FROM INCLUSIVE EDUCATION POLICY TO IMPLEMENTATION: A CASE STUDY OF A FULL-SERVICE SCHOOL IN UMNGENI DISTRICT, KWAZULU NATAL, SOUTH AFRICA

BY

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Submitted in accordance with the requirements for the degree of Doctor of Philosophy

In Educational Psychology (Inclusive Education)

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2017

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ABSTRACT

A qualitative case study of the implementation of inclusive education, as promulgated in the South African Department of Education (DoE)'s White Paper 6 (EWP6), in a full-service school is reported in this study. This case study was conducted in uMngeni district in KwaZulu-Natal Province of South Africa, at Ntabakayikhonjwa Full-Service School. The aims of this study were threefold:

- To investigate teachers' understandings and experiences of inclusive education,
- To understand how this policy translates into practice in a full-service school context, and,
- To establish what support is available to this school from the district office of the Department of Education as the school implements the inclusive education policy.

The theoretical framework that underpinned this study was the theory of diffusion of innovation supported by the two conceptual frameworks, the philosophy of inclusion and school re-culturing. Findings revealed that teachers at this school have a very limited or no understanding of EWP6. Most of the participants in this study constructed different meanings and interpretations of this innovation, and some perceived it as challenging when it comes to implementation. The lack of understanding of the policy of inclusive education suggested that the communication of this innovation from provincial to school levels was problematic and not communicated very well. Further, findings suggested that this school has received insufficient and/or inappropriate support from the DoE in as far as the training of teachers to understand and implement the new innovation.

Finally, this study concluded that although the Department of Education has changed structures (developing full-service school) this does not translate into changed school culture and practices. Based on these findings, it is clear that a paradigm shift from the medical model to the social model has not taken place yet. Since this is a new concept in the South African system of education it is recommended that teachers need to be continuously capacitated on this innovation in order to enable them to implement inclusive education in full-service schools successfully.

Key words: Full-service school, barriers to learning and development, inclusive education, school-based support team, district-based support team, learning support educator.

DECLARATION

I declare that:

FROM INCLUSIVE EDUCATION POLICY TO IMPLEMENTATION: A CASE STUDY OF A FULL-SERVICE SCHOOL IN UMNGENI DISTRICT, KWAZULU - NATAL, SOUTH AFRICA

is my own work, submitted in fulfilment of the degree of Doctor of Philosophy, in Educational Psychology (Inclusive Education) at the University of KwaZulu-Natal. I further declare that this thesis has never been submitted at any other university or institution for any purpose, academic or otherwise.

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Mafikeni Andries Mnguni   **Date**

As the candidate's supervisor, I have approved this dissertation for submission

                                                                                                    26 June 2017

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Professor Sithabile Ntombela   **Date**

DEDICATION

To my late niece, Nu Ziqubu you were my source of inspiration.

To my late aunt, Fakazile Ennie Njapha you used to believe in me.

ACKNOWLEDGEMENTS

Almighty God, I thank you for giving me strength, power and courage to go through this lonely journey.   I would also like to extend my sincere gratitude to:

- My supervisor , Professor Ntombela for her wisdom and guidance
- Ms Ntombizodwa Mhlongo, my mother, for believing in me
- All the teachers and district official who participated in this study
- Friends and family for your encouragement
- Viola and Nozipho Mvune , my dearest friends
- Busisiwe Chwayta Zulu, my typist
- Dr Kaise, my dear friend for her support throughout this journey
- The KwaZulu-Natal Department of Education for permission to work with their schools

List of abbreviations and acronyms

CES   Chief Education Specialist

DBST   District-based support team

DCES   Deputy Chief Education Specialist

DoE   Department of Education

EWP6   Education White Paper 6

FSS   Full-service school

HoD   Head of department

IE   Inclusive Education

LSE   Learning support educator

LSEN 001   Learners with special educational needs application form for placement

MIET   Media in Education Trust Africa

NCSNET   National Commission on Special Needs in Education and Training

NCESS   National Committee on Education Support Services

NEPI   National Education Policy Investigation

NGO   Non-governmental organisation

OBE   Outcomes-based education

PPN   Post-Provisioning Norm

RSA   Republic of South Africa

SASA   South African Schools Act

SASL   South African Sign Language

SBST   School-based support team

SC   School counsellor

SES   Senior Education Specialist

SGB   School Governing Body

SIAS   Screening Identification Assessment and Support

SMT   School management team

SNES   Special Needs Education Services

UNESCO   United Nations Educational Scientific and Cultural Organization

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Chapter One

Introduction and overview

We will know that inclusive education has fully arrived when designations such as 'inclusion schools', 'inclusion classroom', 'inclusion student' are no longer part of our educational vocabulary. Inclusion is an issue only so long as someone is excluded (Giangreco, 1997: 194).

1.1 Introduction

Countries of the world can learn from the sentiments expressed by Giangreco (1997) and change the lives of members of marginalised groups by accommodating them in the system of education, based on the content and context in which their policies are grounded. Developing a more inclusive system of education is internationally recognised and acknowledged as one of the key factors in providing education for all in need of it. This belief has been proclaimed in a number of declarations and initiatives across the world. The Universal Declaration of Human Rights proclaimed that education is a basic human right, and this was reaffirmed by the World Declaration on Education for All (United Nations Educational Scientific and Cultural Organization (UNESCO), 1994, p. 21) which outlined that all countries of the world had to start accommodating diversity and afford individuals with disabilities equal opportunities to be educated in mainstream schools. The World Declaration on Education for All underscored the need for a learner–centred approach aimed at ensuring the successful schooling of all children. Such an approach adopts flexible and adaptive systems that are capable of accommodating all the diverse needs of children, thus contributing to inclusion and educational success.

A major debate and movement on inclusive education started at the 1990 World Conference on Education for All held in Jomtien, Thailand, and this was later continued at the World Conference on Special Needs Education held in June 1994 in Salamanca, Spain, where 92 representatives and 25 international organisations assembled to reaffirm their commitment to the vision for Education for All. The main issue that they promoted was that schools must

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accommodate all learners, including adults and youth with special needs, within the mainstream education system (UNESCO, 1994). This new movement later continued at the conference held in Dakar in 2000 which agreed that everyone has a right to education. On the basis of the outcomes of these conferences, all countries of the world had to respond to the global movement that paved the way for inclusion.

Pre-1994, South Africa was riddled with discrimination and inequality stemming from the apartheid regime (Stofile & Green, 2006; Daniels, 2010). The educational policies that were developed prior to 1994 promoted the interests of the government of that time (Naicker, 2000) and did not accommodate marginalised groups of people, as it promoted and supported a racially segregated form of education. This was the kind of education that was characterised by disparities in per capita funding for the different race groups. Since 1994 South Africa has undergone major transformation in developing a system of education that could provide all learners with access to basic quality education. Adoption of the Constitution of the Republic of South Africa (RSA, 1996) brought about remarkable change in the system of education and emphasised the new government's commitment to the restoration of the human rights of all marginalised groups. The right to education and freedom from discrimination are entrenched in this Constitution (RSA, 1996). Furthermore, it includes the Bill of Rights that entrenches the right of all citizens of South Africa to basic education, regardless of gender, sexual orientation, race, disability and culture (RSA, 1996). In the same year the South African Schools Act (SASA) No. 84 of 1996 was promulgated. This is in line with the Salamanca Statement (UNESCO, 1994) which proposed that all schools should accommodate all children.

In October 1996 the South African Ministry of Education appointed two bodies, namely the National Commission on Special Needs in Education and Training (NCSNET) and the National Committee on Education Support Services (NCESS), which were assigned to look into and make recommendations on all aspects of special needs and support services in education and training in South Africa (Department of Education (DoE), 1997). They were also mandated to conduct research and consult widely with all relevant stakeholders in order to make recommendations and advise the Ministry of Education on how to respond to the diverse needs of the learner population (DoE, 1997). Among the findings was the acknowledgement that

there are 'barriers to learning and development' which could be   within the system of education, within the learner and within the learning site or environment (DoE, 1997).

NCSNET later indicated that these factors prevent some of the learners from participating in and accessing the curriculum, thus interfering with the teaching and learning process. NCSNET further acknowledged the global movement towards inclusion and the development of a society that respects diversity. NCSNET and NCESS made the recommendation that there needs to be a single education system that would promote Education For All (DoE, 1997), which informed the conceptualisation of the Education White Paper 6 (EWP6): *Special Needs Education – Building an Inclusive Education and Training System* (DoE, 2001). This inclusive education policy has now become an official policy of the DoE. EWP6 is best described as a strategy that marks the shift from apartheid to a post-apartheid society.

EWP6 advocates for the establishment of three types of schools, namely mainstream, full-service and special schools in which provision is progressively made available for all types of educational needs that may hinder learners' learning progress. Mainstream schools provide support to learners requiring a low level of support and rely on full-service schools and resource centres for further support. Full-service schools are institutions that are designed to cater for a very wide range of learning needs among all learners; they are identified by the district-based support team (DBST) and work collaboratively with resource centres. They are also responsible for providing support to neighbouring schools. Special schools are responsible for providing support to learners requiring a high level of support (DoE, 2001). Here emphasis is on the expansion and development of flexible teaching methodologies and learning and the provision of support to both teachers and learners. For the current study the main focus is on full-service schools.

In order to galvanise the global movement to accommodate all learners, teachers need to buy into the changes and developments that are taking place in the system of education, since they are key agents of change in the implementation (Swanepoel, 2009), and the "key stone of the educational arch"(Braun &Clark, 2013), In addition, this innovation requires the collaboration of learners, teachers, parents and community in providing a better teaching and learning

environment. Teachers need to embrace this new innovation and implement it. This calls for further professional development so that they acquire the required skills to implement EWP6, otherwise they cannot succeed in transforming their schools into supportive centres of learning and teaching. EWP6 defines inclusive education as a system that:

- Acknowledges that all children and youth have the potential to learn, and that learners have different needs that they require support for in order to learn;

- Empowers all learners to develop their strengths and enables them to participate critically in the learning process;

- Maximises their participation in the culture and curricula of educational institutions and minimises barriers to learning and development;

- Changes attitudes, behaviours and methodologies to meet the learners' diverse needs and

- Respects and acknowledges some differences in learners, whether due to race, culture, class, language, and disability or HIV status (DoE, 2001, p. 16).

In EWP6 a continuum of provision of support was envisaged so that learners would be placed where their learning needs would be catered for. As such, provision of low-intensity support in ordinary mainstream schools, moderate-level support in full-service schools and high-level support for special schools was envisaged. This will be discussed in more detail in Chapter two. EWP6 further identifies the key levers for change for establishing inclusive education and training as follows:

- The mobilisation of approximately 280 000 disabled youth and children who are outside of the schooling system;

- The conversion of mainstream primary schools into full-service schools, beginning with the 30 schools in districts that are part of the National District Development Programme – these schools are considered to cater for a wide range of support needs;

- Management, professional staff and governing bodies to be introduced and oriented to the inclusive model, targeting early identification of disabilities and interventions in the Foundation Phase;

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- The provision of a community-based support service whereby DBSTs will be established to provide professional support; and

- Improvement and conversion of special schools into resource centres that support neighbouring schools (DoE, 2001, pp. 21-22).

In light of the abovementioned background, this research will examine by means of a literature review the shift from the medical model or special needs education in the South African context towards the inclusion model. Several studies have been conducted internationally and locally on inclusive education and some have examined the implementation of inclusive education (Engelbrecht, 2006; Ntombela, 2006; Ostendorf, 2012), teacher preparedness (Forlin & Chambers, 2011) and experiences and perceptions of and challenges posed by inclusive education (Kumar & Rekha, 2012). From my reading thus far I have not encountered research that investigated teachers' understandings and experiences of the implementation of the inclusive education policy in the form of a full-service school. It is for this reason that I address this gap by examining teachers' understandings and experiences of inclusive education, particularly how this innovation is implemented in a full- service school. In addition, I will also consider what support is available to teachers in such a school to enable them (teachers) to address the challenges of inclusive classrooms.

This study builds on existing knowledge on the implementation of inclusive education and expands this to include challenges of implementation at a Full-service school. Numerous studies, including those by Engelbretcht (2006), Swanepoel (2009), Lomofsky and Lazarus (2001), Elloff and Kwete (2012), Forlin and Chambers (2011), Oswald and Swart (2011) and Donohue and Bornman (2014), have examined teachers' understandings of inclusive education, teachers' voices, their preparedness and how they implement inclusive education. These studies focused mostly on mainstream schools and private institutions; and there is very little that has been done to understand the workings of a 'full-service school', especially in the South African context. It is this gap that this study fills.

Another study conducted in South Africa by Donohue and Bornman (2014) was on the challenges of realising inclusive education and policy challenges in implementation. Their findings indicate that schools do not have teachers who have the knowledge and capacity to

provide support to learners with divers needs. This indicates that there is still a long way to go in transforming all schools towards a more inclusive model. Other findings of their study was that the policy itself presents ambiguity in terms of its goals and strategic drivers required for its implementation, and it had a number of barriers in providing quality and inclusive education to learners with disabilities in South Africa (Donohue & Bornman, 2014).

Dryfoos (1993) in her study of a full-service school first defines a full-service community school as a strategy rather than a programme, and states the rationale behind having these schools. She defines those schools that have been intentionally transformed into neighbourhood hubs that are open at all times to children and their families. In these schools support is provided by community agencies in addressing barriers to learning that ordinary schools face on a daily basis. For these schools to function they must operate through partnership agreements between public schools and community agencies. Dryfoos (2005), states that these schools strengthen partnerships and collaboration with all relevant stakeholders – particularly parents, who are at the forefront of this strategy. Among other programmes offered are primary health care, parent education, enhanced learning opportunities and community development (Dryfoos, 2005). Another study conducted by Adelman and Taylor (1996) on the restructuring of education support services and integrating community resources stresses that support should be provided in full-service schools and that all the stakeholders need to participate. This study was conducted in a developed country where funding did not seem to be a problem. In this study Adelman and Taylor stress the importance of systems change, which calls for a radical change in the way support is provided – especially by healthcare, educational and welfare agencies. They see the primary focus of a full-service school as a model that develops mechanisms to enhance service access with the focus at site (school) level.

1.1.1 What can we learn from these studies?

South Africa can learn or adopt the abovementioned practices defined by Dryfoos (1993) in his strategy, namely good governance where there is a strong and willing school management team (SMT) to adopt and embrace the concept of a full-service school and be able to translate this into practice. This goal relies on government's support to thoroughly train teachers and management teams to face the daily challenges of supporting and meeting the needs of all

learners. Furthermore, parent involvement plays a vital role in learning; inviting the family into the school community will help make parents aware of how a full-service school operates. A further fundamental principle is that of community involvement, as community development in a holistic manner is vital to the teaching and learning of the child. These schools should have outreach programmes that will assist parents and include homework clubs, career guidance and counselling as well other programmes relevant to the context in which schools are situated.

This is also maintained in the KwaZulu-Natal (KZN) provincial government strategy which calls for the development of schools as inclusive centres of learning, care and support (DoE, 2010) and care and support for teaching and learning(CSTL). South Africa will be able to address these issues if the government works collaboratively with all the stakeholders in providing opportunities for professional development that not only addresses and influences how teachers and other stakeholders feel about inclusion, but also works on their attitudes, values and beliefs and how these affect their teaching practices. However, numerous studies have identified very limited understanding of the inclusive education policy (Ntombela, 2009). Furthermore, research on inclusive education has shown that its implementation poses challenges both internationally and locally (De Boer, Pijl & Minnaert, 2011; Ainscow & Sandill, 2010; Nel, Tlale & Roman, 2013).

A local study conducted by Yeni (2012) focused on the roles and responsibilities of the School Management Teams (SMTs) in the implementation of the inclusive education policy. There has been little analytical attention on the full-service school context, especially in South Africa. Yeni's findings showed that some of the SMTs have no or limited understanding of the policy, which made it difficult for them to drive inclusive education, even though the DoE, relies heavily on the SMT for the implementation of inclusive education policy. This poses the question as to who will drive inclusive education then, if school managers have no or a limited understanding of this policy. Future research should be undertaken to assess KZN's strategy to drive inclusive education and investigate the kind of training that SMTs received.

1.2 Aims of the study

The study had the following aims:

- To understand how inclusive education is implemented at a full-service school.
- To investigate teachers' understandings and experiences of inclusive education at Ntabakayikhonjwa[1] full-service school;
- To establish what support is available to this school from the district office.

1.3 Research questions

To respond to the aims of the study, the following key question was asked:

- How is inclusive education implemented at the Ntabakayikhonjwa full-service school?

Secondary research questions were as follows:

- What are teachers' understandings and experiences of inclusive education at this full-service school?
- What support is available to this school from the district office?

1.4 Location and context of the study

The study was conducted at a full-service school, located in Ntabakayikhonjwa Township[2] in uMngeni District, Durban. This school accommodates approximately 700 learners and has 30 teachers. According to EWP6 a full-service school is a mainstream school that is strengthened with support staff, physical resources and skills to provide moderate support to a range of learning needs and to professionally support neighbouring schools (DoE, 2011, p. 8) The buildings of this school are in good condition, with a newly built support centre that is well resourced with a Braille machine, counselling room, administration office, strong room,

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[1] This is a pseudonym.
[2] This is not the real name of the township

storeroom, sick room, cleaners' room, kitchenette with a fridge, hall and toilets that are accessible to people with disabilities including those using assistive devices.

Full-service schools in KZN are identified in phases, and criteria were developed by the KZN DoE in 2008 on the identification of a potential full-service school. These criteria were reviewed in 2011 and the draft was released the same year. The school Ntabakayikhonjwa was chosen for the study because it was the very first mainstream school that was identified by the uMngeni District in 2002 to be a potential full-service school and it became a national pilot together with Mcoyi full-service school.

1.5 Rationale for the study

This study has been influenced by multiple rationales. Firstly it is the background from which I come from, along with my experiences and professional drive as a teacher. I have taught in different schools for many years and encountered a number of challenges in dealing with learners experiencing barriers to learning with no experience and skills on how to support them. The training that I received at a teacher training college in the early 1990s did not provide me with special education knowledge and expertise; it was teacher-centred and very authoritarian. As such, I was not prepared for the multiple learning needs that learners presented in my classes. Walton (2012) indicates that the old practices in teaching that have been long-established in the education system are exclusionary and do not meet the needs of all learners. For this reason, the teaching methods that I used did not accommodate learners experiencing barriers to learning and their diverse needs. At my school where I taught learners were classified according to their abilities and those that were not coping in class were labelled as 'failures' which led to a high number of school drop outs. The level of discrimination was very high such that some of the principals of schools where I taught asked parents to take their children out of the school. Parents were told that 'these' children do not belong in to a mainstream / ordinary school. Parents were not guided on where to take their children to further their education.

The second reason for this research is the fact that I had a diploma in education with no specialisation in inclusive education. I enrolled for a higher diploma in school readiness which

was an eye-opener and I started realising that those learners who were experiencing barriers to learning and development need professional and educational support and that is when I became passionate about this group as I was introduced to inclusive education. The knowledge and skills that I acquired was shared with some members of the staff, though it was not easy at all. It was not easy for most of the teachers to accept the educational change in the education system. I think this was because of the kind of training most of us received, which was strongly dependent on a medical model. The more I pursued my part – time studies, the more I became skilled and knowledgeable about this topic. I also realised that teachers need more professional support to be able to provide the necessary support to learners experiencing barriers to learning and development.

Thirdly, as an official of the DoE, working in Special Needs Education Services (SNES), my main interests and passion have shifted towards the field of special education. I am also aware of the developments in the system of education that have paved the way for inclusive education from the national to districts level. The rationale for conducting this study was to investigate teachers' understandings and experiences of inclusive education and how it is implemented in the form of a full – service school. That would help and advise the national government on the developments and progress that has been made in the implementation of this policy document at provincial and district levels. The DoE has put a lot of money into the conversion of mainstream schools into full-service schools and I think it is important for the government to know the progress made , not only based on monthly reports prepared by the officials but also through intensive research. I have identified a gap in recent research isthat the focus was only on mainstream schools, private institutions and very little if anything has been said on full-service schools. The concept of a full-service school as it is envisaged in EWP6 is one of the six key strategies for establishing inclusive education and training in South Africa, which makes it a new concept (DoE, 2001, pp. 22-23).

This study provides additional insight into how South Africa has responded to the global movement towards inclusive education. In particular, it sheds light on the experiences of teachers in a full- service school in as far as inclusive education is concerned and how they translate it into practice. A similar study has been conducted in the United Kingdom, where Dyson and Todd (2010) dealt with complexity, theory of change evaluation and the full-service

extended schools initiative. This study found that there is complexity of the context, meaning full-service school initiatives seemed to be located in schools struggling with the significant problems arising from the turbulent communities they serve and the cumulative effects of successive social and economic initiatives (Dyson & Todd, 2010). Dyson and Todd indicated that leaders themselves found it difficult to distinguish between the full-service school and behaviour improvement aspects of their profession.

1.6 Theoretical framework of the study

This study is underpinned by two conceptual frameworks which informed data collection and analysis: the philosophy of inclusion (Mittler, 2012; DoE, 2002; Engelbrecht, 2006; UNESCO, 1994) and the concept of re-culturing (Doyle, 2002). In addition, the theory of diffusion of innovation (Rogers, 2003) was used.

1.6.1 The philosophy of inclusion

Underpinning this study was the philosophy of inclusion (Mittler, 2012; UNESCO, 1994; Engelbrecht, 2006; DoE, 2002) within the context of education. The philosophy of inclusion views education as a human right and as based on the principles and values of equity, social justice, respect and acceptance (Engelbrecht, 2006, p. 108). Mittler (2012) defines inclusion as a concept that involves a radical rethink of policy and practice and as reflecting a different way of thinking about the origins of learning and behaviour challenges. The traditional approach/ medical model is based on the assumption that the origins of learning difficulties lie mainly within the child. Mittler further explains that this model focuses on what is wrong with the child, stating that it is something that must be fixed. The medical approach believes in assessing the nature of the difficulties that the child has, then makes a diagnosis and plans a programme in response. With this model the aim is to help the child to fit into society or the system and benefit from what the school offers; there is no assumption that the problem could be emanating from other external factors. Mittler (2012) adds that there needs to be a shift from the medical model that focuses on the deficits of the child towards the inclusion model. A

model that eliminates social exclusion and promotes inclusion by responding to diversity, this model would speak to combating discriminatory attitudes and practices.

In South Africa the principle of inclusion was developed after 1994, and the new policies that were initiated provided a framework for inclusive education based on human rights. It is for this reason that the (UNESCO, 2002) states that in terms of generating momentum behind the inclusive education movement, it is easier to build consensus that inclusion can be seen as part of a wider attempt to create a more effective inclusive society; in this way inclusive education can be part of reform of the education system as a whole. UNESCO (2002) further highlights that the wider reform enhances the system's effectiveness for all learners, not only those with disabilities. For this to happen, there needs to be change in people's mind sets so that all values will be embedded in a more inclusive culture or practices.

1.6.2. School re-culturing

This framework was used to understand whether and how the culture in the full-service school is changing. The assumption is that in order for a school to embrace the values of inclusive education, the culture has to change as stakeholders' attitudes change. Similarly, the absence of support from the district DoE might trigger a change in the school culture and vice versa. This framework highlights that in order for a school culture to change, teachers and stakeholders need support (Doyle, 2002). The main focus of this conceptual framework is on a changed mind-set among teachers seeking to improve the current practices in schools in terms of how learners are supported in the classroom at different levels.

1.6.3 Diffusion of innovation

This theory is concerned with the processes used to disseminate information about an innovation to all those affected by it. There are different stages of this process, according to Rogers (2003), namely knowledge, persuasion, decision, implementation, and confirmation. These stages will be elaborated upon in Chapter 3. In this study the theory of innovation

diffusion was used to understand how the policy of inclusion has been filtered down to schools (Rogers, 2003), since this study aimed to investigate teachers' understandings and implementation of inclusive education in a full-service school.

1.7 Research design and methodology

The research methodology employed in this study is rooted in a qualitative case study approach. This approach aimed to investigate how EWP6 is implemented in the context of a full-service school. I used multiple data collection tools, namely questionnaires, individual interviews, observation and focus group interviews. These tools were used to gather data about the individual teachers' understandings and experiences of inclusive education policy and how they implement inclusive education in a full-service school. The findings were analysed in relation to the research questions highlighted earlier in this chapter. Specifically, this study focused on the teachers' understandings and experiences of inclusive education, their new perceived role within this framework, and how the whole school is supported by the district DoE. The study was first piloted at Mcoyi full-service school located in Durban in KZN. Mcoyi full-service school was one of those introduced in the first phase in this district, together with Ntabakayikhonjwa full-service school. This study was piloted to field test the feasibility of the questionnaires before they were used in the main study, and to investigate the progress made by this full-service school in terms of the understanding of EWP6 and how it translated into practice.

These questionnaires were only administered to the SMT. Hartas (2010) highlights the importance of piloting questionnaires as this helps to identify problems and refine the items. He further identifies aspects that need to be checked during this phase, which are: content, flow and naturalness of the sections in the questionnaires, and the order of the questions. Fortunately no changes were deemed necessary to the questionnaires for the main study. Analysis of data from the pilot study is provided in Chapter four.

Sampling is as a means of taking any portion of a population or universe as representative of that population (De Vos, 2002, p. 191). Population refers to the totality of persons, events, organisations or other sampling units which the research problem is concerned about (De Vos,

2002, p. 199). In this study the intended population was 32 teachers serving under the KZN DoE in uMngeni District. Purposive sampling was used because it allows the researcher to make choices about which groups or people to include in the study, although it does not allow generalisation of the results beyond the group sample (Bertram & Christiansen, 2013, p. 60). The 32 teachers were from Ntabakayikhonjwa full-service school where inclusive education was supposed to be implemented.

The data gathered through questionnaires, individual and focus group interviews were analysed qualitatively using thematic analysis. Thematic analysis involves a common set of procedures used for organising and working through the data. This approach is based on the formulation and creation of themes that are described in terms of categories (Hartas, 2010, p. 302). Individual and focus group interviews were recorded, transcribed with application of codes and identified into themes that emerged from the data.

1.7.1 Interpretive paradigm

This study was set within the interpretive paradigm. According to Taylor, Kermode and Roberts (2001) a paradigm is a broad view of something. For this study I aimed at understanding the perspectives of teachers on inclusive education and its implementation. Weaver and Olson (2006) define a paradigm as patterns of beliefs and practices that regulate inquiry within a discipline by providing processes through which investigation is accomplished. They further explain that the interpretive paradigm is associated with a methodological approach that provides an opportunity for the voice, concerns and practices of research participants to be heard. In this study I was concerned about uncovering knowledge about how people feel and think in the circumstances in which they find themselves, rather than making judgements about whether those thoughts and feelings were valid, and hence the interpretive paradigm was appropriate.

1.8 Significance of the study

The study contributes to the body of research that investigates how inclusive education policy is understood and implemented by full-service school teachers, as well as highlighting the support systems necessary to facilitate implementation of the inclusive education policy in a full-service school context. It also provides evidence of and challenges to the progress made by full-service schools in the implementation of EWP6 in uMngeni district. Broadly, the study contributed to the broader discussion about the merits and challenges of the implementation of inclusive education in full-service schools.

1.9 Limitations of the study

I was the sole collector and analyst of the data in this study, and was very aware of the biases that could have influenced both data collection and data analysis in this study (Creswell, 1994). As a DoE official I could have approached the study with some preconceived ideas. The fact that I work in the same district where this full-service school is located is the main limitation of this study. These two factors could have led to my participants giving false information; attempts at mitigating this involved describing the main aims of the study clearly as well as the potential benefits that might be gained from the findings and recommendations of this study. In an attempt to counterbalance this limitation I used different data collection tools to circumvent some of the biases and false information, using them to generate data from different participants, including the SMT, teachers and a departmental official. I also conducted interviews with the learning support educator (LSE) at the same full-service school, so that I got a feel and understanding of the dynamics of a full-service school with thorough observation of the support centre where most of the support programmes take place.

1.10 Ethical considerations

First and foremost, in terms of gaining access to the research schools for the pilot and the main study, permission was obtained from the KZN DoE office (Appendix four). Ethical clearance

was obtained from the University of KZN to conduct this study (Appendix one). In addition, the Principal of Ntabakayikhonjwa full-service school as gatekeeper was approached for permission, which he granted (Appendix five). After that letters of consent were drafted and discussed with the participants, and it was made clear that they could withdraw from participating in this study at any time. Informed consent incorporates issues of clarity such as the purpose, honesty, trust and integrity of the study (Hartas, 2010, p. 118). Pseudonyms have been used in this study to protect the participants' identities and ensure that confidentiality is maintained. All interviews were audio recorded with the participants' permission. Rules were set before the interviews took place, and participants were assured that all of the audio recorded data will be deleted after data analysis.

1.11 Structure of the thesis

This research report is divided into seven chapters. Chapter one has introduced and provided a brief overview of the study, highlighting the global movement that has paved the way for inclusive education, the rationale and theoretical frameworks underpinning the study, and the research process. Chapter two reviews the literature identified from past research as well as initiatives that have paved the way for inclusive education both internationally and locally.

Chapter three tables the conceptual and theoretical frameworks underpinning this study, namely re-culturing; the philosophy of inclusion; and the theory of innovation diffusion. It also highlights the complexity of change in a school context. Chapter four describes the research design and methodology used in this study. Chapter five presents and analyses the data and Chapter six discusses the findings. Chapter seven summarises and concludes the study.

1.12 Conclusion

This chapter introduces and provides a brief overview of the study, including a brief overview of the literature concerned with the global movement on inclusive education. From the literature it has become evident that the concept of inclusive education internationally and locally still presents some challenges in terms of teachers' understandings of the concept as

well as its implementation. There is limited literature on full service schools in the South African context. It is for this reason that this study aims to contribute to the body of knowledge and address this gap in the existing literature. This chapter also presents the research statement that serves as the basis for the critical questions (research questions) as well as the aims of the study, which focus more on the concept of inclusive education. The next chapter presents a review of the literature on inclusive education.

Chapter Two

Literature review

2.1 Introduction

This chapter reviews international and local literature on inclusive education, the implementation of the South African plan and the initiatives that facilitate and hinder the effective implementation of an inclusive education system in the South African context. Inclusive education is a global movement and a very brief historical review is important to highlight how this movement shaped current policies and legislation as the South African Government responded to and contributed towards the international agenda.

In this study the focus was mostly on the teachers' understanding and experiences of the South African inclusive education policy and how they translate it into practice in the context of a full-service school. The concept of inclusive education has been conceptualised and discussed more broadly as a reform that supports and welcomes diversity among all learners (UNESCO, 1994). The international debate on the implementation of inclusive education has not fully considered the impact of the policies and the way in which culture and context interact in the implementation of inclusion within and across different countries (Engelbrecht, Nel, Savolainen, Nel & Malinen, 2012, p. 51). It is for this reason that in this study the focus is on local efforts that have been made in the implementation of inclusive education.

2.2 International developments in legislation

The principle of basic education as a human right has been internationally accepted. The initiative of inclusive education was given further impetus by two conferences set up under the auspices of the United Nations, the first being that which resulted in the World Declaration on

Education for All in Jomtien, Thailand, 1990. The main principle that was promoted at this conference was known as Education for All, which guides all policies and practice starting from the fact that education is a basic human right. UNESCO (2000, p. 18) defines education as a fundamental human right. It is also the key to sustainable development, peace and stability within and among countries, and an indispensable means for effective participation in the societies and economies of the 21st century, which are immensely affected by globalisation. The main task of the conference was based on an analysis of the worldwide state of basic education, with agreement that there were three fundamental problems in education:

- limited educational opportunities and access, particularly to those with special needs;

- focus on numeracy and literacy rather than shifting it towards a broader foundation of lifetime learning and citizenship; and

- marginalised groups, that included people with disabilities, members of ethnic and linguistic minorities, girls and women being at risk of being excluded from the education system altogether.

This conference promoted a worldwide movement by committing itself to paving the way for educational change across the globe. The following is the expanded vision that the Jomtien Declaration committed to:

- Universalising access to all children, including adults and youth by ensuring that everybody has access to basic education;

- Emphasising and strengthening of partnerships among all stakeholders, including all professionals and non-governmental organisations (NGOs), which the current study is promoting, as it is envisaged in EWP6;

- Developing a conducive learning environment by ensuring that all learners are well fed and looked after in terms of nutrition, health care, and emotional support; and

- Broadening the scope of basic education by ensuring availability of universal primary education by involving everybody in the system, for example families, communities, non-formal education, and early childhood care as well as the media (DoE, 1997, p.18).

The vision mentioned above was later reaffirmed by the second conference, the World Education Forum (UNESCO, 2000) held in Dakar. The main task of this forum was to review the progress made by the Jomtien Declaration of 1990 towards Education for All. The World Education Forum focused more on the exclusionary practices which have been experienced by disadvantaged groups, and how to overcome them. It was stated that in education services the focus tended to be on those who were regarded as 'easy to reach', neglecting those excluded from a basic education, whether for social, economic or geographical reasons (UNESCO, 2000).

For the abovementioned reasons the UNESCO (2000, p. 19) declared that Education for All:

> *"Must take account of the needs of the poor and the disadvantaged, including working children, remote rural dwellers and nomads, and ethnic and linguistic minorities, children, young people, and adults affected by HIV/AIDS, hunger and poor health, and those with special learning needs."*

2.3 History of inclusive education

Major impetus was given to the inclusive education approach by the World Conference on Special Needs Education in 1994. The report from this conference states as follows (UNESCO, 1994, p. iii):

> *"More than 300 participants representing 92 governments and 25 international organisations met in Salamanca, Spain from the 7th to the 10th June 1994 to further the main objective of Education For All by considering the fundamental policy shifts required to promote the approach of inclusive education, namely enabling schools to serve all children, especially those with special educational needs."*

From this conference, the UNESCO Salamanca Statement was developed and it is now used in many countries of the world, particularly when reviewing educational policies on inclusive education. The statement confirmed that the barriers encountered by different groups could not be overcome by separate systems and schools for children with special educational needs, and that instead an approach that develops a system of education that responds to diversity was needed. At this conference it was argued (UNESCO, 1994, p. viii) that:

Every child has unique characteristics, abilities, learning needs and interests and therefore, if the right to education is to mean anything, education systems should be designed in such a way that educational programmes implemented should also take into cognisance the diversity of these characteristics and needs.

This kind of approach to developing an inclusive education system calls for schools to become more inclusive in nature and more capable of educating and accommodating all different kinds of children. The conference further argued that all schools should accommodate all children regardless of their intellectual, emotional and physical conditions and should be inclusive of gifted and disabled children from remote and nomadic populations, children from remote linguistic, ethnic, or cultural minorities and from other disadvantaged or marginalised groups (UNESCO, 1994, p. 6). This conference emphasised that inclusive schools must recognise and respond to the diverse needs of their learners by accepting and accommodating both different styles and rates of learning, and by ensuring quality education to all through appropriate curricula, organisational arrangements, teaching strategies, resource use and partnerships with their communities (UNESCO, 1994, pp. 11-12).

All of the initiatives mentioned earlier have paved the way for inclusive education. Next I look at the history of education in South Africa and initiatives after the new dispensation and how South Africa responded to the global movement.

2.4 South African education system pre-1994

The socio-political conditions in South Africa were shaped by the apartheid regime (Engelbrecht, Oswald & Forlin, 2006).The policies that were designed resulted in social inequalities that were based along racial lines. Sayed (2003) highlights that equitable education was not provided among the various racial groups, stating that the main aim of apartheid's exclusionary policies were to propagate and perpetuate white supremacy by providing white learners with better-quality education. This resulted in a system which entrenched educational disparities as well as inequalities between racial groups.

D'Amant (2012, p. 53) states that the implementation of different curricula, pedagogies and resources for different racial groups enforced the inequalities, as well as forming diverse identities. Pre-1994 people were classified into four race groups – black, Indian, white or coloured (mixed race) – which made it very easy for the government to discriminate in the provision and distribution of resources to members of each of these groups. The structure of education in South Africa pre-1994 formalised abuses of the human rights of many of South Africa's citizens, especially black persons (Stofile & Green, 2007, p. 52). Black communities were the most severely disadvantaged in terms of funding and educational rights, opportunities and expectations, and this was very evident in the provision of support in different categories of schools. As Stofile and Green (2007) indicate, there were 19 separate education departments that existed in designated population groups. There was a need for policy makers in South Africa to reconstruct new policies that would address these inequalities in education, particularly for those learners who were described as having educational special needs. This involved designing a system of education that would accommodate the diverse needs as envisaged in the Salamanca Statement.

All of the issues that have been mentioned above were the result of apartheid education that shaped a dual system of education characterised by racial disparity and resulting in many learners being excluded from mainstream education (Naicker, 2000, p. 1). Naicker (2000, p. 1) further criticised the apartheid education in South Africa by highlighting that it promoted race, class, gender and ethnic divisions and separateness rather than citizenship and nationhood. It also maintained unequal fiscal allocations and great inequity in the quality of teacher training, the level of teacher training, location of schools and provision of educational service delivery.

2.5 Synopsis of key policies and policy developments on inclusive education

After many years of inequalities in education and of oppressive and discriminatory policies, South Africa began to investigate and institute new legislation and policies in education aimed to address the injustices of the past regime. South Africa has developed many policies with regards to educational transformation (Dreyer, 2011, p.60). Table 1 indicates the policies and legislation that have paved the way for inclusive education in South Africa, most based on the

international guidelines that provided a framework for policy development in inclusive education. Table 1 lists a timeline representing the significant developments towards inclusive education in South Africa. Most of the policies were developed after 1994, when many reforms were introduced to accommodate the remarkable reconstruction of South Africa (Maher, 2009, p. 20). The integration of schools and restructuring of the 19 existing departments into one National DoE were among the other changes that took place.

The main aim of the National DoE was to promote equality with the equitable allocation of resources across and between provinces, and to eliminate the race-based curriculum (Maher, 2009, p. 20).

Table 1: Timeline representing significant developments towards inclusive education in South Africa

1992	National Education Policy Investigation(NEPI) report
1995	White Paper on Education and Training in a democratic South Africa
1995	The National Qualifications Framework
1996	The South African Schools Act
1997	White Paper on an integrated National disability strategy
1997	Quality Education for All (NCSNET and NCESS)
2001	EWP6: Building an Inclusive Education and Training System
2005	Outcomes-based curriculum
2014	Language policy
2014	Policy on Screening , Identification, assessment and Support(SIAS)

2.5.1 The NEPI report, 1992

This report followed the De Lange Report of 1981 which argued that the curricula in South Africa needed to become more differentiated at an early age, starting from primary education, and that vocational differentiation at an early age in the schooling system is essential. The report also proposed that there must be a shift from racial discrimination in order to equalise educational opportunities for all. The NEPI in 1992 produced a report in the same year; this provided guidelines for the first White Paper on Education that paved the way for inclusion which was against racial discrimination and promoted non-sexism, democracy, a unitary system and redress of apartheid-related disparities. After this the African National Congress initiated an investigation to develop the means to change South Africa's education policy in preparation for transformation. The following main principles guided the NEPI:

- The protection of human rights, values and social justice, which later resulted in legislation in the form of the South African Schools Act (SASA) of 1996;

- The principle of a unitary system which included the integration of all support services into the general system that facilitated access to one curriculum through availability of resources to enable full participation of all learners;

- The democracy principle which calls for the collaboration of all stakeholders, including teachers, parents and learners, to take part in the development of an inclusive education and training system as well as the structures to ensure accountability;

- The redressing of inequalities in education by striving towards giving learners equal opportunities to benefit from the education system. Support services provision should be provided across the board and priority should be given to marginalised youth, learners experiencing barriers to learning and development, those affected by violence and those among whom quality education had been compromised and denied; and

- The cost-effectiveness principle, which means provision of education and support, should be affordable, effective, implementable, and sustainable.

The NEPI report further suggested a framework for provision of support services that would be holistic, integrated and required intersectoral and interdisciplinary oral collaboration between sectors, including specialised education.

The abovementioned principles have remained valuable in the development of the new education system in South Africa which has led to an inclusive education policy.

2.5.2 White Paper on Education and Training in a Democratic South Africa, 1995

This White Paper was promulgated in 1995 and outlined the main policy directions for transformation of the entire educational system (Naicker, 2006, p. 3). The Paper further introduced the culture of teaching, learning and services, aiming to restore respect for diversity and the culture of teaching and learning. This demanded that schools develop their full capacity to provide education within an inclusive and supportive learning environment that would minimise, remove and prevent barriers to learning and development. There would be some innovations put in position to facilitate curriculum and institutional transformation and provide additional support to learners experiencing barriers to learning and development, irrespective of whether they were in a special or mainstream school. This was premised on the notion that schools needed to provide levels of support, and this will be discussed later in this chapter.

2.5.3 The National Qualifications Framework, 1995

The National Qualifications Framework was developed by the DoE to recognise prior knowledge and to promote life-long learning. It focused on development and the specialisation of context-based skills that facilitate transition to higher education and work linkages, especially for learners with disabilities and those who are vulnerable. It also aimed at building an equitable and high-quality system of education. This model was designed to shape an education system in South Africa that would encompass all learners including those with special needs. The main aim in developing this mode (NQF) was to end the segregation that existed in the past between education and training.

2.5.4 The South African Schools Act (SASA) 1996

This Act regulates and provides a uniform system for the governing of all schools in South Africa. It is based on the premise that the country required a new national system for schools to redress the past injustices in education and support provision, and to provide high-quality education (SASA, 1996, p. 1). SASA further states that all public schools must admit learners and serve their educational needs in any form, regardless of their colour, race and gender and what form of disability the child has. (RSA, 1996). One of the main key features of this Act is the assertion of equal rights to access basic quality education for all learners without being discriminated in any form. It also states that learners should not be denied admission to any school on any of the grounds. This was the main step that this country undertook that also paved way for inclusive education.

2.5.5 White Paper on an Integrated National Disability Strategy, 1997

This strategy reflects how the paradigm shift from the traditional (medical) model to a social model can be achieved, based on the notion that society needs to accommodate the diverse needs of all people. The strategy argues that there is a need to restructure society, including infrastructure, to enable people with disabilities to participate in society. There is also a need for the provision of resources and specialised equipment to facilitate access to the curriculum (Landberg, 2005; Engelbrecht & Green, 2007). This document acknowledges that past inequalities and injustices have impacted negatively on teaching and learning, especially for those learners experiencing barriers to learning. The teachers were not trained on how to support learners experiencing barriers to learning, and even special school teachers found it very challenging to support learners requiring a high level of support. Ntombela (2006) further highlights that teachers from special schools rely on specialists for further support - and the challenge is that many special schools do not have specialists. For this reason government had to appoint bodies that would look at these challenges and determine how to address the needs identified.

2.5.6 The National Commission on Special Needs Education and Training (NCSNET) and the National Commission on Education Support Services (NCESS)

The two bodies were appointed in 1996 by the Ministry of Education to investigate and make necessary recommendations on all aspects of 'special needs' and support services in education and training in South Africa (DoE, 2001, p. 5). Later in 1997 the joint bodies (NCSNET & NCESS) presented a final report to the Ministry of Education which was published by the DoE in 1998 for public comment and input. Among others the central findings of the investigations included the following:

- Special education and support have been provided for a small percentage of learners with disabilities within 'special' schools and classes;

- Specialised education provision and support were provided on a racial basis, and the best human, physical and other resources were distributed to whites;

- There were many learners with disabilities that fall outside of the mainstream system by default; and

- The rigid, inflexible curriculum did not respond to the diverse needs of the learner population, which resulted in large numbers of drop-outs and failures.

The NCSNET and NCESS report further recognised that the education system needs to be structured in a way that accommodates diverse learners (DoE, 1997). For this reason schools were later classified according to the levels of support provided, which will be discussed later in this chapter. The joint body further acknowledged that there are barriers to learning and development in the system, and proposed that these barriers to learning and development be identified and addressed. The NCSNET and NCESS reported recommendations promoted a systemic approach and agreed that barriers to learning could be located within the learner, within the educational system, and within the centre of learning environment, which is the school. The joint body further made many suggestions, including that barriers could be addressed in a regular school and teachers need training to be able to identify barriers to learning and development and deal with learners experiencing barriers to learning (DoE, 1996). The different kinds of barriers that were identified will be discussed later in this chapter.

2.5.7 EWP6: Building an inclusive education and training system, 2001

EWP6 is one of the results of NCSNET and NCESSs report recommendations that informed development of a policy on inclusive education (Stofile & Green, 2007, p. 55). EWP6 was released in 2001 and outlines and defines what inclusive education and training entails, and how the country intends to build the new system of education. Naicker (2006) highlights that EWP6 was developed to set out a single education system for all learners to be achieved within a period of 20 years. EWP6 provides the framework for establishing the education and training system, listing the main steps to be taken when establishing an inclusive education and training system in South Africa, and includes details of a funding strategy (DoE, 2001, p. 5). While UNESCO (1994) outlined all the practical modalities for the implementation of inclusive education, the South African policy document did not provide clear guidelines on how to implement it. It was only in 2005 that documents were developed that discussed how the policy would be implemented.

2.5.8 An outcomes-based curriculum, 2005

The outcomes-based curriculum was an approach used by the DoE to turn around education. It came about as a result of political concern that education needed to transform in order to help rid the country of apartheid policies. According to Naicker (2002, p. 2) the main aim of this new approach was to reshape the curriculum and meet the diverse needs of all learners. He further stated that it was hoped that the new curriculum would facilitate transformation of the education system. Naicker (2000) highlights the three premises of outcomes-based education (OBE):

- Schools have to play an important role in creating conducive conditions for success at school;

- Schools need to ensure that all learners perform successfully by recognising and acknowledging that they perform at different paces; and

- Each of the successful learning experiences is a stepping stone to some success.

This new approach aimed at developing teachers' capacity to respond to the diverse needs of learners and their learning styles. However, the implementation of OBE came with challenges. Makoelle (2012) cautions that it is important to put the curriculum changes within the context of the role of the teacher, because this has a significant bearing on how teachers in their new role may not translate the changes into practice. Makoelle (2012) further highlights the importance of clarifying the new role of the teacher in the pedagogical relationship with the learner. Naicker (2000) states that this new approach is learner-centred. It allows learners to demonstrate their successes at their pace and in their way. Introduction of the OBE curriculum in South Africa transformed the dual system of education into a single, inclusive, OBE system. Naicker (2000, p. 43) describes OBE as follows:

- Learners have to demonstrate what they have learnt;

- The teacher and learner are clear at the beginning as to what the learner needs to demonstrate at the end of the lesson;

- All planning starts from insights into learners' future life roles; and

- Teachers use a variety of assessment methods to capture a range of information.

2.5.9 The language policy, 2014

This policy aimed at recognising 12 official languages, including sign language. However, there are still challenges in the process of developing sign language in South Africa. For the past decades special schools have experienced challenges in terms of sign language. It was only in 2014 that the South African Sign Language (SASL) was gazetted and recognised for the deaf community (learners) in special schools as a medium of instruction and as a subject (DoE, 2014). Thorough audits conducted in schools for the deaf on the accessibility and availability of all resources to meet all the needs of the deaf learners. The audit revealed that some schools do not have the necessary resources and therefore the DoE proposed additional funding for all schools for the deaf in South Africa to be used to purchase the necessary resources. The implementation of SASL has been planned as follows:

- 2015 for Foundation Phase and Grade 9

- 2016 for Intermediate Phase and Grade 10

- 2017 for Senior Phase And Grade 11, and

- 2018 for Grade 12.

Currently the SMTs are trained on curriculum issues and the teaching of SASL, which is the greatest achievement in the implementation of inclusion. Furthermore the DoE provides extra funding for schools for the deaf to cater for curriculum development, resources and staff development. Education White Paper 5 (see 2.5.5 above) acknowledges the imbalances of the past and attempts to correct these imbalances and inequalities by stating that there should be a collaborative approach for support provision, including all the departments. However, progress in providing support equitably among all schools is very slow.

2.5.10 Policy on Screening, Identification, Assessment and Support (SIAS) 2014

Screening, Identification, Assessment and Support policy was promulgated in 2014, which was done after consultation with all the relevant stakeholders (schools, districts, provincial offices, institutions of higher learning, government departments and professional bodies). This policy was developed over a period of ten years and was field-tested in schools. The main purpose of SIAS policy is to provide a framework for the standardisation of the procedures to identify, assess and provide programmes for all learners who require additional support to enhance their participation in school. SIAS policy aims to allow all learners including those who are vulnerable and those who are experiencing barriers to learning and development to exercise their right to basic quality education and access support in their schools.

All along South African schools have been using a framework called LSEN 001 which did not speak to the provision of support but focused on the placement of learners in special schools. In other words it was promoting and supporting medical model/ approach. This policy further introduces new roles and responsibilities for the education support system i.e. District- Based Support Teams, School-Based Support Teams, Full-Service Schools and Special Schools as Resource Centres. These systems will be discussed later in this chapter. It also highlights and provides guidelines on admitting learners special schools and the role played by parents in the

learning of their children. It also includes official forms to be used by teachers in the process of screening, identifying and assessing barriers to learning experienced by learners. This is done with the view of providing the necessary support. The SIAS policy guides and directs the system on how to develop support programmes for learners in need of an additional support.

2.6 Barriers to learning and development

The factors that led to failure of the system of education to accommodate diversity and which also led to learning breakdown have been conceptualised by the two bodies appointed by the Minister of Education and Office of the Presidency (NCSNET and NCESS) (DoE, 1997, p. 12). The NCSNET and NCESS acknowledged that these factors can be located within the learner or within the centre of learning, the education system and broader social context. It is for this reason that some barriers manifest themselves in many different ways – for example, when a learner does not cope in class and drops out of the system (DoE, 1997, p.12).This prevents the needs of the system and the learner from being fulfilled (DoE, 2005).

Meeting the different needs among the learner population within the system and monitoring the system carefully are the main ways to prevent learning breakdown (DoE, 1997, p. 12). NCSNET and NCESS have moved away from seeing disability as impairment and suggested in their recommendations that barriers to learning and development could be addressed in a mainstream school set up with a focus on teacher training on how to identify these barriers to learning and development. The NCSNET / NCESS defined and identified learners experiencing barriers to learning more inclusively; such barriers include discriminatory attitudes towards learners who are labelled as 'slow', inflexible curriculum, language and communication, inaccessible and unsafe environment, inappropriate and inadequate provision of support services, lack of enabling and protective legislation and policy, lack of parental recognition and involvement, disability and lack of human resource strategies and socio-economic conditions (DoE,1997, pp. 12-34).

2.6.1 Socio-economic barriers

South Africa is a developing country comprising numerous poverty-stricken communities. Moreover, the HIV and AIDS pandemic is wreaking havoc on families. This has a negative impact on learners' opportunities to access education. For example, if a child has an infected parent, in some cases that child is forced to provide care for his / her sick parent, and obviously their learning is compromised. The high rate of unemployment means that families are unable to meet the basic needs of their children, such as nutrition and adequate shelter (DoE, 1997, p. 13) and this can affect their learning and development. In addition, under-nourishment might lead to poor concentration in class. While the Act 108 of 1996 ((RSA,1996) attempts to ensure that schooling is compulsory for all children from the ages of 7 to 15 years, the reality is that due to high unemployment rates, many parents cannot afford to meet this requirement. Also, the lack of basic services also contributes to breakdown in learning. For example, the DoE seems to have deficits in funding schools, while schools lack the capacity to accommodate and support diverse learners in the classroom (Donohue Bornman &2014, p. 8). Schools need necessary assistive devices for learners and specialists to provide specialised systemic support to teachers and learners.

One of the most basic services that government should be providing is transport. Unfortunately learners in full-service and mainstream schools mainly those with disabilities, are unable to reach learning centres on time due to walking very long distances. The DoE currently caters for learner transport in special schools which does make it easier for learners to access basic education. Other socio-economic barriers which learners experience are the conditions in which they live, for example broken families and exposure to abuse (DoE, 1997, p. 12-15). The issues mentioned above affect the emotional and physical well-being of learners, especially those with disabilities. Tyobeka (2006) acknowledges this point, saying that there is still a need to achieve more publicly visible results during the lengthy process of systemic change in South African education.

2.6.2 Attitudes

Negative attitudes become a barrier to learning when directed towards learners in the education system. Attitudes that are negative and harmful around differences in terms of race, gender, culture, disability religion, ability, sexual preference, class and other characteristics manifest themselves as barriers to learning when such attitudes are directed towards learners in the education system (DoE, 2010, p. 12). For the most part, negative attitudes toward different learners manifest themselves in the labelling of learners. This impacts negatively on their learning as labels tend to be accompanied by lowered expectations which could lead to learners dropping out. This issue of marginalising learners perpetuates the failure of the system to adapt to the needs of all learners in class. It is the responsibility of the school to embark on creating positive awareness campaigns about all differences and values. Mittler (2012, p. 134) acknowledges that there is a need for providing opportunities for teacher training on how to address these attitudes as well as the teachers' own feelings about inclusion.

Changing negative attitudes towards learners with disabilities and cultivating more inclusive practices is a worldwide challenge. Scholars in inclusive education have common findings and meanings regarding attitude to learners and inclusive education. Chhabra, Srivastava and Srivastava (2010, p. 222) define attitude as an emotional response, beliefs regarding something, and behaviour toward it. It also transpired that the main concern for teachers is not inclusive education as a concept but issues that are unique and related to the inclusion of learners with disabilities in mainstream classrooms.

A study conducted by De Boer et al. (2011, p. 332) on teachers' attitudes towards inclusive education reported that their responses differ according to the type of disabilities. Learners with behavioural and emotional problems or difficulties are seen to be more of a concern to teachers than learners with other types of disabilities. Similarly, a study conducted by Podell and Lehman (1998) found that teachers have negative attitude towards the inclusion of learners with mild or moderate learning disabilities as well as those with intellectual impairments. De Boer et al. (2011, p. 332) acknowledge that there are different meanings of the term 'attitude'; they decided to describe it from the social psychology perspective as an individual's viewpoint towards a particular object, which could be a thing, idea or person. They further state that attitudes have three components: cognitive, behavioural and affective (Figure 1). The cognitive

component consists of the individual's beliefs or knowledge about the attitude object – in this case, the teachers' knowledge or beliefs about teaching children with special needs in an inclusive environment. The behavioural component reflects how someone acts towards the attitude object; this will be tabled later in Chapter five.
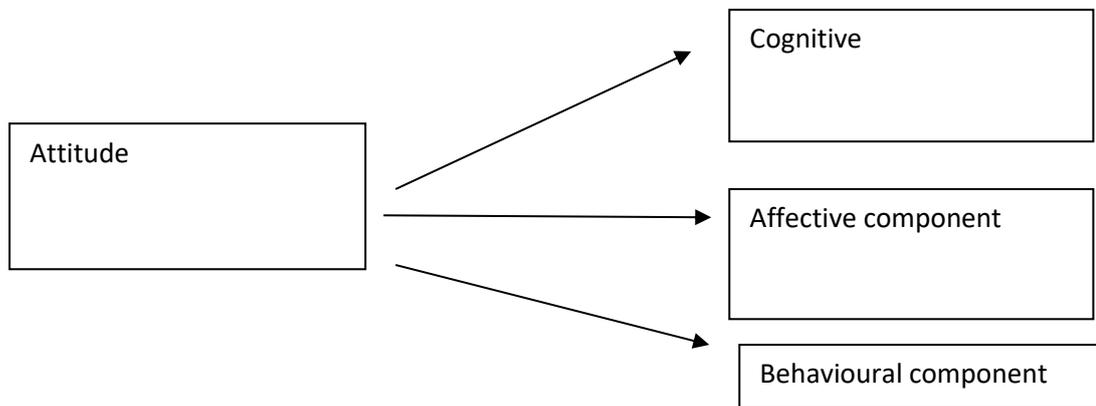
Figure 1: Attitude and its three components (adapted from De Boer et al., 2011).

2.6.3 Inflexible curriculum

An inflexible curriculum is one of the most serious barrier to learning and development that is found within the curriculum itself, and it relates to the existence of a rigid curriculum which fails to adapt to meet the needs among all learners (DoE, 1997, pp. 16-17). In some instances the problem is caused by limited content knowledge as well as curriculum differentiation. My experience is that teachers have some understanding of the curriculum, but differentiation is still a challenge in supporting learners experiencing barriers to learning. In this case the district (curriculum and special education components) have a responsibility to collaborate in supporting teachers so that learners can access the curriculum. I am also aware that the teaching and learning component in the district is the custodian of the curriculum, however, special education is responsible for curriculum differentiation and that is why it is so important for the two sub- directorates to collaborate in providing support to teachers and learners. The teachers'

teaching methodologies which may not meet the diverse learner needs could have a negative impact on learners accessing the curriculum. It is also important for teachers to acknowledge and to accommodate learners' learning styles.

The lack of teaching and learning resources plays a negative role in terms of learners accessing the curriculum. This includes the teaching strategies or methods used by teachers in the classroom. Teachers have to acknowledge that some learners will need planned intervention programmes that address barriers to their learning experience (Walton, Nel, Hugo & Muller, 2009, pp. 108-109).In full-service schools there are specialists (learning support educators or LSEs) who should help teachers to develop individual support programmes to ensure that all learners can access and participate in the curriculum. This can happen if there are enough learning materials and resources to facilitate access and participation in class.

2.6.4 Language and communication

SASA has vested powers in the school governing bodies (SGBs) to determine the language policy of the school. This has affected the teaching and learning processes in instances where learners are taught through a language that is not their first language resulting in learning breakdown. The Constitution of the RSA states that "Everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable"; however, this often does not occur. Learners should learn in home language; however, this is not always feasible as stated above. This leads to instances where learners learn in their third language. If this transition to learning in a language that is not the learners home language, is not effectively managed it can lead to language difficulties. The majority of learners are taught through the medium of a second or third language, and often by teachers who are also not fluent in the language of teaching and learning.

2.6.5 Inaccessible and unsafe environment

In most schools in this country the environment is not conducive to teaching and learning, especially where buildings are not accessible to learners and teachers who use wheelchairs and those who are visually impaired. South Africa has transformed since 1994, and a priority was to change/ education by addressing the disparities and inequalities of the past by creating one system that provides all learners with access to quality education (DoE, 1997). However, Stofile and Green (2007) acknowledge that this country still faces some challenges.

Schools are sometimes unsafe because of bullying and abuse of power by some individuals. One challenge is that learners' power is now on the rise in South African schools; for example, if they do not want a certain teacher, they just go on strike. The other example is that if they are not satisfied with anything at school they may resort to damage school property. There is also an increase in bullying (learner to learner, learner to teacher, teacher to learner) in most schools in KZN which makes schools unsafe spaces for some learners (and teachers).

In September 2015 the *Daily News* (Mkhwane, 2015) exposed people who were physically abusing learners with disabilities in one of the special schools in KZN – and these were people who were tasked with protecting these vulnerable learners. This means that children are not safe and well cared for in the school premises. Lack of safety in schools is a serious problem faced by the provincial DoE, with a high rate of killing of both teachers and learners on school premises (Langa Muntu, ILanga *Newspaper*, November 2016).One of the reasons why teachers are ambushed at schools is that the culture of mutual respect seems to be under threat. In rural areas, development is slow such that some schools still use pit toilets which are not safe for learners. In some cases learners walk very long distances from home to school which exposes them to various forms of abuse. Some schools in the deep rural areas are located across rivers and learners have to cross those rivers which put them in danger of drowning. These rivers are difficult to cross during rainy seasons as there is flooding which means that some learners (and even teachers) are often absent from school during the rainy seasons.

In many contexts the vast majority of centres of learning (schools) are physically inaccessible to a large number of learners, teachers and communities. This inaccessibility is particularly

evident where schools are physically inaccessible to both teachers and learner and members of the community who use wheelchairs or any other mobility devices. This inaccessibility renders schools/centres unsafe for some learners, such as blind and deaf learners.

2.6.6 Inappropriate and inadequate provision of support services

For the successful implementation of inclusive education policies there should be provision of support to teachers and learners (UNESCO, 1994, p. 30).Barriers to learning and development are not minimised or removed because of inadequate provision of support services in the education system. The support provided is inappropriate if it does not meet the needs of learners. In addition, where there is no support provision the learners' needs could not be met, which might lead to learning breakdown (DoE, 1997, p. 17).

For teachers to be able to provide the necessary support to learners experiencing barriers to learning and development, it is necessary for them to understand what it is that they need to do, how and why. In other words, they need a proper/comprehensive understanding of the inclusive educational policies. In addition to this, the national, provincial and district departments have to play their role in developing teachers on these policies, so that they can extend assistance to learners and make schools responsive to those learners experiencing barriers to learning.

2.6.7 Lack of enabling and protective legislation

Previously a lack of enabling and protective legislation and policy presented a barrier to teaching and learning and further hampers implementation and development of an inclusive education system. Prior to 1994 in South Africa there were discriminatory policies and legislation that did not cater for all learners. NCSNET and NCESS have paved the way for inclusive education to be implemented in South Africa by developing a policy that supports inclusion. The section on basic quality education for all learners as enshrined in the Constitution of the RSA, Section 29, as well as the Bill of Rights, states that everything must

be done in the best interests of the child. It is no longer debatable that all children are equally deserving of quality education (Bornman & Rose, 2010, p. 25).

2.6.8 Lack of parental recognition and involvement

The vigorous and active involvement of parents in the teaching and learning process is central to effective learning and development. McKenzie and Loebenstein (2008, p. 14) define parental involvement and recognition as acknowledgement of the parents' role in the education of their children and respect for the rights and responsibilities of parents. Parental involvement includes their recognition by all stakeholders, since they are regarded as the primary caregivers of their children, and moreover are a central resource to the education system (DoE, 1997, p. 18). A study conducted by Engelbrecht et al. in 2007 comparing parents' perceptions of inclusive education in South Africa and the United States of America revealed that parental voices in South Africa had been silent for many years and their involvement was very limited. If the parents are not given recognition and where their participation is not well facilitated, learning and teaching will be compromised and threatened (DoE, 1997, p. 18). Engelbrecht et al. (2015) acknowledge that the role of parental involvement has been given very little recognition in the South African context, stating that parents were often excluded from taking the lead in the teaching and learning of their children.

The following are barriers which arise as a result of a lack of parental recognition and involvement:

- Parents who do not understand the emotional and behavioural challenges of their children may, in some cases, aggravate their challenges;

- If the system does not recognise the involvement of parents this can create some lack of respect for parents as informed role-players in the assessment and future development of their children; and

- If parents are not always informed of their children's problems and progress, they are deprived of the opportunity to participate in their children's development. The parent is also not afforded the opportunity to keep the teachers informed (DoE, 2010, p. 13).

UNESCO (1994, p. 37) confirms that education of learners with special educational needs is a responsibility shared between professionals and parents. Parents need to be encouraged and empowered by teachers to participate fully in educational activities and supervision of their children's work. Parental rights to be involved in the education of their children are enshrined in the Constitution of the RSA (1996a) and in Act 108 of 1996. After 1994 the importance of parental roles was officially recognised in legislation (RSA 1996b) as well as in EWP6 (DoE, 2001). A positive parental attitude favours school and social integration.

2.6.9 Disability

Learners with disabilities experience barriers to learning and development when their learning needs are not met. Sometimes the impairments mean that the learner is unable to participate in the learning process (DoE, 1997). Multiple disabilities may also prevent the learner from being able to engage in class activities. Other learners experience learning breakdown due to intrinsic cognitive barriers to learning and development (DoE, 1997). A disability in itself is not always a barrier to learning. For example, a learner using a wheelchair might not experience any barrier to learning in a school where there is complete wheelchair access. Similarly, a deaf learner is not likely to experience any barrier to learning and development in a school where teachers and learners can use sign language. In other words, a learner with a disability experiences a barrier to learning in environments where curriculum, physical and/or social access are problematic. Therefore it is important that the three types of schools; the mainstream school; special school and full- service schools provide appropriate support for the diverse learner needs. These types of schools are discussed later in this chapter. These schools provide a continuum of service provision, where the accommodation of all learners, as it is envisaged in EWP of 2001, takes place.

2.6.10 Lack of human resource development strategies

A Lack of human resource development strategies is one of the critical barriers to learning and development that hinders teaching and learning. This important aspect is outlined in EWP6, which states that teachers will be developed or trained on inclusive education so that they will be able to address and remove barriers to learning and development (DoE, 2001). Polat (2011, p. 30) confirms that teachers are key to an inclusive system. This may result in some kind of resistance and negative attitude towards learners who experience learning breakdown and towards inclusive education (DoE, 1997, p. 19). Teachers in South Africa were trained differently in the past, and most of them had no exposure to areas of special education unless they developed themselves privately (Welch, 2002).It is imperative that teachers at full - service schools are effectively equipped to address and remove barriers to learning and development of learners with moderate support needs.

South African black teachers were exposed to an inferior   education system, which did not prepare them to cater for learners experiencing barriers to learning and development (Stofile & Green, 2007, pp. 56-58). For this reason learning breakdowns occur because of the inadequate foundational knowledge that teachers have. The approach that these teachers were exposed to was teacher- centred. Currently the DoE has made some effort to build the capacity of teachers through training on inclusive education which lasts for three hours. However, these training sessions are not adequate because they mostly cover the concepts of inclusive education, not the methodological aspect is involved in the implementation process.

The need for human resource development was one of the recommendations from the field-testing of the KZN Department's strategy on inclusive education in 2008. The Media Education Trust (MIET) was appointed by the KZN DoE, and recommended that there needs to be site-based training as the main strategy for human resource development. This was the pilot study conducted in 2008 focusing on the feasibility of implementation of inclusive education in the form of a full-service school. MIET further recommended that collaborative and inter-sectoral approaches were necessary with all sub-directorates represented. MIET recommended that these should be driven by district officials to ensure sustainability as well as building capacity

among officials of the DoE. The gap in the recommendations is a monitoring plan. MIET do make mention that there is a need for monitoring of this strategy, but there is no plan in place for this nor a time-frame.

2.7 South Africa responds to the international agenda

Post -1994 the first democratically elected South African Government's main task was to focus on transforming education by addressing the inequalities and disparities of the past regime by developing a system that could provide access to quality education for all learners (Stofile & Green, 2007, pp. 52-53).   Since the inception of democracy in 1994 the South African Government has affirmed the rights of all citizens to basic education (DoE, 2009).   Many changes have taken place in an attempt to address the imbalances and inequalities of the past, particularly those created on the basis of race. One of the main initiatives that this country undertook was the development of the Constitution of the RSA in 1996, which entrenches all human rights which shape a new South Africa.

Policy makers in South Africa had to prioritise the rights of all learners, especially those experiencing barriers to learning and have a particular focus on how the system will accommodate their learning needs (Stofile & Green, 2007). It is for this reason that the Ministry of Education and Office of the Presidency in 1996 appointed the two bodies NCSNET and NCESS (previously mentioned in section 2.5.6) to look into and make recommendations on all aspects of special needs and support services in education and training in South Africa (DoE, 1997, p. 1). As discussed earlier in this chapter, the DoE (1997) through the NCSNET and NCESS report recommended that the South African system of education should promote education for all and foster development of inclusive and supportive centres of learning, aimed at enabling learners to participate actively in the education process (DoE, 2001, pp. 4-6). Furthermore, the NCSNET and NCESS report (DoE, 1997) acknowledged that a number of barriers existed within the education system during the apartheid regime. After   the consultative processes, the DoE released and published EWP6 in 2001. This policy outlines a national strategy to achieve an inclusive education system that will address and accommodate learners experiencing barriers to learning and development (DoE, 2001). EWP6 emphasises a

number of issues in education, but in this study the focus is on the significant transformation of schools that would be converted to full-service schools to meet a variety of support needs.

2.7.1 South Africa adopts inclusive education

All the initiatives that South Africa has developed within the founding principles of its Constitution were trying to respond to the international call or agenda on inclusive education. Those initiatives were mentioned earlier in this chapter. The Constitution of the RSA, 1996, states that all South Africans have the right to basic education and has embraced inclusion since previously those who were not white or who had special needs were disadvantaged in terms of all educational opportunities and expectations (Stofile, Linden &Maarman, 2011, p. 603).

2.7.2 EWP6 framework

EWP6 provides the framework for establishing an education and training system in South Africa and lists all the steps to be taken in doing so. The policy document further identifies six key strategies and levers for establishing such a system in South Africa to initiate transformation in the school system:

- The policy aims to improve and strengthen special schools so that they may be integrated into DBSTs and become resources for neighbouring schools;

- It aims to mobilise approximately 280 000 vulnerable and disabled children and youth that are out of school to be able to access basic education;

- It seeks to convert five hundred primary schools to full-service schools over a period of 20 years, beginning with thirty school districts that are part of the National District Development Plan; these schools will cater for a moderate level of support to learners and provide for the full range of learning needs.

- It seeks to establish DBSTs that provide an integrated professional support service drawing on expertise in further and higher education, including local communities.

- It seeks to prioritise implementation of national advocacy and information programmes in support of the inclusion model, by focusing on the roles, responsibilities, and rights of all interested stakeholders with the support of educators, parents and local communities.

- It aims at adapting the general orientation and management of SGBs and professional staff to be in line with the inclusion model (DoE, 2001, pp. 21–33).

The Minister of Education in his introduction of EWP6 in 2001 acknowledged that it will never be an easy task to build an inclusive education and training system as it requires the commitment of all stakeholders, coordination, support, monitoring and evaluation as well as follow-up and proper leadership. The Ministry was also aware of the fact that introduction of the policy would come with some challenges. Its implementation is unlikely to proceed smoothly given all the provincial systems and institutions. The implementation of EWP6 will rely and depend on an understanding of the real experiences and capabilities of provincial systems and education and training institutions, and on identification of key levers for policy change and innovation within all education institutions (DoE, 2001, p. 20).

For this reason, the Ministry of Education projected a timeframe of twenty   years for the full implementation of the inclusive education and training policy. The Ministry further developed an implementation plan comprising short-term goals (2001–2003), which included the following:

- A focus on the national advocacy and educational programme on inclusive education.

- Implementation of an outreach programme aiming to mobilise disabled out of school children and youth.

- Identifying, planning and implementing the conversion of 30 special schools into resource centres.

- An audit of special schools that includes implementing a programme to improve efficiency and quality.

- Planning and implementing the conversion of thirty   primary schools into full-service schools.

- Planning and implementing the DBSTs in the thirty designated districts.

- Establishment of procedures and systems for early identification and addressing of barriers to learning in the Foundation Phase.

- General orientation and introduction of management, SGBs and professional staff to the inclusion model (DoE, 2001, pp. 42–44).

There were also medium-term goals (2004–2008) which included expansion of the number of special schools, full-service schools and DBSTs. The long-term goals (2009–2021) focus on expansion to reach the target of 380 special schools and convert them into resource centres. It also includes the conversion of 500 mainstream schools into full-service schools.

For the purposes of this study the main focus is on the short-term goals, particularly the conversion of 30 mainstream schools into full-service schools. At the moment KZN has managed to convert 101 mainstream schools into full-service schools; this has been done in phases and will be discussed later in this chapter. Since the release of EWP6 the DoE has further issued policy documents and guidelines that guide and direct the implementation of inclusive education in South Africa. Among other policy guidelines are those for full-service schools, 2010, where the main focus is on the implementation of EWP6 in South Africa.

2.8 Defining inclusive education and related concepts

The idea of inclusive education was endorsed years ago by the Salamanca World Conference on Special Needs Education (UNESCO, 1994), and this has gained strength and support internationally. In other countries this concept is thought of as an approach that serves children with disabilities within general education settings (Hick & Thomas, 2008), but internationally it is more broadly seen as a reform that supports diversity among all children. It is for this reason that I will define the concept as understood by different countries since the definitions differ in their different contexts and political discourses. After the abovementioned conference many countries tried to review their education systems towards a more inclusive model.

UNESCO (1994) defines inclusive education as a system of education that is responsive to the diverse needs of learners, and is concerned with the provision of quality education for all, inclusive of learners experiencing barriers to learning and development (UNESCO, 1994). Jordan (2007) defines an inclusive approach as meaning that the education of all learners including the spectrum of diversity, takes place in an adequately supported environment (regular classrooms) in the educational context that would be attended if the form of diversity were not present. Further, inclusive education is defined as a concept that allows learners with diverse needs to be placed and receive instruction in a regular school and classroom (European Agency for Development in Special Needs, 2011).

Barriers to learning and development are defined as factors which lead to inability of the system to accommodate diversity, which leads to teaching and learning breakdown in terms of accessing educational provision (DoE, 1997, p. 12). Full-service schools are mainstream schools that are strengthened with specialist staff and are supported to provide for the full range of learning needs among all learners, and with a good ethos, policies and culture that respond to the diversity of learners (DoE, 2001, p. 22). These schools accommodate learners in need of low to moderate levels of support. The DoE (2008) defines special schools as being those that are well equipped with resources to deliver education to learners requiring high to intensive educational and other support on a full-time or part-time basis. Furthermore, individual support plans are those which are designed and planned for learners in need of additional support, developed by the teacher with the help of an LSE in consultation with the parents of the learner and the school-based support team (SBST) (DoE, 2014). The SBST refers to a structure established by schools in general to identify areas needing development and support for learners and teachers (DoE, 2014). The DBST is a group of departmental professionals whose responsibility is to promote and support inclusive education through curriculum delivery; distribution of resources; training; identifying, assessing and addressing barriers to learning; leadership and general management (DoE, 2014).

Level of support provision refers to the scope and intensity of support needed at system, school, teacher and learner level (DoE, 2014).

Support programmes are defined as planned and well-structured interventions delivered at schools and in classrooms within specific timeframes (DoE. 2010).

Disability is viewed by Thomazet (2009) as not an abnormality inherent in the individual person, but as a lack of fit between the environment and the individual's needs. The Convention on the Rights of Persons with disabilities defines disability as including:

> *those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.*

Drawing from the abovementioned definitions of inclusive education, it is clear that some learners do need additional and specialised forms of support to be developed in different settings to meet their full potential. It is also acknowledged that there are barriers to learning and development, which need to be addressed through the provision of support. This can be done by developing an integrated community-based model of support which consists a network of institutions and services (Tyobeka, 2006, p. 4).

The support systems will be discussed later in this chapter as well as the different kinds of schools envisaged in EWP6. The South African education system as envisaged in EWP6 categorises learners with disabilities according to the intensity of learner needs; learners with a moderate level of support needs fall into their category of 'intermittent support'. Those learners who have severe or multiple disabilities are placed in high-level support institutions.

2.9 Implementation of EWP6 in a full-service school context

The adoption of EWP6 in 2001 marked the celebration of learner diversity, sought to establish education structures that would facilitate the implementation of an inclusive education policy, and recognised that the teaching and learning of children was not limited to school but also extended to different contexts. The adoption of the inclusive education policy brought transformation to the system of education in South Africa (DoE, 2001). Among other changes that EWP6 brought, is the change of teachers' mind-sets and attitudes towards inclusive education and towards learners experiencing barriers to learning and development. Teachers need to be well prepared in order to implement this policy, and this requires the DoE to capacitate them in understanding the concept as well as the practical implementation, so that

they will be able to drive and implement the policy. Oswald and Swart (2011) argue that there is a gap between policy development and implementation that remains a big challenge. They further argue that transformation of the education system in South Africa came with a massive responsibility that has placed challenges on teachers, especially regarding understanding of the new concept of inclusive education and its implementation.

The transformation process will take time, as individuals come to understand the new knowledge and adapt from the old system of education which was entrenched in massive inequality (Daniels, 2010). This was confirmed by the Minister of Education in 2001, when he released EWP6 as a national inclusive education policy in South Africa that asserted that building an inclusive education and training system will not be easy as it will require everybody to be persistent, committed and supportive.

2.10 Defining a full-service school

The concept of a full-service school originated in the United States of America and now it is being adopted more widely in Europe and beyond (UNESCO, 2002). Full-service schools take many forms, but the basic principle is that a range of agencies are based within the school and have links with it in terms of offering support. Generally this means that learners in need of support receive integrated services from different agencies or stakeholders; it involves the participation and involvement of parents and the community in supporting learners where they access a wide range of services. However, in South Africa there is still a problem in involving parents in the learning of their children, although SASA (1996) specifies that parents need to play a crucial role in the learning of their children.

According to the Open File on Inclusive Education (UNESCO, 2002) full-service schools are characterised by:

- Linkage with the local community, including their involvement in developing the schools' approach;

- A syllabus (curriculum) which is designed to meet the needs and cultural background of all learners;

- A variety of services to be provided both to learners and community members, which includes health care, drug programmes and crisis intervention; and

- A partnership approach between the education service and other voluntary organisations and NGOs.

South Africa has adopted some of the characteristics of full-service schools. In the South African context, the full-service school concept is still new. South Africa has not reached the same level of progress as the developed countries of the world, since it is a beginner when it comes to this innovation. The full-service school was introduced in EWP6 to emphasise the role that ordinary schools play in developing an inclusive system to clarify their role in the process of change. It is also regarded as a nodal point to deliver support programmes to other neighbouring schools. This model calls for dedicated teachers to transform these full-service schools. It is also noted that there needs to be support from the district office of the DoE, so that teachers understand the theoretical and practical advances in teaching and learning to support learners requiring moderate levels of support.

Teachers in full-service schools seem to be confronted with new practices which require a new mindset as well as new attitudes. This means they need capacity building in order to have a common vision to implement change in their schools and prepare to accept that there are learners experiencing barriers to learning with different needs, as well as to ensure their participation in implementation of this change (Oswald & Swart, 2011, p. 339). The researchers claim that this can only be successfully achieved if there is pre-service training of teachers to change and modify their attitudes towards inclusive education. EWP6 affirms the right to equal access to education for all learners, regardless of their disability. However, addressing this wide range of learner diverse needs through the policy of inclusion has created some challenges, which include human resources development, funding and physical infrastructure. The DoE has developed some policies that have put EWP6 into practice, namely Screening, Identification, Assessment and Support (SIAS). This policy (SIAS) was later promulgated in 2014. SIAS policy will be discussed later in this chapter. Implementation of EWP6 in the full-service school context was piloted in 2007–2008 by MIET in the Ugu district of KZN. This project aimed at developing an inclusive education system through capacity building at

different levels. The foreign funder of this project was the Embassy of the Kingdom of The Netherlands, which focused on the five key levers of a full-service school identified in EWP6:

- The advocacy process to promote a conceptual understanding of the model and its implementation and targeted schools, among education centres, teacher unions, district and provincial department officials and other multisectoral partners;

- Twenty-one schools were clustered around two nodal schools (Deyi and Mbeleni), which were later converted into full-service schools. Their role was to provide a base where the specialist staff and facilities would allow learning support educators and counsellors to identify and assist learners at risk. The other support provided to mainstream schools involved curriculum changes to help address barriers to learning;

- Human resource development was responsible for developing materials that would provide guidelines for converting 21 schools into centres of care and support;

- Establishment of support structures, which were school-based support teams and DBSTs highlighting their roles and responsibilities in the implementation of the inclusive education policy at a full-service school that would deliver care and support services to learners with a wide range of barriers. The support centre would have a counselling room to be used for counselling of learners, youth and families in a conducive environment; and

- The funding strategy that facilitates the implementation costs and implications.

Later in 2008 the implementing agent (MIET) together with the KZN provincial DoE made recommendations on the strategy on inclusive education to Senior Management of the DoE. Later all six key drivers of inclusive education were recommended and gazetted in the guidelines for full-service schools in 2010. MIET and the provincial DoE acknowledged challenges and gaps within all the key drivers of inclusive education; however, a strong recommendation was that there needs to be support structures within the system of education as this will be an important element in the implementation of inclusive education in South Africa.

2.11 Support structures

The role of the support structure is to facilitate successful and effective implementation of an inclusive education system (Stofile & Green, 2007, p. 56). South Africa has established these structures to drive inclusive education (Bouillet, 2013, p. 93). These support structures are twofold – the SBST and the DBST – each with roles and responsibilities and established to drive inclusive education at different levels. The European Agency for Development in Special Needs Education (2009, p. 22) stresses that these structures which impact on inclusive education are diverse and involve various service professionals that are coordinated within various sectors. The DoE cannot reach all schools, therefore they made it a national mandate that all schools need to establish these support structures within the system. The DoE would rely on these structures for the delivery of quality education in all schools. It is believed that the key to reducing barriers to learning within all education and training institutions lies in a strengthened education support service (DoE, 2001, pp. 28–30)

2.11.1 School –Based Support Team (SBST)

The SBST consists of the school principal as the chairperson, who takes the lead and is responsible for establishment of the structure. The SBST has three portfolio committees, namely learner support, education support and whole-school development support, each led by a member of the SMT (DoE, 2014, pp. 33–34). The primary function of the SBST is to coordinate educator and learner support services properly. It provides support to the learning and teaching process by identifying and addressing educator, learner and school-based needs (DoE, 2001, p. 29). For the SBST to function well, it requires support from the DBST by providing professional development in curriculum and assessment. The SBST team has an important role to play in the SIAS process (DoE, 2014, pp. 34–35):

- The structure is responsible for providing the District -Based Support Team with evidence of support provided to the learner at school level,

- The School -Based Support Team is responsible for supporting teachers within the school on early identification of and intervention for all learners experiencing barriers to learning,

- It also makes sure that there is parental involvement in the learner's support needs.

- The SBST assesses support needed and designs an intervention programme for the teacher and parents.

The researcher was also very mindful of the kind of support that is required at a full-service school: learners require a moderate level of support and teachers need more support since they have new roles to perform. Many studies indicate that teachers in inclusive schools still need support (Walton, 2007, p.106). The SBST has an additional duty, and that is to interface and form a link with other stakeholders; this was also highlighted by Bouillet (2013) in her study, where she investigates the importance of collaboration in inclusive education. In this way each member will know what is expected of them in terms of roles in the implementation of inclusive education. Also, more ideas can be shared on how to support learners experiencing barriers to learning.

2.11.2 District-Based Support Team (DBST)

Education White Paper 6 (South African inclusive education policy) which was promulgated in 2001, Conceptual and Operational Guidelines for the implementation of inclusive education (DoE, 2005): District- Based Support Teams provide the guidelines on how the DBST should operate within an inclusive education system. The main function of this structure is to provide multidisciplinary and integrated support at a level of a district. The DBST is one of the key elements of the new support system in education that drives inclusive education. The implementation of inclusive education requires some changes in regular schools and special education to develop strategies and restructure the system to accommodate learners with diverse learning needs (DoE, 2001). The DBST is one of the support structures that provide support to teachers, learners and parents towards the successful implementation of inclusive education. The establishment of DBSTs plays a pivotal role in providing a coordinated professional support service that draws on expertise in further and higher education and local communities, focusing on special schools and specialised settings, designated full-service and

neighbouring primary schools and educational institutions, beginning with 30 school districts (DoE, 2001, pp: 22–23).

This DBST comprises specialists from different components such as Special Needs Education Services, curriculum, examinations and assessment, human resources planning and development coordinators and health professionals working within the school system (DoE, 2014, pp. 38–39).

2.12 Role of the Learning Support Educator (LSE) and School Counsellor

In ensuring that a continuum of support services is introduced throughout the system to broaden access in full-service schools, provision was made for support staff, namely Learner Support Educator (LSE), Learner Support Assistant (LSA) and School Counsellor (SC) (DoE, 2011, p. 7). The LSE and SC are appointed as itinerant officials serving schools in a circuit, and their core function is to support the SIAS process, working directly with learners together with SBST and DBST. Among other duties performed by an LSE is to consult and work with other teachers and staff, parents and various stakeholders to make sure that all learners succeed and reach their potential (DoE, 2010, p. 22). The LSE is also expected to establish and support the SBST and liaise with different stakeholders, and plays a pivotal role in facilitating support at schools, including the neighbouring schools surrounding a full-service school.

The duties of the LSE and SC are similar, but the SC's programme focuses more on the development and implementation of counselling services and crisis intervention with respect to learners experiencing social ills, namely abuse, violence or trauma, presenting with challenging behaviour and emotional breakdown (DoE, 2011, p. 7). Both the LSE and SC are also expected to work collaboratively with stakeholders to develop and implement additional support programmes for learners requiring additional support at full- service schools (DoE, 2010).

2.13   The teachers' role at a full-service school

Inclusive education calls for teachers to change their attitude towards education and be knowledgeable on the content and practice of EWP6. The teacher's role has changed from transferring knowledge to a more learner-centred approach (Lansberg, 2005, pp. 67–69), 2010). This calls for teachers to change their attitude towards inclusive education and be knowledgeable on the content and practice of EWP6. Teachers have to accept responsibility for all learners in the classroom, including those who experience barriers to learning, and have an attitude of acceptance towards all learners. Teachers in inclusive schools need to use different and alternative techniques so that they will be able to accommodate each learner's needs. Bornman and Rose (2010:46-47) maintain that there are various accommodations and support that teachers can utilise namely:

- Presentation accommodations, where a teacher can use different methods to introduce the lesson, for example by using teaching aides (which are usually visual) in the assessment and learning process. The teacher can further modify and simplify his/her instructions so all learners can benefit from the lesson regardless of their abilities.

- Responsive accommodations, a tool or procedure that allows learners to complete their tasks or activities in different ways. Basically this means that learners are given the same task but complete it in varying ways.

- Timing accommodations, where learners are allowed a length of time to complete a task or any test, especially those with low concentration span. Sometimes they may be using communication technology or device.

- Sitting accommodations, when a teacher chooses where and how to accommodate those that are easily distracted and those that concentrate better by changing their location in class.

- Environmental accommodations, where a teacher makes the learning environment accessible, especially through physical adaptations such as ramps, wider doors and passages, wheelchair-friendly toilets and direction of light source.

- Marking reporting progress, where a teacher uses different forms of assessment to reflect the degree of progress made by the learners. More importantly, teachers have to use adapted reporting formats.

These accommodations are very important to accommodate diversity in the classroom because of the different kinds of learners that are found. In order to use more alternative techniques teachers need advocacy and thorough training on inclusive education, especially on curriculum differentiation, so that they begin to understand diversity in the classroom. For teachers to develop inclusive practices they have to consider the way in which they think about the issue of inclusion (Florian, 2008, p. 204) and to consider the organisational structure of schooling and the knowledge that it is possible to provide support to all learners. Florian (2008) defines inclusive practice as the things that teachers in schools do which give meaning to the concept of inclusion; this means that teachers must always provide support to learners. The DoE (2010, p. 44) outlined the new roles of full-service school teachers as:

- Working together as a team and gathering regularly to discuss and find solutions to different challenges which learners may be experiencing.

- Addressing barriers to learning and development.

- Being knowledgeable on how to design intervention programmes for learners requiring moderate level of support.

- Differentiating the curriculum to meet diverse learner needs.

- Making sure that there is no labelling of learners who are identified for additional support, thereby promoting exclusionary and discriminatory practices.

- Adapting teaching methods to ensure that all learners receive the attention they deserve, and being very flexible on how to implement the curriculum.

As has been mentioned earlier, one of the full-service school's roles is to support neighbouring schools with knowledge and information regarding barriers to learning and development (DoE, 2010).

2.14 Management of change in the schooling system

This study intended to investigate the implementation of how the inclusive education policy is implemented at a full-service school. The researcher is aware of the changes that are encountered by the teachers in the South African education system. South Africa was riddled with inequalities and injustices in education, and the launch of EWP6 brought transformation to the education system. Among other changes is that within the institutions or schools that targeted teachers as policy implementers at the lower level, and the change in their mind-sets and attitude towards the inclusive policy. McMaster (2013, pp. 3–5), in his study on building inclusion from the ground up, stresses that there needs to be a link between the school's culture and the successful implementation of inclusion. This calls for schools to restructure their provision of services to learners and parents. Even though the policies of the DoE, particularly EWP6, has paved the way to restructure special education for inclusion, there is a need to restructure schools so that learners experiencing barriers to learning and development can become an integral part of mainstream education (Doyle, 2002, p. 2).

The school's culture that is mentioned here is formed by beliefs, values and assumptions held by teachers on how they define how things should be done (Doyle, 2002). For all of the above to be achieved calls for strong administration of the school with a good vision and practices. Doyle further echoes that there should be structures within the institution that will develop, transform and strengthen a shared vision and commitment to inclusive principles; support structures that are mentioned are the SBST and DBST, which were discussed in sections 2.11.1 and 2.11.2.

2.15 Role of the school principal

EWP6 stipulates the role of principals and the SMT as adopting an inclusive approach and developing the ethos of the school as well as accepting differences. This includes the following:

- The principal and school management team should have some belief in the value of inclusive schooling, with knowledge and skills for implementing the concept of inclusion;

- The principal should create a welcoming environment for parents and learners as well as the staff;

- The principal should always advocate inclusive practices;

- The principal of a school should ensure that a regular register of all learners receiving additional support is kept and the impact of support programmes is established, so that this can inform future planning and development of support.

- The principal of a school must ensure that he/she works collaboratively with other stakeholders for further support.

- The principal must make sure that all staff are part of and understand inclusive education.

2.16 Conclusion

In this chapter the concept of inclusive education was discussed within the full-service school framework. It transpired that most countries of the world responded to the global movement of inclusive education by developing policies and legislations that respond to diverse learner needs. Models of implementation differ from country to country because of their political, social and economic status and context; there were some good practices from which South Africa can learn. The initiatives and policies that respond to diversity that South Africa has developed have been discussed in this chapter, along with the plan for implementation. In my experience and observation as a teacher for many years, and as an official of the DoE, the implementation plan/strategy seems to be good, but there is a challenge when it comes to implementation.

This study investigates how teachers at this full-service school understand and experience inclusive education. Specifically the focus was on how their understanding of this policy translates to everyday practice at this school. In terms of the policy of inclusive education, a

full-service school caters for learners who require moderate levels of support. In an ideal system, this means that all those teaching at such schools have more expertise in terms of supporting learning and in providing appropriate additional support to learners experiencing barriers to learning and development but in reality it might not be so.

Chapter Three

Theoretical and conceptual frameworks

3.1 Introduction

This chapter looks at the management of change in the Department of Education. Inclusive education is a reform strategy that seeks to change the way education is perceived and provided. The chapter, therefore, explores how the system of education is changing, who is leading the change, and how complex this process is. It also discusses the theoretical frameworks within which this study was located and the conceptual frameworks that underpin it. The study utilises a case study design, involving one full-service school located in Durban, in the province of KZN. This study investigates teachers' understandings and experiences of inclusive education and how they translate into practice and how are they supported by the uMngeni district office with regard to their new roles in the implementation of this new policy.

3.2 Inclusive education as change

As discussed in chapter two the NCSNET/NCESS report formed the conceptual framework for the National EWP6 on special needs education which was published in 2001. This concept of inclusive education is in accord with the international perspectives and it acknowledges that learners who are experiencing barriers to learning and development should not be excluded from the education system. In South Africa teachers consider the inclusive education as an idea that brings about change in their daily teaching. This is because today's classrooms in which teachers are expected to teach do not resemble the classrooms they attended. The concept of 'inclusive education' represents a paradigm shift from special education to an inclusion model. These changes mean that:

- There should be a paradigm shift from a pedagogy of exclusion to a pedagogy of possibilities that takes into consideration barriers to learning and development and different abilities (intelligence) and learning styles;

- A shift from planning and organising support according to category of disability towards determining level of support needed;

- Admissions based not on category of disability but on whether learners really require high levels of support;

- There should be a paradigm shift from administration of standardized tests to predominantly teacher-produced diagnostic tests that determine the learners' learning potential and identify how it can be improved;

- There should be a shift from Special Education Act to the South African Schools Act; and

- Lastly, there should be an end to discriminatory admission procedures which impede access to schools on the basis of race, class, language and severity of disability (DoE, 2002).

The development of inclusive education is the major challenge facing educational systems. One of the reasons that make inclusion a challenge is the lack of understanding of this concept by the teachers. The other reason is that for most of the teachers their training was based on the medical approach which makes it difficult for them to respond to diverse learner needs. Ainscow (2004) argues that in order to change the behavior of an organization and its individuals there needs to be levers of change. Those are principles, school review and development, community and the development of education. These levers can help to move the system forward. Ainscow (2004) further highlights that these levers are actions that can take a lead in order to change the behaviour of an organisation and individuals therein.

In this study, the organisation is the full-service school and the individuals are teachers themselves who are expected to implement inclusive education at school level by responding to diverse learner needs in the classroom and embracing diversity, teachers are also expected to facilitate the flow of innovations from a change agency to an audience of clients. However, teachers cannot do this all alone without the support of the Department of Education. As much as the Department of Education is responsible for policy

development they also have a massive responsibility to professionally develop teachers on any innovation that is put forward. Rogers (2003) acknowledges that change agents should possess a high degree of expertise regarding innovations that are being diffused, however, in this study if the change agency (which is the Department of Education) does not provide support to teachers then it is most likely that the innovation will be unsuccessfully implemented by teachers.

3.3 Understanding the nature of change

This country was riddled with discrimination and inequality stemming from the apartheid regime. South Africa managed to respond to the international trend/agenda by becoming a non-racial and democratic country by demonstrating a culture of human rights and social justice (Daniels, 2010). Also by adopting inclusive education to meet the needs of all learners by addressing barriers to learning and development. Change is a never-ending process and not an incident (Swart&Pettipher, 2006). They further highlight that change is complex and it affects every system and the more complex the change the more support of staff is required. For this study, change is about individuals and their beliefs and how to unlearn their old practices (beliefs) and adopt inclusion. When these old practices are not unlearned, teachers will continue providing support that exhibits the philosophies of the traditional approach/medical discourses. For teachers to unlearn these old practices there needs to be an organisational change (By, 2005).

Burnes (2004) defines 'change' as an ever-present feature of organisational life at operational and strategic levels. Therefore, it is important for any organisation to identify how this change should be managed. This calls for the skilled managers to successfully implement the change in any organisational structure (By, 2005). In a school context, the SMT needs to take a lead in the implementation of change by making sure that teachers are well prepared for the implementation of educational change. Oswald& Swart (2011) caution us that teachers play a key role in the transformation of schools and they must be offered enriched and expanded professional development opportunity. Burns (2004) further identifies the four models for educational change. These models are designed to facilitate the development of inclusive schools. The first model as building commitment to change, this focuses on understanding the

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need for inclusive education and in providing good leadership for change. At this stage, the focus is more on the ownership of the change process. The second model planning for change where the participants engage themselves in developing a vision of inclusive practices and developing a strategic plan. The third model is preparing for change which has two main activities concerned with building capacity. The final model is supporting change. This model aims at ensuring the process is sustained by incorporating time for support, allocating resources and professional staff development. Currently the DoE has tried to follow this stage at a very minimal level (DoE, 2014) . This will further be addressed in chapter five. For the successful implementation of these above-mentioned models for change, there needs to be change in school culture as well as in the education system, since inclusive education is the big challenge facing school systems throughout the world, which will be discussed later in this section.

South African teachers are not only faced with the adoption of EWP6 but with other educational policy changes e.g. National Curriculum Statement (NCS) which makes it difficult for school and teachers to just adopt without being supported by the district. This study sought to investigate what support is made available to this full-service school and what are their understandings of this policy and how they translate it into practice. The next section discusses the elements of educational change.

3.4 Conditions for effective change

According to Kotter (1995) transformation is a process, not an event. He further highlights that transformation advances through some stages and it takes time. Those stages are By (2005) utters the similar sentiments that there needs to be a framework for organisational change which in this study is the school culture and the education system. However, to sustain the change and implement it successfully calls for visionary leaders. Swart & Pettipher (2006) add that good leadership is the key to school improvement and change. They stress the notion of transformational leadership which is based on the assumption that leadership should focus on building the school's learning capacity in a very conducive environment. Therefore, the successful implementation of inclusive education requires transformational leadership. EWP6 is a complex educational change and has challenges when it comes to implementation. However, if those challenges are not addressed, implementation will not be successful. Some of the challenges are capacity building of teachers on the concept and teaching methodologies

to meet the needs of all learners in the classroom, school, culture and the system improvement and how to manage change.

3.4.1 School culture and development

Swart and Pettipher (2006:107) define school culture as a fundamental block for school improvement, change and cohesion. They further define it as moving of values, beliefs, understandings, norms, attitudes and preferred behavior and power structure. These beliefs and understandings need to change because they might be affecting the new emerging organisational paradigm which is in this case is inclusive education. If teachers still subscribe to the philosophies of the traditional approach which still treats learners as the ones with a problem that needs to be fixed, that means that the school culture has not changed. Inclusive education requires an inclusive school culture that celebrates and emphasizes the notion of diversity. However, teachers cannot do this alone. They need the support from strong leadership (SBST) and the support from the DBST. Furthermore, in addressing and developing the notion of improving schools, one needs to look at the relations between learners experiencing barriers to learning and development and staff.

This is important because once the patterns of relations are bad; it would affect the implementation of inclusive education and practices. The other school- culture factor that could affect and compromise the implementation of inclusive education is the teachers' level of understanding of inclusive education and when they do not feel confident to deal with learners experiencing barriers to learning. In an inclusive schooling or culture, teachers are forced to change their assumptions and beliefs about education (Carrington, 1999) and adopt the nature of a teaching and learning environment that accommodates diversity in the classroom. They are forced to shift from their comfort zone of doing things as they would prefer but instead to adopt the educational change proposed by the DoE. However, for teachers to successfully implement inclusive practices, the teaching and learning environment should be conducive for such changes to take place.

Doyle (2002) on re-culturing for inclusion argues that schools implementing reform simply focus on restructuring which focuses mainly on changing the surface structures which is insufficient for making lasting change. The main focus should be on re-culturing then

restructuring will follow. In the current study, it was then the opposite; the DoE focused more on surface structures, where they built the support centre instead of professionally developing teachers on the innovation. It is important to prioritize a school's culture which is formed by values, assumptions and beliefs that are within its members and then define how things are done (Doyle, 2002). Although it is difficult to achieve lasting school reform due to a number of school cultures, the culture of schools can be shaped as a way to change them by setting foundations for re-culturing. She furthermore argues that re-culturing involves changing the dynamics of groups and their ability to self-assess themselves. Then teachers would be able to reflect by asking themselves "why" there is a need for a change as opposed to "how" to implement.

Swart and Pettipher (2006) acknowledge that change is systemic and what takes place in one part of the education system influences another. This simply means that if the district office is dysfunctional schools cannot develop and adopt change with ease. Therefore, re-culturing needs to start at district level and the district's culture should be aligned with that of schools. Once there is a culture of change in a school, learning is placed at the centre of the school's activities and learning is encouraged for all since culture affects positively or negatively all aspects of a school. Since change does not happen overnight, especially the adoption of inclusive education, the DOE must prepare teachers for this reform. Teachers need that reorientation to successfully implement inclusive education. This orientation of teachers is required because for many teachers their teaching approach is based on the medical model as mentioned earlier. Much of this challenge has been caused by the apartheid-style institutions where black teachers were not exposed to the social model, but rather to traditional methods of teaching and practices. In addition, their confined nature of thinking and practices did not benefit learners experiencing barriers to learning and development.

3.4.2 Classroom Practice

As inclusive education in South Africa gains momentum, teachers have to change their beliefs, values and to accommodate learners experiencing barriers to learning and development. The teachers' role is now affirmed as the one that is critical in the successful implementation of inclusive education and its practices. As much as teachers did not receive the same training due to inequalities in education, they are expected to provide the necessary support to learners experiencing barriers to learning and development. They are expected to review various aspects

of the curriculum. Such as learning environment, teaching materials and their teaching practices. Teachers have to accept the reform that welcomes and supports diversity amongst learners (UNESCO, 2000). For them to be able to transform ordinary schools to a full-service school the DOE needs to pay more attention to the professional development of teachers. Ainscow and Sandill (2010) also caution that the organisational conditions such as joint planning, good leadership and high levels of staff involvement must be established at a school level to produce a more inclusive response to diversity. However, currently teachers are not in the position to transform schools into inclusive centres of care and support without the support from the DOE. It also calls for teachers to change their negative attitudes towards the inclusion of learners experiencing barriers to learning and development into a positive attitude that embraces one class which is inclusive. Once teachers develop a positive attitude towards inclusion they would be able to respond to the diverse needs of learners and treat everyone equally in the classroom. It is now more than two decades since the concept of inclusion was endorsed but it still poses some challenges on how to implement it in the classroom.

Kozleski and Artiles (2015) state that the context in which the school exists is important. By context they mean the conditions, in which schools exist, the context that involves the DOE's approach to support schools, human resources practices, and the structure of management that is designed to enhance and increase school capacity. One of the approaches mentioned above is the human resources practices and development which plays a very important role. This includes the hiring of teachers and their professional development on inclusive practices. Desimone (2011) argues that teachers should be exposed to formal and informal development through structured seminars and informally with other teachers.

She further argues that effective professional development should include the following:

- Content focus, where professional activities focus on the subject matter and on how to learn the content;
- Active learning, this is where teachers should be afforded opportunities to be involved, for example, making presentations, analysing learners' work and observing and receiving feedback as opposed to becoming passive audiences through workshops;
- Coherence, this core feature involves the consistency in the professional development activities that the DOE provides to teachers on the reforms and policies in the education system; and

- Collective protection is the last core feature where teachers are grouped according to the grades they are teaching or per subject to build an interactive learning, community, collective participation includes opportunities for collaboration where teachers learn from each other. (Desimone,2011)

3.4.3 Management of Change

Management of change in this context includes educational reform and restructuring. The one example is the implementation of inclusive education. Due to the importance of institutional change which is the school, its management therefore becomes important and needs good leadership. That is why By (2005) when defining change management as the process of renewing an institution's structure and its direction points out the importance of highly skilled management to manage this change in their organisation.

Management of change should start at the national level and filter down to schools. At national level they are responsible for crafting policy frameworks and developing a strategy for implementation and the monitoring and evaluation of the implementation of such policies. The strategy must be clear with direction and purpose on how to support the targeted members. At district level they are responsible for professional development of teachers so that they implement policies with confidence. It is at school level where the implementation of policies should take place.

This study investigates the teachers' understandings of inclusive education and how they translate that into practice, and how they are prepared for this change at school level. Johnson, Hodges and Monk (2000) are of the view that in order to change teachers' classroom practice it is also important to change what teachers think of the policy. In this study, findings revealed that to some extent teachers have a negative attitude towards EWP6. If this is not addressed by the DOE teachers will continue using incorrect beliefs about inclusive education which impairs the progress of the policy implementation. However, their beliefs need to be considered when they are developed to check their level of understanding of inclusive education (Carrington, 1999). She further cautions that teachers are key to these educational changes and school improvement. Teachers do not only deliver the curriculum to learners but also define and interpret it and apply their understanding of it and that shapes the teaching and learning process in the classroom.

3.5 System development

While teachers are regarded as agents of change, the role of implementing the proposed change cannot be limited to them alone. Teachers alone cannot respond to the global movement which emerged in the past twenty years which is inclusive education. It takes a village to raise a child; therefore it is everybody's responsibility to support learners experiencing barriers to learning. Systemic change is a process where there should be involvement of stakeholders in the system of change so that everybody is in accord with inclusive education. Joseph and Reigeluth (2010) highlight the importance of element of change in the system as follows:

- Broad stakeholder ownership is the fundamental element of the systemic change process. Parents, NGOs teachers and other civil servants form part of the educational stakeholders in a school community. Once all the mentioned people show the vested interest in the school system, chances are that all learners can be provided with quality educational support. Joseph and Reigeluth (2010) further indicate that there are two types of educational changes, namely, piecemeal change which entails the making of adjustments to the current paradigm of education, and systemic change which involves changing the current paradigm into a new one. With the current study the systemic change is more relevant because inclusive education is a new concept in South Africa. Inclusive education is an educational change that focuses on the social model and learner-centred focused paradigm. Also if all the stakeholders show an interest in the schooling of their children then the democratic society goal can be attainable.

Once the stakeholders collaborate with their diverse experience, backgrounds and opinions the process of change in the system will be strengthened. They then develop a sense of ownership of an educational change and perceive their role as not only involved in decision making but have a vision of the systemic change. However, this cannot happen if the culture of the school has not changed and the school can only develop these changes if the systems are in place. As mentioned earlier that change needs the management's attempt to make and persuade members to think positively about the change. In this study teachers need to be made aware of the change in the system and why the change is so important. As much as some teachers may have different

perceptions towards inclusion, some of them can consider this change with higher acceptance or tolerance (Yilmaz, Kilicoglu 2013) and embrace it. To some extent teachers may resist change because of the implications it appears to hold. Yilmaz and Kilicoglu (2013) define resistance to change as a resistance to loss of something valuable to an individual or the loss of known by adopting the unknown. They further claim that some individuals in the school organisation prefer to pay more attention to the routine matters or things that they are familiar and more comfortable with and set up defences against change by simply resisting. School members resist and reject change because they think and believe that it is not worthwhile of their time and the pressure that emanates from the inside or outside of the organisation. Within the school as an organisation there are government's initiatives on new policies that put pressure on teachers to change from their normal routine to change their practices and methodologies to accommodate diversity in the classroom. When the new idea is not well communicated to teachers chances are that they will resist change. To bring this section into perspective and to understand the reason behind why individuals in the system resist change initiated by the policy makers, Yilmaz & Kilicoglu, 2013 highlight the different types of resistance to change as follows:

- Blind resistance, this is when some individuals in the organisation are intolerant and afraid of change regardless of what it will bring to them. In a school setting teachers can react defensively and not buy into the idea due to the fear of the unknown. However, for them to get used to educational change they need some time and to some it takes long to initiate and embrace change.
- Political resistance, in the school situation principals and teachers are somehow afraid that if they implement change they could lose their positions or power within their own and other schools.
- Ideological resistance they further highlight that some intellectuals within the organisation challenge change and think that it will not work or will create more damage in an organisation than bring about improvement. In this case teachers could end up challenging the proposed change and regard it as the wrong thing to accept and implement.

Teachers resist change due to a number of reasons, one of them could be the forces imposed on them by the DoE which includes disregarding them be as part of change at the initial stages. Generally teachers resist change if the DoE provides them with insufficient information and

skills and not acknowledging the importance for change. This on its own can lead to teachers exhibiting anxiety, frustration and fear of change (Kotter, 1995). They cannot see the positive reasons for the change to be implemented at a school. Kottler (1995) further stresses the importance of determined SMTs to implement change successfully. Yilmaz and Kilicoglu (2013) further caution us that there are other reasons that led to resistance to change in an organisation for example habit, threats to power and limited resources. However, if there is communication involvement, facilitation, participation and support change could be effectively facilitated and implemented (Kottler and Schlesinger, 1979).

Theoretical and conceptual frameworks

3.6 Conceptual frameworks

This study was guided by two conceptual frameworks, namely the philosophy of inclusion (Mittler, 2012; UNESCO, 1994) and the concept of re-culturing (Doyle, 2002).

3.6.1 Philosophy of inclusion

The philosophy of inclusion as a conceptual framework provided a broad framework for the study. This philosophy of inclusion emphasises and promotes human rights and equality for all people. Inclusive education is based on the principle that all schools should provide for children and young people, regardless of disability (Florian, Young, & Rouse 2010; Mbibeh; 2013). This perspective is now on the international agenda and the concept has incorporated broader aspects of social diversity and awareness of the exclusionary practices that are associated with ethnicity as well as language (Florian et al., 2010).

The inclusive education movement defines this concept as the process of increasing participation and decreasing exclusion from the curriculum, culture and community of mainstream schools. This movement further aims to overthrow all discriminatory and

exclusionary practices (DoE, 2001, p. 19). In the South African context this philosophy is promoted through EWP6, which advocates for provision of education on a continuum of support across the education system (DoE, 2001

3.6.2 School re-culturing

School re-culturing is the second conceptual framework used in this study to provide a comprehensive understanding of how inclusive education is meant to bring about change in provision of schooling. Doyle (2002) defines inclusion as an educational reform that restructures schools so that learners with special needs can become part of regular education. For this reason, in the school context, re-culturing is an effective way in that it focuses on changing the ways in which teachers view and think about schools and learners in need of support (Doyle, 2002). This notion of school re-culturing was useful in highlighting whether the paradigm shift has taken place or not in terms of teachers' perceptions of their new function within the new system of education. Naicker (2000) declares that inclusive education involves a paradigm shift in the South African context, as schools are expected to change their current practice and adopt the new inclusive ways of education.

School re-culturing emphasises a change in the mindset, values and beliefs of all stakeholders towards a new practice or idea, in this case the full-service school concept. Since school re-culturing refers to a paradigm shift, there is a need for teachers to be retrained or recapacitated on new practice, since change poses a challenge to all within the system. Melville, Jones and Campbell (2014) explain that re-culturing takes change efforts down a different route and requires that teachers within the department change their skills, relationships, and decision making in order to positively affect the learning and teaching taking place in the classrooms. Lastly, for this innovation to take place it calls for teachers to first develop understanding of inclusive education and its implications for teaching and learning (Ntombela, 2009). Above all, the SMTs of these schools need to take the lead in creating an environment where teachers feel safe to learn and are capacitated and supported in their learning.

3.7 Theoretical framework

3.7.1 Diffusion of innovation

The theoretical framework that informed this project is the theory of innovation diffusion, which is about how a new idea is communicated. Rogers (2003) defines innovation diffusion as the process of communicating a new idea to members of a social system through the channels over time; this information and communication is created with the aim of reaching a common understanding of the innovation. Rogers defines this innovation as an idea/practice that is perceived by an individual or group as new; the innovation does not need to be new information, individuals may have known about it for some time but have not developed a favourable or unfavourable attitude towards adoption or rejection of it (Rogers, 2003). Diffusion of innovation is a theory that was useful in investigating how EWP6 is understood and implemented in this full-service school context by teachers who are regarded as agents and implementers of educational change. In terms of this study a theory that is useful in understanding the process which was followed by the DoE to communicate the idea of inclusion to the whole system of education.

Rogers (2003) further describes the innovation decision process as an individual's progression from the first stage of innovation to making the decision to adopt or to accept the idea, and to implement and confirm the decision taken. The five stages are: knowledge, persuasion, decision, implementation, and confirmation. The knowledge stage takes place when an individual is exposed to an innovation's existence and how it functions. Persuasion involves the individual developing a positive or other attitude towards the innovation; the individual shapes his/her attitude after gaining some knowledge about the innovation. The decision stage occurs when the individual makes a choice to adopt or reject the innovation. Implementation is the stage where the innovation is put into practice. The confirmation stage is where the individual seeks support for the decision taken on the innovation (Rogers, 2003, pp. 170–171). Rogers, 2003 further identifies two distinct stages in the innovation process: Initiation and implementation.

Initiation involves agenda setting and matching, while the implementation stage involves redefinition, clarification, and routinising. (Refer to table 3: Rogers' diagrammatic representation of innovation process). Initiation stage consists of the information gathering and planning for the adoption of an innovation and making a decision for adoption. This stage is open to those with authority where big decisions are taken. Teachers on the ground are not in the position to contribute to decision making but are expected to implement policies. If the implementations of such policies fail they are the ones to be blamed. For teachers to be able to implement the innovation they need training. Those who have been long in the system need an in-service training to unlearn the old practices, such as medical model/approach and embrace inclusion. Teachers need training in order to effectively meet the needs of an increasingly diverse learner population and be well informed about change and become skilled in managing change. Engelbrecht and Green, 2007 caution that the role of initiating change is not limited to policymakers but it affects every system and individual in the society.   In this study inclusive education and the concept of a full-service school are new concepts that are part of educational changes in the South African education system. For the concept of the full-service school to be well understood and accepted by the teachers, there needs to be a channel of communication where the innovation will be channelled accordingly. In the South African context, this is the EWP6.

Rogers (2003) defines communication as a process where participants share information with one another to reach a common understanding. This communication takes place through channels between sources, either an individual or an institution. Rogers further describes channels as a means of getting a message through to the receiver. He also highlights that there are interpersonal channels, which he regards as being important tools in changing individuals' attitudes towards an innovation. In the case of this study, those interpersonal channels of communication are very relevant for changing teachers' attitudes towards the inclusive education policy. Change poses challenges to schools and is complex, which requires continuous staff development. In this study this theory was helpful in investigating and understanding how information about inclusive education is diffused within the system, more so among those working in an inclusive context.

3.8 Conclusion

Through this study I aimed to gain some knowledge and understanding of how teachers at a full-service school implement the inclusive education policy, and how they are supported and prepared for this implementation of such policies. I also hoped to see whether and how those teachers who have been in the education system a long time need in-service training to unlearn old practices, such as the medical model/approach and embrace the new philosophy and practice of inclusion. The three frameworks that I have discussed were found to be very useful in helping me to understand the issues facing Ntabakayikhonjwa full-service school and its teachers. They were also useful in understanding the methods of communicating new ideas across the education system. These frameworks also enabled me to scrutinise the data generated and to arrive at meaningful conclusions about what is happening at the school identified to participate in the case study, as well as in the system of education as a whole. My experiences as a teacher suggest that, twelve years after the release of EWP6, many teachers I have met and worked with, still have a limited understanding of the inclusive education policy. This limited understanding tends to produce resistance to the policy at school level. In conducting this study, I aimed and hoped to gain understanding of how teachers at Ntabakayikhonjwa are experiencing and understanding the EWP6 policy and how that is translated into practice.

In this study I also wished to investigate how teachers were prepared for the innovation. The first research question is what are the teachers understandings and experiences of EWP6 and how do they translate that into practice. The second research question is how EWP6 is implemented in the form of a full-service. By using the diffusion of innovation theory this thesis posits to which extent do teachers understand and implement and embrace the EWP6 policy as well as the innovation diffusion process. The third research question is what support is made available to teachers at Ntabakayikhonjwa full-service school to enable them to embrace principles enshrined in the system of education. The next chapter focuses on the research design and methodology used in addressing the research questions identified earlier in chapter one.

Chapter Four

Research design and methodology

4.1   Introduction

This case study sought to investigate the implementation of the South African inclusive education policy (EWP6) in the form of a full-service school in uMngeni district in the province of KZN. In order to gain an in-depth understanding of the implementation processes a qualitative case study was designed with the following objectives of the study:

- To establish how teachers understand and experience inclusive education at Ntabakayikhonjwa Full-service school.

- To understand how EWP6 is implemented at this school.

- To establish the support available from the district office to this school.

The following research questions were used to guide the investigation:

- What are the teachers' understandings and experiences of inclusive education?
- How is EWP6 implemented in the form of a full-service school?
- What support is available to this school from the district office of the DoE?

This chapter outlines and discusses the research process followed, the research design and methodology, research site and approach, ethical issues and data analysis procedures that were used.

4.2 Research approach

This study was interpretive in nature. The interpretive paradigm allows the researcher to make interpretations with the purpose of understanding human and agency behaviour, attitudes,

beliefs and perceptions (Bertram and Christiansen, 2013, p. 26) and the meaning can be understood in the interaction between the researcher and the participants.

Bertram and Christiansen (2013) describe a paradigm as the beliefs which the researcher has about what can be known about the world, and research style reflects beliefs about what may be useful in a significant way of going about obtaining knowledge. For the purpose of this study, it was used to investigate how EWP6 is implemented in the form of a full-service school, and the teachers' understandings and experiences of inclusive education.In the interpretive paradigm people construct their own understanding of phenomena (Denzin, 2011, pp. 106-108), and for this study, teachers' understandings and experiences of EWP6 and its implementation at a full-service school will be interpreted through meaning of phenomena. This approach closely follows the diffusion of innovation (Rogers, 2003) that talks about change and innovations. The participants in this study discussed and explained their understandings of EWP6 and the change in their new roles as full-service school teachers and how they implement this policy.

4.3 Research methodology

This study was rooted in the qualitative research tradition. Qualitative methods were used in this research because they provide an in-depth description of a certain practice or setting (Mertens, 2014, p. 225). Since this study sought to investigate how EWP6 is implemented in the form of a full-service school, the new setting in this case is the concept from the EWP6policy of 'full-service school'. According to Mertens (2014, p. 225) qualitative research involves a set of a variety of empirical material, such as a case study or life-history interview which describes meanings in individual lives. For this study, the teachers' meanings and understandings of EWP6 were studied and analysed. Mertens (2014) identifies types of research and questions for which qualitative methods are appropriate, which include:

- Where the main focus of the research is on the process and implementation of a certain programme;

- Gathering of detailed and in-depth information about certain clients or programmes; and

- Examining the unique qualities exhibited by individuals.

The abovementioned apply to the intended subject of investigation in this study, which involved detailed information on the teachers' understandings and experiences of inclusive education and how is it implemented at a full-service school.

4.3.1 Research design

This design is a plan, structure or strategy of investigation so conceived to obtain some answers to research questions (Kumar, 2012, p. 94). It outlines what the investigator will do from writing the hypothesis and other operational implications to the final analysis of data. Sarantakos (2012, pp. 105-106) states that research design simply explains in detail how the researcher intends to conduct a study, and further highlights the purpose of having a research design:

- It offers a guide that directs the research, and helps to rationalise the use of time as well as resources,

- It outlines order and clarity in the entire process of study,

- It guarantees that all aspects of the study will be addressed, and

- It helps to control and minimise influences on data collection and the quality of data.

The research design that was selected to address the research questions of this study is the case study. As mentioned earlier in this chapter, the study was piloted as a case study at a full-service school using only questionnaires for data collection. The study was piloted to check the feasibility of the entire study and the data collection strategy before attempting the main study. I chose a case study because it allows the researcher to use many data sources (Swanborn, 2010, p. 17), as will be discussed later in this chapter. A case study is defined as an approach that involves an in-depth exploration of a single case of the phenomenon under study (Mcduffie and Scruggs, 2008, p. 233). The case could be based on any number of units, an individual, a group of individuals, a school or an event. Rule & John (2011, p. 4) define a case study as a systemic and in-depth study of one particular case in its context, and state that the case may be a person (teacher or learner), a group of people or an organisation. They further describe the aims of a case study, saying that it analyses what it is like in any particular situation, and state that the case study is generally descriptive in nature. The researcher aims to capture what the

reality of the participants is, the life experiences they have lived through and their thoughts about a particular situation (Cohen, Manion and Morrison, 2000, p. 182). Case studies also capture how this reality manifests in practice. For this research, through a case study, I investigated teachers' understandings and experiences of EWP6 and how its implementation unfolds at a full-service school.

4.3.2 Research methods

The data were collected solely by the researcher. The data collection techniques used closely followed the interpretive paradigm that was chosen for this study. Individual interviews, questionnaires and focus group interviews were chosen as the means of data collection.

4.3.2.1 Questionnaires

I designed a list of questions which the respondents answered. I also followed the five considerations to keep in mind when designing questionnaires (Bertram and Christiansen, 2013, pp. 78-79): they were piloted with a small sample before being administered to a large group; questionnaires should not contain ambiguous questions; they are administered directly by the researcher; they should not have leading questions that a respondent would answer in a particular way; all questionnaires contain questions in a language which participants understand easily; and the questionnaires ask only for information related and relevant to the study. As mentioned earlier in this chapter, all the questionnaires were piloted at Mcoyi full-service school to check the feasibility of the main study. The questionnaires were administered to 34 teachers, and were in English, as the teachers seemed very comfortable with this. The purpose for completing the questionnaires was discussed with the respondents. Confidentiality and anonymity were assured. The questionnaires comprised eight pages with a total of 30 questions. The first few questions sought biographical information including their qualifications, and the rest focused on their understandings and experience of inclusive education, as well as how they implement EWP6.

This data collection technique has advantages and disadvantages (Cohen et al., 2011, pp. 78–79). Advantages of questionnaires include that:

- Questionnaires can be administered to a large number of people,

- Data collected can be easily captured into a computer program which will sort responses in each category,

- They also enable the researcher to standardise the questions and to control the amount of information given by respondents, and

- They offer a rapid, efficient, effective and confidential means of collecting a large number of responses.

Denscombe (2014) adds that this data collection method (questionnaires) is very economical in that they can provide significant amount of research data for a relatively low cost in terms of materials, money and time. There are also disadvantages these being that the researcher is not always there when the participants complete questions and they might not fully understand the questions; questionnaires require a good literacy level of respondents; and the information received from the respondents tends to be descriptive rather than giving any in-depth explanation (Bertram & Christiansen, 2013, pp. 78-79).

4.3.2.2 Focus group interviews

This was one of the data collection technique used in the study. The SMT was the targeted group. There were four members of the SMT, two men and two women. I considered the distinctive characteristics of this approach, as described by Swarnborn, (2010, p. 348), who stated that this approach:

- Involves homogeneous people in sound interactions;

- Allows a researcher to develop an understanding of why people feel a certain way, and the researcher can be innovative enough to bring up issues which participants feel are important, rather than just responding to the questions;

- Allows the researcher to gather more than enough data with a considerable number of participants;

- Allows the researcher to collect qualitative data from the focused discussion; and

- Allows individuals to respond to each other, so as to build on from the previous replies.

Swarnborn (2010) further describes the importance of participant selection, saying that researchers need to select participants carefully to ensure there is an appropriate mix of people representing various groups (i.e. balance of gender, race, etc.). For this study it was not easy to consider the above statement, because there was only one racial group present at Ntabakayikhonjwa full-service school. Boyman also suggests that the researcher needs to keep the size of the group manageable, and for this study it was a manageable group of four participants. The ground rules for the session were set prior to commencement of the actual discussion. Rules mentioned included, inter alia, the importance of respecting the speaker who is on the floor and respecting each other's opinion on the topic; the researcher was prepared to intervene in a polite manner if the interaction became heated. This method was chosen because the researcher was able to encourage groups to voice their opinions, and was also able to probe more deeply when further clarifications were required.

This also assisted me to obtain greater coverage on the understanding of EWP6 and its implementation process at a full-service school. Two focus group discussions were held with the same participants. Both focus group interviews were recorded via audio recorder with the permission of the participants, and each lasted 45 minutes. The first session aimed to create a good rapport with the participants. At first it was not easy for my participants to talk freely because of my position as an official in the DoE, but the second session of the interview went very well.

4.3.2.3 Individual interview

The study also used individual interview as a technique to generate data. The LSE was the only one subjected to this method. I saw the need to interview an LSE in order to familiarise myself with the main functions they perform at a full-service school to investigate how EWP6 is being implemented and identify how the LSE provides support to this school. For the LSE I chose a semi-structured interview which was divided into two sessions, each of which lasted for an hour. The interview was based on the support she provides to the Ntabakayikhonjwa full-service school. The interviews were recorded with her permission. The whole interview process

took place at Ntabakayikhonjwa full-service school to which she is allocated by the DoE to provide support to school. Supplementary notes were taken during the interview.

4.3.2.4 Observation

I used the supplementary method of observation informally throughout the entire process as well as during the individual interview with the LSE and focus group interviews with the SMT.I kept field notes throughout the research process.

4.4 The pilot study

The questionnaires were piloted at (Mcoyi) one of the full -service schools in the same district as mentioned in chapter one. The research methodology that was employed in this study was rooted in a qualitative case study tradition. Table 1 describes the sample that was chosen.

Table 1: Pilot sample profile characteristics

Participant	1	2	3	4	5	6
Position	Principal	Post level 1	Post level 1	Head of Department	Post level 1	Post level 1
Qualifications	BA (Hons)	Higher Diploma	Primary Teachers Diploma	Diploma in Special Education	Primary Teachers Diploma	Primary Teachers Certificate
Teaching experience	33 years	15 years	27 years	27 years	26 years	35 years

No. of years at this school	1	14 years	27 years	26 years	26 years	24 years

The sample of six was drawn from 35 teachers using purposive sampling. Of the sample, two taught Foundation Phase, one taught Intermediate Phase, and one taught Senior Phase, and there was one principal. The researcher-designed questionnaires were administered and were the only data collection method used during the pilot exercise. All six questionnaires distributed to the participants were returned to the researcher. Participants were given two days to complete the questionnaires which were used as a framework for data analysis. Once returned the responses to these questionnaires were analysed and the findings are discussed below.

4.5 Findings from the pilot study

The participants are referred to as Participant 1–6 or P1, P2 and so on for short, to ensure their anonymity. Findings from the pilot study revealed that teachers were aware of EWP6. The positive responses they gave indicate to me that there is an understanding of the inclusive education policy. Some teachers still found it difficult to accommodate learners experiencing barriers to learning at this full-service school. EWP6 was released in 2001, yet a teacher in this full-service school admitted that he lacked the skills to accommodate learners experiencing barriers to learning and development. This school was identified as a full-service school in 2002, which means that there should have been staff development in the past years to equip teachers with the necessary skills to deal with diversity and provide resources necessary to render this service effectively. The findings further indicated that teachers were knowledgeable about the policy, particularly its purpose; however, some were unaware of the specific content. None of the participants understood the concept of a full-service school, nor did they understand the particulars of their roles and responsibilities as teachers in such a school.

4.5.1   Understandings and experiences of the policy

As mentioned earlier, the sample consisted of six teachers from one full-service school. All were aware of the policy, but with different understandings of its content, which posed a challenge in implementation of the policy. This concern was also acknowledged in the introduction made by the then Minister of Education, Professor Kader Asmal, when he announced the release of the South African inclusive education policy (DoE, 2001, p. 3). Asmal further highlighted that he was aware of the anxieties that EWP6 would hold especially for teachers on how to support learners experiencing barriers to learning and development. He expands on this saying: "Building an inclusive education and training system will not be an easy task; it requires commitment and working together of all stakeholders" (DoE, 2001, p. 3).

When asked what they understood by EWP6, this is what participants had to say:

P2: *EWP6 is a legislation document that was drafted in parliament waiting the state president to sign it into law*.

P5: *It provides clear understanding of what is expected of educators and how they must execute their duties according to professional norms and standards*.

P5 gave a very generic understanding of the policy, which indicated that this teacher had no clue what EWP6 is about. It also confirmed that some teachers at Mcoyi full-service school have a limited understanding of the inclusive education policy, which affects the policy implementation at this school. The issue of attitude was further attested to by P4, who stated: *Another thing is the attitude teachers have about being inclusive*.

The results show that although the inception of EWP6 was in 2001, there are still teachers who do not know the meaning and content of the policy. This is surprising as most teachers who participated in this pilot study have been teaching for a very long time, which means they should have been exposed to most of the changes in the system, and most of the   participants in this pilot study were present during the initial stages when the school was identified as a potential full-service school in 2002. This leads me to believe that the resistance to change is caused by the level of education they have. For example, four participants have never been exposed to inclusive education in their initial training as teachers, which would have had an

impact on their understanding of EWP6. The poor understanding of the policy and its content compromises the implementation processes, resulting in teachers' inability to address the practical challenges. All six teachers who participated in the pilot study had teaching experience of more than 15 years, and except for one all had more than 14 years' experience at Mcoyi full-service school. All these teachers were part of the professional development activities that were conducted by the DoE in the early years after the release of EWP6. Their long service in the profession leads me to believe that they participated in the training programmes conducted by the funding agency Danida between 2002 and 2003. However it is apparent that these teachers need additional training in order for them to effectively fulfil their responsibilities in supporting learners with moderate support needs. Teachers need to know their new responsibility and role in the implementation and development of an inclusive education and training system. The incorrect understandings of inclusive education among the teachers further indicated that there is still a long way to go, and that the DoE has a massive responsibility to capacitate teachers on inclusive education, particularly at full-service schools as these schools are hubs of support for mainstream schools.

For example, P6 stated that inclusive education involves teaching learners with different abilities:

This is the term used to describe education policies and practices whereby learners with disabilities are given a chance to belong to mainstream education. But this also does not mean that these learners with disabilities must be in mainstream classrooms all the time, they must be placed where they fit well.

This misunderstanding of inclusive education suggested that some teachers at Mcoyi full-service school do not have a clear understanding of inclusive education as a concept. It further highlighted how deep the influence of the medical model is among these teachers (they still see a child as having a problem), not considering other factors that might contribute to children experiencing barriers to learning.

The approach advocated in EWP6 is primarily different from the traditional approach that assumes that barriers reside primarily within the learner and the problem must fixed (DoE, 2001). The above excerpt indicates that this teacher still categorises learners according to their disability, and sees them as being different. This means that it will be difficult to provide the necessary support that learners experiencing barriers to learning deserve. In order to achieve

the goal of a paradigm shift, teachers need to be willing to acquire skills and knowledge that are related to inclusive practices and finally demonstrate accepting attitudes that promote inclusive education (Makoelle, 2012). It was disturbing to note that although this full-service school was identified many years ago, some of the teachers still do not know how a full-service school differs from a mainstream school. Participants responded by defining a full-service school as:

A school that renders services to all learners including those with challenges (physical and mental), and a school that caters for all learners without discrimination

It was evident that none of the six teachers participating in the pilot study had an accurate understanding of the functions of a full-service school. Their lack of clarity about the purpose of their school as well as their misunderstanding of the policy is bound to negatively affect the implementation of EWP6 at this school. As mentioned earlier, in Chapter two, teachers are key agents in the implementation of change in the school environment. The role that teachers play is to help bring about change. If this change is to be significant, they have to understand their new role as a full-service school by accommodating learners requiring a moderate level of support, as stipulated in the EWP6.

4.5.2   Implementation of EWP6 and challenges

All six teachers in the pilot study anticipated that there would be some challenges in the policy implementation, with some common anticipated challenges revealed in their responses:

P6: *The number of learners in the classroom is very high, you are faced with more than five different challenges and end up neglecting other learners.*

P3: *Overcrowding is the main problem if you try to deal with learners with barriers to learning; others make noise especially those who are 'gifted'.*

Class size and learner to teacher ratio seemed to be a challenge, as teachers indicated that they could not manage all learners in the class. To me this indicated that they lacked skills to manage and accommodate diversity in the classroom, which made it difficult to support learners experiencing barriers to learning. To address this challenge my suggestion was that the

management of the school should approach the Ward Manager responsible for this ward to revisit the Post Provisioning Norm (PPN) in this school since its status has been up scaled to being a full-service school. I also suggested that they take this concern to the physical infrastructure component/section responsible for building to request more classrooms, as this would ease the challenge of overcrowding.

The above excerpt indicates that inclusive education is not only for learners experiencing barriers to learning but for all learners. P3 seems to struggle in providing support to gifted learners as he indicated they make a noise while he is attempting to provide support to those in more need of support and guidance. Makoelle (2012) emphasises the point that EWP6 provides teachers with a number of opportunities on how to provide support to learners experiencing barriers to learning and development however, at this school teachers are still finding it difficult to accommodate learners experiencing barriers to learning and development. Among the challenges teachers revealed in the pilot study was non-involvement of parents in the learning of their children:

P6: *Parents are not supportive. Their children do not do homework, if done it is not supervised.*

P3: *Parents are a problem. When they are called to come to school, they do not turn up. We are unable to refer that child for medical assessment to get a medical report. We were told that it is important for the school to contact parents before referring the child for help.*

This feedback suggests that parents do not support their children at home, and that they do not participate in their children's education. I indicated earlier, in Chapter two, that the Department of Education (1997) had identified lack of parental involvement as one of the barriers in the learning of children and it is a serious matter if a full-service school is unable to promote and/or encourage their participation. Parental involvement is of pivotal importance in facilitating inclusive education.

4.5.3   Support provisioning

EWP6 indicates how learners experiencing barriers to learning should be identified and supported. The policy emphasises the supporting of learners through full-service schools and

defines how these schools will access support. The policy further indicates strategies to assist teachers to understand and cope with the diversity of teaching and learning needs of all learners. For the proper implementation of inclusive education the DoE initiated the establishment of support structures namely, DBST and SBST (discussed in detail in Chapter two). The DBST plays a pivotal role in capacitating SBSTs, and teachers at this school should be receiving support from these entities.

4.5.3.1 District support

In this pilot study all six teachers confirmed that they do receive support from the Department of Education. However, they were not very clear and specific on the kind of support they receive from uMngeni district. They also gave different meanings of support, as follows:

P1: *We receive support on the referral procedures and learner placement to special schools*

P6: *Workshops and checking of 001 forms but little is being done*

P5: *Workshops which are not consistent'*

P21: *District is there to support SBST and they even built support centre for us*

P4: *Our LSE supports our SBST. She usually comes twice a month. She turns up when asked to visit our school to discuss some referred cases*'

This feedback from teachers seems to imply that the DoE official (LSE) is not conversant with EWP6 and the new developments that have paved the way for inclusion. Instead of training teachers on how to implement inclusive education they are still practising the traditional approach, where a learner is assessed and placed at a relevant school rather than creating a positive environment of acceptance among all learners irrespective of their differences. By a relevant school Participant 1 meant a special school. The DoE needs to focus on the training of teachers on how to embrace diversity in the classroom rather than focusing on the medical model. My final conclusion on the above excerpt is that the DoE needs to capacitate teachers on the effective strategies for inclusion, good inclusive practice, providing individual support plans for learners and deviating from the rigid curriculum that does not accommodate all

learners. It also transpired that this school has a support centre, which the participants had different views of, with P2 saying as follows:

We have a support centre which is not working as we speak. Although, the support is not much, they do support us in terms of paperwork (on how to fill in 001form). They workshop us on how to handle a child presenting with ADHD [attention deficit hyperactivity disorder] *and epilepsy.*

Again here this participant confirms what has been said by Participant 1. This current situation does not speak to inclusive education, but rather exclusion. I think it is good that teachers are receiving some training on how to deal with learners presenting with attention deficit hyperactivity disorder – however, that is not enough. What is important is how our teachers can improve their teaching methodologies to meet the needs of all learners in the classroom; otherwise we will have learners who will float through the system. These are the aspects that the DoE should be focusing on – training teachers to understand what a full-service school is and its role in the system.

Participants 4's response on support was as follows:

Yes we do receive support from the LSE and if she is unable to come she phones and makes a follow-up over the phone. She comes twice a month and sometimes turn up when asked to visit our school to discuss some case. She supports the SBST

The main purpose of the creation of the LSE post was to provide support to a full-service school and the neighbouring mainstream schools. Seemingly this LSE does not comply with her job description. This participant indicates that sometimes this LSE follows up on cases telephonically, which is not in line with EWP6 in terms of providing the necessary support. An LSE works as an itinerant official.

Participant 6 stated that the *LSE does come to check LSEN 001 forms but little is being done.*

The above responses suggested that the kind of support that teachers receive is not very well outlined to them, and some revealed that the support is more in the form of a referral system or the placement model than responding to specific learner needs.

4.5.3.2 In-school support

Some teachers indicated that there is an SBST but they were not exactly sure of the role that this support structure should play. According to them the availability of this structure was more than enough. The following are the responses given by teachers on their understanding of the role played by the SBST:

P5: *To gain knowledge from various sources and empower the whole staff*

P6: *It works on the identified cases (keeping 001 form) and other relevant forms for referrals or special cases and contact with social workers and the district official*

P2: *To provide support to teachers as well as parents and learners. They liaise with the Department officials for support*

P4: *The function of the SBST is to support teachers when they have identified learners with learning difficulties. The teacher together with the SBST provide learning programme for learners learning difficulties*

P1: *The SBST collates list of learners with barriers to learning, referral files. Inform district support staff on the identified learners*

These comments further demonstrate the persistence of the traditional approach or medical model. The focus here is more on the learner as being problematic and requiring placement at a special school. Despite this, it was encouraging to learn that Participant 4 has a very good understanding of the role of the SBST; this is because of the qualification she holds in inclusive education, as indicated in Table 1. She is conversant with EWP6 and that there should be support programmes (individual support programmes) in place. However, the question is do teachers know how to develop and implement them? If so, is there any follow-up made by the LSE to teachers and learners checking on the progress?

Participant 1's response indicates that she is part of the SBST and is the one who liaises directly with the LSE and not the entire staff. From this it seems unlikely that the LSE does support the entire staff on inclusive education, but rather that she only speaks to the SBST. She also provides support that is not in line with an inclusive education model but rather to a medical model, which is hugely problematic. EWP6 was released in 2001 and up to now this school is

still facing challenges in understanding inclusive education and translating that into practice. Teachers at this school rely heavily on the SBST in providing support to learners and they do not see it as their new role as a full-service school. The SBST relies on the LSE to take learners with learning difficulties to special schools rather than first providing the necessary support. They do not have capacity to provide support to all learners.

4.5.4 Preliminary conclusion

One of the key findings of this pilot study is the lack of in-depth content knowledge of the policy by teachers. This could mean that implementation of the policy at this full-service school is compromised. There seems to have been a lack of capacitation of role players with regard to the new role they are expected to play in supporting learners within such a school and supporting neighbouring schools. Clearly these teachers have not been trained enough to reach the level of specialists as envisaged in the policy (see section 2.10 where the concept of a full-service school is defined).The pilot study also revealed that external support network structures have been established and work very well with the school. However, from the teachers' responses as well as my observation, it was evident that within this full-service school, even though the SBST has been established, the whole school was over-reliant on the LSE for support – which was inadequate. The LSE needs to focus on the SIAS policy which outlines the standardised procedures for supporting learners to ensure that they all access quality education to improve their academic performance (DoE, 2014). This policy further outlines procedures on how to identify barriers, assess and provide the necessary support for all learners. The pilot study did not lead to any changes being made to the focus of the study or the research instruments. The next section describes the main case study.

4.6 Research field

This main study was conducted in one school, in uMngeni district in KZN Province. The school is a full-service school with a population of 711 learners and 36 teachers. This school was proposed to be a potential full-service school in 2004 by the KZN DoE as it caters for a

full range of learning needs. As mentioned earlier, a full-service school is a mainstream school that has been strengthened with support staff, resources and skills to provide relevant quality education and support (DoE, 2011, p. 5). It caters for learners requiring low to moderate levels of support. Full-service schools should nurture a kind of philosophy that is based on the support of inclusion, such that:

- All learners benefit from the programmes offered at the school,

- All teachers in the school have skills and knowledge that can benefit all learners to ensure quality education,

- There is support that caters for all learners' needs, and

- There is a unified system of education (DoE, 2005, p. 9).

EWP6 seeks to address all the above mentioned issues. The KZN DoE has managed to convert 101 mainstream schools into full-service schools, and this has happened in phases; currently the process is in phase 3. The case study school enrols learners from Grade 4(Intermediate Phase) and ends to Grade 9(Senior Phase). It is located in an urban area, and there is running water and sanitation. There is a state of the art building which is well resourced. In addition there is a library and one support centre with ramps, accessible toilets, consulting room, health room, and therapy room with kitchenette, storeroom and communal office space. The centre is strictly for the delivery of additional support programmes as per EWP6. This physical infrastructure forms part of the norms and standards for full-service schools as advocated in the conceptual framework (DoE, 2011, p. 8). Learners admitted at this school come from different but mainly from previously disadvantaged communities. This school has a poor security system and the support centre is often vandalised by hooligans, who steal all the equipment in the centre, including the tables and chairs.

4.6.1 Participants

The sample size of the study was 36 teachers, from Intermediate and Senior Phases. I targeted these teachers because I wanted to know how they implement the adopted national policy of inclusion, EWP6. Of the 36 teachers, only 13 are men and 23 are women. There is a principal,

one deputy principal and three Heads of Department (HoDs). The principal of the school did not participate in this study. A letter requesting permission to conduct such a study was written to the principal and he accepted in writing (Appendix five). Prior to this I requested permission from the HoD (provincial office), and this was approved (Appendix four). I sent all 36 participants letters requesting their consent to participate in the study and a sample of the informed consent form is attached as Appendix six. Issues of trustworthiness and confidentiality were explained by the researcher, who stressed that they were not compelled to participate in this study. I managed to receive 24 questionnaires back out of the 36 distributed.

4.7 Process of data analysis

The data collected were qualitatively analysed. In this study two data collection techniques were used, namely focus group interviews with the SMT, and questionnaires with the entire staff. The data were analysed during collection, where I coded the collected data and conceptually organised them (Sarantakos, 2012, p. 345). I managed to compare notes taken during focus group interviews to check consistency. I followed inductive reasoning whereby the data were categorised and I was able to identify the relationship between the data and the themes emerging from the data (Bertram & Christiansen, 2013, p. 117). The data recorded on tapes was listened to and transcribed and were reduced to a more manageable and relevant data set. These recorded data were listened to electronically for the main analysis. Thematic analysis was used thereafter. Coding of the themes was done. I used interpretive codes which relate to the explanations, reasons and motives behind the factual information and were identified when I was more familiar with the text. The emergent themes are defined and discussed in detail in Chapter five.

4.8 Ethical considerations

All ethical procedures were followed before the study was conducted to ensure that the procedures were transparent, and did not harm any of the participants. I followed all the procedures from different authorities requesting permission to conduct my study. Before

conducting my research, permission was obtained from the research office of UKZN (Appendix one) the KZN DoE, the principal of the concerned school, teachers and the DoE official responsible for the support of Ntabakayikhonjwa full-service school.

Figure: 2 illustrates the flow of the entire process of ensuring that ethical issues were dealt with.

Meta - ethical Principles

Research Ethics

Confidentiality
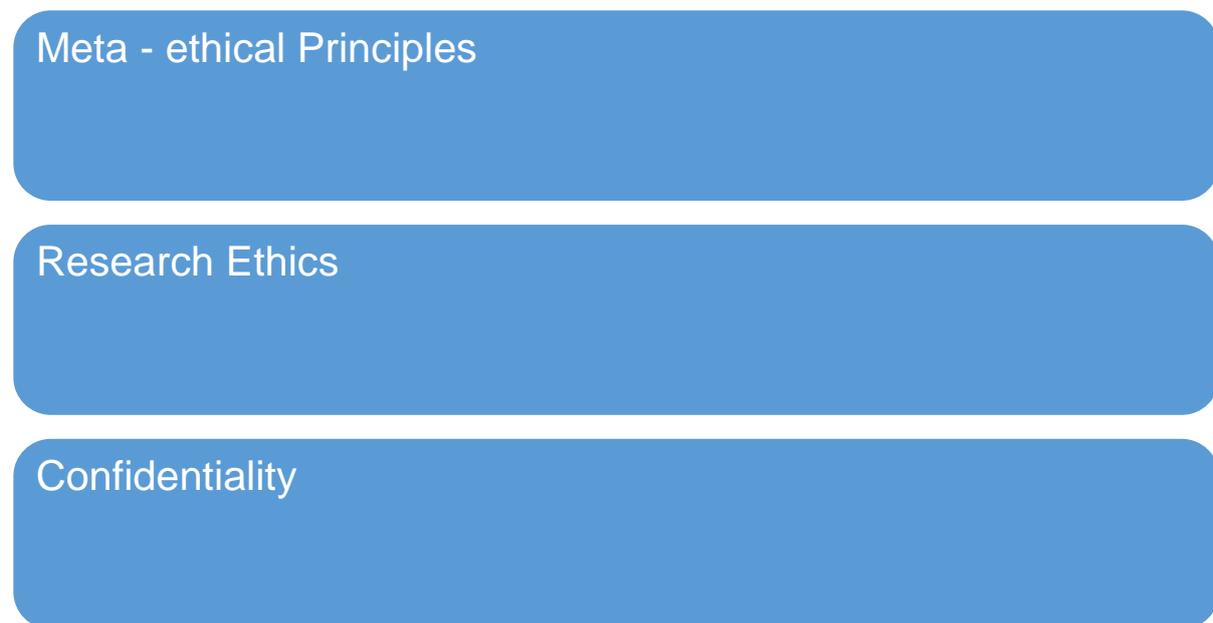
Participants were informed of the purpose and the objectives of the study, as well as the research topic. Participants signed consent forms about participating, including completing the questionnaires and being part of the focus groups and individual interviews, and agreeing to the audio taping of the entire process. Confidentiality and anonymity were assured and they were informed that their identities will never be revealed.

4.9 Trustworthiness of data

This was a qualitative study, and one of the data collection methods (questionnaires) was first piloted to confirm the consistency, feasibility and accuracy of representation of the total

population in the main study. As mentioned earlier in this chapter, I piloted the researcher-developed questionnaires at Mcoyi full-service school, where the instruments were trialled with teachers prior to the main study. For the main study I used both questionnaires and focus groups interviews. The data obtained by means of interviews were recorded and notes were taken during the entire process. The interviews allowed me to probe for further information from the participants in order to obtain their viewpoint and understandings of EWP6 and its implementation at a full-service school. To ensure validity and trustworthiness of data I managed to check the raw data with the participants by returning my notes taken during and after interviews, and the transcripts for them to check and comment on whether they thought they were an accurate reflection of what was discussed. Triangulation was used in this study which involves the practice of viewing the data sets from more than one perspective. The main principle behind triangulation is that it allows the researcher to get a better understanding of what is being investigated by viewing it from different positions (Bell, 2014). The importance here is that the different methods produce the same results and confirm the findings as accurate and authentic. The data collected will be kept on disks and will be destroyed after five years, as per University of KZN research procedures.

4.10 Conclusion

In this chapter, the research design was presented. I have outlined all the procedures followed during the implementation of the methodology, the pilot study with its analysis and the themes that emerged, as well as issues of ethical considerations. The next chapter discusses the analysis and presentation of the data collected using different data collection tools, namely questionnaires and individual and focus group interviews.

Chapter five

Presentation and discussion of data

"One must learn by doing the thing, for though you think you know it, you have no certainty until you try" (Mittler, 2012, p. 45)

5.1 Introduction

This study was premised on the notion that teachers' understandings and experiences of EWP6 will determine how the policy is being implemented at a full-service school, and that the implementation of the policy will be influenced by the kind of support that is available from the district. It was also my assumption that since the school is part of a larger system made up of various subsystems, all interrelated, it would have benefitted in implementation of this policy from various offices and levels of the system of education.

As such, the study sought to answer the following research questions:

- What are the teachers understanding and experiences of inclusive education?

- How is EWP6 implemented in the form of a full-service school?

- What support is available at this school from the district office of the DoE?

To respond to the research questions of this study a qualitative single case study was used. Data were generated using a combination of questionnaires and focus group interviews for teachers as well as an individual interview for one official. The concept and philosophy of inclusion (Mittler, 2012) was used to closely investigate teachers' understandings of inclusive education. In addition, the concept of re-culturing (Doyle, 2002) was useful in exploring whether there has been a paradigm shift from the medical approach or model to a social approach in terms of the prevailing school culture. This concept of re-culturing was also used to understand what impacted on the teachers' understandings and experiences of inclusive education at this full-service school.

Lastly, the diffusion of innovation theory (Rogers, 2003) was used to investigate how the innovation was channelled through certain channels over time among the members of the education system, especially the teachers who are expected to implement the innovation which is in this case EWP6 through the full-service school.

5.2 Findings from the study

The data collected from respondents through questionnaires, and individual and focus group interviews determines and investigate how teachers understood and experienced the policy of inclusive education at this full-service school, and what support is available from the DoE for uMngeni district. The questionnaire sample comprised 15 female and 9 male teachers. Further biographical information is presented in Figures 3–5.
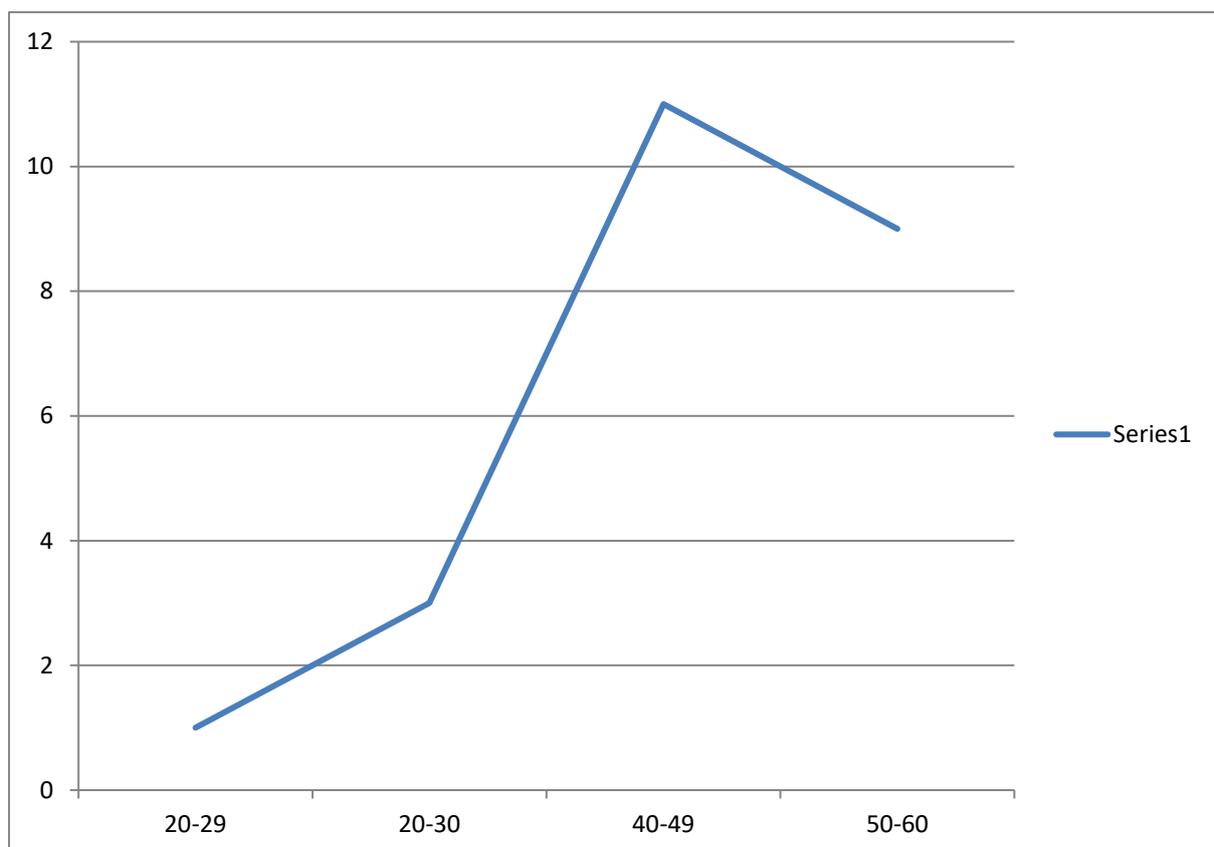
Figure 3: Participants' ages (years).
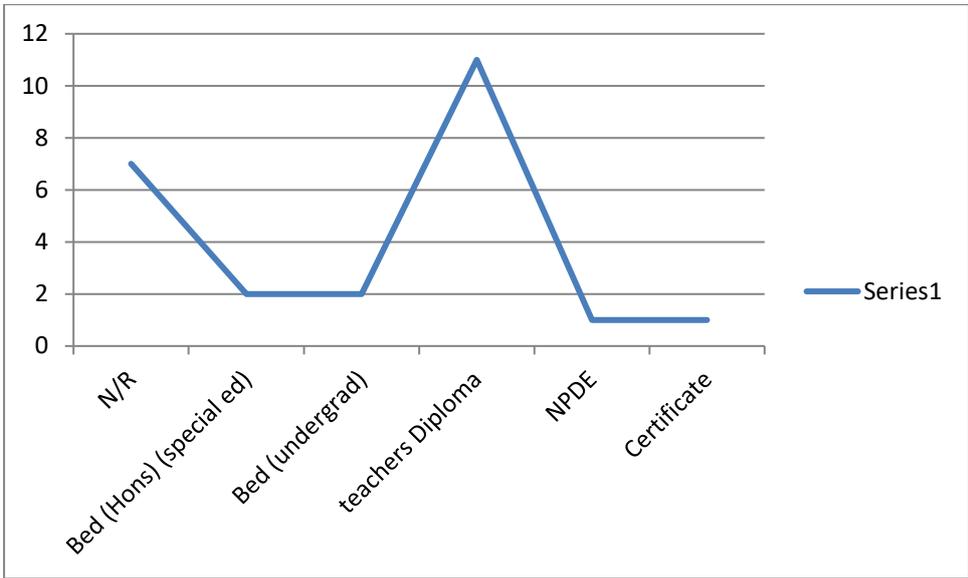
Figure 4: Participants' qualifications: NR= Not relevant; NPDE= National Diploma in Education
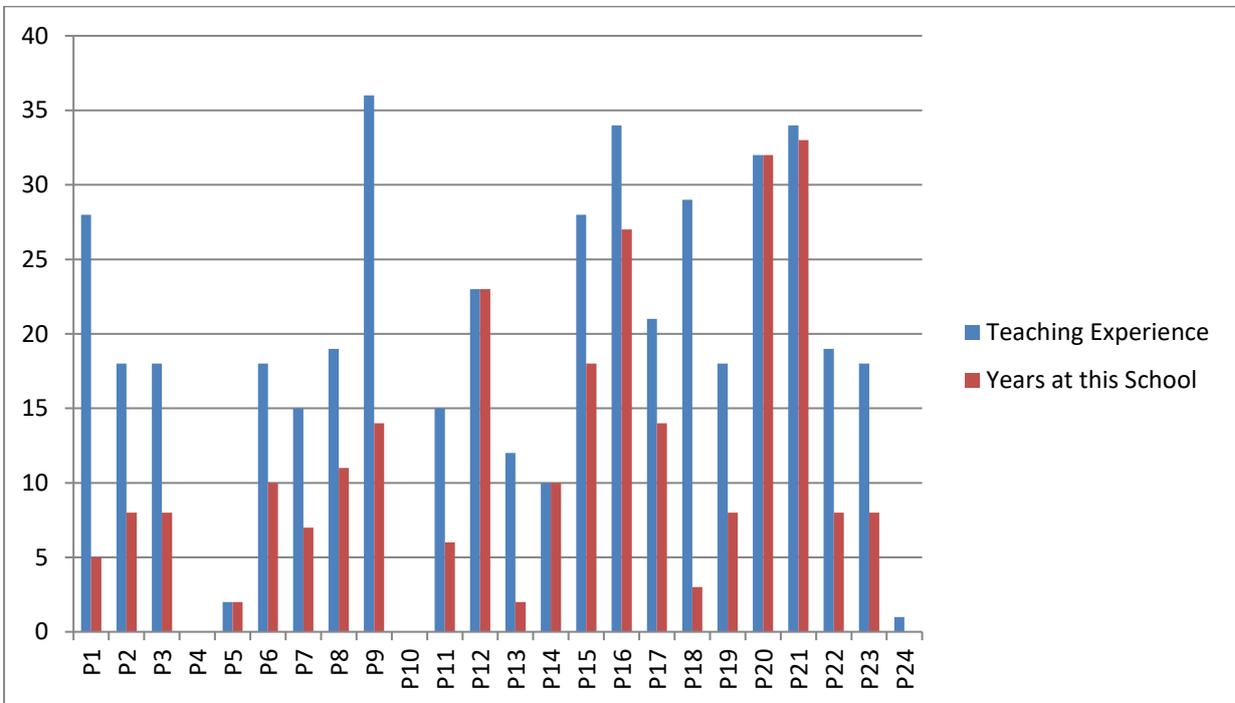
Figure 5: Participants' teaching experience and number of years at this school.

The SMT members who participated in the research were Participants 8, 9, 12 and 16. They are referred to as (pseudonyms) Mrs Sothole, Mrs Mantobela, Mr Mweli (all HoDs) and Mr Sibisi (Deputy Principal). The LSE are referred to (pseudonym) as Mrs Khumalo. These biographical data enabled me to understand why some teachers found it easy or difficult to understand the purpose of inclusive education at this full-service school. The first graph indicates their ages, and the second one indicates their qualifications, which have some impact on the understanding of inclusive education. The third graph indicates the total number of years they have spent at this school and their teaching experience. To some extent to those who had been exposed to inclusive education through further studies were more receptive to the idea and displayed some positive attitudes towards diversity. This will be further discussed in the themes and subthemes in this study.

Data were extracted from the focus group interviews with the SMT, questionnaires with teachers and individual interviews with the official of the DoE working at a full-service school as an LSE. The LSE is linked to the full-service school because she is not an employee of the school. Data obtained were analysed using thematic analysis and the themes and subthemes that emerged appear in Table 2.

Table 2: Themes and subthemes that emerged

	Theme heading
5.2.1	Teachers' understandings and experiences of inclusive education
5.2.1.1	Teachers understanding of a full-service school
5.2.2	Implementation of EWP6 in a full service school context
5.2.3	Challenges of implementation
5.2.4	Support systems

5.2.4.1	SBST support
5.2.4.2	District support

For the successful analysis of data that was generated I familiarised myself with a number of policy documents and initiatives undertaken by the KZN Provincial Department that paved the way for the establishment of full-service schools in the province. Most of the documents were captured in EWP6, which outlines an inclusive education and training system. EWP6 provides the framework for establishing an education system that is responsive to diversity and key steps that should be undertaken in establishing inclusive education in South Africa. The documents that were read included The KZN DoE's A strategy to implement EWP6 (DoE, 2010), a second on field testing of the strategy (DoE, 2008), and the report to top management with some recommendations based on a pilot study conducted in Ugu district (DoE, 2009). I read through these documents to help me understand clearly how the implementation of the new concept of a full-service school should be executed as envisaged in EWP6.

EWP6 was the first document that I looked into, and it states that 30 primary schools will be converted to full-service schools , the conversion of special schools into resource centres and the establishment of support structures (SBSTs and DBSTs) (DoE, 2001). The other main policy document was SIAS, which has brought about the changes in the formation of support structures and support provision in schools across the board; this is regarded as a processing tool within the system that facilitates development and implementation of support plans for learners in need of additional support (DoE, 2001). Since the study generated a great deal of data, I had to familiarise myself with it in an attempt to manage it. I engaged in data reduction, making summaries, coding, clustering and identifying themes as indicated by Hubberman & Miles, 1998). This data management process yielded the themes discussed below.

5.2.1 Teachers' understandings and experiences of inclusive education

Findings from the study reveal that there were variations in how teachers understood inclusive education as defined in EWP6. As the questionnaire data indicate, those teachers who had

completed inclusive education modules in their qualifications seemed to have a better understanding than those who had not; and those who had been at this school when it was identified as a full-service school seemed to have some understanding of the inclusive education policy. Nonetheless, the overall impression gained from interacting with teachers who took part in this study was that they had a limited understanding of EWP6 and inclusive education. Some of them showed no understanding of this innovation at all, which pointed to the need to provide more professional development opportunities for teachers to enable them to understand innovations that are introduced. The variation in the teachers' responses suggests that these teachers have not been adequately developed to a stage where they understand what inclusive education is. This implies that the critical stage in preparing teachers for the implementation of this innovation was not thoroughly completed by the DoE. As a result, this lack of professional development has led to the poor implementation of EWP6 at this school. This is an important aspect missed by the department, and is not in line with the implementation of the strategy of EWP6 which regards teachers as the critical agents of change.

The DoE seems to have failed to create teachers' awareness and understanding of this innovation, which is their main, most important function to reach their goal, which is the preparation of all teachers on the new innovation (Saldana, Chamberlain, Wang, & Brown, 2011). For example, in some of the questionnaires participants gave responses which were incorrect and lacked depth and understanding to the question 'What do you understand by inclusive education?' which showed their lack of understanding of inclusive education: Their responses were as follows:

P18: *A policy of government where learners are not discriminated according to their intellectual and physical disabilities. It is a good thing because now it helps learners in their own way*

P10: *It stipulates that every learner has a right to get an education. It doesn't matter the history or background of the child.*

P4: *Every child has a right to education regardless of their background*

P9: *EWP 6 was developed through the submissions and feedback of social partners about the experiences of learners with barriers to learning and drop outs caused by the old system of education to cater for their needs.*

P6: *All learners have a right to be at school. All learners must be taught in an inclusive classroom regardless of race, gender and learning barriers*

P19: *little I know about the policy, but all children can learn.*

P22: *It is about teaching inclusive education. It contains information on inclusive education.*

The response given by Participant 18 indicates understanding of the policy; however, this was not to be expected because she has been a teacher for more than 20 years and has obtained a qualification in inclusive education. This means that she is familiar with a number of some changes that have been taking place in the system of education. One of those changes is the introduction of EWP6 in 2001. As a result of her experience and qualification, one would have expected her to be more knowledgeable than others, yet there was not much difference between her understanding and that of the other teachers. On the other hand, during focus group interviews with SMT members and with the LSE this is how inclusive education was defined:

Mrs Mantobela: *I think that is about recognising and respecting the differences among learners and try to integrate them*

Mrs Sothole: *It is about admitting all learners disregarding their differences as one which is about recognising and respecting the differences among the learners and try to integrate them.*

Mrs Khumalo (LSE): *I am responsible for the implementation of EWP6 at this school. There has to be workshops conducted for these teachers. That is where they get all policies.*

Mrs Sothole seems to have an idea of what the policy is about, limited as it may be. As a member of the SMT, I expected her to know more about the policy than the teachers because I assumed that she had been exposed to more staff development programmes on EWP6 than post level 1 teachers. Also, she was part of the pilot project in 2002–2003 and had been at this school for over 10 years. This led me to conclude that the extent to which teachers at this school understand inclusive education is very limited. As the questionnaire data indicate those teachers who had completed inclusive education modules in their qualifications seemed to have a better understanding than those who had not; and those who had been at this school when it was identified as a full-service school seemed to have some understanding of the inclusive education policy. Nonetheless, the overall impression with teachers who took part in this study was that they had a limited understanding of EWP6. Some of them showed no understanding

of this concept at all which pointed to the need to provide more professional development opportunities for teachers to enable them to understand inclusive education policy. This indicates that the culture of this school has not changed and there is that fear of the unknown when thinking about implementing inclusive education. In this study, teachers need to be made aware of the change in the system and why the change is important. The variation in the teachers' responses suggests that these teachers have not been adequately developed to the extent where they understand what inclusive education is. This implies that the critical stage in preparing teachers for the implementation of EWP6 was not thoroughly completed by the DoE. As a result this lack of professional development has led to poor understanding and implementation of EWP6 at this school. This is an important aspect missed by the DoE and is not in line with the implementation strategy of EWP6 which regards teachers as the critical agents of change.

I found that teachers with some educational experience in inclusive education understood the concept better. This is confirmation of what Kumar (2012) maintains, saying that teachers with training in inclusive education have a more accepting and positive attitude towards learners experiencing barriers to learning and development than teachers with an average or no qualifications. This transpired during focus group interviews with the SMT, where Mr Mweli (HoD), who has spent more than 20 years at this school, described inclusive education as follows:

It is embracing the differences of learners and attending to their barriers or challenges within the same classroom.

The fact that this participant seemed more knowledgeable about inclusive education suggests that he may have been part of the national pilot training that took place in 2002–2003 at this full-service school, in that pilot training was conducted by the National DoE on inclusive education. Furthermore, relevant qualifications play a pivotal role in shaping one's life and in further understanding the concept of inclusive education, especially since it is regarded as a new concept in South Africa. Participants showed some understanding of the concept because of the level of education they have received.

It also indicates that he(Mr Mweli) is aware of the fundamental principle of an inclusive school as of learners learning together regardless of the abilities or differences they may have and that schools should recognise and respond to the diverse needs of all learners (Swanepoel, 2009). Some of the teachers received an understanding of the fundamental principle of inclusion from furthering their studies, and I assume that some received it from the national pilot programme. To me this is an indication that the way they interpret and understand EWP6 will influence the manner in which they implement it at this full-service school. This will be discussed later in this chapter. The manner in which these participants articulate their understandings of the policy is likely to shape the way they implement it in their classrooms. I was not surprised by the responses given by these teachers because of the number of years teaching at this full-service school (see Figure 3); however, this points to the failure of the LSE and the SBST to ensure that all new teachers are oriented in the policies that govern teaching and learning at such schools.

Also, despite the LSE's statement that they were responsible for implementation of EWP6 and that workshops were conducted to introduce policies, some teachers have been working in this environment for over a year but seem to have received no staff development where this policy was discussed and unpacked. Clearly this training has not happened in the past year, hence the teachers' lack of knowledge and understanding of this policy. This lack of professional development of teachers is likely to impact negatively on how they teach and support diverse learners in a full- service school classroom.

5.2.1.1 Teachers' understanding of a full-service school

The role of a full-service school, as envisaged in EWP6, was discussed in Chapter two (section 2.12), particularly that these schools are nodal points to deliver additional support programmes to a group of mainstream schools; because one of the roles of a full-service school is to provide support not only to its learners but also to neighbouring schools. Since most teachers at this school seem to have a limited understanding of the inclusive education policy, this poses a challenge if they are expected to provide support to other mainstream schools. It begs the

question as to what kind of support would they provide when they themselves have a limited understanding of the policy and are struggling to support their own learners?

This limited understanding of the policy suggests that there is an urgent need to run workshops for these teachers if they are truly to understand what they are supposed to do in transforming this school into a full-service school. I think the limited understanding of EWP6 was also caused by inadequate dissemination of information by the DoE to make sure that all teachers reach an acceptable level of understanding of this innovation. This transpired through questionnaires, when teachers responded to the question on whether they know how this school was identified as a full-service school and what criteria were used:

P4: *I am not aware how this school was chosen*. I cannot blame this teacher because of her limited teaching experience and few years spent at this school.

P8: *The principal was informed in a special meeting*

P9: *The district officials came to our school to conduct a workshop and broke the news that our school is now a full-service*

P14 concurs with P8 that they were informed by the principal.

Mr Sibisi (Deputy Principal): *It is not easy to tell. However, our school was piloted in 2003. If I am not mistaken we were told in 2012 that we are a full-service school.*

P3: *Maybe the department looked at the area where the school is located and the need of the community then they identified our school as a potential full-service school*

P8: *I think the department considered the environment and the performance of the school amongst other primary schools*

P18: *I do not know the criteria used*. P24 concurs with P18.

During the interview with the LSE, she responded as follows on this question:

Truly speaking, I have no idea. But I don't think Ntabakayikhonjwa full-service school should have been selected because it starts from intermediate phase. It does not have a Foundation Phase. I think for a school to be a full-service school it should start from Grade R. So, I am not sure of the criteria that was followed and who was doing it. If it was me, I wouldn't have selected that school.

During the focus group interview with the SMT, when asked when they became aware that they were a full-service school, Mrs Mantobela stated as follows:

The principal was called into a meeting and told that our school is now a full-service school and came back to us and gave a report back. I don't know the criteria that were used. We were just told in 2012 that we are now a full-service school.

These statements indicate that at the initial stage of introducing the full- service school concept to the school, there was no dialogue or thorough consultation with all the relevant stakeholders, including teachers themselves. Most of the participants indicated that they do not know the criteria used by the DoE. This is contrary to Joseph &Reigeluth, (2010) who emphasise the importance of broad stakeholder ownership of the systemic change process. The involvement of stakeholders with diverse experience contributes to the promotion of inclusive education which is the proposed idea of the DoE. Figure 3 indicates that Participants 8, 9 and 14 have more than 10 years' experience at this school, which leads me to believe that they were part of the national pilot project. The national pilot project involved national, provincial and district offices as well as schools. It was a joint venture between the DoE which lasted from 2002 to 2003. What I found was that out of 24 participants, only 6 have an understanding of inclusive education. This is surprising, because this full-service school has an LSE attached to it (Mrs Khumalo), who should be supporting teachers in improving their knowledge, skills and understanding of what an inclusive education system is. What transpired was that teachers had a limited understanding of the new concept of inclusive education in a full-service school context, a context where teachers should be knowledgeable so that they are confident to provide support to other schools. Teachers at a full-service school have new roles to perform (DoE, 2011) and need to understand what a full-service school is. In responding to questionnaires, misconceptions of what a full-service school is were revealed:

P7: *At a full-service school is where learners are accommodated and treated according to their level of development*

P2: *Is a school that deals with learners that have potential and with barriers*

P13: *It is a school that has slow learners who need support from teachers. A school that has learners on wheelchairs or disabled*

P16: *It is a school that does not discriminate*

P18: *This is a school that admits learners from low- to high-level needs, and learners are not discriminated according to their physical and intellectual abilities*

P1: *Full-service school is a school that caters for learners with learning barriers, e.g reading, numeracy and writing. Also for physically challenged learners.*

The lack of understanding of the concept of a full-service school suggests that teachers at Ntabakayikhonjwa were not actively involved in embracing and implementing change that was initiated by the DoE. The change that transforms the school into a full-service school, because none of them seem to know the definition of a full-service school. Most of the teachers did not respond to this question which is an indication that they do not know what a full-service school is, suggesting that there is a lack of professional development by the DoE of teachers at a full-service school. Swanepoel (2009) states that the more teachers are involved in decision-making the more they feel responsible and positive about the new idea of inclusive education. Joseph & Reigeluth (2010) confirm that once everybody is involved in an educational change they feel the sense of belonging not only in making decisions but become visionary of a new educational change in the system. In this context, I believe that teachers see themselves as recipients rather than agents of change. I also think that they must be prepared for that change.

The DoE made a very good move in an attempt to ensure that a continuum of support services is introduced throughout the system, with the aim of broadening access in full-service schools for learners experiencing barriers to learning. Furthermore, providing the LSEs, whose core function is to support the implementation of SIAS, is also a good strategy. However, it seems that the DoE did not initially train this LSE so that may execute her duties with ease. The LSE alone cannot change the school culture as proposed by the DoE. It has to be a collaborative effort. McMaster (2013) stresses that school culture is the main ingredient in the school development. That is why a school alone cannot create an effective teaching and learning environment that responds to an educational need of diverse needs without the support of other stakeholders. Yilmaz & Kilicoglu (2013) caution us that if individuals in the system are not thoroughly prepared and involved in educational change chances are that they might resist change and because of forces imposed on them to implement change. During the interview with the LSE, Mrs Khumalo gave her understanding of a full-service school as follows:

The purpose of this inclusive education is to do away with exclusion. That is why it is called inclusive education. So, full-service schools are supposed to cater for low and moderate level

of support. The good thing about full-service schools is that the learners with barriers can be inspired by the learners without barriers. There are also those that need a bit of higher level of support.

The misconception displayed by most of the participants including the LSE Mrs Khumalo, suggests that there is an urgent need for further training on inclusive education. It also suggests that there is less happening in terms of district support for this school to transform and embrace its new role, if the main support person (the LSE) lacks knowledge and understanding of the concept. It further suggests that the training they claim to have received from the national DoE was not enough – and this makes me believe that it was too generic. It seems as if not enough groundwork was done to prepare these teachers for conversion of their school into a full-service school. This misconception of inclusive education is the indication that the school culture at this school has not changed which is likely to influence its implementation practices. When the LSE was asked who supports her as a district official, her response was:

I *am supposed to be receiving some kind of support from my supervisor, however, I am not. I do my own research to do my duties. The head office supported us once in the inducting training where all the LSEs were invited and the training was very limited and the focus was only on our job description .We were given files to read on our own, without any explanation. Since then we were never called up again – this was a once off training which lasted for three hours. The training was on SIAS process.*

If this is the true reflection of how things were at district level, it is disturbing. How does someone move from being a class teacher to an LSE without intense training and continuous support? In a way it explained why teachers at this full-service school have a very limited or no understanding of inclusive education. There were no workshops by the uMngeni district and a lack of support from head office. I think the root cause of this limited understanding of inclusive education comes from the LSE, who through no fault of her own did not seem very conversant with inclusive education. The seven years between 2003 and 2010 is a very long time for teachers to be receiving only generic information on inclusive education. It seemed that all that was promised in EWP6 is not happening at this school. The situation at this school makes me believe that very few teachers received proper training. The South African Schools Act of 1996 emphasises that all learners have a right to access appropriate education and with limited understanding and misconceptions of inclusive education by teachers at this full-service

school, this Act is being violated because what seems to be happening at this school is not appropriate due to the teachers' lack of understanding of inclusive education.

However, if the DoE effectively trains teachers to hone their skills on inclusive education, as promised in EWP6, then teachers would be able to implement this innovation since they are regarded as agents of change (Swanepoel, 2009). This poor understanding of the inclusive education policy will lead to implementation failure (Ferreira & Schulze, 2014). Teachers' responsibility is to make sure that all learners regardless of their background are included and affirmed in the classroom. Further, teachers have to monitor and evaluate their own attitudes, beliefs and behaviours when responding to the diverse needs of learners. None of this can happen if they are not prepared adequately by the DoE to accept and recognise that learners are unique and that their unique needs need to be considered and catered for in the classroom. Minnaert, De Boer and Pijl, (2011) caution us that the majority of teachers in a recent international review have negative as well as neutral attitudes towards inclusive education in regular primary schools. It is common knowledge now that the development of a more positive attitude depends on the kind of training in and experiences with inclusive education. However, I believe that the lack of training poses a big challenge as to how to unlearn all the negative attitudes teachers have towards inclusion – but this could be a topic on its own.

During the focus group interview the SMT indicated different views on the conversion of their school into a full-service school:

Mrs Sothole: *I was very excited by the development of infrastructure, but I am no longer excited because the burden is left with me and nobody understands how I feel. What frustrates me more are the referrals we get from other schools. Neighbouring schools do not support learners experiencing barriers to learning but simply refer them to us*

Mr Mweli: *We were very excited by the exposure of our school. We felt the school would be recognised as one of the better schools around the circuit, not knowing that in the long run we will be faced with so many children we cannot help*

It seems that when the school was upgraded and the new buildings were erected, there was excitement among staff that their school would be the state of ark – but it is clear that they did not realise the true meaning of becoming a full-service school and the implications thereof. This physical infrastructure that is referred to as the support centre is meant to be used for

different activities – for example, consulting room, strong room, kitchenette, therapy room, and storeroom, hall, activity room for learners requiring additional support, accessible toilet and reception area. The centre is mainly meant to be used for therapy programmes, career education, and additional learning support programmes. My personal observation was that this support centre is a white elephant. When the SMT was asked what this centre was used for, this is how they responded:

Mr Sibisi: *The School Counsellor should be sitting there to support learners with psychological problems.*

Unfortunately this school has no School Counsellor (SC), and this makes me conclude that learners with psychosocial problems do not receive the necessary support. It is critical that the DoE employs an SC to provide psychological support to learners at this school. Mr Sibisi further highlighted that:

The support centre has an activity room, consulting room and ablution facilities. Which means the counsellor that is supposed to be here full-time should be stationed at this school. The LSE should be stationed here most of the time. All the stakeholders can make use of the support centre. The Department of Health and Department of Social Development should be using the centre together with the school to provide support to learners in need. Because it is not in good condition it is not used.

On the other hand, some teachers indicated that:

P15: *It is used for meetings with stakeholders. We have not seen it used for its main purpose it was intended for*

P11: *Yes, we do have it. It is vandalised by the community. It is not working at the moment. It is used for holding meetings for different stakeholders.*

This indicates that Mr Sibisi and some teachers do understand the role and function that should be played by the support centre, but unfortunately it doesn't serve its purpose. Furthermore, it has been vandalised. The LSE confirmed that there is a support centre at this but indicated that there is no security personnel at this school. During the individual interview with her she stated that:

A support centre is a building with the activity rooms for NGOs to do activities with learners, consultation rooms used by local clinics when conducting screenings and Department of Social Development for conducting counselling. That is also where workshops are conducted. It is also supposed to have a computer centre for the community but currently there are no computers.

Another one of the most important pillars of a full-service school is budget allocation for care and support activities (DoE, 2011). The additional funds are allocated as part of the inclusive education allocation intended specifically for activities that address care and support programmes for teaching and learning (CSTL) that arise from the SIAS process. These funds are meant to address the additional support needs of learners particularly those experiencing barriers to learning including psycho-social issues (social ills). For the DoE to facilitate the devolution of these funds to full-service schools, schools need to develop a budget plan for the utilisation of the allocated funds as per the KZN DoE guidelines on care and support cost drivers, and prove that the school is in good financial standing. Those cost drivers are:

- Training,

- Personal care,

- Physical adaptation to broaden access,

- Transport,

- Specialised learning and teaching specialised material (LTSM), and

- Running costs of the support centre.

In this study, when asked if they do have funding to provide the necessary support as stipulated in the conceptual framework for the implementation of EWP6, the SMT responded as follows:

Mr Mweli (HoD): *Yes, there is a special funding mainly for the use of the support centre. I am not sure whether it is earmarked for the use of support centre or for the school. I understand it is allocated to support learners with special needs such as school uniform for OVCs* [orphans and vulnerable children] *and for special equipment for learners*

The LSE also acknowledged that:

We supposed to have funding. However, the last time we received funding was in 2012. The funds are used to buy school uniform for the OVCs. The funds are used for the workshops and maintenance of the support centre.

Teachers at this school seemed to lack knowledge on how exactly these funds should be utilised. Even the LSE is not very conversant with some of the documents that talk to a full-service school concept. These funds should be strictly used for the five pillars of a full-service school as mentioned above and in Chapter two. This also indicates that they do not know their new role in the context of a full-service school. This was apparent from responses to questionnaires, when asked if they are aware of their new role in a full-service context:

P4: *I have to invite the parent if the child is not showing any progress in class*

P9: *It is important that when we deal with these learners we must show love because most of them are victims of circumstances*

P18: *My role is to identify OVCs and submit their names to the SBST*

P7: *To support learners spiritually and socially and by providing them with food.*

P15: *I have to provide some intervention strategies on how to respond to learner diverse needs in the classroom.*

The response given by Participant 15 showed some understanding of what is expected of him, but none of the other teachers seemed aware of their new role in the full-service context.

5.2.2 Implementation of EWP6 in a full-service school context

One of the very broad research questions of this study is how EWP6 is implemented in the context of a full-service school – in other words, how the policy is translated into practice. The way teachers understand inclusive education will influence the way in which they implement it. The findings reveal that somehow teachers were not thoroughly prepared by the DoE for this innovation. This is evident in the way teachers implement this policy, and the way they attempt to use the newly learned innovation in their context seems to be very challenging. Saldana et al. (2011) emphasise that the initial stage of implementation is very critical, in the

sense that teachers are still unlearning their old skills or ways of doing things to adopt the new innovation, which they find very challenging.

In the current study the biographical information of the teachers indicates that most of them have been in the system for a long time, which could make it difficult for them to accept and successfully implement the new idea. I think one reason that they are resistant to change is because of the attitude towards inclusive education due to the inadequate support that they receive. For successful implementation there needs to be attitudinal change. Teachers at this school seemed to hold onto their beliefs and old practices regarding inclusive education. Another reason is that the level of training they received did not respond to a social model because most of them were trained pre-1994. This belief is confirmed by Engelbrecht (2006), who states that most black teachers had no exposure to inclusive education unless they enrolled in private institutions to seek further training on the new concept.

Teachers gave different responses on their conceptual and practical understanding of inclusive education, which influenced the way they implement inclusive education at Ntabakayikhonjwa full-service school. One of the short- to medium-term goals envisaged in EWP6 from 2001 to 2008 was to revise and establish structures such as the SBST and DBST to facilitate implementation of inclusive education (DoE, 2001). The SBST and DBST each have a role to perform, their main function being to facilitate successful implementation of inclusive education. Teachers are regarded as the key agents of change in the implementation process. Ainscow (2004) define implementation strategies as an essential feature of the policy. However, in this study findings indicate that teachers' experiences and understandings of this new innovation are very limited, which led to poor implementation. In the same vein, Saldana et al. (2011) acknowledge that when an organisation attempts to implement a new innovation, it is often not automatically reproduced with the quality intended by the policy makers. In this study teachers really struggled to implement this new innovation proposed by the DoE.

This study focuses on how the South African inclusive education policy (EWP6) is being implemented in the form of a full-service school. There was a strategy developed by the KZN DoE for successful implementation of EWP6. This was stated earlier, in Chapter two. It is argued that the implementation of inclusive education requires changes in regular and special education settings to develop strategies to restructure the system to accommodate learners with

diverse learning needs. South Africa attempted to bring transformation to its education system, for example, through the promulgated SIAS policy (DoE, 2014) which provides standardised procedures for supporting learners and in ensuring that all learners may access quality education and achieve to the best of their abilities.

What is needed is leadership that will change the existing norms within the school and adopt this innovation. This kind of a leadership will encourage and explore a more collaborative approach that is geared to foster inclusive ways of working. Teachers cannot be forced to adopt the new idea, but should be provided with thorough training. This will happen if schools establish driving or support structures. Over and above the establishment of support structures within the school, there is an LSE with a major role to play at a full-service school in support provision for teachers and learners in the implementation of inclusive education (DoE, 2001). When asked how teachers accommodate learners experiencing barriers to learning in the classroom their responses were as follows:

P9: *I group them according to their abilities*

P13: *With the ones that need support I use my extra time to assist with the work that I prepare which is different to the other learners. And with the physical disabled ones they are seated in front of the classroom*

P14: *The classes I'm teaching have a very large number of learners. Although we give them special attention but it is very difficult to give it on a daily basis*

P17: *Learners with problems are assisted by the assistant teacher. The teacher prepares the relevant work suitable for their abilities and gives it to the assistant teacher to help them*

From these responses it is seen that Participant 13 still treats learners differently by preparing a special/different task for learners experiencing barriers to learning instead of simplifying and differentiating the same tasks to accommodate and respond to learner diversity in the classroom. None of the teachers indicated that they used curriculum differentiation to accommodate diversity in their classes. This could mean that the LSE does not know about curriculum differentiation and has not provided support to teachers on this strategy. As the LSE indicated regarding support provision by head office, little was said on this strategy and the training lasted for just a few hours. Surprisingly, Participant 9 is also a member of the SMT and is expected to provide support to teachers. The response he gave doesn't accommodate

learner diversity, and instead promotes exclusion in his classroom. Another challenge that prevents teachers from implementing this new idea is overcrowding, and the DoE must ensure that it is addressed appropriately with the relevant sub-directorate. This is why it is important to work collaboratively with other sub-directorates in driving inclusive education in schools.

Participant 17 is also not supporting learners, and instead is shifting the responsibility to the assistant teacher who has no teaching qualification. During focus group interviews with the SMT, some members echoed the same sentiment that they rely on the assistant teachers to help learners experiencing barriers to learning. Mr Mweli, the HoD said:

As a full-service school we have been provided with assistant teachers which are very helpful, especially in languages and mathematics.

When the researcher asked whether they were capacitated enough to deal with learners experiencing barriers to learning, Mrs Sothole clarified by saying:

Not at all, we have to educate them first before they can approach the problem. They are not capable of doing it on their own without the teachers' help. So this is another big challenge. To further clarify, it is not that we are failing to provide the necessary support to learners. It is because of some learners who should be placed in special schools and do not belong to our school. I know of four learners in Grade 5 who really need high levels of support. This has a negative impact on our learner enrolment in our school. As a result, some parents are pulling out their children because they think this school is for retarded learners.

Sothole and Mweli are part of the SMT and they admitted that they rely on the services of assistant teachers to support learners experiencing barriers to learning. This suggests that the rest of the staff members are encouraged to do the same, especially post level one teachers who have received no training. My main concern was that those assistant teachers have not had any form of training as teachers, and none on inclusive education – yet they are the main people given the responsibility to support learners experiencing barriers to learning and development at this school. Both these teachers are aware that they have to provide the necessary support to learners, but they still shift the responsibility to assistant teachers who are also disempowered. It is well acknowledged that learners in need of high levels of support should be placed in specialised settings for their education; however, it doesn't warrant the school passively doing

nothing about those learners. The school needs to implement the SIAS strategy to identify those learners and seek the right placement for them; bearing in mind that placement of learners in other settings is the last resort. Ideally learners should be supported where they are.

The SMT is the structure within the school that is meant to promote inclusive education by facilitating effective, visionary leadership and training (Bornman & Rose, 2010). It is clear that some members of the SMT do not play this role because of the limited understanding they have of this innovation. I believe that in building inclusive schools there needs to be strong leadership with vision, so that they are able to capacitate teachers under their leadership. I am also aware that educational change is not easy to implement. Swart and Pettipher (2007) caution that change is highly personal and will always be viewed differently by each participant or individual. This change comes with challenges when one wants to implement it.

In the questionnaires teachers were asked how they accommodate learners experiencing barriers to learning or with learning disabilities, and this is how they responded:

P1: *Learners are given individual support and support programmes are developed and follow up is made on their progress*

P4: *I assign them with different task to meet their needs and extra support and attention is given to them*

P9: *The sitting arrangement plays a pivotal role. Learners are grouped according to their abilities*

P24: *I prepare activities which are easy for them*

P8: *They are not separated from those that are normal but those that are experiencing barriers to learning and development are identified and helped according to their barriers. We consult parents and district.*

Physical infrastructure is also one of the pillars of a full-service school which is in line with the KZN strategy that all the designated full-service schools should have a support centre where

provision of support should be taking place. In the questionnaires teachers gave their different views on the use of the support centre.

P15: *It is used for meetings with stakeholders. We have not seen it used for its main purpose it was intended for*

P11: *Yes, we do have it. It is vandalised by the community. It is not working at the moment. It is used for holding meetings for different stakeholders*

A member of the SMT confirmed what was stated by teachers on the questionnaire when he said that:

Mr Sibisi (Deputy Principal): *The support centre has an activity room, consulting room and ablution facilities. Which means the counsellor that is supposed to be here full time should be stationed at this school. The LSE should be stationed here most of the time. All the stakeholders can make use of the support centre. The Department of Health and Department of Social development should be using the centre together with the school to provide support to learners in need. Because of it is not in good condition it is not used.*

The LSE also confirmed that there is a support centre at this school. This indicates that Mr Sibisi and some teachers do understand the role function that should be played by the support centre but unfortunately it doesn't cater for what it was meant for. Furthermore, the centre has been vandalised. I suggest that the DoE must provide a thorough training for the community on the importance of the support centre and its use. The LSE indicated that there are no security personnel at this school. The SMT during the focus group interviews indicated different views on the conversion of their school to a full-service school. When asked if they were excited or not at being a full-service school, this is how they responded:

Mrs Sothole: *I was very excited by the development of infrastructure, but I am no longer excited because the burden is left with me and nobody understands how I feel. What frustrates me more are the referrals we get from other schools. Neighbouring schools do not support learners experiencing barriers to learning but simply refer them to us.*

Mr Mweli: *We were very excited by the exposure of our school. We felt the school would be recognised as one of the better schools around the circuit, not knowing that in the long run we will be faced with so many children we cannot help.*

It seems that when the school was upgraded there was excitement among staff, but it is clear that they did not realise the true meaning of becoming a full-service school and the implications thereof. What seems to be a real challenge, from my perspective, is the inadequacy of support available from the LSE and the district office. The transition from a mainstream school to a full-service school is not an event but a process. In my opinion, there should be continuous professional development of staff and support staff (teacher assistants) to ensure that they reach a level where they understand what they are expected to do and are confident of their ability to deliver. At present they are not sure what it is they are expected to do, they do not understand the policy they are implementing and therefore cannot support the learners they have, let alone teachers from neighbouring schools. Professional development would increase the teachers skills and knowledge and change their beliefs and attitudes and thus change their approach to teaching and learning.

In terms of the important pillar of budget allocation for care and support activities (DoE, 2011), additional funds are allocated as part of the inclusive education allocation. This particular funding is a top-up to the school standard allocation which is strictly given to full-service schools. This additional funding is allocated as part of the inclusive education allocation that is intended specifically for activities that address care and support programmes for learning and teaching that arise from the SIAS (screening, identification, assessment and support) process. These funds are meant to address the additional support needs as mentioned earlier. For example, for the development of support programmes and all other activities at the support centre. For the DoE to facilitate the devolution of these funds to full-service schools, schools need to develop a budget plan for utilisation of the allocated funds as per the KZN DoE guidelines on care and support cost drivers, and prove that the school is in good financial standing.

5.2.3 Challenges of implementation

The implementation of EWP6 at Ntabakayikhonjwa full-service school comes with some challenges. Educational change is not easy to implement. Swart and Pettipher (2007) caution that change is highly personal and will always be viewed differently by each participant or individual, as well as coming with challenges when one wants to implement. Engelbrecht, Nel, Smit and Deventer (2015) acknowledge that implementation of inclusive education in South Africa remains questionable, and found that teachers still believe in the medical model when implementing inclusive education. Dreyer (2011) acknowledges that despite Government's attempts to address economic and social inequalities in the South African education system, there are still factors that hamper the implementation of EWP6. The study also revealed that teachers are faced with challenges when supporting learners experiencing barriers to learning and development. In responding to the questionnaires this is how teachers described the challenges experienced during implementation of EWP6:

P1: *There is not enough time to assist them because of the high volume of work that I need to cover in an hour.*

P2: *There is a shortage of teaching material and resources.*

P9: *Learners come to school hungry and some are on ARVs* [antiretroviral] *and do not cope in class. We have identified many of them but healthcare workers deny that ARVs have some negative impact on the learning of the child. Lastly, most of the learners experiencing barriers to learning are from broken families.*

There is a great need for the DoE to provide support and training as well as resources so that teachers are well equipped to actively meet the variety of learning needs. Teachers do not only need to have knowledge and understanding of different barriers to learning, but most importantly they require practical training in teaching methodologies to facilitate inclusion and its implementation (Walton, Nel, Hugo and Muller, 2009). Furthermore, other departments need to come on board and provide support. The social model is about removing all the stumbling blocks that are within society and the system itself (Makoelle, 2012), as these prevent learners from maximising their participation. The schools need to pursue the holistic development of centres of learning care and support to ensure a barrier-free physical

environment and supportive and inclusive psychosocial learning environment (Makoelle, 2016). It is highly possible that each and every school will have learners experiencing barriers to learning and development. It was for this reason that the KZN DoE developed a strategy that responds to and addresses barriers to learning and development (DoE, 2010).

However, at this school learners seem not to be benefitting from the programme. Teachers indicated that some learners are on medication and are from poverty stricken families. That is why there is a need for a collaborative approach with other departments, so that learners receive the necessary attention they deserve. Teachers at this full-service school further acknowledged that some negative aspects hinder the implementation of inclusive education:

P4: *Educators are not well informed on how to deal with learners experiencing problems there is less support from the Department in terms of finance to run the programmes.*

P8: *Lack of understanding of inclusive education.*

P19: *Officials of the department do the theory part of it, there is no practice and they do not give any programmes but say we must be creative and develop ours.*

From these responses it is evident that teachers at this school feel that they are disempowered, and this is confirmed in their failure to implement inclusive education. SASA stipulates and emphasises the participative role that needs to be played by parents in their children's education, and that they also need to contribute to the teaching and learning of their children. Parental involvement and recognition is defined as a range of activities that take place between home and the school (Mbokodi, Msil and Singh, 2004). They further identify the good features that should be displayed by parents, which include their participation in decision-making, insight into their children's work, and understanding of all the information on education issues and being very critical about this. During this study teachers revealed that parents tend to lack education and did not grasp the importance of them playing their role in the learning of their children. Teachers at Ntabakayikhonjwa have different experiences with parents of learners they teach. During the focus group interview with the SMT, when asked about their challenges in implementation of EWP6, the following responses were given:

Mr Mweli: *Besides time constraints being a challenge, another challenge is lack of support from parents. The programme requires that learners practice at home. However, some learners*

are living with their grandparents/parents who are illiterate, and cannot assist them with *their homework*'

Mr Sibisi (Deputy Principal): *We have tried many ways to involve parents. Once a learner with a barrier has been identified, the parents are called into a meeting where this is explained, and advice is given on how the learner can be assisted. However, parents' response is very poor.*

Parent recognition and participation is seen as the acknowledgement of the role they play in the education of their children, but this was not the case at this school, as per teachers' statements. Parental involvement and participation was discussed in chapter two because parents have a crucial role to play in the education system. Parents form part of the stakeholder ownership and their voices must be heard so that the change process is strengthened (Joseph and Reigeluth, 2010). They further highlight that parents themselves need to be part of the change developers so that they have a full ownership over change process. My experience as a teacher taught me that parents often blame teachers for their children's failure, while teachers put blame on parents for failing to provide for their children's development and education. This ends up within the education system and home functioning in isolation. I suggest that the SMT needs to devise some means to encourage parents to come forward and work with teachers in the education of their children. The same sentiment is echoed in EWP6, that the active involvement of parents plays a pivotal part in effective learning and development (DoE, 2001).

5.2.4 Support systems

The third research question investigated what support is available at this school for teachers, so that they would be able to provide the necessary support to learners. The support should be mainly from the SBST and district office. This research question discusses the kind of support that would enable teachers to embrace the principle of inclusion and implement the South African inclusive education policy (EWP6). This study investigated the extent to which Ntabakayikhonjwa, a full-service school, received the support necessary to implement EWP6. Analysis of the kind of support teachers receive from the district was based on the notion that an idea or innovation can be successful if the environment of the school and the ethos in which it is implemented are more supportive of its expectations and principles. I also assumed that

teachers are made aware of educational changes in the system of education, and are capacitated on the new concept of inclusive education in order to change their mind set and accept the changes that are taking place. It is the responsibility of the DoE to train teachers on the policies as well as innovations that are taking place within the system. It is also envisaged in EWP6 that there would be common orientation and introduction of management, SGBs and professional staff to the inclusion model.

In EWP6 one of the six key strategies and levers for establishing inclusive education and training was that the DoE would prioritise implementation of a national advocacy and information-sharing programme in support of the social model that will focus on the roles and responsibilities of educators, parents and local communities. I was also aware that change is not easy, especially for teachers who many years of experience in the profession and received the kind of training that was teacher-centred rather than learner-centred. Ntabakayikhonjwa full- service school was in the national pilot project that took place in 2002- 2003, and although not all teachers were there in 2002–2003, the majority were. Despite these facts, the findings indicated that not much was done by the national DoE in capacitating teachers to embrace the concept of inclusive education, as this was one of the challenges raised by the teachers themselves – which they indicated that they need more support from the DoE.

5.2.4.1 SBST support

It became evident during data collection and analysis that teachers at Ntabakayikhonjwa full-service school were receiving inadequate support from the SBST. This was revealed by their limited understanding of the EWP6 policy. The extent to which teachers understood inclusive education is very limited. For teachers to commit themselves to implementation of EWP6 calls for support from different stakeholders, including the national DoE. As mentioned earlier in this chapter and in Chapter two, it is a national mandate that all public schools form SBSTs for the successful implementation of EWP 6, and that these SBSTs should be receiving support from the DBST. What the findings showed, however, was that little support was received by teachers from this structure. I am fully aware that the SBSTs include full-time teachers who do not have enough time to hold meetings during school hours to provide support to teachers as

well as learners; however, this cannot be the main reason why they are not supporting teachers at this school.

What I observed was that teachers were only referring learners experiencing barriers to learning to this structure with the hope of placement in special schools, and not for additional support provision from the SBST. Teachers responded on the kind of support they receive from the SBST as follows:

P1: *Yes, we do have the structure at our school meets and discusses learners with problems and the identified learners are referred to the SBST so that they will be assisted and referred to special schools*. P24 concurred with this.

P4: *Yes, we do have an SBST and it offers some support to teachers and learners.*

P22: *Yes, we do have an SBST and their main function is to see to it that all committees are working and it also plays a big role in supporting learners.*

While most teachers acknowledged the existence of the SBST at this school, it does not provide the necessary support to teachers and learners. They only meet and discuss cases referred by the teachers, instead of providing support to teachers. This was confirmed by Participant 1 who stated that the structure refers learners to special school, meaning that their role is simply to implement the referral part of SIAS strategy, not aspect of support.

In the focus group interviews with the SMT on how they provide support to teachers, this is what they had to say:

Mrs Sothole: *We are also an additional resource to the teachers; when they have problems they come to us.*

Mrs Mantobela: *We also have a learner support portfolio headed by the head of department which is the first call of assistance.*

The majority of teachers at this school acknowledge the existence of a SBST; however, one wonders whether they really do their job. If this school has a functional SBST they wouldn't be having a problem of implementing and understanding this innovation. I assume that they

were all trained on the establishment of the delivery structures and its purpose. This is the greatest achievement by the DoE that they managed to establish this structure at this school. However, there is a lack of monitoring by the DoE to check the progress made by the SBST with regard to provision of support to both teachers and learners. Also the DoE needs to monitor whether this structure is aligned to the SMT and infused in SMT training programmes, as envisaged in EWP6. Mr Sibisi (Deputy Principal) stated as follows:

We do complete the required 001 forms and send them to the department and nothing happens when it comes to placement of learners. We follow it up with our LSE but get no joy from her. This results in teachers not taking this inclusive education seriously. Why do we have to complete these forms if there is nothing happens thereafter?

These quotes show that teachers at this school have not adopted the inclusive approach. I also think that they do not fully understand their role in inclusive education. Some teachers at this school still strongly depend on the philosophies that exhibit traditional approach or medical model that learners who are not coping in class must be referred to special schools. They seemed to lack skills and knowledge to perform their duties. There is nowhere where they highlighted how they support learners experiencing barriers to learning; instead they aimed at referring them to special schools. The main support needed by the teachers from the SBST is to understand, interpret and fully engage with the curriculum. Once teachers understand a curriculum that accommodates diversity in the classroom, then they will be able to provide appropriate support to learners in need of additional support. Their focus is currently on the medical model based on deficit, and this leads me to conclude that they have prejudice towards learners experiencing barriers to learning and to inclusive education.

The LSE needs to focus on the social model rather than the traditional approach. Having said that, I think this LSE is somehow not conversant with the policies of the department, as she indicated earlier that she is not receiving any support from her supervisor since she joined the DoE. At this school adoption of the innovation seemed to present challenges. Angeloni (2008) cautions that an innovation takes its shape from a desire to improve the situation. At this school this can only happen if the SMT and teachers accept and take change seriously, and tailor their teaching methods accordingly. Their teaching methods must understand the diversity in the South African context in order to teach in a way that includes all learners and the way learners

learn. Melville, Jones and Campbell (2014) state that this will positively affect the teaching and learning in the classrooms. Teachers at this school must also develop a flexible inclusive plan that gradually moves away from the teacher-centred approach to a more learner-centred approach. Melville et al. (2014) further highlight the importance of developing forms of leadership that encourage and support the conditions for innovation.

There is a great need for full-service schools to mobilise support in and around other neighbouring schools, as was envisaged in EWP6. The main focus in building effective support is to mobilise the resources that are already in existence, so that all the needs of a wide range of learners are met, especially those of learners needing additional support. The SBST should include personnel who are competent at providing additional support to schools, with skills and knowledge on how to accommodate diversity in the classroom and create an inclusive learning environment. Furthermore the SBST should establish inter- and intra-institutional linkages to broaden and facilitate access for all learners, particularly in addressing the diverse needs of the learner population (DoE, 1997, p. 128). In this school, however, the SBST doesn't seem to understand their role with regard to the provision of support to both teachers and learners. This transpired during the focus group interview with them:

Mr Sibisi, Deputy Principal: *We are all at the same level with teachers. It is not the SBST or SMT that has more knowledge. Teachers cannot expect that the SBST will come with the solutions all the time. SMT or SBST does not have specialised knowledge*. Seemingly, the SBST is not in the position of utilising the expertise of the DoE to provide the full range of support to learners with diverse needs. One of the policy imperatives with regard to learning support in the school is that additional support is required by some learners; however, these needs are not met at Ntabakayikhonjwa, especially the specific learning support. The teachers highlighted that they refer learners to the SBST and this structure refers them to the DBST without following SIAS process. The SBST and the teachers don't seem to understand their roles in developing an inclusive teaching and learning environment in practice.

This innovation does not involve new knowledge (Rogers, 2003, p. 2) because for these teachers at Ntabakayikhonjwa provision of support for learners is not something new. Rogers (2003) argues that even though teachers may have known about an innovation for some time, they may not have developed a positive attitude towards it (Rogers, 2003, p. 13). Yilmaz &

Kilicoglu (2013) confirm that individuals in a school organisation may prefer to focus more on their daily routine matters that they think they perform well and set up some defence mechanisms against the proposed change by resisting it. One of the principles of support provision is to reflect a commitment to an integrated approach (Dyson & Forlin, 2010); in this case, integration draws on relevant stakeholders like the community which is a central feature of the support system envisaged for the South African system of education.

5.2.4.2 District support

Each district should have a DBST which manages and facilitates the implementation of inclusive education. The composition of this structure is a group of professionals within the district and its responsibility to promote inclusive education collectively through training, curriculum delivery, distribution of resources and identifying, assessing and addressing barriers to learning (DoE, 2014). This body is the main/core component in the successful implementation of inclusive education; however, findings from this study revealed that the support that teachers receive from the district in relation to the implementation of EWP6 is inadequate. Teachers acknowledged the support they receive from the LSE, but this clearly, is not enough particularly in terms of curriculum delivery. The support that teachers receive from the LSE is to establish the support structure (SBST) and filling in of some forms when referring learners who are experiencing barriers to learning to special schools. However, the LSE should be focusing on the SIAS strategy.

In this study teachers revealed different understandings of the kind of support they receive from the uMngeni district and how they access it. Furthermore, the LSE also indicated that she does not receive any support from her seniors or from the provincial DoE office; she indicated that the provincial office duly invited them once for the orientation workshop and the rest she researches for herself. It is unfortunate that the DoE expects the LSE to execute her duties without developing her professionally. This LSE is part of the DBST that is expected to provide the full range of education support services, among them professional development in the curriculum and assessment for the SBST (DoE, 2001, p. 29) and to develop and coordinate

school-based support for teachers. During focus group interviews with the SMT they highlighted the following:

Mr Sibisi, Deputy Principal: *They do support us. They are supposed to come at least once a term. However, it is not always the case. They do not provide us with their schedule of workshops. They only come when they feel like there are things they need to address to us. We have to somehow wonder who exactly works as an interlink between us and the department. When we happen to have a workshop some teachers do not attend; only those with interest do attend*.

Mr Mweli, HoD: *We first had an advocacy workshop. They explained Education White Paper 6.*

Teachers gave their views on the district support.

P4: *Teachers are not well informed on how to deal with learners experiencing barriers to learning*.

P19: *Departmental officials do the theory part of it, no practicality of it and only tell us to be creative when developing learners' support programmes*.

P17: *Yes, the department provides some support but it is not enough. As teachers we are expected to identify learners experiencing barriers to learning but we are not adequately supported,*

P24: *The support is not enough because it becomes difficult to teach different groups (fast and slow learners) at the same time.*

P15: *We do get some support but not much. She comes once in a while. But as a school we are often asked by the department to identify learners with difficulties and we do, only to find that the support is not available from them.*

When asked who supported the teachers from the district, Participant 2 said: *Psychologist, social worker and therapists from the district.* Psychologist and a social worker are from SNES and I assume that they are invited by the LSE to provide support to learners. Some of the teachers at this school seem to have a feeling that there is inconsistency in the level of support provided by the district, and they still believe in placement of learners in special schools rather than designing individual support programmes for them. There is also a negative attitude

towards inclusive education from some of the teachers. This was highlighted by Mr Sibisi, who said that some of the teachers do not attend training because of their negative attitudes. I believe that once teachers receive comprehensive training on inclusive education there will be ownership of the concept. Teachers also felt that there must be training before the implementation of EWP6, with practical examples. For the LSE to be able to provide support to Ntabakayikhonjwa full-service school, she needs support too. During the individual interview with the LSE, when asked who supports her, she responded as follows:

Mrs Khumalo, LSE: *I am supposed to be supported by the Senior Education Specialist, who is my immediate supervisor. However, this is not happening. I did my own research on full-service schools and the programmes that they offer and how they should be supported. The only support I received from the senior education specialist, she introduced me to the full-service school principal: that is all.*

This official was appointed in 2010 as indicated in Chapter four, and the concept of a full-service school was new to her. Furthermore, she is from a school where she worked as a Deputy Principal and had no class to teach. In this position she had to familiarise herself with policy documents, including EWP6, on her own without any support from her senior colleagues. She indicated that she was invited by the provincial office for SIAS training, but she stated that there was too much information to be covered in just two days. This indicates to me that the provincial office does not develop and capacitate district officials regularly on inclusive education, especially the LSEs working in full-service schools. The DBST is the key lever for inclusion, and it is imperative that they get adequate training from the provincial office. With the limited information that the LSE has, she said she manages to support Ntabakayikhonjwa full-service school. She stated in the interview that she supports the school twice a week and that she works closely with stakeholders like NGOs, SAPS, Department of Social Development and Department of Health and SBST.

This indicated that there is some working together with other stakeholders at this school, as it is important to involve multisectoral collaboration in providing the range of services. Furthermore, when asked how she supported teachers, she said: *I support them on the establishment of support structure (SBST) and to process referrals they made.* The participants acknowledge that the district does support them in certain areas. What became apparent in these responses is that the support only comes from Special Needs Education Services (SNES), and

it seems as if it is their responsibility to implement inclusive education. However, the fundamental role of support services is to remove, reduce and prevent barriers by developing some mechanisms that make the curriculum responsive to the needs of all learners and to ensure that all are actively involved and participate equally in the education process. The proper implementation of inclusive education calls for the collaboration of all directorates in the DoE to strengthen educational support. This strengthening of support can happen through supporting teaching, learning and management in building the capacity of schools. Furthermore, the strengthening of support calls for all members to adopt a sense of ownership for all learners experiencing barriers to learning. It is good that at this school there is a range of different professionals that are involved in the teaching of learners with special needs; however, all these professionals are from one section, SNES. Each directorate in the DoE is supposed to provide support on their core functions at this full-service school; however, teachers' responses did not indicate any support from other sub-directorates. The Ministry accepted that a broad range of learning needs exists among the learner population, and learners may fail to learn because of different learning needs that may arise because of the numerous barriers they face. Among these is an inflexible curriculum (DoE, 2001, p. 18). There is therefore a need, for curriculum support for teachers at this full- service school, so that they differentiate the curriculum for learners with special needs.

Naicker (2006) illustrates that curriculum embraces all the learning experiences available to all learners in their schools as well as communities, and further elaborate on the purposes of the curriculum:

● It embodies all the knowledge, values and skills the country offers; and

● Aims to deliver quality education to learners both in terms of levels of engagement and outcomes.

For the purposes of the curriculum to be accessed, there needs to be flexibility in the curriculum to meet all the needs of learners in the classroom. It is therefore important to bring all the sub-directorates on board with regard to policy and its implementation, as well as provision of support as per their core functions.

5.3 Conclusion

In this chapter I have presented and analysed data collected using three different data collection tools, namely questionnaires and individual and focus group interviews. The findings revealed that there is still a challenge in the understanding and implementation of EWP6 by teachers at this full-service school. While some of the participants in this study indicated some limited gains during the implementation of inclusive education, they further highlighted some challenges. I am of the view that formal training plays an important role in improving teachers' actions and views on the subject and its implementation. Doyle (2002) states that re-culturing, used as a conceptual framework that underpins this study, focuses more on teachers' thinking about learners experiencing barriers to learning who are in need of their support, and also how they need to change their mind set and have a common goal to support learners. On paper inclusive education seems to bring fundamental changes that improve schools' responses to learners who experience barriers to learning in order to ensure quality education for all. For this goal to occur, schools will have to make some changes that will ensure participation and progress for all learners. It would appear that teachers lack knowledge on how to address practical challenges on how to implement inclusive education.

Chapter Six

Discussion

6.1 Introduction

South Africa previously experienced many inequalities and injustices, one of which was the exclusion of many groups of people from provision of support services by the previous government as a result of their race. The only approach used then was the medical model that sees the child being the one with the problem, with barriers to learning residing primarily within the child (DoE, 2001, p. 24). It took South Africa many years to adopt the inclusion model. Education provision in this country has been historically organised according to categorising learners according to their disabilities and they were viewed as not belonging in mainstream schools. These learners had to be sent to specialised schooling or setting.

South Africa took steps in entrenching inclusion. The main priority for those who were responsible for shaping policies and legislation after 1994 was to change the system of education by addressing the inequalities and disparities of the past by creating one system of education. The system that would address the inequalities and disparities of the past and provide all learners with access to basic quality education (Engelbrecht & Green, 2007, p. 53). This research report has tabled how the process of developing the system of education is unfolding in the uMngeni district in KZN. It also investigated the processes and procedures adopted by the KZN DoE to prepare teachers for its implementation. The focus of this study was threefold: first, the study aimed to investigate the teachers' understanding and experiences of EWP6 at Ntabakayikhonjwa full-service school in uMngeni district; secondly, the study aimed to investigate how the teachers' understandings of EWP6 is translated into practice; and thirdly, the study investigated the kind of support that these teachers receive from the district office and how the support impacted on the implementation of inclusive education at this school. This study sought to fill the gap in the current research by raising the challenges that led to the limited understanding of EWP6 and how these issues could be addressed. In the previous chapter the themes that emerged were discussed.

6.2 Teachers limited understanding of inclusive education

This section attempts to explain the teachers' and the LSE's limited and /or lack of understanding of inclusive education at this school. One of the key transformation goals that underpinned EWP6 and its implementation process is to improve efficiency (Naicker, 1999) for both teachers and the officials of the DoE. This policy also intends to change the way education is delivered for the benefit of all learners. However, the findings of this study suggest that things have not changed in terms of how teachers think about diversity. One assumes then, that things have not changed for the learners. In terms of research question number 1, teachers' experiences and knowledge of inclusive education were found to be   inadequate and limited. The question I wish to explore is why things are the way they are? What could possibly be the cause of teachers having a limited understanding of inclusive education? There is evidence that some training happened and that some teachers have done inclusive education through their university studies. So where is the blockage, where is the weak link in the system?

6.2.1 Inefficient and ineffective diffusion of innovation

Although some teachers admitted to attending some training some time ago, most of the participants' responses to what they understand by inclusive education and their experiences of this indicated very limited understanding of inclusive education. This limited knowledge and understanding, undoubtedly resulted in poor implementation of EWP6 at this school. The main cause of the poor understanding was the method in which this innovation was communicated to them as well as the kind of training they received from different institutions of higher learning. It was also evident that the kind of support available to this school was inadequate. Lastly, their experience and understanding was influenced and determined by the different kinds of support they received.   On the basis of what I have seen and heard, after the national pilot programme from 2002 - 2003 conducted by the national DoE there was little done by uMngeni district DoE in providing the necessary support. Teachers did not indicate the kind of support received from the national department, except that they were excited when the DoE improved the school infrastructure by building a lift. The only support that the school received was from uMngeni district therapists, which exhibited the philosophies of the

traditional (medical) discourse. If therapists are not well equipped with the teaching methodologies and strategies in supporting a child experiencing barriers to learning and development in the class, they cannot actively promote inclusion. This also influences the teachers' understanding of inclusive education at this school. Further findings indicated that teachers at this school are promoting this medical approach and they view a child as having problem which must be fixed through assistance outside mainstream education. In the current study teachers feel that such children need outside placement, and do not implement this strategy in supporting learners experiencing barriers to learning and development. This lack of support prevented teachers from trying out new ways of working with learners and with each other. Change, is difficult to accept but it is worse in instances where it is not accomplished by support.

In terms of EWP6, teachers are regarded as the main change agents who are to be developed. In the uMngeni district, this development did not happen or, if it did, it was not consistent in giving teachers confidence to adopt the new innovation. One cannot be a change agent when they themselves do not understand the proposed changes. In the case of Ntabakayikhonjwa school, they are expected to provide moderate levels of support and even support other teachers. This is not possible when they still need support to understand the philosophy of inclusion, to understand inclusive education and barriers to learning, how to identify and address them, and to be confident enough to understand and accept the role their school is expected to play. Secondly, the teachers' reports suggest that the level of training received was too generic, hence the lack or limited understanding displayed. Unfortunately, this limited understanding of inclusive education affected the implementation of the policy at this school.

Research shows that once teachers acquire knowledge and skills related to inclusive practices, they are more likely to demonstrate accepting and positive attitudes to promote inclusive education (Makoelle, 2012). Furthermore, the success of inclusive education depends on the involvement of stakeholders, as teachers cannot implement this policy alone, they need support. As such, the process of dissemination of information to all stakeholders needs to be accurate and adequate so that they are all in accord with inclusive education policies and can support each other. One of the causes of the negative attitudes towards inclusive education is the lack of understanding of the policy. Teachers complain of too much paperwork and additional

meeting time to provide effective education for all learners. Rogers (2003) cautions that creating new knowledge and practice should provide a "know why" experience not only a "know how to" experience. While this technique means that an individual may have all the necessary knowledge on how to implement this strategy, without understanding why this is being done it is unlikely that they will adopt the innovation because their attitudes determine the rejection or adoption of an innovation.

It is important that teachers should first have an understanding of the innovation so that they will be able to foster inclusive education in classrooms. This school was in the national pilot programme from 2002 - 2003, but was only identified as a designated full-service school in 2008, and in 2010 the DoE appointed the LSE. The dissemination of the EWP6 from 2003 to 2010 was somehow compromised. To illustrate this, after the national pilot programme in 2003 the district (uMngeni) therapists came and trained teachers on the medical model – since they were trained on the medical approach – which reversed the training that teachers received in 2002–2003.EWP6 was released in 2001, and then in 2005 the DoE released another document called *Conceptual and Operational Guidelines for Full-service Schools* (2005), followed by the *Guidelines for Full-service Schools* in 2010, and in 2011 the KZN DoE released *Conceptual and Operational Guidelines for Full-service Schools*. Surprisingly, none of the participants in this study were   aware of all of these documents. The LSE also did not refer to them, which made me suspect that she only knows EWP6.

This could partly explain why the teachers' understanding of inclusive education is limited. The documents that followed EWP6 contain vital information which should have been disseminated to them, but their access to critical information was compromised, hence the predicament they are in. Unfortunately, this situation did not only impact teachers' knowledge but also their practice. If teachers do not understand the policies of the day, they cannot implement them with understanding. In the case of Ntabakayikhonjwa full-service school, the teachers talk the talk but are not walking the talk. Their "steps" are uncertain and shaky because they lack the foundation and confidence in the policy they are supposed to implement. The adoption of inclusive education is important in bringing about positive change in how learners who are thought as being different are viewed and treated (negative attitudes to difference), thus removing barriers to learning and development. This was discussed in Chapter two.

However, when there is no or limited understanding of this policy, negative attitudes prevail, as evident in the participants' responses and lamentations about having to deal with learners experiencing barriers to learning and development. The fact that some teachers still separate and teach learners alone or even refer them to special schools suggests that the medical model still dominates the teachers' perspective about learner diversity. The structures may have been established at this school but there has been no re-culturing in as far as the beliefs and daily practices of teachers are concerned. It is very true that the establishment of the support structures (SBST and DBST) does not bring change, but to accommodate and celebrate diversity in class and school-wide requires a changed culture of teaching and learning.

6.2.2 Factors that constrain the implementation of EWP6

The very limited understandings and experiences of inclusive education had a very negative impact on the policy implementation at this school. The second research question in this study examined how this policy was implemented at a full-service school. The KZN DoE has a number of compartments (sub-directorates): Examinations, Special Needs Education Services (SNES), GET – Curriculum, FET – Curriculum, Planning, Circuit Management, Governance and Management. These different sub-directorates include provincial, district and school levels. All the sub-directorates should be part of the DBST in order to contribute effectively in the provision of support to successfully implement inclusive education, as discussed in Chapter two.

A number of studies reveal that there are challenges to inclusive education which include the lack of teacher capacity development, re-skilling teacher training, support, morale and attitudes of teachers towards inclusive education. As already highlighted in the section above there has been a lack of teacher development on inclusive education at this school and therefore, teachers are incapacitated and their attitudes remain negative. However, even though there are challenges, learners still need support as envisaged in EWP6. Rogers (2003) emphasises the fact that all stakeholders need to participate fully through all the stages of diffusion of the innovation namely, Badza, Chakuchichi and Chimedza (2010) attest to this, stating that the concept of inclusion is broader and includes inclusive societies, communities, families and schools. They are also of the view that inclusion is about transforming the entire education system to address the diverse needs of all learners. Dissemination of innovation is from the

national DoE to the provincial departments, then to districts and schools. Literature shows that the provincial department relies on a cascade model (Ntombela, 2006), where it invites all 12 districts coordinators to a sub-committee meeting or training and these 12 officials are expected to disseminate that information or knowledge to their respective districts. This model does not seem to be working, and this is one of the DoE's shortcomings. Ntombela (2006) confirms this in her study on the complexities of educational policy in the South African context, stating that the use of the cascade model to disseminate information is problematic as information gets distorted or totally lost as it cascades down. What makes it worse she adds, is that there is no mechanism to monitor how the process is unfolding.

Despite these views, my experience coupled with findings of the current study confirms that inclusive education is championed by one sub-directorate, SNES, and the component that drives it is special education. If EWP6 seeks to transform the whole system of education, inclusive education should be cross-cutting all sub-directorates at district level. My observations suggest that the challenge is with the provincial DoE. Currently there are only two SNES officials at the provincial department responsible for providing support to 12 districts with 6000 schools. Presently there is no Director and Chief Education Specialist (CES) and there is one Deputy Chief Education Specialist (DCES) and one acting CES. The two SNES officials engage with the rural and inclusive education directorate. It is practically impossible for the two officials to effectively support the twelve districts and their 6000 schools.

Findings further reveal that there is a silo mentality in the sub-directorate in uMngeni district. As mentioned earlier in this section, the implementation of inclusive education is in the hands of the SNES; however, this section does not have authority to coordinate or initiate team work with all sub-directorates in driving inclusive education. The only person with the authority in the district is the Director who should be initiating the process by convening a meeting to establish the DBST which is the key support structure in the successful implementation of the inclusive education support system (DoE, 2014). Once the DBST is established, all schools will be assisted and move forward with the innovation. Inclusive education should be a standing item in Management Committee meetings. Once everybody is in accord with inclusive education, they will be able to provide support to teachers and inclusive education will bring

about change in the provision of schooling that caters for diverse learner needs. In schools there will be that paradigm shift to change their current practice and adopt inclusive ways of practice.

I am also aware that some of the policies of the DoE do not complement each other regarding inclusive education. An example of this is the teacher-learner ratio at full-service schools. The PPN is the formula used by the DoE to allocate teachers as per need. This formula is used to equalise the distribution of teacher posts by the DoE. This model must include the following: the number of grades at school, the size of the school, period load of teachers and disabilities of learners. To be effective, full-service schools need to have a smaller and more manageable number of learners per class, but this was not found to be the case at the school under study. In the findings the teachers indicated that overcrowding is a challenge at this school. This challenge was also raised by the participants in the pilot study. The challenge of overcrowding affects how teachers are going to accommodate diversity in classrooms, even in instances where they know what to do.

However, it is still the responsibility of SNES to cascade that policy to other sub-directorates, which poses the same problem of dilution or distortion of information. The other big challenge is Annual National Assessment (DoE,) which is the strategy used in South Africa to determine the level of understanding of Numeracy and Mathematics in learners in the Senior Phase (Grades 7–9), Intermediate Phase (Grades 4–6) and Foundation Phase (Grades 1–3). These tests are set by the Department of Basic Education. Then schools administer these tests and mark them and submit schedules to the district office. Only subject experts in the field and teachers selected and appointed by the Department of Basic Education set these tests, which do not accommodate learners experiencing barriers to learning. This 'one size fits all' assessment criterion is problematic and works against inclusive education. This suggests that inclusive education is not the agenda at the top level of DoE where important decisions are made and sensitive issues pertaining to inclusion could be addressed and this could be one of the reasons why the diffusion of this policy seems to be erratic and half-hearted. However, as indicated earlier this policy has to be cross- cutting. Unless all departments (and their stakeholders) buy in to this policy, and everyone understands, promotes and implements inclusion, the policy will not become a reality that learners benefit from.

6.2.3 Inadequate support

The final research question in the thesis was determining what support is available from the uMngeni district to schools to make them embrace and celebrate diversity in the system of education. The diffusion of innovation theory, (Rogers, 2003) states that a new idea is adopted very slowly during the early stages. As more people buy in (because they see it is working) it gains momentum. In this case, however, for teachers to adopt this new idea at all they first need support to try it out and to learn together. It is envisaged in EWP6 that teachers will receive support from the DoE. This policy document further highlights the most significant conceptual change that of the development of education and training must be premised on the understanding that change must focus on the full range of education and training services, namely education support services, schools, teachers, parents and communities (Rogers, 2003). EWP6 argues that there should be attitudinal change as well as changes in teaching methods, curricula and the environment, and teachers cannot do this on their own without being supported. However, support from the uMngeni district DoE seemed to be inadequate at this school in that it has not mobilised teachers to form a community of practice.

They are not trying to learn together, with and from each other. No one is assisting them to do what Ntombela (2006) said is important, to unlearn old ways that are no longer relevant and learn new ways that are in line with the inclusive education philosophy. They need support to do that because it is not something that comes easily. Findings suggest that teachers at this school received inadequate and inappropriate support from the LSE who received inadequate and inappropriate support from the district. Even the limited support that was available was based on the medical model as indicated in the data analysis chapter, where barriers to learning are seen as being exclusively within the learner or the learner is seen as having some deficit. Teachers reported that the LSE comes and workshops them on how to fill in or complete LSEN 001 forms (these forms were used for placement of learners in special schools before adoption of SIAS policy in 2014). The SIAS policy was piloted from 2007 to 2008 in special schools and then promulgated as policy in 2014. Teachers at this school, however, are still using the old/traditional approach to provide support to learners experiencing barriers to learning and development. EWP6 advocates against all the old practices and promotes inclusion; this does

not mean that learners requiring high-level support must be kept at a full-service school, but rather the school needs to implement the SIAS policy and follow all the procedures outlined in the document regarding the provision of relevant support. Full-service schools provide for the low- to medium-intensity support needs of learners up to moderate level support, and special schools provide for a high level of support (see Chapter two). The process is guided by SIAS to determine the level of support the child requires. During the individual interview with the LSE it transpired that she did not seem conversant with EWP6. Somewhere in the interview she indicated that a full-service school provides for high-level needs of learners, while actually it is only special schools that provide these.

The LSE doesn't seem to be promoting inclusion, because she further indicated that she visits this school twice a week to provide support to the SBST on the referrals procedures, and to follow up on the identified learners experiencing barriers to learning and development. Inclusive education is not about these actions of focusing on referrals, but rather schools are guided by SIAS policy (DoE, 2014) as mentioned above. She is aware of her job description that as an LSE she should be providing support to teachers on how to support learners experiencing barriers to learning and development; however, the support she provides is not adequate. The focus should not be strictly on the learner but on the factors affecting the learner. EWP6 is against the pathological perspective which was perpetuated by the White Education Act 29 of 1928, which provided the first signal of the medical model in South Africa (Naicker, 1999) which associated disability with impairment and loss, and did not take the systemic deficiencies seriously. This medical approach locates the source of the problems within the learner and justifies social inequalities on the basis of biological inequalities (Vlachou, 2004). In addition, focusing on the individual means we miss opportunities to explore how one deal with the contradictions that render schools exclusive, not only for learners with special needs but also for those regarded as 'normal'. What the findings highlight is the need for DoE to provide professional development for all staff, especially to the officials, since this innovation does not seem to be understood well by the LSE and those who trained her. Balasunderam (2005) attests to this, stating that translating policy into reality is often difficult in many developing countries. They further caution that the emphasis should be on building the capacity of educational administrators (all stakeholders), including teachers on implementation of the new idea.

Currently, the support from uMngeni district has not moved beyond the pilot phase, therefore teacher development should not be viewed as a once -off thing but should be continuous.   The timeframe targeted by the national DoE within which to fully execute the EWP6 policy seems to be lapsed because of the inadequate and inappropriate training of all stakeholders involved in implementation of the policy. To achieve this vision of the national department of education's call for a commitment for change, planning for change and providing the support that maintains and promotes change (Engelbrecht, Oswald& Forlin, 2006). Lastly, the national department of education needs to encourage all role players to share and build on their existing knowledge of innovation in order to increase learning and participation as well as a commitment to change teachers' strategies. The LSE's misunderstanding/misconception of EWP6 did not come as a surprise because she stated that she received no support from the provincial department or from the district. In addition, she indicated that she meets with the SBST, which makes me believe that she uses the cascade model to disseminate limited information about inclusive education.

This poor understanding partially contributed to the failure to implement inclusive education at this school. This raises another concern as to whether the SBST shares the information with the teachers and whether they have the capacity to train the neighbouring schools. Furthermore, the LSE visits the schools twice a week, instead of supporting the school at least thrice a week. In order to rectify these issues, the intervention of both provincial and district DoE are required. The lack of any intervention indicates that there is no reporting and monitoring of the implementation of inclusive education by the LSE to her supervisor, and that the district is not making any follow-up on the implementation of this new innovation. In addition, how the innovation is diffused seems to be a problem. The proper stages of diffusion of innovation seem not to be followed by the DoE; an example of this is that only the LSE is responsible for the implementation of inclusive education, and there was no support from her immediate supervisor or DBST. Furthermore, teachers revealed some concerns on the support they receive from uMngeni district, stating that this is inadequate. Some teachers revealed that the support is based on the medical model (immediately attempting to place learners in specialised institutions without first acknowledging their barriers to learning and additional support that can be provided where the learner is).One of the teachers in her response indicated that the support is not enough if they attend a workshop that only lasts for 2–3 hours; she further claimed that the training they receive is not appropriate for the learners they teach. This training should rather be a full-/part-time course paid for by the DoE, perhaps starting by taking a few

teachers each term for thorough training on inclusive education. Teachers acknowledging the inadequate support indicate that DoE needs to focus more on teacher development. This also reveals that for those teachers who were part of the pilot programme, the training they received was too generic.

6.3 Addressing these challenges

The study aimed to investigate the teachers' understandings and experiences of the newly adopted inclusive education (EWP6) at uMngeni district in KZN. The aim was to investigate how the policy translates into practice. The official of the DoE (LSE) also participated in this study. This case study further examined how the diffusion of innovation was used to develop and prepare teachers for the implementation of inclusive education. Since the findings of this study suggest that teachers have a poor or limited understanding of inclusive education, it is clear that the dissemination of information on the innovation was inadequate and inappropriate at this school. That is where the targeted intervention should begin to address this issue. The strategy used by the province and district to capacitate teachers on inclusive education does not seem to be working.

My findings confirm those of Ntombela (2006) who highlighted that the district was using a flawed or ineffective teacher development strategy in the form of a cascade model. If the department of education is serious about changing the culture in schools, then it is critical to revise its teacher development strategy. Another problem that emerged from the discussion with teachers is the lack of support from the district. According to the EWP6 provision of relevant education support services and further professional development of teachers are identified as key in the implementation of inclusive education (DoE, 2010); however, this does not seem to have been prioritised. The theory of innovation diffusion tables how new ideas are communicated to members of the system- in this case teachers and stakeholders using the outlined channels over a period of time, and ensuring how the information is shared until members reach a common understanding of the innovation. The stakeholders also play a very significant role in understanding the innovation since inclusive education goes beyond school-based considerations (curriculum, teaching methods and attitudes). Inclusion is the societal

matter since learners experiencing barriers to learning and development are members of the society and are entitled to receive support they need from all structures. Implied in the process of innovation diffusion is the availability of support and monitoring which in the case of EWP6 has not happened or is inadequate in bringing about significant change in teachers' knowledge and skills to effect the desired curriculum changes.

In Chapter three it was mentioned how Rogers' (2003) explains how this new idea progresses in an organisation and takes shape through two main stages, namely initiation and implementation. The initiation phase is divided into two: the first part is the agenda setting, and occurs when a general organisational problem is defined and creates a perceived need for an innovation. This is a very important stage because the identification of needs are priorised and initiated.   The second part is matching, where an innovation is developed in response to the identified problem. Implementation is the second phase, which is further divided into three stages. The first stage here is redefinition/restructuring, which concerns itself with the innovation being reinvented to suit the organisational needs and structures being modified in accordance with the innovation. The second stage involves clarifying, in which the meaning of the innovation becomes clearer to the organisation and the last one entails routinising where the innovation is incorporated and routinised within the organisation.

However, Ntombela (2006) in her study on the complexities of educational policy dissemination in the South African context proposed another stage in-between agenda setting and matching, which she called "stakeholder consultation", which is where stakeholders contribute to the innovation before adoption. However, findings in this case study suggest that the provincial DoE seemed to follow or adopted the same process or stages as defined by Rogers. The KZN DoE has an Inclusive Education Directorate with only two officials (mentioned earlier as one of the challenges) to identify the problem and adopt the agenda stage of adopting and implementing inclusive education system. They (inclusive education component) designed and developed an innovation in response to the identified problem. They developed this innovation for the entire province with 12 districts (from my observation as an official within the department). This also emerged during the Ugu pilot project (2007/2008). An Inclusive Education Directorate is the only section in the DoE responsible for this innovation   and that is why the situation is as it is at this full-service school.

This was further revealed by teachers during questionnaires and focus interviews as well as in the individual interview with the LSE, that inclusive education is only spearheaded by special education, even at district level. These findings from this study some indicate that there is no involvement and participation of other sub-directorates. It also emerged during the focus group interviews with the SMT that during the national pilot that took place in 2002–2003 there was no involvement of other 'compartments'. Ntombela's (2006) proposition that after agenda setting and naming there should be a stakeholder consultation stage is important, so that all involved are afforded an opportunity to engage in debate on the innovation until it is understood and everyone accepts and has the same understanding of the principles behind the innovation. I propose a collaboration stage after the stakeholder consultation stage, because there needs to be collaboration of all sub-directorates in implementation of this innovation so that they are in accord when providing support to schools. This need again emerged during the focus group interview with the SMT, which revealed that the only official who visits their school is the LSE. It became apparent from the questionnaires that it is only SNES which seems to avail themselves to this full-service school.

Furthermore during the focus group with the management of this school, it was highlighted that after the national pilot programme in 2004 therapists visited them, and that was when these officials promoted the medical model to teachers (as discussed earlier in this chapter). In this study I propose that the uMngeni district Director takes the initiative establishing the DBST as it is envisaged in EWP6, because for proper and successful implementation of the innovation support structures must be in place. The DBST would also fulfil their role and responsibility which is to strengthen the collaboration within the sub-directorates.

Challenges faced by teachers when implementing the innovation included a lack of understanding of the policy and the fact that they had not received adequate support and information on it. Some indicated that the LSE comes to their school when she has something to tell them. It is not the sole responsibility of the LSE to support this school; it has to be a collaborative effort with SNES and other relevant stakeholders. Ntombela (2006) argues that it is crucial to provide the necessary support to teachers by not pushing them to adopt the new idea but first providing them with professional development. She adds that unless some drastic

measures are taken by the KZN DoE and its subsystems to address the inadequate provision of support to teachers, there will be an unchanged culture of teaching and learning practices in the province. In addition, that unchanged culture will compromise all the initiatives that took place in the previous two decades to pave the way for inclusion. In this case, learners experiencing barriers to learning and development will continue to struggle in the schooling system.

Furthermore, during the national pilot in 2002–2003 at Ntabakayikhonjwa the DoE should have employed the LSEs and SCs to be part of the process, so that this school could have benefitted from the beginning. I am fully aware that this study is not interrogating EWP6, but has identified a gap in this policy document which delayed successful implementation of inclusive education. Very little is mentioned on how to support learners experiencing barriers to learning and teachers themselves in the policy. This policy promises teachers a differentiated curriculum to meet the needs of all learners, but this has not happened at this school. The SIAS document which outlines how the support can be accessed and how learners can be supported by their teachers has also not been fully adopted. I am not surprised that teachers at this school do not fully implement inclusive education. The findings reveal that training and advocacy on curriculum differentiation has not taken place at Ntabakayikhonjwa full-service school. Curriculum differentiation is the most important strategy for responding to learner diversity and needs (DoE, 2011), but these documents were only developed in 2009–2014, highlighting and providing an indication of how to support learners experiencing barriers to learning and development. Curriculum differentiation is one of the national priorities that all schools need to be trained in to meet the needs of all learners. However, the training on this strategy has not happened at this school.

This leads me to believe that the timeframe envisaged in EWP6, which says all schools will be inclusive in 2021, will be compromised. This study serves to contribute to the debate on inclusive education because of the gaps identified around the teachers' understandings and implementation of inclusive education at a full-service school. The DoE focuses more on what to change in the system of education than how to change this; certainly the 'how' part was very neglected in the initiatives that paved the way for inclusion. I believe the two (what and how) can never be separated; the DoE needs to marry the two because once teachers understand the innovation, they will be able to implement it – provided there is proper guidance from the DoE.

The findings in this study make me believe that one of the six basic strategies for establishing inclusive education and training – which is to prioritise the implementation of an advocacy and information programme in support of inclusion, focusing on the role of each member in the community as well as teachers – is currently being compromised or is happening at a minimal level.

The lack of adoption of inclusive education is evident in teachers' responses, as teachers perceive accommodating learners experiencing barriers to learning as an additional responsibility, and they highlighted that the training they received does not respond to the reality they find themselves in. For teachers to have ownership of the policy there needs to be collaboration of all directorates, so that they are all in accord and so that there is a working together of all sub-directorates when supporting schools. In this study findings reveal that teachers seem unprepared for implementation of this policy. For example, this school was part of the national pilot project where I was informed that they received some training from two national officials; however, the teachers indicated that the concept of a 'full-service school' was not mentioned at all. Seemingly the concept is still very new to them.

I believe that it was only in 2010 when the concept of a full-service school was introduced by the LSE that the identified schools' staff gained some understanding of the concept. It became apparent that the training that they had received from national DoE was too generic. Furthermore, after the DoE's training, therapists came and provided support in the form of the medical approach – and reversed all the training the school received from the National DoE. Also, in 2011 teachers received the same support from the LSE, who again promoted the medical model attending to referrals (placement of learners in specialised institutions) instead of promoting the social model to teachers. In terms of the redefining stage as discussed by Rogers (2003), not only the innovation needs to be modified to fit in the organisation, but also the structure of the organisation needs to be changed so as to accommodate this innovation. Findings in this study reveal that there are support structures at school level such as SBST, but they appear not to be fully functional.

In terms of physical infrastructure this school is disability friendly. There are ramps and a lift and accessibility is good. There is also a support centre built by the DoE and it is meant to provide support to learners requiring a moderate level of support. A general observation is that the support centres in this district (uMngeni) are white elephants; the DoE spent a huge amount of money building these centres, which seem not to be utilised to meet learners' needs. It seems to me that the DoE still believes that changing the structures of schools will make a huge difference in supporting learners experiencing barriers to learning, but instead the focus needs to be on shifting the mind sets of teachers. By shifting mind sets teachers will be able to create an inclusive education system that would necessitate examining the ethos, values and attitudes in schools. Above all this, the social model would necessitate the building of school cultures which are barrier-free (McMaster, 2013). In simple terms, once teachers understand this innovation they will possess a new way of thinking and change their attitudes towards inclusive education and better facilitate the practice of it.

In terms of Rogers' (2003) theory of innovation diffusion, the findings of this study reveal a gap after the clarification stage. Rogers (2003) states that when the idea/innovation is first implemented in an organisation, it has little meaning and there is uncertainty. In this study, this stage is evidenced by the manner in which teachers at this school understand and implement inclusive education. To address this gap found in this study after the clarification stage, there needs to be pre-monitoring stage. Adding this stage will help in developing monitoring tools to monitor the functionality of support centres, which plays a big role in the conversion of mainstream schools into full-service schools. When the DoE develops these tools they need to work closely with the LSEs, SCs and the entire DBST, since they are responsible for transforming these schools into full-service schools. Secondly, having a tool that will monitor establishment of support structures, both at school and district level, for proper implementation of inclusive education will make sure that the processes are monitored. These tools will help in identifying gaps in the implementation of inclusive education. The routinising phase would then follow after the pre-monitoring stage. This study further proposes the last stage – the monitoring stage – to assist in the implementation of this innovation and identify gaps, if any, and further provide support to schools. The monitoring stage will also help in checking the progress that this country has made in the implementation of this innovation. In this study, there was no mention made by the teachers of the monitoring of progress made by this full-service school in the understanding and implementation of this new idea. Surprisingly,

recommendations made by the implementing agency (MIET) included that there needs to be monitoring of progress; however, this has not happened in the province. The following table adapted from Rogers (2003) (Table 3) suggests an alternative on how all stakeholders can be represented throughout the process of reform initiation.

Table 3: Suggested innovation process

(adapted from Rogers, 2003)

THE INNOVATION PROCESS

IN AN ORGANISATION

Decision

I. INITIATION

II. IMPLEMENTATION

#1	#2	#3	#4	#5	#6	#7	#8	#9
Agenda setting	Stakeholder Consultation	Collaboration	Matching	Redefining restructuring	Clarifying	Pre-monitoring	Routinising	Monitoring
General organisational problems that may create a perceived need for supervision	Stakeholders contribute to the innovation before adoption	Collaborat-ion of all sub-directorates	Fitting a problem from the organisation's agenda with an innovation	The innovation is modified and reinvented to fit the organisation and organisational structures are altered	The relationship between the organisation and the innovation is defined	Development of monitoring tool to monitor innovation implementation	The innovation becomes an ongoing element in the organization's activities and loses its identity	Monitoring progress of the implementation of the innovation

6.4 Teacher development

To further bring this discussion into perspective, the findings suggest that there is no paradigm shift from the traditional approach to the social model, which makes it difficult to provide support to learners requiring additional support. At the school in this study the LSE is still promoting the medical model (traditional) of intervention which was used before the educational and political transformation in South Africa.

The inclusive education policy demands that teachers challenge their current or existing schema in teaching learners who experience barriers to learning and development. The DoE needs to remind them that the nature of their work has now changed, since they are the key implementing agents in the successful implementation of inclusive education. Currently teachers still lack the skills to support learners experiencing barriers to learning which is caused by the poor training they received under the apartheid education system. To unlearn their old practices the DoE must provide the necessary support to teachers. There is a need for site-based support for teachers and stakeholders, and for thorough training on inclusive education and the concept of full-service schools. Once the DoE provides support to full-service schools, they would then become examples of good practice and chart the way for all schools ultimately to become inclusive. In summary, teachers are at the forefront of the transformation of schools to become more inclusive and in order for them to lead reform efforts, they need to be offered enriched professional development opportunities and support. Once teachers are trained with requisite knowledge, skills and attitudes necessary for the successful implementation of inclusion then without hesitation they would be able to provide the necessary support that learners experiencing barriers to learning and development require.   This is in the hands of the Department of Education since it (DoE) initiated educational changes in the education system. However, schools themselves including teachers should be willing to review/change their culture and practices. The support that teachers need must broadly focus on the learning and teaching process. To further the discussion on support, I think institutions of higher learning should strengthen their modules on inclusive education such that, there is more training programmes and workshops in their teaching practice courses. Then by the time students become teachers they would be able to adjust and connect to new systems at school level. Sangeeta (2012) echoes the same sentiment that the major barrier to achieve inclusion is the lack of pre -service preparation of teachers.

One of the core areas which the KZN strategy (DoE, 2010) focuses on is human resources development. For successful implementation of inclusive education there needs to be collaboration and input from key sections within the DoE such as curriculum, examinations and assessment, teacher development and governance and management. Integrated planning at district level for key delivery of human resources development activities is important for successful implementation. Oswald and Forlin (2006) echo that the main hub in changing and transforming schools into inclusive centres of care and support should be on the individual schools as a whole, and encouraging all players to share and build on their existing knowledge in order to increase learner participation in all aspects of their school, as well as a commitment to change by the people who will serve as the agents of change. In this study I promote teacher development for this purpose. Once teachers are capacitated on inclusive education they will then understand the need to provide support to learners. Findings also suggest that parents should be educated on inclusive education. It is very important to capacitate teachers on how to deal with parents. Parents blame teachers for their children's failure at school, while teachers put the blame on parents for failing to show interest in their children's education. The district responsibility is to ensure that teachers are trained on how to provide support to parents, since in inclusive education parents are seen as active participants in the education of their children. Parents' non-involvement puts teachers in a difficult situation, especially when dealing with learners experiencing barriers to learning and development.

I am also aware that parents do not participate in their children's learning for a number of reasons; however, this should not stop teachers from providing the necessary support to these parents. The SBST needs to ensure the successful implementation of inclusive education, and the SBST is supposed to be supporting teachers and parents at this school – but they lack the capacity to do so. Teachers are the primary drivers of inclusive education, and they need to be part of the development of these policies and to be given the opportunity to voice their input, because they have knowledge on how learners learn in the classroom. In the current study teachers at this school still depend on the medical model approach, because they were not trained on the new shift to the social model; however, had they been part of the development of the policy, they would have raised all these issues. Another challenge in the inclusive education policy (EWP6) was that only the framework on how schools will be operating was laid out, and nothing was included on how to provide the additional support that learners required. Then later in 2005 it was reintroduced, with no clear strategies in terms of

development of the conceptual and operational guidelines for the implementation of inclusive education in full-service schools. In 2010 the DoE released guidelines for full-service schools; these guidelines complement the support outlined in EWP6.

I think teachers will always lack knowledge and be ill prepared to deal with learners experiencing barriers to learning if they are not part of the policy development and teacher development. The KZN DoE developed the conceptual and operational guidelines for full-service schools in 2011. This conceptual framework outlines the background to EWP6, clarifying the roles and responsibilities and the most important inclusive education pillars; however, it does not explain how teachers should develop support programmes for learners experiencing barriers to learning and development. I think South African teachers are in a position to change their beliefs about the new practice, but only if they can unlearn their teacher-dominant approach, caused by the kind of training they received during the apartheid regime. The district also plays a pivotal role in the implementation of inclusive education. The district is charged with the responsibility of providing evaluation of the needs and the support to all schools that are within the district. However, this cannot happen if the sub- directorates are working in silos, as the findings of this study indicated. The DBST needs to ensure that the implementation of national inclusive education policies is monitored, and that all schools' support needs are met and responded to by all the sub directorates as part of the DBST. The DBST needs to influence all the policy reforms throughout the system, and not only the SNES. All sub-directorates need to consolidate, working together across silos, and agree on the need for common principles and plans to work as one district.

6.5 Conclusion

Through this study, I managed to investigate teachers' understandings and experiences of EWP6. This was done within the framework of diffusion of innovation. It has become evident from the pilot and main study that teachers have a limited or no understanding of Education White paper 6. Their varied and distorted understandings of EWP6 resulted in poor implementation of inclusive education due to inadequate information dissemination about the policy by the uMngeni district office. The diffusion of this innovation was not well managed

by the DoE. Most of the teachers at this school relied and believed in the traditional/medical approach in teaching supporting and teaching learners experiencing barriers to learning and development. However, the two full-service schools have structures (SBSTs) in place but not fully functional, they do not know their new roles and responsibilities in the implementation of inclusive education which places learners at risk since they are not receiving the necessary support from teachers.

Chapter Seven

Summary, recommendations and conclusion

7.1 Introduction

The education system in South Africa is changing. This massive transformation in education has paved the way for inclusive education, and teachers have a responsibility to implement EWP6 competently. The Government's initiatives and policies were discussed in Chapter two of this study; however, there has been limited guidance and support in achieving these initiatives. For the DoE to achieve the 2021 goal that all schools should be inclusive, this calls for thorough professional development of teachers in which they are trained on how to respond to and accommodate diversity in the classroom. The purpose of this study was to investigate the teachers' understandings of inclusive education and whether this is translated into practice. The findings were discussed in detail in Chapter six. This chapter presents the summary of the findings, summary of the literature review, recommendations, limitations and the conclusion.

7.2 Summary of findings

As outlined above, this study sought to investigate teachers' understandings and experiences of EWP6, how that translates into practice and what support systems are made available by the uMngeni Education district office to facilitate the implementation of inclusive education in a full-service school context. The summary of findings in this chapter is structured in relation to the themes which emerged.

7.2.1 Teachers' understandings and experiences of inclusive education.

The first research focus in this project investigated teachers' understandings and experiences of EWP6 at Ntabakayikhonjwa full-service school located in uMngeni district, KZN. The

findings from this study suggest that there was a very limited and shallow understanding of inclusive education among some of the participants in this study, while others showed no understanding of the policy document. These results are an indication that there is a need for capacity building of teachers, especially when new innovations are introduced, since teachers are regarded as the agents of change in the implementation of policies.

Most of the teachers at this full-service school have been teaching for more than 10 years, which indicates that the training they received was attributed to the legacy of the education policies instituted under the old regime. Confirming this, most of the responses they gave during data collection indicated some dominance of the traditional approach (medical model) which was used in their initial training. The provision of education was formerly racially entrenched and institutionalised with unfair discriminatory practices. This led to disparities in the delivery of education (Engelbrecht, 2006, p. 254). It is for this reason that some of the teachers at Ntabakayikhonjwa full-service school seemed not to understand EWP6, even though some of them were part of the national pilot study. Findings from the questionnaires suggest that many teachers had mistaken beliefs about inclusive education, with 18 equating inclusive education with teaching disabled learners in mainstream schools rather than embracing EWP6. This implies that they have not made the shift to a focus on barriers to learning and development, which involves the processes of changing attitudes, values, policies and practices within the school setting (Polat, 2011, p. 51).

Despite the fact that EWP6 was launched in 2001, and the teachers were trained on EWP6 after its release, teachers' understanding of inclusive education is very limited. During the interviews with the SMT they indicated that they were very excited after being identified as a full-service school; however, they were not aware that this comes with a massive responsibility. This is an indication that their understanding of inclusive education is significant in the way that it can influence – either negatively or positively – the degree to which learners experiencing barriers to learning and development are accommodated and supported in this school.

Most teachers at this school seemed to lack understanding of the concept 'full-service school'. One teacher understood 'full-service school' to mean one that caters for learners with different

learning barriers, such as visual impairment, learning impairment and different physical disabilities. Another participant gave a similar definition of a full-service school as a school that admits learners with different barriers to learning. During interviews with the District Official (LSE), she indicated that she had received no training from the district or her supervisor on what is expected of her at a full-service school. She had only attended a once-off workshop which was organised by the Provincial Office (Head Office), where the LSEs were inducted. This has negatively influenced the manner in which she supports this full-service school.

I also had some informal discussions with all the LSEs in this district (uMngeni) on the training they attended as well as their general feeling on the implementation of this innovation. What transpired is that they are very willing to implement this innovation, but found it very challenging because of a lack of working together with other sub-directorates in this district, as they work in silos. The LSEs are inundated with requests to provide necessary support to teachers on the implementation of curriculum differentiation; however, they are also not in position to do this because they also lack training on the curriculum. Surprisingly, curriculum differentiation workshops for teachers only started in 2015, and the district officials (inclusive education component) have only managed to train two full-service schools out of eight in the district. Teachers at Ntabakayikhonjwa have not been trained on curriculum differentiation, even though the DoE expects this school to implement the innovation.

 The LSE indicated that she does workshop teachers on inclusive education, but she did not specify exactly what aspects are covered. She did state that she trains them on the establishment of the support structures, which includes the SBST, and that she personally supports learners by developing their individual support plans. During interviews she further indicated that she spends two days a week supporting teachers at this full-service school. She claimed that she workshopped the SBST, but she was not very clear on the kind of development she does with them. The philosophy of inclusion is understood differently by teachers at Ntabakayikhonjwa full-service school, and some have their own views on what needs to change in the South African education system. One indicated that there should be special programmes for slow learners and a special syllabus for learners experiencing barriers to learning. These responses are an indication of poor understanding of the EWP6 policy.

Teachers at Ntabakayikhonjwa seem to be aware that learners experiencing barriers to learning should receive additional support, but they do not think that learners should be supported in the context of the mainstream curriculum, or that they are required to accommodate them by differentiating the same curriculum to meet the needs of learners in the classroom. For this to happen requires good governance and leadership of schools. The teachers seem uncomfortable teaching and providing support to learners experiencing barriers to learning. This can only be achieved if they are adequately trained to execute such duties. It is very obvious that the implementation of EWP6 is still at the infancy stage in this school. The teachers' voices indicated that the timeframe set by the DoE that all schools will be inclusive by 2021 and be centres of care; support and learning will not be met since this is now only five years away. Based on the poor understanding of this policy by teachers at this school, achieving this goal does not seem possible.

7.2.2 Implementation and management of EWP6

The second research focus of this study was how EWP6 is implemented in the form of a full-service school. The findings indicate that teachers have different understandings of inclusive education, which impacted negatively on its implementation. They have different interpretations of EWP6 and inclusive education, particularly on how it should be implemented. On paper inclusive education seems to bring with it fundamental changes that improve schools' responses to learners experiencing barriers to learning in order to ensure quality education for all. For this goal to actually be attained schools will have to make some changes, these changes include their attitude towards inclusion that will ensure participation and progress for all learners. The DoE needs to play a huge role in this regard, as do all partners and stakeholders in education. It seems that teachers lack knowledge on how to address practical challenges on the implementation of inclusive education.

7.2.3 Support systems

The third research focus of this study involved investigating what support from the district is available to teachers and learners at this school. One of the key strategies for establishing inclusive education is the establishment of support structures responsible for providing a coordinated professional support service to schools. The full-service school is one of the institutions that should be receiving that quality support from the SBST and DBST. The findings in this study reveal that there is only one structure at school level (SBST), and the support received is minimal. The other support structure is not available in this district, and only the special education component seems to be responsible for inclusive education at this stage. The South African Ministry of Education believes that the key to reducing barriers to learning lies in a strengthened education support service; however, these structures remain on paper only inclusive education in this district is driven primarily by the special education component (SNES). The district managed to establish the support structures in some of the schools, so that these will provide support to learners and teachers.

Surprisingly, teachers have little or no knowledge and skills for responding to all learners' needs. The lack of training presents serious challenges to the implementation of inclusive education at this full-service school. During the interview with the LSE she indicated that she had not received any support from either the provincial or district DoE. The DoE has neglected to empower her yet expects her to develop the full-service school to become a centre of care, learning and support.

7.3 Findings from the literature review

The literature review revealed the following:

- This country was riddled with inequalities and injustices in every form, which were perpetuated by the old regime;

- Disadvantaged communities and marginalised groups included learners with special needs, who were neglected by the National Party government;

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- After 1994 South Africa established a democratic society, and after this educational policy changes took place;

- In the past schools were categorised according to learners' abilities, and there was no provision of support to special needs learners;

- South Africa became part of initiatives and policies that paved the way for the inclusion model;

- The availability of support across the board was envisaged;

- South Africa adopted policy and legislation that emphasise the ideology and principles of human rights, social justice and quality education for all to address all the disparities imbalances of the past; and

- The concept of full-service schools is envisaged in EWP6.

7.4 Recommendations for the DoE

This research acknowledges the initiatives that this country embarked on and the legislation that promotes inclusion. However, the findings show that the limited understanding of EWP6 and its implementation pose a challenge to most of the teachers at Ntabakayikhonjwa full-service school. The recommendations that I highlight are based on the findings of this study, my observations during data collection and data analysis. These recommendations aim to encourage debate on the challenges that this country is facing in the understanding of issues pertaining to inclusive education and its implementation. I am also aware that most studies conducted on inclusive education have some common recommendations, much like some of those that will be presented in the current study. Recommendations for the DoE include the following:

- The way that teachers at this school relate their understanding of EWP6 indicates that they lack adequate training. The DoE needs to consider that most of the teachers have not received formal training in inclusive education, which makes it difficult for them to translate it into practice.

- The DoE needs to review the pre-service training they offer to teachers. The duration of the training, which is 2–3 weeks, is not enough to fully come to grips with the new innovation.

- The DoE needs to thoroughly train teachers on the new concept so that learners experiencing barriers to learning and development receive the necessary support.

- Furthermore, the DoE needs to provide enough personnel in full-service schools, as promised in EWP6, so that all full-service schools have an SC responsible for psycho-educational and social support.

- Furthermore, there is a need for the strengthening of support to the SBST and the establishment of a DBST, since this district does not have an operational DBST. The strengthening and establishment of these structures will help in the successful implementation of inclusive education in uMngeni district.

- The LSE plays a huge role in the full-service school, since she is an itinerant worker and responsible for providing support to teachers, learners and parents. I recommend that the LSE be stationed at a full-service school on full-time basis so that she will be able to support teachers and learners, since the concept of the full-service school is still very new in South Africa.

- The findings reveal that there is no synergy between the mentioned DoE departments and that they work in silos. There needs to be synergy between the national, provincial and district departments. Once there is collaboration between the national, provincial and district departments within the DoE all schools will see the importance of implementing this innovation.

- There is a need to strengthen collaboration between the sub-directorates within the DoE, for example, curriculum, assessment and examinations, physical infrastructure, early childhood and development, human resource services, governance and management.

- There is also a need for consultation with all of the stakeholders involved in the implementation of inclusive education in South Africa.

- Parents have a huge role to play in the implementation of inclusive education, and they also need training on the new concept of the full-service school so that they will be able to provide the necessary support to their children. The training of parents need not only

be to parents of learners experiencing barriers to learning, but to all parents as envisaged in the policy document. Once they are involved in the learning of their children, they will be able to advocate to others.

- I also recommend that parents be afforded an opportunity to be part of decision making regarding their children's educational needs.

- The literature reveals that full-service schools are expensive, and during data collection teachers indicated that they do not receive enough funding to implement inclusive education. Teachers felt that learning programmes are being compromised because of insufficient allocation of funds. I recommend that the DoE reviews the proposed funding norms and makes sure that all funds are distributed accordingly; this should include training SMTs on the appropriate utilisation of funds. By so doing full-service schools will be more effective, and learners with diverse needs will be appropriately accommodated.

7.5 Recommendations for further research

The following recommendations for future research are based on the key findings of this study. Most previous studies on the subject of inclusive development were conducted on mainstream schools and limited research has been conducted on the full-service school. I am also aware that the concept is still new in South Africa. I recommend that:

- There should be regular monitoring and evaluation of full-service schools' interpretation and implementation of inclusive policies, guidelines and practices learning in the country; this could also help to check the feasibility of the concept, and related challenges and implications, so that a way forward can be developed.

- This could be successful if the DoE pays more attention to the recommendations made by researchers on this specific subject.

- The KZN DoE developed a strategy aiming to develop all schools as centres of learning, care and support (2010) to address barriers to learning and development. There is a need to conduct a study to evaluate and explore how this strategy is being implemented in schools, how far schools have come with it, and what challenges they still face.

7.6 Limitations of the study

There are some limitations to this study.

- The researcher being a DoE official might have negatively impacted on the way in which the teachers and LSE presented their responses during questionnaires and interviews.

- The participants might have copied some responses from the policy document when filling in the questionnaires to show that they have a good understanding of the policy, since they had two weeks to complete the questionnaires.

- During focus group interviews with the SMT they might have tried to protect their school by implying that they understand the policy and its implementation.

- It was not very easy to position myself in this study, since I work for SNES in this district, and there might have been some bias in interpreting the responses of participants.

7.7 Conclusion

At the time that I undertook this study, I was under the impression that this school has good practices and was inclusive-compliant, as it was part of the national pilot project. However, the findings indicated that teachers at this school have a very limited understanding of inclusive education, which compromised its implementation. The DoE relies on a cascade model of diffusion of information, which does not seem to be working. However, some of the participants in this report agree with the fundamental principles of inclusion, however, it was apparent that they are not well prepared by the DoE to provide the appropriate additional support to learners experiencing barriers to learning and development. Teachers are the most influential key role players in the effective and successful implementation of policies.

South Africa has good policies, but the problem lies in how the diffusion of the innovation takes place. The DoE cannot do this task alone there needs to be collaboration. That is why in

this report I promote collaboration between all stakeholders, including teachers and parents, in the process of implementing inclusive education, because findings of this study confirmed that the failure or success of EWP6 lies in how it is diffused through all the members/stakeholders. Also inclusive education can be successfully implemented if the DoE ensures that it provides professional support to both the DBSTs and SBSTs and provides resources. In general, schools in South Africa need a radical change from the current dominant medical model towards a more social model of education.

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Ethical clearance

UNIVERSITY OF ™
KWAZULU-NATAL
INYUVESI
YAKWAZULU-NATALI

10 June 2014

Mr Mafikeni A Mhlongo (9804406)
School of Education
Edgewood Campus

Protocol reference number: HSS/1522/013D
Project title: From inclusive Education Policy to implementation: A case study of a Full-Service School in the Umngeni District, South Africa

Dear Mr Mhlongo,

Full Approval – Expedited Application

With regards to your response to our letter dated 04 April 2014, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol have been granted **FULL APPROVAL.**

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

................./..
Dr Shenuka Singh (Chair)

/ms

cc Supervisor: Dr S Ntombela
cc Academic Leader Research: Prof P Morojele
cc School Administrator: Mr Thoba Mthembu

Language editor's Letter

L. Gething, M.Phil.

WHIZZ@WORDS

PO Box 1155, Milnerton 7441, South Africa; tel 021 552 1515; cell 072 212 5417

18 January 2017

Mafikeni Andries Mnguni

UKZN

Editing of PHD thesis:From inclusive education policy to implementation: A case study of a full-service school in uMngeni district, KwaZulu-Natal, South Africa

Submitted to School of Education, UKZN in fulfilment of the academic requirements for the Degree of Doctor of Philosophy

I hereby declare that I carried out language editing of the above thesis to meet the requirements of UKZN and APA6 reference style.

I am a professional writer and editor with many years of experience (e.g. 5 years on *SA Medical Journal*, 10 years heading the corporate communication division at the SA Medical Research Council), who specialises in Science and Technology editing - but am adept at editing in many different subject areas. I am a full member of the South African Freelancers' Association as well as of the Professional Editors' Association.

Yours sincerely

LEVERNE GETHING   leverne@eject.co.za

Turn It in Report

FROM INCLUSIVE EDUCATION POLICY TO IMPLEMENTATION: A CASE STUDY OF A FULL-SERVICE SCHOOL IN UMNGENI DISTRICT, KWAZULU NATAL, SOUTH AFRICA

ORIGINALITY REPORT

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Appendix Four

Permission Letter from the Department of Education

education

Department:
Education
PROVINCE OF KWAZULU-NATAL

Enquiries: Sibusiso Alwar — Tel: 033 341 8610 — Ref.:2/4/8/64

Mr MA Mlongo
Cluster Box 3011
Sunning dale
La Lucia Ext 10
4019

Dear Mr MA Mhlongo

PERMISSION TO CONDUCT RESEARCH IN THE KZN DoE INSTITUTIONS

Your application to conduct research entitled: **"From inclusive education policy to implementation: A case study of a full service school in Umngeni district South Africa",** in the KwaZulu-Natal Department of Education Institutions has been approved. The conditions of the approval are as follows:

1. The researcher will make all the arrangements concerning the research and interviews.
2. The researcher must ensure that Educator and learning programmes are not interrupted.
3. Interviews are not conducted during the time of writing examinations in schools.
4. Learners, Educators, Schools and Institutions are not identifiable in any way from the results of the research.
5. A copy of this letter is submitted to District Managers, Principals and Heads of Institutions where the intended research and interviews are to be conducted.
6. The period of investigation is limited to the period from 01 February to 30 June 2014.
7. Your research and interviews will be limited to the schools you have proposed and approved by the Head of Department. Please note that Principals, Educators, Departmental Officials and Learners are under no obligation to participate or assist you in your investigation.
8. Should you wish to extend the period of your survey at the school(s), please contact Mr. Alwar at the contact numbers below.
9. Upon completion of the research, a brief summary of the findings, recommendations or a full report / dissertation / thesis must be submitted to the research office of the Department. Please address it to The Director-Resources Planning, Private Bag X9137, Pietermaritzburg, 3200.
10. Please note that your research and interviews will be limited to schools and institutions in KwaZulu-Natal Department of Education:

Sondelani Full Service School

Nkosinathi S.P. Sishi, PhD
Head of Department: Education
Date: 11 March 2014

KWAZULU-NATAL DEPARTMENT OF EDUCATION

POSTAL: Private Bag X 9137, Pietermaritzburg, 3200, KwaZulu-Natal, Republic of South Africa ...dedicated to service and performance
PHYSICAL: 247 Burger Street, Anton Lembede House, Pietermaritzburg, 3201. Tel. 033 392 1004 Fax 033 392 4000
EMAIL ADDRESS: kehologile.connie@kzndoe.gov.za; CALL CENTRE: 0860 596 363;
WEBSITE: WWW.kzneducation.gov.za

Letter requesting permission from the school principal

COLLEGE OF HUMANITIES

REQUEST FOR PERMISSION TO CONDUCT RESEARCH

TITLE: From inclusive Education Policy to Implementation: A case study of a full service school in uMngeni District, South Africa.

Dear Principal

My study aims to investigate how EWP 6 is implemented in the form of a full -service and what are educators' experiences of inclusive education and their understanding. The South African department of education has committed itself to working progressively towards the establishment of an inclusive education and training system. The introduction of Education White Paper in 2001 was the most initiative to ensure quality education for all learners. This policy formalised South Africa's response to the global call for inclusion in education.

My study aims to address the following issues/critical questions:

1. How is EWP6 implemented in the form of a full service school?
2. What support is available to this school from the district office?
3. What are educators' understandings and experiences of inclusive education and their experiences at Ntabakayikhonjwa full service school?

Therefore to be able to answer all these questions,   I am requesting your participation and permission to conduct such study at your school. The data will be collected through

questionnaires from all teaching staff and focus group interviews targeting the management of the school including master /senior teacher. May you also make your gate keepers aware of my study so that I can easily access your premises?

For any further clarity please feel free to communicate with my supervisor Dr. S Ntombela on 031- 2621342

The participants are not forced to participate in this study but I will be very pleased if they all be part of the study. Participants have a right to withdraw from the study at any given time and that has no negative consequences on their part. The teaching and learning will never be compromised during the data collection in your school.

Thanking you in advance

Yours sincerely

 M.A Mhlongo

  PhD student   Dr. S. Ntombela

                                                        Supervisor

HSSREC contact details: Ms. P Ximba

031-2603587

Email address: ximba@ukzn,ac.za

<center>**Appendix Six**</center>

Participants   Consent Letters

TITLE: FROM INCLUSIVE EDUCATION POLICY TO IMPLEMENTATION: A CASE STUDY OF A FULL- SERVICE SCHOOL AT UMNGENI DISTRICT, SOUTH AFRICA.

Dear Teacher

Kindly complete the consent form in order to confirm your participation in the study.

I…………………………………………… hereby give consent to the researcher that I will participate in the study, confidentiality and anonymity will be adhered to.

 Participants have a right to withdraw from the study at any given time and that has no negative consequences on their part.

Date ………………

Signature…………………..

<center>175</center>

COLLEGE OF HUMANITIES

REQUEST FOR PERMISSION TO USE AUDIO-RECORDING

Dear Participants

My study aims to investigate how EWP6 is implemented in the form of a full service school and what are teachers' experiences of inclusive education and their understandings. The South African department of Education has committed itself to working progressively towards the establishment of an inclusive education and training system. The introduction of Education White Paper 6 in 2001 was the most initiative to ensure quality education for all learners. This policy formalized South Africa's response to the global call for inclusion in education.

This study aims to address the following issues/critical questions:

1. How is Education White Paper 6 implemented in the form of a full service school?
2. What support is available to this school from the district office?
3. What are educators' understandings and experiences of inclusive education at Ntabakayikhonjwa?

I therefore request your permission to use audio –tape as a data collection tool.

This interview will be transcribed after which the tapes will be destroyed after data has been analyzed .Confidentiality and anonymity and privacy will be adhered to. Participants have a right to withdraw from the study at any given time and that has no negative consequences in their

For any further information please contact my supervisor   -Dr. S. Ntombela on the following contact details (031)2601342

Yours sincerely

M.A Mhlongo   Dr. S. Ntombela

PhD student   Supervisor

HSSREC contact details: Ms. P Ximba

031-2603587

 Email address: ximba@ukzn,ac

TITLE: From inclusive Education Policy to Implementation: A case study of a full service school in uMngeni District, South Africa.

Dear participants

I ………………………….hereby give consent to the researcher to audio-tape all the proceedings during interviews and I am aware that after the researcher has done his data analysis all the transcripts of the recorded information will be destroyed and confidentiality, anonymity and privacy will be adhered to.

I am also aware that I can withdraw from the study at any given time and that has no negative consequences on my part.

INSTRUMENTS TO BE USED AS DATA COLLECTION TOOLS

1.1 QUESTIONNAIRES

Confidentiality will be assured to participants and that after the completion of this research all information given will be destroyed. The purpose of this research will be outlined to the participants and that they are not compelled to participate in this study but advisable and recommended that they fully participate.

Instructions: Please answer the following questions with honesty

A. Personal and academic background

1. Post level or position held at school…………………………………

2. Gender ………………………………

3. Age category : Please tick your age category

   1) 20-29

   2) 30-39

   3) 40-49

   4) 50-60

4. Qualifications

   1) Highest standard passed ………………………………

   2) Academic/ Professional qualifications…………………………………

   3) Any other qualifications ……………………………………………………

5. Teaching experience

   1) Number of years teaching experience ……………………

   2) Number of years teaching at this school…………………..

A. WORK RELATED INFORMATION

   1. Which phase do you teach? ……………………………......

   2. What do you understand of inclusive education?

…………………………………………………………………………………………

3. Do you know Education White Paper 6, and what is contained in that policy document?……………………………………………………………………………………
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4. Do you have an admission policy in this school and what is the content of it?
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5. What are the admission procedures do you follow when admitting learners? Please specify
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………………………………………...

6. What do you understand by a full service school?
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………………………………………………………………………………………
………………………………………………………………………………………

7. Do you know the criteria used in identifying your school as a full-service school? Please specify
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....

8. How were you informed that your school is now a full service school?
....

9. Do you know the criteria used in identifying and declaring that your school is now a full service? Please specify
……… ……………………………………………………………………………
………………………………………………………………………………………
……………………………………………………………………………….

10. What makes a full service school differ from an ordinary school?
………………………………………………………………………………………
…………………………………………………...

11. Do you have an Institution Level Support Team (ILST) and what is the main function it performs

12. How do you accommodate learners experiencing barriers to learning or with learning disabilities in the classroom?

……………………………………...

13. What challenges do you encounter on daily basis regarding the teaching and learning of these learners?

……………………………………………………………………………

……………………………………………………………………………

…………………………………………………………………………....

14. As an educator at a full service school you have roles to perform, are you aware of those roles and please explain them

…………………………………………………………………..

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15. What factors affecting the implementation of inclusive education in your opinion?

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16. What is your opinion on inclusive education outreach programme to the neighbouring schools and community?

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17. What do you understand by inclusive education?

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18. What are your feelings about managing diverse classrooms?

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19. Do you think you are capacitated enough in managing learners experiencing barriers to learning? Please specify

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20. What do you think are the factors contributing to barriers to learning?

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21. In your opinion what needs to change in the system?

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22. What do you understand by care and support over and above teaching and learning?

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23. What kind of support do you receive from the department of education?

……

24. Who supports you and how often are you supported?

……

25. Which stakeholders do you work with, please specify the kind of support they render

……

26. How often do you meet with them?

……

……………………………………………………………………………………

……………………………………………………………………………………

Appendix Eight

INDIVIDUAL INTERVIEW WITH THE DISTRICT OFFICIAL-LEARNING SUPPORT EDUCATOR (LSE)

The purpose of the research will be outlined prior the interview process and confidentiality processes will be explained and assured the participants that pseudonyms will be used in the entire interview process. The purpose of the study will be outlined and request permission to record the interview process

 INTERVIEWS

1. How do schools in your district access policies of the department?

2. What are those policies educators have accessed from the department?

3. Who supports full- service schools in your district?

4. What are their roles and responsibilities and their qualifications?

5. What other stakeholders do you work with at a full –service school?

6. In identifying full-service schools what are the criteria followed and who is involved in the entire process?

7. How do you inform schools that have been converted to full-service schools in your district?

8. What makes a full-service differ from an ordinary mainstream school?

9. How is the physical infrastructure in full-service schools?

10. Do educators in full-service schools know their roles and responsibilities and what are those new roles?

11. What do you think are the factors affecting the implementation of Education White Paper 6?

12. Do you think learners are benefitting from a full-service school?

13. What is your opinion on Education White Paper 6?

14. How do you ensure that full-service school educators are trained on inclusive education?

15. What kind of support do you offer to full-service schools and how often?

16. Who supports you as a district official?

17. How do you ensure that the support offered is relevant?

18. Do you think learners are benefiting from these full-service schools?

Thank you for your time.

Focus Group interviews: School Management Team and Grade Heads

The purpose of this study seeks to investigate how the policy of Inclusive Education (Education White Paper 6) is implemented in the form of a full-service school, and to investigate educators' understandings and experiences of inclusive education.

Confidentiality will be ensured to all the participants and tape recording that we will be doing will only be used by the researcher. Once the data analysis is completed, the tapes will then be destroyed.

Before we begin with the interviews, there will be some ground rules to be set to the participants for the good flow of the interviews and all of us will have to observe them.

- Only one person speaks at a time
- Give each other a chance to voice out his/her ideas
- Confidentiality will be assured ,and should not be repeated outside of this meeting
- There is no wrong or right response as long as it is relevant to this study

1. How do you deal with learners experiencing barriers to learning or learning difficulties?
2. Discuss your encounters when dealing with these learners and challenges in implementing the policy?

3. How do you support your educators with the handling of learners experiencing barriers to learning?

4. Discuss the staff development programme at your school that embrace and accommodate learner diversity in line with Education White Paper 6

5. How often does the district render support to your school? Briefly explain the kind of support you receive from them

6. Are you satisfied with the support you receive from the district office? Please explain

7. How do you take the idea of a full service school?

8. What do you think are the enabling factors that help the implementation of inclusive education at this school as well as those that hinder the implementation?

9. How did you learn that your school will be converted to a full-service school?

10. Do you think your learners are benefiting from a full service school?

11. How can your teaching experience and qualifications improve the teaching and learning of these learners?

Thank you for your time