendly for disabled learners?***

- P1-No, as I previously said we have no ramps and stairs, it is not user-friendly more especially for those learners who may be in wheelchairs.

- P2-No, when it comes to the building we have no ramps; even our grounds are just muddy when it rains which will be a very big problem to learners in wheelchairs.

- P3-No, even the structure we have was built by the community, we have no building built by government, so the building, grounds almost everything is not user-friendly.

Questions asked to educators and their responses

For easy understanding of the information, responses from nine educators interviewed have been divided into three according to each school.

SCHOOL A

(a) ***Do you have learners with barriers to learning in your classroom?***

- T1- Yes

- T2- Yes

- T3-Yes

(b) ***Which barriers do you experience in your learners?***

- T1- I think they are many than I know because I do not know much but to count a few there are learners with visual barrier, hearing barrier, language problem, slow learning and some are from poverty stricken families and some staying with grandparents as their parents are either dead or in big cities.

- T2- Vision, hearing, slow learners who needs more time before they can understand a thing and since we are in rural areas some of these kids come to school hungry and when they are given their nutrition, you find them pushing their way to the front, so hunger is also a problem.

- T3- Behaviour problems, vision and hearing problems while some have slow learning problem.

(d) ***How do you deal with them?***

- T1-I give them an individual attention and also extra time.

- T2-I give special attention to the subject they have a problem in, and spend more time with them though it is not easy because we have moderations where a certain work has to be completed at a given time.

- T3- I sometimes meet them during extra classes but it is complicated as they have no same problem, but for hearing and visual ones I put those at the front and it minimize their barriers.

(e) ***What support do you get from school in regard to assisting learners experiencing barriers to learning?***

- T1-I ask for other teachers to assist or help me.

- T2- Phase heads and SMT assist with material such as alphabet charts.

- T3-Some teachers take them and deal with them in case they do not understand me, they give them other material to know better.

(f) ***Do you have Institutional Level Support Team (ILST) in your school?***

- T1-Yes

- T2-Yes

- T3-Yes

(g)   Are you a member of Institutional Level Support Team

- T1-Yes

- T2-Yes

- T3-Yes

(h)   What kind of support do you give to educators as ILST?

- T1-Motivation

- T2-Monitor every work done by learners, give advice and guide me.

- T3-First of all this team identifies the learners ' background because some of them do not cooperate because of some abuses at home, after identifying the problem they give a learner extra time for work so as to practice even at home.

(h)   What do you understand as duties of ILST?

- T1- This team gives support material, smooth running of the school.

  R- Have you ever attended a workshop on Inclusive Education?

- No, another educator who attended it, some years back told us that it was going to be introduced to us but up to now I have never heard of any workshop.

  R- How do you know ILST?

- It is one of the committees we have in our policy statement.

- T2 – Conduct discipline, monitoring the committees that are formed at school.

  R-As you have cited that you are a member of ILST, how did you become one and also who gave you its duties?

- I was just appointed when it was elected, we waited for the workshop that was to follow one meeting that one educator from our school attended which was the first one to address Inclusive Educator but until now there has been none.

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- T3-The smooth running of the school to see to it that teaching and learning is conducted.

  R- Have you ever attended any training on Inclusive Education?

- No, I think it is still coming because what we know is not enough, more especially as we have these learners in our classrooms if we would be told of how to assist them in our classrooms and schools that would be wonderful.

(i) ***What resources do you have to effectively help learners you teach in your inclusive class?***

- T1-I only have books, flashcards, charts, pictures and counters.

- T2-I have textbooks, charts and workbooks.

- T3-Textbooks.

SCHOOL B

(a) ***Do you have learners with barriers to learning in your class?***

- T1-Yes

  R- Which barriers can you name that is in your class?

- Hearing impairment, slow learning, language and mathematical problems.

- T2-Yes, though I do not have all of the barriers except ,for reading, writing and slow learning

- T3-Yes, there are learners experiencing barriers in my class.

(b) ***How do you deal with them?***

- T1-Those who have poor eyesight and hearing problem I put them in front so that they can see and hear better than when at the back. I also help them to meet doctors so that they can be examined. There are also slow-learners I make some

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groups so that the highly gifted ones cannot be grouped with slow learners. Even the work differs; those who are highly gifted are given tougher work than slow-learners.

- T2-I am trying but it is difficult to cope with these learners because I have never been trained. I give them extra work, activities that have already been done in the classroom. Activities that are related to their background because an environment have a huge effect when you have grown up in a disadvantaged areas, sometimes I restart the lesson with only those with barriers and give them guidance where it is needed.

- T3-I give special attention to them by giving them extra classes, by more teaching aids. I even take them to other educators so that they can assist them with other activities and I give them extra work so that they are helped at home by their parents.

(c) ***What support do you get from your school with regard to assisting learners with barriers to learning?***

- T1-I contact other teachers especially those who are in my phase; they help me in assessing those learners. This helps me and learners because we get other people's opinions.

- T2-No support from the school it is just my own responsibility.

- T3-I get it from other teachers who are in my phase.

(d) ***Do you have Institutional Level Support Team (ILST) in your school?***

- T1-Yes

- T2- I am not sure whether it is there or not no one has done any presentation about it.

- T3- Yes, my school has it.

(e) ***Are you its member?***

- T1-Yes

- T2-No, I am just an individual who does his work.

- T3-No

(f) ***What kind of support do you receive from ILST?***

- T1-This team helps teachers develop learning process as we know that the core business at school is teaching and learning.

- T2-There is no support, no teaching and learning material is available, we only get stationery at the beginning of the year no other support.

- T3-The school identifies learners with barriers and buys more teaching aids and learning material for these learners.

(g) ***What do you understand as duties of the ILST?***

- T1-It develops learning and teaching and it promotes unity at school because when you work as a team you achieve an important goal like together we stand and individually we fall. The main important duty of this team is to build the school and promote teaching and learning at the school.

- T2-It must be exemplary at school, see to it that work is done completely and passionately. Give support to those in need, encourage learners to participate in class and school activities without forcing them to do so.

- T3- Support teachers who have learners with barriers to learning by coming up with the activities and helping them.

(h) ***What resources do you have to effectively help learners you teach in your inclusive classroom?***

- T1-I charts and teaching aids, my class is having written charts hanging which help learners to see what we are talking about. Teaching aids help learners to see what

the lesson is all about and make it easier than the one without especially for young ones.

- T2-It is only chalk and chalkboard, reading and working books only.

- T3-More teaching aids like charts.

SCHOOL C

(a)   Do you have learners with barriers to learning in your class?

- T1-Yes

- T2-Yes

- T3-Yes

(b)   Which barriers do you experience in your class?

- T1-Slow learners, sight, hearing impairment and to some I can say poverty.

- T2- I have learners who show hearing, sight, reading and writing problems.

- T3- I have learners who are slow learners in my class

(c)   How do you deal with them?

- T1-I give them extra classes.

- T2-I give them support

     R- What kind of support?

- I ensure to ask them whether they understand and thereafter I break their own tasks into small pieces so as to avoid pressure being another barrier to their learning. I even have time with them but it is not an easy thing because they become ashamed when left behind at the same time I do not manage to have these extra lessons frequently, moreover these learners are experiencing the same thing as a barrier so

using one- fits all method is not working so our problem is overload and lack of how to exactly help these learners.

- T3-I give them special attention using few minutes during break time as they are small children they do not understand why they are left behind. This is not enough to help but it makes some change.

(d) ***What support do you get from school in regard to assisting learners experiencing barriers to learning?***

- T1- When I have reported of a learner who has a barrier to learning he/she is referred to the department of education then they refer such a learner to special school.

- T2-There is no direct support except to refer such a child to special school where possible.

- T3-In our school there is no committee that is looking for Inclusive Education instead SMT refers such a learner to district offices.

(e) ***Do you have Institutional Level Support Team (ILST) in your school?***

- T1-No, never heard of it.

- T2-No

- T3-No, I only heard of it as I was studying my ACE, here at school we do not have it.

(f) ***What resources do you use that are of assistance to your supporting learners experiencing barriers to learning in your school?***

- T1-No specific resources except those I make on my own like charts with letters of the alphabet and coloured words that help learners to find a difference between letters like 'b' and 'd'.

- T2-Resources I have are not specifically for learners experiencing barriers to learning, they are charts and books.

- T3-As a foundation phase educator and due to what I learnt in my studies on Inclusive Education. I make my own resources like large printed words which are of help to those learners experiencing visual impairment but they are not exhaustive.

(g) *What do you think needs to be done to help your school to implement Inclusive Education?*

- T1-I think there must be a principal's workshop on Inclusive Education specifically and then after educators' workshop on the same topic follow. If this can be done as it is always done in cases of curriculum change, it will be of help and then be followed by follow-ups in each school so as to identify individual problems or challenges and successes or experiences.

- T2-Workshops has worked well in curriculum changes why it is not done for Inclusive Education, and these should be for all educators not one in each school because in each classroom there is a learner with a barrier to learning.

- T3-If this Inclusive Education is to materialize then educators must be equipped through workshops because even though special schools are not yet changed we already have barriers to learning in those learners that have never been to special schools.

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