INCLUSIVE EDUCATION POLICY AND PRACTICE: INVESTIGATING THE EDUCATIONAL RIGHTS AND NEEDS OF LEARNERS AND STUDENTS WITH VISUAL IMPAIRMENTS IN SOUTH AFRICA

BY

PRAVEENA SUKHRAJ-ELY

INCLUSIVE EDUCATION POLICY AND PRACTICE: INVESTIGATING THE EDUCATIONAL RIGHTS AND NEEDS OF LEARNERS AND STUDENTS WITH VISUAL IMPAIRMENTS IN SOUTH AFRICA

by

PRAVEENA SUKHRAJ-ELY

presented in accordance with the requirements for the degree

Doctor of Philosophy

in the field of

PUBLIC POLICY

at the

UNIVERSITY OF KWA-ZULU NATAL
HOWARD COLLEGE CAMPUS

SUPERVISOR: PROFESSOR RAPHAEL de KADT

SEPTEMBER 2008

DECLARATION

Submitted in fulfilment of the requirements for the degree of
Doctor of Philosophy, in the Graduate Programme in
Public Policy at the University of KwaZulu-Natal,
Durban, South Africa.

I declare that this dissertation is my own unaided work. All citations,
references and borrowed ideas have been duly acknowledged. It is
being submitted for the degree of Doctor of Philosophy in the Faculty
of Humanities, Development and Social Science, University of KwaZulu-
Natal, Durban, South Africa. None of the present work has been
submitted previously for any degree or examination in any other
University.

PRAVEENA SUKHRAJ-ELY   961093334

Student name   Student number

5th September 2008

ACKNOWLEDGEMENTS

DEDICATION

This work is dedicated to Adam, with all my love.

ABSTRACT

Focus

This thesis investigates inclusive education policy and practice in South Africa. In this context, particular focus is given to the rights and needs of visually impaired learners and students.

Background

Due to the dual segregated education system, as at 2001, approximately 280 000 disabled children did not have access to education at school. The special schools system fostered inequality and discrimination of disabled learners from an early age. This stood in tension with the South African Constitution and was not in line with international trends. This 'normative tension' and lack of alignment with evolving international practice led to a shift towards an inclusive education system as a policy preference.

Policy

In 1996 the Constitution and the South African Schools Act prescribed that everyone had the right to basic education and should not be discriminated against on any grounds. Mainstream schools catered for able-bodied learners, and existing legislation did not automatically equip schools and teachers with resources and training to accommodate disabled learners. To enable directives to obtain these objectives, Education White Paper 6 was passed in 2001. This policy documented Government's intent to implement an inclusive education system by 2021.

Investigation

The educational needs of visually impaired learners were identified and discussed. An analysis of White Paper 6, highlighting its strengths and limitations in light of the identified specialised educational needs, was conducted. Research was undertaken in mainstream schools, special schools and universities to assess the progress of the implementation process. Challenges impeding the process including untrained educators, insufficient funding, and no established provisioning norms were identified.

Inclusive education has its foundations within social rights theory. Education, like other basic social rights is a justiciable right which the State must uphold. However, like all normative wish lists of rights, limited resources, competing claimants and policy trade-offs are inevitable, more especially in a developing country. As a result budgets, utilisation of funds and accountability of the Department of Education were also investigated.

Conclusion

Following an analysis of the contents of the policy and findings on the progress of the implementation process, policy recommendations- informed by the research- were proposed.

TABLE OF CONTENTS

APPENDICES

APPENDIX A	Education White Paper 6
APPENDIX B	Article from the Journal on Visual Impairment and Blindness
APPENDIX C	List of Special Schools for the Visually Impaired
APPENDIX D	Extract from Statistics SA: Census Figures 2001
APPENDIX E	Questionnaire for Visually Impaired Learners at Special Schools
APPENDIX F	Interview with the Principal of a Field Test FSS
APPENDIX G	Interview with the Principal of a Field Test SSRC
APPENDIX H	Interview with the Principal of a Field Test FSS
APPENDIX I	Interview with the Principal of a Field Test SSRC
APPENDIX J	Interview with the Principal of a Field Test FSS
APPENDIX K	Interview with the Principal of a Field Test SSRC
APPENDIX L	Report of the Sisonke Consortium May 2006
APPENDIX M	Interview with a Principal of a Special School for the Visually Impaired
APPENDIX N	List of Questions posed to Principals of Special Schools for the Visually Impaired
APPENDIX O	Questionnaire for Teachers at Special Schools for the Visually Impaired
APPENDIX P	Questionnaire for Teachers at Mainstream Schools
APPENDIX Q	Economic Classification of Countries by the World Bank
APPENDIX R	Interview with the Director of Inclusive Education, August 2005
APPENDIX S	Comparative costs of resources needed by visually impaired learners.
APPENDIX T	Practical Recommendations for Tertiary Institutions
APPENDIX U	List of questions answered by Visually Impaired Students at Tertiary Institutions
APPENDIX V	List of Questions answered by Coordinators at Disability Units
APPENDIX W	Interview with the CEO of the Council for Higher Education, June 2005
APPENDIX X	Interview with the Director of Inclusive Education, June 2008

INTRODUCTION

South Africa, after having had a dual education system for almost 120 years, namely, special schools (for children with disabilities) and mainstream schools (for able bodied children), chose in 2001 to implement an inclusive education system. Inclusive education involves the placement of learners with mild and moderate disabilities at mainstream schools, with the aim of promoting equal access and opportunities for all learners, in line with the Constitution of the Republic of South Africa of 1996 (the Constitution).[1] The implementation process, it was agreed, would take place over a number of decades with the initial focus being on primary schools. The second phase of the implementation process would focus on secondary schools and, thereafter, on tertiary institutions.

This thesis involves an investigation of the strengths and weaknesses of legislation and policies on inclusive education with respect to visually impaired learners and students, and the extent to which such legislation and policies have been effectively implemented in the different bands of education in South Africa. To this end, the models of disability and the socio-political theory within which inclusive education is situated are analysed. Contentions on the allocation and availability of resources, and policy trade-offs and accountability are also discussed when examining the contents of the policy and the implementation process.

The inclusive education stance taken by South Africa has the support of international agencies like the World Blind Union (WBU), the United Nations (UN), and the International Council for Education of People with Visual Impairment (ICEVI). Currently, inclusive education practices exist mainly in developed countries like the United States of America (USA) and the United Kingdom (UK). However, it is the primary objective of the aforementioned international agencies to ensure that inclusive education systems are developed around the world. It is believed that inclusive education systems

will enable the millions of disabled children, who are currently out of school, to receive education.

Inclusive education is seen as a human rights issue, and has its foundations within the social rights discourse. Advocates of the social rights discourse argue that society has to transform itself to ensure that persons with disabilities are not discriminated against, segregated or isolated on the grounds of their disability. For this to occur, the entire education system would need to change to include children with disabilities in mainstream neighbourhood schools with able-bodied children. It was anticipated that this sort of arrangement would help to facilitate social inclusion and, more broadly, the overall inclusion of disabled learners into society from an early age. It would also ensure that the rights and needs of disabled people would be accepted and respected by able bodied persons. This inclusive system would allow children with disabilities to enjoy equal rights and opportunities already vested in them by the Constitution, as they would receive the same education in the same educational environment. This would equip them to compete equally and be full participating members of society. [2]

The inclusive education system adopted and implemented in the USA clearly indicates that not all children with disabilities can be adequately catered for in a mainstream educational setting. Some children do require more individual attention and support than that which the mainstream school, despite its efforts, can provide. In many instances in the USA and the UK, however, both blind and partially sighted children have been effectively included in mainstream neighbourhood schools that have the appropriate educational support in respect of services and resources. This has garnered support among many parents as they have been able to provide a safe and "normal" family environment for their visually impaired child, instead of having to send them to a special school often far away from home. [3]

In South Africa a policy pertaining to inclusive education has been gazetted. [4] (A copy of the policy is attached as Appendix "A"). However, the content of the policy has been criticized, and the practical implementation process is

fragmented, uncoordinated and to-date has not occurred within prescribed time frames. This study aims to assess the weaknesses and strengths in the substance of the White Papers and related Acts which frame the policy. A discussion on the experiences of inclusive education involving visually impaired children in the USA, UK and Australia will follow illustrating the practices, developments and problems encountered in those countries. Additionally, an attempt will be made to identify the challenges to the implementation process in South Africa. Certain recommendations which emanate from this research process will be proposed for consideration by the Department of Education (DOE) and interested stakeholders.

The author will argue in this thesis that the philosophy of creating an inclusive education system is laudable. It is advantageous for disabled persons, as it inhibits their isolation and segregation from society. The author, however, stresses the importance of recognising that all disabled persons, and in this instance visually impaired persons have specific needs which results from their particular visual impairment. The author further argues that if inclusive education is going to be the means used to achieve the end of basic education for all, there must be appropriate and adequate support, services and resources available to best accommodate learners and students who are visually impaired.

This thesis will show that the policy document on which inclusive education is based is very vague and has various anomalies in its content and its strategies of practical implementation. Furthermore, National Government together with the DOE has failed to meet the immediate to short term goals of the policy timeously, which affects its long-term implementation. The author will argue that there are numerous lessons South Africa can learn from countries with successful inclusive education models. Nevertheless, the socio-economic and resource constraints related specifically to South Africa cannot be ignored. Policy trade-offs are inevitable within the South African political and socio-economic context because of South Africa's past which was characterised by discrimination and exploitation of the majority of the population. Furthermore, although there have been various foreign donors who contributed to the funding

of inclusive education, the thesis will show that as at 2006, the DOE had not used the money effectively and expediently.

Many parents and educators in South Africa support inclusive education because of its human rights and non-discriminatory orientation, and the practical advantage of having the child at home with the family since they would not need to be sent away to board at a special school. However, they often have serious concerns and reservations regarding the content and practical implementation of the policy. These concerns relate to the fact that there is no designated funding for the programme from the national government and, in the case of visually impaired children, no formalised appropriate early childhood development (ECD), no itinerant teachers, facilitators, orientation and mobility (O&M) instructors or Braille instructors available in district-based support teams (DBSTs). The implementation programme outlined in the policy document has been delayed by approximately five years. Educators have not received continuous and proper training in all but perhaps a few of the designated special and full service schools (FSSs) on how to perform their new roles. Designated special and FSSs are still under-resourced to perform their new functions. Large class numbers, violence at schools, and the competency and the capacity of teachers are still major problems that mainstream schools have to overcome

One cannot help but notice that discussion around the implementation of an inclusive education system came shortly after South Africa became a constitutional democracy. The fact that inclusive education was aligned with the social rights ethos of the Constitution and the fact that segregation and isolation were severely frowned upon because of the policy of Apartheid, arguably made the philosophy underlying inclusive education even more appealing, both to the Government and to organisations in civil society. [5] To a large extent, there was no choice but to make the exclusive education system inclusive, given that it was out of alignment with the rest of the political and socio-economic organisation of society. Hence, it seemed to make good political sense at the time.

The author will argue that the social and economic circumstances, capacity and developmental challenges facing South Africa should have also been appropriately considered when drafting the inclusive education policy. Sometimes a human right guaranteed in the Constitution, might conflict with particular individual needs because of current socio-economic realities. This argument is put forward by Laurence Hamilton and is discussed in detail in Chapter 3. It would certainly make no sense to implement a theoretical education policy if it cannot be implemented in practice because of human and material resource constraints. There are still people in South Africa who do not have access to basic services such as housing and clean water. Therefore, there is fierce competition from disadvantaged groups for resources which results in serious optimization challenges and, necessarily, in policy trade-offs. The author argues that if the inclusive education policy is not properly implemented, it will inhibit the development and progress of visually impaired children instead of equipping them with the necessary knowledge, skills and expertise to enable them to better exploit their opportunities in society.

It should be noted that the research for this thesis, conducted in the field, extended from 2005 to 2006. As at 2007 no intensive or extensive research had been conducted to evaluate the strengths and weaknesses of inclusive education as it relates specifically to visually impaired learners and students in South Africa. For this reason the research conducted in this thesis provides a basis on which to evaluate the extent to which current policies have contributed to the development of disability support services for the visually impaired in the field of general education and training as well as in the higher education 'band'. [6] In this regard, the author will argue that it cannot be ignored that learners with sensory impairments often require lengthy specialist intervention and costly resources, as compared to other learners with barriers to learning. [7]

The author aims to critically analyse the legislation and policies on inclusive education and their implications for visually impaired learners and students. The author acknowledges that, as there are differences in eye conditions, and socio-economic conditions of learners, there is some likelihood that the

conclusions reached may not necessarily reflect the needs and experiences of the visually impaired population as a whole.

As indicated by Hill M, 1997, policies are not formulated and implemented in a vacuum. They involve various actors, organisations, institutions, bureaucrats and members of the public. Whether policies are effectively implemented involves, collectively, a number of elements and participants. The models adopted to strategise and pass policies and the approach used also impact on whether implementation occurs timeously and effectively. Policy implementation is not merely a goal or an outcome, but a process. The policy process does not end at the stage of implementation, as policies implemented have to be monitored and evaluated to ensure that policy objectives are being met.

The move towards inclusive education is based on certain philosophical tenets which do not allow for isolation, discrimination and segregation of persons with disabilities. Thus, the transformation to an inclusive education system must conform to the philosophy. However, the author argues, for this to occur in practice, it is essential that practical and effective mechanisms and programmes are in fact achievable and that the necessary resources exist, or can reasonably and readily be attained. For these reasons, inclusive principles and objectives outlined in international declarations and charters cannot be accepted or adopted without reflection, but need to be scrutinised and considered in light of the political, economic, social, geographical and cultural contexts of each country.

SYNOPTIC OVERVIEW OF THE THESIS

The 9 chapters in the thesis are inter-related. They have been arranged in a particular sequence to enable the arguments in the thesis to flow coherently. The first 2 chapters contain the focal concepts including the characteristics, needs and skills required by visually impaired persons and the features of the special and inclusive education systems. Chapter 3 attempts to situate inclusive education within the large body of literature on socio-political

theory/philosophy. Chapter 4 describes to the reader the methods utilised to obtain all the data collected. Chapters 5 to 9 contain a discussion and analysis of the data collected in documentary sources and in the field on inclusive education policy and practices in South Africa. An overview of the chapters is detailed below.

Chapter 1 lays the foundations of the research by describing developments, concepts and particular needs of visually impaired learners. The chapter begins with a discussion of the development of the education system in South Africa. The concept and philosophy of inclusive education is defined, and the policies that govern its application outlined. Attention is also given to the different categories of visual impairment and the particular problems and needs associated with each category. The chapter concludes with a discussion of the various 'essential skills' required for the educational development, and the practical daily living experiences, of visually impaired people.

Chapter 2 encompasses an analysis of special and inclusive school systems. This analysis attempts to paint a picture of how the two systems function individually, and in conjunction with each other. Particular strengths and weaknesses of both systems are highlighted. Experiences of certain other countries are discussed to help the reader understand the advantages and disadvantages of both systems. The aim of the chapter is to illustrate the sort of support and services required by learners with different types of visual impairment and to describe the operational mechanisms required in each educational setting. Considerations of social integration, social isolation, cost effectiveness, teacher support, individual attention and large class numbers are discussed.

Chapter 3 deals with various socio-political theories and their application to, and implications for, the implementation of inclusive education. Anthony Giddens' conceptualisation of modernity and the individual, the medical model of disability, the social model of disability, the rights-based approach, Laurence Hamilton's needs-based approach and Martha Nussbaum's

capabilities approach are discussed and analysed. These theories help the reader understand the philosophy of inclusive education and to situate the philosophy and policy within a socio-political theoretical framework. This chapter highlights certain anomalies and questions related to policy trade-offs, resource constraints, optimisation of available resources, distribution of available material and human resources, and individuals' rights and needs in relation to society's obligations and potential. The chapter concludes with a discussion of how the various theories bear on inclusive education, and which one seems most plausible.

Chapter 4 outlines the research methodology used to acquire data for the study. It discusses the reasons why qualitative research methods were deployed such as the use of documentary sources, questionnaires and interviews. Reasons for selecting particular respondents to participate in the questionnaires and interviews are provided. It also specifies the research tool used with each participant in order to better assess the reliability of the information obtained. The aim of the work in the field was to assist with gathering information related to the implementation process, ascertaining the feelings and opinions of the participants as key role players and as pivotal to the implementation process. Case studies are used to alert the reader to the varying circumstances and experiences that exist in schools and tertiary institutions, highlighting similarities and differences due to diversity, socio-economic status, attitudes, geographical location, individual capabilities, etc. The respondents selected range from National DOE officials, staff of non-governmental organisations (NGOs), principals of and teachers in special and mainstream schools, coordinators of disability units (DUs) at tertiary institutions, visually impaired learners attending special and mainstream schools and visually impaired students attending tertiary institutions.

Chapter 5 provides a legislative and policy background. It focuses on an analysis of the Acts promulgated and policies passed related to, and impacting on, inclusive education in South Africa. These include the *South African Schools Act 84 of 1996* (SASA), the White Paper on an Integrated National Disability Strategy of 1997 (INDS), the Consultative Paper No: 1 of

1999 and most importantly, Education White Paper 6 of 2001 (EWP6). The analysis of these documents leads to a discussion of the rights accorded to visually impaired learners and students, and the legal and ethical framework upon which EWP6 is based.

Chapter 6 sketches the results and information obtained from the research process. The information obtained from documentary materials, questionnaires, interviews and case studies helps provide the reader with an idea of how far South Africa has progressed with the implementation of the policy in schools across the country. It also alerts the reader to the problems and challenges that exist with the content, context and the implementation of the policy. It provides an indication of how certain practices that are working in some schools might be successfully implemented in others. Although questionnaires were used, it must be noted that the information obtained from them was relied upon more for its qualitative significance than for its quantitative robustness.

Chapter 7 highlights the challenges and problems with the contents of the policy and the implementation process in South Africa. Discussing the challenges is essential so that certain practical realities can be identified and mechanisms and solutions designed, to help overcome the challenges. The challenges identified and discussed include limited funding, the need for ECD, regulation of an unwieldy bureaucracy, the need for trained educators and capacity building, the 'missing' professionals and instructors in DBSTs and social challenges such as violence at schools, social isolation and the families' influence.

Chapter 8 outlines a suggested alternative model of inclusive education compared to that described in EWP6. The proposed recommendations attempt to suggest ways in which the challenges identified may be overcome. The chapter attempts to provide solutions as to how, and to what extent, inclusive education can work practically and effectively to afford a quality education to learners with visual impairments. The chapter then moves to a discussion on the status of socio-economic rights defined in the Constitution

and its enforceability in light of available resources. The chapter concludes with an investigation of the financial barriers confronting the DOE and its accountability and responsibilities in the implementation process.

Chapter 9 consists of 4 sections and focuses specifically on inclusive policies and practices in tertiary institutions in South Africa. This chapter explores various aspects of inclusive practices in tertiary institutions. The decision to deal with the state of inclusive education practices at tertiary institutions in a single chapter in the study was difficult to make, but after careful consideration, the author found it to be essential. The time spent on the acquisition of data and analysis in this chapter cannot be compared to the chapters on inclusive education at primary schools. Thus, it can be expected that the amount of detail in chapter 9 is limited by comparison with the overall results of the research discussed in the first 8 chapters.

The first section of chapter 9 discusses legislation and policies focusing on inclusive education in tertiary institutions. A discussion of the rights of visually impaired students, that derives from these Acts and policies, follows. Section 2 of the chapter focuses on the implementation of inclusive education policies and practices in tertiary institutions. The experiences and approaches of seven tertiary institutions in South Africa regarding visually impaired students are discussed. Four case studies on the experiences of students attending tertiary institutions are also included. The research methodology used to acquire the data collected is discussed in chapter 4. Section 3 deals with the challenges confronting visually impaired students at tertiary institutions. The chapter concludes with a reference to an attached appendix which proposes recommendations on how the challenges can be overcome.

Finally, the thesis concludes by bringing all the arguments and findings of the research together. A summary of the crucial challenges and successes that emanate from the research will be presented to help identify a possible plan for the way forward. An attempt will be made to update the findings considering the two year time lapse between the conclusion of research in the field and the date of submission of the thesis.

TERMINOLOGY

The author is aware of the new South African convention to refer to professional teaching staff as educators instead of teachers. She refers in the text to professional teaching staff interchangeably as teachers and educators. The use of the word teacher instead of educator is used because many authors referred to throughout the study use the term(s) teacher(s) instead of educator(s). Thus, the word chosen in each instance is to facilitate fluency and clear reference. The term 'learners', refers both to scholars and pupils at school. In certain instances authors quoted in the text use the word students to refer to learners. In those cases, it must be inferred from the context of the discussion that the word 'student(s)' refers to 'learner(s)'. Throughout the study however, the author refers to students as being persons who are enrolled at tertiary institutions.

The author is aware of the argument that people should not be referred to as disabled or visually impaired people / persons / learners / students etc. as this implies that they are being recognised as disabled or visually impaired first and as individuals second. In this study the author decided to use the phrases disabled and visually impaired learners / students / children / persons / people interchangeably with phrases such as learners / students / children / people / persons 'with disabilities' or 'who are disabled' and 'who are visually impaired' or 'with visual impairments'. She emphasises that the use of these phrases interchangeably in no way means that she agrees that persons with disabilities are recognised by their impairment or disability first and as individuals only thereafter. Rather, the use of these phrases interchangeably is solely to assist with fluency and clear and precise referencing in the text.

The author uses end notes at the end of each chapter instead of foot notes on every page to reference this work. Due to the author being blind, she found that the method of end notes is more user-friendly to ensure a correct and uniform presentation format.

END NOTES

1. Department of Education, Education White Paper 6, July 2001, pages 3-4;

2. Engelbrecht P, et al, 1999, page 4;

3. Dawkins, J, 1991, page 13;

4. This policy was referred to as Education White Paper 6, July 2001. It is currently a white paper and has not been promulgated as legislation. Laws are legislative instruments, whilst policy documents such as White Papers are not. Policy determinations are subordinate to primary and subordinate legislation. This arrangement is necessary to ensure the separation of powers between the executive and the legislature;

5. Disabled People South Africa (DPSA) and the South African National Council for the Blind (SANCB) were organisations that were actively involved in the struggle to overcome the challenges created by the Apartheid government, with an aim to create a barrier free and non – discriminatory society for all persons with disabilities;

6. The term "band" is described in Education White Paper 6 . In South Africa there are three bands of education, namely general education and   training, extending from grade 0 to grade nine; further education and training, extending from grade ten to twelve; and higher education, which includes all education after grade twelve at a tertiary institution, be it college, university of technology or university;

7. Hegarty S, et al 1981, pages 79 and 153;

8. Hogwood B, and Gunn L, in Hill M, (A Reader), 1997, pages 217 – 225.

CHAPTER 1.

THE DEVELOPMENT OF INCLUSIVE EDUCATION AND ITS IMPACT ON LEARNERS WITH VISUAL IMPAIRMENTS.

The chapter will begin with a discussion of the development and transformation of the education system in South Africa. Thereafter a definition and discussion of the concept of inclusive education and its legislative basis will be outlined. The concept of visual impairment and the various categories of visual impairment are then introduced. Thereafter, an examination of the needs of persons with different degrees of visual impairment and the skills they require will follow.

1.1. THE DEVELOPMENT OF THE EDUCATION SYSTEM IN SOUTH AFRICA

This research is based solely on what is referred to as formal education. This type of education is that which is received in structured institutions such as schools, colleges and universities. [1] Internationally, and in South Africa, the disabled were the last group of learners to be identified and considered for education and schooling. [2] However, the formal education system could not readily accommodate these learners within public schools, as they required diverse resources and specialised equipment, diverse and varying methods of teaching instruction and individual attention from educators. Hence the practice of special education in separate schools was developed. The justification for this was that these children needed special individual attention to help with learning inside and outside the classroom. The education of the visually impaired child had to go beyond the curriculum to education on O&M, activities of daily living, reading and writing of Braille and sensory and tactile development to enable them to create perceptions of various phenomena and to cope with everyday practicalities. Advocates for special education

promoted the well known cliché, "education is blind to blindness" because the education system is so concerned with uniformity and ignores the child's practical experiences and independent individual circumstances. [3] Certain provisions were made for the education of learners with disabilities, albeit in segregated, isolated and separate physical and learning environments from able-bodied learners. [4]

This research is focused solely on examining the educational provisions of learners with visual disabilities. The first schools for visually impaired children in South Africa were schools established by the church. In 1928 and 1931 legislation was passed giving the Union (of South Africa) Department of Education authority to establish vocational and special schools. The now repealed Special Education Act 9 of 1948 furnished the DOE with the power to provide subsidisations of schools for blind, deaf and 'crippled' children. [5] Although the Special Education Act was later found not to be in line with the non-discriminatory ethos of the Constitution, it was an enabling statute which permitted subsidisation of the education of children with disabilities. It cannot be denied that the existence of the Special Education Act was beneficial to children with disabilities. Certainly it was better than the current situation where there is no specific enabling legislation in place, and no commitment by government in its policy document to provide funding for inclusive education, the details of which are discussed in chapter five.

'In 1950 the central government through its department of Education, Arts and Science was responsible for the education of learners with special needs including, blind, deaf, epileptic and socially maladjusted children.' [6] Visually impaired children were one of the categories of learners who qualified for special education. [7] These enactments ensured that visually impaired children also received formal education, albeit in public special schools instead of mainstream schools. This was a watershed and most beneficial to visually impaired learners, as it was better than receiving no education at all, or to be in an educational institution that was not designed or equipped, resourced or prepared to adequately cater for these learners. However, it should be noted that these special schools also had their limitations.

According to the Special Needs Education Act 9 of 1948, 'the term special education refers to education of a specialised nature given to handicapped children. By handicapped children we mean those children who by reason of physical or mental disability or behaviour aberration are unable to benefit sufficiently from the instruction given in mainstream schools.' [8] The focus was not primarily on the academic potential and holistic educational development of these learners, but rather, the aim was to evaluate the specific potential of each individual learner and to motivate and promote him/her to excel in a particular area to ensure that s/he will be employable upon leaving school. The orientation was thus narrowly 'functionalist' in the sense of being oriented towards disability-defined employability. Employment as switchboard operators and work in sheltered workshops became the norm.

Prior to South Africa embracing a constitutional democratic regime, discrimination and segregation existed on the grounds of race, gender, disability, sexual orientation, religion, language and so forth. In the sphere of education, persons who were disabled endured three-fold segregation, in that not only were learners with disabilities divided on the grounds of race, they were also kept isolated and separate from mainstream learners, and were further separated from each other in accordance with their particular disabilities. In the former Transvaal the legislature had passed the *Education Act 25 of 1907* in which 'Article 29 of the Act provided that no Coloured persons would have access to the schools for White persons.' [9] the *Bantu Education Act 47 of 1953* (which was repealed by Section 45 of *The Education and Training Act 90 of 1979*), the *Coloured Persons Education Act 47 of 1963* and the *Indian Education Act 61 of 1965* were passed. These Acts deepened barriers of segregation and entrenched immense inequalities amongst disabled learners of all races. [10] It should be noted that the latter two Acts have to date not been repealed.

Separate education based on racial differences stemming from the apartheid era prioritised the needs of White learners with special requirements. Staff was trained to accommodate their needs and funding and accommodation were increased, thereby acknowledging the diverse individual needs of White

learners with disabilities. [11] The lack of educational provisions for non-white learners with disabilities was recognised by religious organisations, NGO's and charity organisations who attempted to make provisions available. [12] 'In the sphere of special education for the black people of South Africa development was slow with much remaining to be done.' [13] The scarcity of schools for visually impaired learners was compounded by learners' qualifying admission based on race and consequently many visually impaired learners received no formal education.

The DOE did not provide free board and lodging facilities to Black, Coloured and Indian learners who attended special schools, despite the fact that they had no choice but to leave their homes if they wanted education. For example, there were two special schools for the visually impaired in Cape Town, namely, Pioneer School for the Blind, which admitted White learners, and Athlone School for the Blind which admitted Coloured learners. Thus, if an Indian learner lived in Cape Town, s/he was forced to leave his/her home and family to receive education at Arthur Blaxall School (then the New Horizon School for the Blind) in Pietermaritzburg, in KwaZulu Natal. [14] It was to accommodate these learners that hostels had to be built on the premises of the school, which were only partially subsidised by the Government. This led to education managers, educators, parents and learners having to constantly raise funds and receive handouts from the community in order for the school to survive. The quality of education received by non-white learners with disabilities was solely dependent on wealthy businessmen and
religious and charity organisations instead of the State.

In addition to the burden of funding, parents were reluctant to send their children to another province. This was compounded by the financial implications of having to pay hostel, travel and telephone costs, the stigma surrounding special schools, the belief that children who were visually impaired needed extra care and special protection and above all their reluctance to break up the family unit. As a consequence many children with visual impairments stayed at home and were denied the opportunity of receiving a formal education at a special school for the visually impaired,

while others were placed in mainstream schools near their homes. Many of these children dropped out as they could not progress in such a learning environment. [15] The result was that the majority of persons with visual impairments were unemployed and reliant, once they turned 19, on a blind person's pension (disability grant), which in many circumstances was used to maintain their whole family. [16] There were indeed a handful of persons with visual impairments who did receive low paying unskilled employment or 'sheltered or workshop employment', usually facilitated by welfare and charity organisations. These forms of employment often did not have a long lifespan.

The transformation of South African society into a rights-based constitutional democracy impacted on reforms in both the mainstream and special education systems. The new education system is referred to as an inclusive education system, which requires changes not only to the curriculum, but also to the materials used to support learning, the anticipated outcomes at the completion of each phase, the assessment techniques and strategies and the inclusion of learners with disabilities in the mainstream education system. It is only once we understand the changes that have occurred, and what these changes hoped to achieve, that we will be able to understand the need, and the reasons, for the move towards the new (inclusive) system of education in South Africa.

The question is, however, if non-white persons who have disabilities, experienced education as a triple dose of discrimination; will their support for inclusive education be based on a reaction against this discrimination, or on antipathy towards special education? We have to determine whether the political choices made are determined by what is best for the children or what is worse for South Africans in terms of a discriminatory political dispensation. The question that arises then is whether inclusive education was embraced by South Africa because of its history of discrimination and segregation which resulted from apartheid? One cannot help but ask whether the urgent need to remove all kinds of discrimination and unequal treatment deflected focus from sufficient consideration being given to what was actually in the best interest of disabled learners. Choices on the type of education system that will benefit all

learners must be made taking a number of factors into careful consideration. These factors include:

(i) what is in the best interest of all learners?

(ii) does the country have adequate resources and funding to implement its choices effectively; and

(iii) are the country's current education systems and special and mainstream educators capacitated and equipped to make the transformation?

The system advocated by most of the relevant interest groups is an inclusive system which provides support to all learners despite their disability. These interest groups in the case of the visually impaired include the South African National Council for the Blind (SANCB), Blind SA, South African National Association of the Blind and Partially Sighted (SANABP), and Disabled People South Africa (DPSA). These organisations, however, do not reject the important role that special education has in our education system, and moreover, are in favour of an inclusive education system with a variety of educational options that provides support and services to cater for individual needs. It should be noted that both the national and international social context have contributed towards facilitating this move under the rubric of democracy, human rights and a system of equal opportunities for all. This is clear as, 'it is difficult to reconcile an education system based on exclusion and segregation with democratic economic and social goals.' [17]

On the global stage the fundamental human right to education was proclaimed in the Universal Declaration of Human Rights in 1949. Article 2 of the Convention on the Rights of the Child (UN 1989) declared non-discrimination as an inalienable human right. These rights clearly form the basis upon which it can be said that inclusive education indeed is unmistakably a human rights issue. [18] The United Nations Educational, Scientific and Cultural Organisation (UNESCO) has made it a firm priority to promote education for all and, more specifically, inclusive education.

UNESCO asserts that education for all can only be achieved through inclusive education practices.

The economic giants of the West began the move towards inclusion in their education systems in the 1970s, after their democracies had become stable and had consolidated over a long period of time.

> 'Developing countries have not been immune to some of the economic changes that have affected the developed world. In addition they have been subject to their own distinctive pressures. In many instances, these countries are starting from a position in which the post-World War II developments in services which took place in developed countries have either not occurred at all, or at least not on the same scale.' [19]

In 1990, at the World Conference on Education for All, held in Thailand, inclusive education was the primary focus. In 1994 a resolution known as the Salamanca Statement was endorsed at the World Conference on Special Needs Education. The Salamanca Statement states that 'inclusion is a right, a right which appears to be universal, seeing the creation of inclusive schools as part of the creation of an inclusive society.' [20] A total of 92 countries and 25 international organisations endorsed this statement. They affirmed their commitment to Education for All, and recognised the necessity to provide for the education of all persons with special education needs in the regular education system. All Governments represented at the conference agreed to follow the principles and policies outlined in the Salamanca Statement. [21]

In March 1994, the United Nations General Assembly adopted a resolution relating to the standard rules on the equalisation of opportunities for persons with disabilities. The resolution read as follows: 'Education in mainstream schools presupposes the provision of interpreter and other appropriate support services. Adequate accessibility and support services, designed to meet the needs of persons with different disabilities, should be provided.' [22]

In line with the stance taken by most of the world, South Africa too, in the mid-1990's, through the South African Federal Council on Disability (SAFCD), advocated the construction of a unitary inclusive education system in South Africa.

> 'Learners with Special Education Needs (LSEN) have a right to equal access to education at all levels in a single inclusive education system that is responsive to the diverse needs of all learners, accommodating both different styles and rates of learning, as well as different language needs in the case of deaf learners where their first language is sign language, and ensuring quality education to all through appropriate curriculum, organisational arrangements, technical strategies, resource use and partnerships with their communities.' [23]

The stage, therefore, both nationally and internationally, was set for the development of an inclusive education system. To reiterate, this type of education system, which was based on the premise of fundamental rights and entitlements, correlated with the Constitution and the Bill of Rights. Section 29 of the Constitution states that, 'every person shall have the right to basic education and to equal access to educational institutions.' Section 39(1) (b) of the Constitution provides that international law must be considered when interpreting any right in the Bill of Rights of the Constitution. The right to basic education therefore, had to be interpreted in line with education rights and provisions adopted internationally. Advocates for inclusive education argued that 'inclusive education contributes to a greater equality of opportunities for all members of society. The benefits also include relationships and creativity that were not possible in the past.' [24]

It should be noted that the development of policies on disability issues followed a top-down approach. This means that policies were initiated by Government and thereafter discussions with other interest groups, stakeholders and key role players began. This point is clearly stated in the Preface by Engelbrecht, P (et al) 1999: 'In line with current international trends, South African education is moving away from special education

towards a policy of inclusion. This is enacted in national education policy developments since 1994, and is highly supported by parent bodies, the Disability Desk of the Office of Deputy State President and the disability movement.' The INDS was passed in November 1997 which outlined government's policy on support and services for disabled people in all sectors of society. Member organizations of the SAFCD, including DPSA, the National Council for Persons with Disabilities, the Deaf Federation of South Africa, the National Epilepsy League, Quadriplegic Association of South Africa, and the SANCB gave inputs and comments on the contents of the policy. Furthermore, as will be seen in chapter 6 and 7, educators who are at grass roots level and will be responsible for implementation of the policy were not consulted until the implementation stage.

1.2. INCLUSIVE EDUCATION

1.2.1. DEFINITION

'Inclusion is defined as a shared value which promotes a single system of education dedicated to ensuring that all learners are empowered to become caring, competent and contributing citizens in an inclusive, changing and diverse society.' [25] Inclusive education involves the placement of learners with mild and moderate disabilities in mainstream schools. This has been the trend in most developed countries that have aimed to promote equal opportunities and fairness in the spirit of furthering human rights and opportunities for all learners. However, 'a commitment to inclusion does not mean that all learners with special educational needs will necessarily be in mainstream classrooms. There will always be a few who are better catered for in separate environments.' [26]

Inclusion does not focus on how to accommodate and incorporate learners with different needs into the mainstream school, but concentrates on constructing and adapting new and existing schools with an aim to include all

learners in the same teaching environment, curriculum and education system.

> 'Rather than being a marginal theme on how some learners can be integrated in the mainstream education, inclusive education is an approach that looks into how to transform education systems in order to respond to the diversity of learners. It aims to enable both teachers and learners to feel comfortable with diversity and to see it as a challenge and enrichment in the learning environment, rather than a problem.'[27]

All of these dynamics flow from the philosophy that all individuals need to be a part of, and not apart from society. 'The inclusion issue represents an innovation in the educational system, a principle that should be present to cover differences even among sighted students. Inclusion, more than to educate low vision children in regular schools, represents the move against segregation by the recognition of individualities.'[28]

1.2.2. CHANGES REQUIRED TO FACILITATE THE MOVE TOWARDS INCLUSION

(a) Attitudes and Beliefs

It is accepted that for the practices of inclusivity to materialise in all schools, the attitudes, beliefs and mind set of the entire school population has to change.[29] This extends from education managers, educators and learners to non-teaching staff and the school governing body (SGB). According to Engelbrecht P, et al, 1999, there must also be a change in the attitudes and stereotypical beliefs of various communities and South African society. 'The dilemma of difference exists because it has traditionally rested on the assumption that difference is linked to abnormality. Thus, the underlying assumption that to be equal one must be the same and to be different is to be unequal or even deviant, has formed part of many basic beliefs and assumptions about the world and how it works.'[30] To this end, communities need to become aware of what it means to live in a constitutional democracy

in which the Constitution is crafted in terms of a social rights discourse. The move towards inclusion must be embraced and accepted not only by schools and the school population but also by individuals, families, communities and eventually society at large. [31]

(b) Advocacy

Engelbrecht P, et al, 1999, further argues that it is essential that government, NGOs and other institutions and organisations engage in widespread and effective advocacy strategies and programmes to teach and equip all persons to understand the new and distinct character that inclusion, despite difference and diversity, brings to society. They must also know what their roles and responsibilities are in this transformed and inclusive society. Further, programmes need to be put in place to educate parents of visually impaired children and equip them with the necessary skills and motivation from the time the visually impaired child is born. If public awareness and partnerships with communities and parents are not accomplished, the move towards inclusion in the various sectors of society will indeed be a slow, inadequate and arduous task.

(c) Access to the Curriculum and Assessment

Since the mainstream school, as it relates to the physical environment, curriculum, assessment, extra-curricular activities, and the capacity, capability and qualification of educators, was designed to cater for the educational needs of able-bodied learners, relevant barriers need to be identified, and where possible, removed. These barriers to educational access are not merely limited to the physical environment, but include other barriers which impact on equal access to quality education for all. 'The Ministry acknowledges that the medium of learning and teaching contribute significantly to learning difficulties and exclusion, and that this affects the access to and success within learning of many learners, including the deaf and blind and those who learn through a language which is not their home

language(s).' [32] There is little point in learners having physical access to the school premises, if they are not supported and given access to the curriculum. 'While many are allowed access, by and large the social conditions they experience have remained much the same, leading to their frustration and inability to cope.' [33] In this regard Hegarty S, (et al, 1981) states: 'If the purposes of educating pupils with special needs in ordinary, schools are to be achieved, two conditions are necessary: they must, broadly speaking, have the same curricular access as their peers; and specialist provision to meet their needs, must be available.' [34]

Educators at mainstream schools require proper training and skills to teach and assess learners with varying disabilities and diverse learning needs. Capacity building and development are also required to enable educators in the inclusive education dispensation to move away from having to teach up to fifty learners in a class. 'Without adequate levels of funding and professional support, the access simply becomes an administrative rather than an ethical initiative.' [35]

Technological and other resources specific to visual impairment must be provided and adequate training be given to learners and educators on how to make the best possible use of the equipment. [36] Programmes have to be implemented to ensure that print materials are made readily accessible in alternative reading formats such as Braille and large print for the blind and the partially sighted respectively. All persons involved in providing the necessary support and services to visually impaired learners must have the proper expertise and qualifications to ensure effective service delivery. [37]

When assessing the academic performance of learners, limitations imposed by the particular disability must be considered. As an obvious example, it would be unfair and inappropriate to assess a blind child on identifying particular colours, or describing what they see in a picture or diagram. 'It is important to realise that the student who is visually impaired must accomplish

the same work as his sighted peers using disability-specific skills which generally require greater time to master and, often, more time to use in completing the same tasks. Both the reading and writing of Braille, even by a proficient Braille user, requires more time.' [38] Alternate methods of assessment must be devised to assess the performance of visually impaired learners, where it is clear that current assessment techniques are inappropriate as a result of the learner's visual disability. In devising an alternate assessment technique, the educator must not in anyway lower the standard of the particular subject. It is vital that the outcome of the lessons taught must be grasped and understood by the learner. Extra time must also be given to the learner in accordance with national prescripts for the particular disability and the nature of the test or examination.

(d) The Physical Environment

Certain changes must be made to the physical classroom and school environment to make daily mobility easier and more convenient. Such changes and adaptations are not very expensive and therefore attempts should be made to ensure that these tasks are conducted effectively, expeditiously and prior to visually impaired learners entering the FSS. [39] Decisions relating to the access of learners to the physical environment should not be made by architects alone; there should be discussions between architects and specialists who can identify the needs of learners with varying special needs and disabilities. The alterations and improvements required for the easy movement and safety of visually impaired learners include adjustments to lighting, an increased number of power points to accommodate the increased number of assistive devices, raising the surfaces of platforms immediately before a flight of stairs, painting of stairs and edges of large furniture to make them easily visible, removing objects and pot-plants from the middle of pathways, and the like. [40]

1.3. LEGISLATION AND POLICIES PASSED TO FACILITATE INCLUSION

All policies and legislation promoting discrimination, division, inequality and unfairness had to be addressed and redesigned to comply with the values, spirit and ethos of the Bill of Rights entrenched in the Constitution. This requirement was clearly outlined in the INDS. 'There is a need to examine the need for new legislation. Existing legislation must be scrutinised and amended where necessary. Ultimately, legislation should comply with, and give substance to constitutional requirements.' [41] The policies on special needs education were no exception. There has been an abolition of racial exclusion in all special schools, and the National DOE has formally abolished divisions between mainstream learners and learners with disabilities as well as divisions between groups of learners with different disabilities by employing the philosophy of inclusive education.

The more recent developments in legislation have paved the way for a paradigm shift to accommodate the diverse needs of all learners within the education and other systems. In particular their rights, and diverse and intricate needs have been investigated and researched, giving rise to various policy documents to help address such rights and needs. Provisions in this regard are made in the Constitution, namely, equality, (section 9), human dignity, (section 10), education, (section 29) and non-discrimination (sections 7, 9 and 10).

The INDS states that, 'the right to equality guaranteed in the 1996 Constitution must include social and political equality at all levels. This means that disabled people should enjoy equal access to fundamental rights, even if the exercise of these rights involves removing barriers and creating enabling mechanisms.' [42] South Africa has a heterogeneous population, including persons with a diverse range of disabilities and needs. If the education system aims to be equally responsive to all learners and students, it has to be accepted that certain individuals have to be given greater degrees of support and assistance to constitute substantive equality. However, it cannot be ignored that in order to

accommodate everyone's diverse needs, more financial implications are inevitable.

> 'In a complex society, asserts Walzer, the idea of "simple equality" – that everyone gets access to the same thing in the same form – is neither achievable nor desirable. It is not achievable because people do not have the same means and capacities, and it is not desirable because people do not have the same needs.' [43]

In order to afford equal education access and equal opportunities to education, the situation of each individual learner and his/her surrounding socio-economic and physical conditions and circumstances must be holistically assessed to determine his/her individual needs. A homogenous definition of equality will most certainly not be able to secure inclusion and a system of equal liberties for all where there is a diverse and heterogeneous population. [44]

In keeping with the spirit, purport and values of the Constitution all persons should be treated equally irrespective of any form of disability. There should be no unfair discrimination to ensure the existence of substantive equality in all spheres. The *South African Schools Act 1996,* the *Higher Education Act 1997,* the *Further Education and Training Act 1998* and the accompanying policies (White Papers) provide the basis for an inclusive education and training system. The current policy document is *Education White Paper 6 'Special Education Needs: Building an Inclusive Education and Training System for All'.* This document defines the policy strategies of the DOE in respect of learners and students with special education needs, and the mechanics, aims and objectives of inclusive education.

The aim of the policy is to redirect focus on a previously disadvantaged group to address their particular needs. Some of the issues that will be prioritised are:

(i) essential specialised equipment and facilities to accommodate diverse needs;

(ii) support services;

(iii) the learning and teaching curriculum;

(iv) identification, recruitment and admissions of these learners and students;

(v) appropriate assessment techniques;

(vi) the learning and physical environments and funding.

The principle being adopted aims to create a holistic and systematic approach towards learners and students with visual impairments in all bands of education. This requires the firm commitment and active participation of every school and tertiary institution to redress any sort of disadvantage faced by the disabled learner and student population, to place them on the same academic playing field as their sighted counterparts.

1.4. VISUAL IMPAIRMENT – BLINDNESS: CATEGORIES, DEFINITIONS AND CHARACTERISTICS

For the purposes of this research, the term visually impaired includes persons who are functionally blind, educationally blind, and partially sighted.

1.4.1. Functionally Blind

A person is deemed to be functionally blind when his/her visual senses cannot be used effectively. Such persons may be totally blind, have some light perception only, or have a limited field of vision that makes them totally dependant on their other senses due to their vision being of no assistance to them.[45] Total blindness is hence a sub-category of functional blindness and is a condition where the person has no visual or light perception at all.

1.4.2. Educationally Blind

This term refers to persons who do have vision that is useful to them in certain

ways only, such as sufficient vision to enable them to move around without experiencing extreme difficulty. However, their field of vision does not allow for them to be taught via ordinary 'sighted' means. They need to use a non-visual medium of reading and writing like Braille, and have to be exposed to non-visual methods of teaching, in order for them to have access to the curriculum. [46] Therefore, although these persons have partial sight, which they are able to use to a limited extent in everyday life, they need to be educated using the same techniques as functionally blind learners, because the degree of sight is insufficient to enable them to access the curriculum.

1.4.3. Partially Sighted

People defined as 'partially sighted' include persons with diverse visual impairments. Different learners often have very different visual impediments. These persons do have vision, although such vision is defective and cannot be fully corrected by wearing spectacles and/or contact lenses. They may have problems related to near and/or distance vision, have severe astigmatism and so on. Some learners may have central vision and no peripheral vision, with others having peripheral vision but no central vision. [47] These learners are different from educationally blind learners as they can be taught by using visual means.

UNESCO chose not to offer its own definition of blindness, but draws from the WBU in this regard. UNESCO's concerns lie with not having a definition that is too narrow. Although the WBU accepts that definitions are useful, it does not wish to tie itself down by accepting one compact and restrictive definition of blindness. This is because 'definitions often serve to exclude people and as membership of organisations of and for the blind should not depend on technical criteria but on personal choice. Blind people are known through self-identification and peer identification' [48]

The terms 'visually impaired/visually handicapped are used inter-changeably to refer to a person with a significant degree of sight difficulty which is not fully corrected by the wearing of spectacles.'[49] The characteristics of visual

impairment result in visually impaired persons having certain distinct and often very personal needs. This is due to the fact that we live in a society predicated upon full vision.

As mentioned above, the types of visual impairment differ from person to person and hence, difficulties with a single definition of visual impairment persist. It should be noted that the practical daily experiences and specialised needs of functionally blind, educationally blind and partially sighted learners differ notably from one another. Aside from the functionally blind learner using the medium of Braille to read and write, and the white cane to assist with his/her orientation and mobility, the functionally blind child is almost solely dependant on his/her sense of hearing and touch to enable him/her to create and understand perceptions of phenomena and of environmental surroundings. The educationally blind child on the other hand, although s/he requires to be taught through non-visual means and to read and write by way of a non-visual medium due to defective vision, is mobile and can see big objects, perceive natural phenomena and the surrounding environment that his/her sense of sight allows him/her to.

While the partially sighted child primarily depends on sight, though impaired, s/he is able to read and write using the print medium of reading and writing, though often the print has to be enlarged or darkened. S/he can be taught via visual methods of teaching although issues relating to distance, lighting, colour and the like have to be considered and the necessary adaptations made for each individual child. S/he is mobile and uses his/her sense of sight at large to understand phenomena and the surrounding environment.

Functionally blind children acquire knowledge via methods other than using their sense of sight. As a result, various misconceptions, ignorance and stigmas have developed around the speed, efficiency and quality of the learning capabilities of these learners.

> 'These substitutes for the sense of sight are ineffective, so that the conceptions are often warped. Hearing gives certain clues with regard

to distance and direction, but these are unreliable. Perceptions created by touch also have limitations in that it is necessary for the learner to have direct contact with the object. This is clearly impossible with phenomena such as lightning, shadows, the sky, and clouds. Colour means absolutely nothing to the learner who is totally blind.' [50]

For these reasons it is essential that educators of functionally blind children devise learner-friendly methods of teaching to ensure that these children are exposed to a quality and comprehensive education. It has been argued that partially sighted learners suffer a worse fate than their functionally and educationally blind counterparts. Very often their needs and impairment go unrecognised, as they are able to move around independently, read and write print, define and distinguish between objects, dependant on the degree of severity of their eye condition. However, it is clear that 'these children need special education which differs from the teaching methods, psychological approaches, reading medium and sports and recreation required by sighted learners at mainstream schools on the one hand and learners who are totally blind on the other.' [51] For example,

'It would be impossible for a partially sighted to see small flashcards, or unclear writing on the chalkboard, or small printed text books and worksheets. They often require large print text books, special darker pens, pencils, crayons, bigger pages with darkened lines to write on, special lighting, and other assistive low vision aids to help with the enlargement of print material when reading becomes strenuous on the eyes.' [52]

It is important to remember that the partially sighted are not a homogenous category, that is, eye conditions and other personal characteristics make each learner's needs and specialised requirements different from the other. 'Among those with residual vision, impairment may be in terms of near or distance acuity, peripheral vision, the visual field, depth perception, colour perception, fixation, night blindness, photophobia and so on. Usually a child suffers a multiplicity of such impairments, and in each case visual characteristics and

performance are unique.' [53]

1.5. ESSENTIAL SPECIFIC SKILLS REQUIRED BY THE VISUALLY IMPAIRED.

It is important that learners who are visually impaired are taught specific skills to prepare them for life after school. If these skills are not taught to visually impaired learners as part of the curriculum and / or extra-curricular activities at school, they will not be afforded a quality education and will not be adequately prepared to effectively participate in sighted society when they complete their school education. These skills go beyond skills required to help them cope academically with the curriculum, and include other life and social interaction skills which are in themselves crucial to the overall development and empowerment of visually impaired learners.

1.5.1. BRAILLE

The visually impaired learner, especially the learner who is functionally or educationally blind, must learn how to read and write using Braille. This skill is indispensable, and should not be removed from the curriculum under any circumstances. If a person who is functionally or educationally blind is not taught Braille, s/he can in a real sense be regarded as illiterate. [54] Many believe that voice recognition and voice output software should be used as the reading and writing medium for visually impaired learners, as it is less complex and easier for educators to prepare and mark class exercises, homework, tests and examinations. This, however, will do a disservice to functionally and educationally blind learners as important details like spelling, paragraph layout, punctuation, print style, capitalisation and the like will be missed and inevitably lose their significance. A relevant amount of detail is thus skipped, which is not advisable for visually impaired learners at school. [55] Further, voice recognition software is still in its infancy and to date is not completely fool proof. In a country like South Africa with eleven official

languages, voice output software will be irrelevant to many, if not most functionally and educationally blind learners. It is unable to accommodate the majority of the South African official languages and is very expensive and therefore impossible for the majority of South Africans to purchase in their personal capacity. Voice output software is indeed very helpful, but, as mentioned above, linguistic and literary competency is neglected. [56]

The writing of Braille can be done with the use of a slate and stylus, by means of a Perkins Brailler, and through technological advancement by way of a Braille embosser/printer attached to a computer. [57] Which method of writing should be utilised is completely dependant on individual preference, needs, competencies, availability and circumstances. With technological development being so rapid, Braille printers are more frequently used in special schools for the blind and tertiary institutions to print large volumes of coursework material, tests, examinations and the like. [58]

The perception that Braille is a different type of language is an illusion and a myth. Braille enables the blind and those with low vision problems to have access to actual written words. It allows these persons to learn and obtain literacy skills so that they and other Braille users and educators who know Braille are able to read their work. In addition, it gives them access to a large and diverse quantity of literature published nationally and internationally. 'Braille enhances the understanding of the use of punctuation, spelling and the construction of sentences in a way that oral work is unable to do.' [59]

1.5.2. COMPUTER TRAINING

Another skill that is essential to help these learners progress academically, and later on progress in tertiary education, as well as in employment, is computer training. The typewriter cannot readily be used as a makeshift option for visually impaired persons. As they cannot read what they have typed they do not know whether they have made any errors. Further, as they have to be competent in browsing the Internet, email and have word

processing skills, they need, to this end, to learn how to use relevant voice synthesised technology.

1.5.3. ORIENTATION AND MOBILITY (O&M)

O&M is one of the most important skills that needs to be taught to a functionally blind child at an early age, or, in the case of persons who become blind after birth, as soon as blindness occurs. Especially in the case of learners who become blind in their teenage years. Aside from acquiring the skill of walking with a long cane, they need to acquire the confidence and motivation to accept their situation and the fact that they have to now walk with a long cane if they want to be independent. If these learners are not taught how to use a long cane, then, although they may learn how to walk around in the safe haven of their particular schools, once they complete school, they will be totally dependent on sighted guides to escort them. It is clear that O&M is even more essential for visually impaired learners who attend a full service or a mainstream school as these have larger learner populations with a greater likelihood of obstacles left in their paths. [60]

1.5.4. ACTIVITIES OF DAILY LIVING

There are certain skills a visually impaired person requires inside and outside school, to enable him/her to be independent, self sufficient and able to deal with everyday activities, whether it be going to work, buying groceries from a store, cooking and cleaning, making one's bed, dressing oneself, going to the tuck shop and the like. Activities of daily living that have to be taught to visually impaired learners include teaching him/her how to sign his/her name how to recognise money, and differentiate between different coins and notes. Simple functions like the use of a telephone and how to pour water out of a jug have to be taught to the visually impaired learner. Basic domestic tasks like polishing one's shoes without getting polish all over one's hands, preparing a sandwich neatly, how to eat with a fork and knife, and all other

domestic daily activities have to be taught to enable visually impaired learners to perform these tasks despite their lack of or defective vision.

1.5.5. SOCIAL SKILLS

Defective or absent vision has major implications for persons who are visually impaired, especially in the case where blindness occurred from birth or at a very early age, as regards their social integration, interaction and acceptance by sighted persons. In the past, and to a great extent presently, most persons who are visually impaired attend special schools or do not attend school at all. This omission has resulted in them being unable to interact normally with other sighted learners whilst at school and thereafter. [61] They perceive themselves as inferior and different to sighted learners because they view sight as being an advantage. Since they go to separate (special) schools, from pre-school onwards they often have very low self-esteem and little self-confidence and struggle to be accepted socially by sighted persons. [62] It is essential that learners who are visually impaired be exposed as early and as much as possible to sighted learners. They need to be treated as equals, with the visually impaired learner being given additional resources and support when necessary. This is likely to foster a sense of understanding, awareness, social etiquette and capability at a young age, which will be a worthwhile exercise for both the visually impaired learner and his/her sighted peers.

Persons who are visually impaired are not able to see how other people stand, walk, run, sit and socialise. They tend to develop certain mannerisms and habits that do not look pleasant to the eye and which are often not viewed as socially acceptable behaviour by sighted persons. These mannerisms are referred to as 'blindisms', and, if not corrected at an early age, are difficult to correct later. These blindisms often remain with the visually impaired person throughout his/her adult life, which can be socially embarrassing, and lead people to see him/her as being abnormal. Some of these blindisms include shaking of the hands and fingers, turning the head from side to side, pacing all over a room, twitching, walking with the back hunched, poking their eyes

and keeping the head down. [63] It is essential that educators make learners aware that such mannerisms are not socially acceptable. They need to continuously correct them and should not feel that they will be humiliating the child. It is better done at an early stage where all learners are developing and 'finding' themselves, than when they are older. [64]

Appearance, presentability and deportment are crucial to all people. Visually impaired people are at a disadvantage in this regard because they are unable to obtain these skills in the way sighted persons do, that is, (from what they see). Persons with visual impairments need to be told and shown at an early age how to make themselves presentable, match their clothes in accordance with 'correct' colour combinations, style and fashion trends. They need to be told that it looks untidy if they do not shave or comb their hair. They need to be told about clothes worn to work as compared to what is worn to a picnic, a party or a funeral. It is clear that if visually impaired persons are not practically taught and informed about their appearance, they might be marginalised as 'different' and socially unacceptable. 'The need to closely link knowledge of child development together with socio-emotional development is now increasingly discussed in terms of seeing the child as part of a system of relationships, within the family, within the extended family, within society and within the school.' [65]

Only if visually impaired learners are taught such skills during the curricular and extra-curricular activities at school, can we say that they are indeed receiving a holistic education. The thesis will therefore attempt to ascertain whether learners in inclusive schools, as described in EWP6, will receive the essential educational support and services they require. The research aims to establish what some of the key factors are that determine the success of inclusive education as it is implemented, with both learners who are totally blind and partially sighted.

To ensure that these skills are taught as a priority, it is vital that they are allocated a time-slot in the visually impaired learner's daily school timetable. This is essential and the most effective way to ensure a system of inclusion

and simultaneously provide support, especially in the case of learners who are visually impaired. [66] Although all subjects in the curriculum are important, the need for such visually impaired specific skills must be weighed up against subjects such as art, technology, soccer lessons and the like. It should be noted that extra time provisions must be made to allow visually impaired learners to complete tasks in the classroom where necessary. 'It is important to be realistic about the volume of demands which are made on such pupils, if they are not to experience failure merely because they are being asked to do too much.' [67]

1.6. CONCLUSION

This chapter has laid the foundations of the basic argument of this thesis. It has indicated the context in which the move to an inclusive education system occurred. The aims of the inclusive education system were briefly outlined, illustrating its alignment to the social rights ethos of the South African Constitution. Hence, the normative theoretical basis underlying the philosophy of inclusive education cannot be ignored. However, the chapter also emphasises that learners with visual impairments are not a homogenous group. Furthermore, they have diverse individual educational needs as a result of their particular eye conditions. The discussion dealing with the skills that persons with visual impairments need to learn illustrates that visually impaired learners need an extended curriculum as compared to their sighted classmates. Clearly, if the appropriate support and resources are not available to facilitate the inclusive education programme, visually impaired learners are probably not going to receive a holistic education.

END NOTES

1 . Christensen C, & Rizvi F, 1996, page 38;

2 . Ibid, page 146;

3 . van der Ross R.E, 1975, page 1;

4 . Christensen C, & Rizvi F, 1996, page 10;

5 . The Special Education Act 9 of 1948 was repealed in Section 45 of The Educational Services Act 41 of 1967;

6 . Behr A.L, 1988, page 279;

7 . Ibid, page 271;

8 . Ibid, page 269;

9 . Ibid, page 339;

10. Ibid, pages 16, 17 and 371;

11. Ibid, pages 342 - 343;

12. Ibid, page 346;

13. Ibid, page 126;

14. Behr A.L, 1966, pages 15, 16, 335 and 336;

15. Department of Education, Education White Paper 6, July 2001, page 5;

16. Office of the Deputy President, White paper on an Integrated National Disability Strategy, November, 1997, page 2;

17. Porter G.L, 2001, page 10;

18. Engelbrecht P, et al, 1999, page 6;

19. Ibid, page 34;

20. Ibid, page 9;

21. The endorsement meant that all participating countries acknowledged the need for a focus on the education of persons with disabilities. There was a firm commitment by participants to recognise the basic human right to education and the right to be taught in an inclusive environment with an inclusive curriculum. This statement laid the foundations for change and has been superseded by various other instruments with similar commitments and strategies, of which the latest is Article 24 in the Convention of the Rights of Persons with Disabilities (CRPD);

22. UNESCO, 1994, page 15;

23. Engelbrecht P, et al, 1999, page 15;

24. Porter G.L, 2001, page 12;

25. Engelbrecht P, et al, 1999, page 6;

26. Ibid, page 3;

27. UNESCO, Overcoming Exclusion through Inclusive Opportunities in Education, 2001, page 3;

28. Gasparetto M.E.R.F, et al, 1999, page 2;

29. Engelbrecht, P. et al, 1999, page 9;

30. Ibid, page 8;

31. Department of Education, Consultative Paper No. 1 on Special Education, August 1999, page 16;

32. Ibid, page 43;

33. Christensen C, & Rizvi F, 1996, page 21;

34. Hegarty S, et al 1981, page 252;

35. Christensen C, & Rizvi F, 1996, page 22;

36. Department of Education, Consultative Paper No. 1 on Special Education, August 1999, page 45;

37. Ibid;

38. American Foundation for the Blind's Josephine L.Taylor Leadership Institute, Education work group article, page 3, accessed in 2007 at: http://www.afb.org/Section.asp?SectionID=44&TopicID=189&DocumentID=1444;

39. Gulliford R, & Upton G, 1992, Page 124;

40. Ibid, pages 121 - 122;

41. Office of the Deputy President, White Paper on an Integrated National Disability Strategy, November, 1997, page vi;

42. Ibid, page19;

43. Christensen C, & Rizvi F,1996, page 22;

44. Ibid;

45. Dawkins J, 1991, page 6;

46. Ibid;

47. Ibid;

48. Rowland W. 2003, unpublished article;

49. Dawkins J, 1991, page 10;

50. Behr A.L, 1988, page 130;

51. Bassa C.M, 1975, page 1;

52. Behr A.L, 1988, page 270;

53. Gordon A, 1975, page 32;

54. de Klerk, C, 2005, page 1;

55. Ibid;

56. Ibid;

57. The slate and stylus is the cheapest of the three options. Using it is slower than writing with a Brailler, though it is less noisy and can be used in a classroom causing very little disturbance to other learners. However, the writing process is more complicated and cumbersome as all the letters have to be written in the opposite direction. The popular Perkins Brailler, at approximately R3200.00, is much more expensive than the slate and stylus. The writing process on the

Perkins is very fast and easy to learn; however, it is very noisy and has the potential to create disturbance in the classroom. It can distract other learners with its noise and in turn interferes with their attention span, especially in the case of learners who have attention deficit hyper active disorder (ADHD), or severe learning difficulties. It also requires the educator to speak louder than would normally be necessary. It is also a bulky instrument, is heavy and cumbersome to carry around, unlike the slate and stylus, which can easily fit within the contours of an A4 size book;

58. Braille Printers (Embossers) are very expensive pieces of equipment that range from approximately R 20,000.00 (Twenty Thousand Rands) to more than R 1,000,000.00 (one million Rands). Most Blind persons may never own one in his/her lifetime. Braille printers in most instances are not portable and are used more by institutions than by individual learners and students;

59. Department of Education, Consultative Paper No. 1 on Special Education, August 1999, page 45;

60. Scholl, G.T, 1986, pages 141 - 142;

61. de Klerk, C, 2005, page 2;

62. Ibid;

63. Ibid, and Gulliford R, & Upton G, 1992. page 125;

64. de Klerk, C, 2005, page 2;

65. Buultjens M, Dallas M & Stead J, 2002, at http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-buultjens.htm ;

66. Dawkins J, 1991, pages 115, 127 and 140;

67. Ibid, page 221.

CHAPTER 2

SPECIAL EDUCATION AND INCLUSIVE EDUCATION:
A DISCURSIVE ANALYSIS.

2.1. INTRODUCTION

As the origins of special education and thereafter inclusive education began internationally, this chapter begins with an outline of the developments and features of education practices in some of these countries. Their successes and the challenges they faced will be discussed to paint a picture of the experiences of visually impaired learners as regards inclusive education. Thereafter, the characteristics, advantages and disadvantages of the special and inclusive education systems will be discussed and analysed. Particular focus will be given to the arguments made by anti-inclusionists, moderate inclusionists and radical inclusionists. The analysis will be conducted bearing in mind experiences of the First World where inclusive education is most developed and practiced. However, it should be noted that South Africa's particular historical, political, social and economic circumstances are determinative factors and impact on the development, nature and effectiveness of its special and inclusive education practices.

The purpose of this chapter is to highlight certain features and myths related to these systems, to enable one to make deductions as to their strengths and weaknesses, and further to determine the extent to which each system should or should not be practiced in South Africa. The discussion focuses on the impact special and inclusive education practices have on the educational needs of visually impaired learners specifically. Unlike learners with most other physical and learning disabilities, visually impaired learners need expensive resources, have special needs and require specialist skills in order to receive a "quality" holistic education. Hence, whilst learners with some disabilities can quite "easily" be included into the mainstream education

environment, the inclusion of visually impaired learners may not be as "easy" because of the particular and intricate needs and skills they require and the extent to which the support services in the particular country is developed.

2.2. INTERNATIONAL DEVELOPMENTS AND EXPERIENCE

'It is evident that there is a strong international trend towards developing inclusive education systems. The transformative inclusion agenda is based on asserting the same right to a quality education within their communities for all learners. Thus it can be seen to concur with the task of education for all.' [1]

At the beginning of the 20th century industrialisation had led to rapid economic growth and prosperity in the developed world. This newfound prosperity shifted the focus to human rights, social welfare, and the acceptance of the moral obligation to help weaker sectors of society. Most Western countries at this stage began to focus on the development of special education. This became essential since education was no longer the sole concern of charity organisations and local governments, but was now a nationalised priority. 'Education for all' became the rhetoric and came to be expressed in legislation in these industrialized nations, compelling governments to prioritise and conduct research on the mechanisms involved in special education. This was necessary as educators were not knowledgeable in teaching learners with disabilities, nor did anyone have sufficient knowledge of, or experience in, what were the most appropriate and effective educational provisions for these learners. Consequently, during the post – war years, very little focus was given to ordinary schools that were struggling, resulting in limited resources being available to further the educational needs of learners with disabilities. This in effect 'furthered the development of separate special schools, many of them sited in splendid rural isolation.' [2]

During the 1970s the dominant trend was to integrate visually impaired learners into the mainstream education system. In several countries including

the USA, the UK and Australia, it was believed the system of inclusion of all learners into a single education system had to occur gradually. This gradual process was referred to as 'integration'. The patterns of integration assumed for each child differed depending on the eye condition, intellectual capability and age of the learner. The methods used to integrate visually impaired learners included:

(i)   keeping the learner at a special school while still maintaining some contact with an ordinary school;

(ii)   being placed in a special unit in an ordinary school full-time;

(iii) being placed part-time in a special school whilst attending an ordinary school;

(iv)   being placed in a classroom in a mainstream school with withdrawal measures to provide necessary accommodation and support; and

(v)   being placed in an ordinary classroom with support systems.

'Although integration involved more extensive participation of learners with special needs in appropriate activities with non-disabled peers, significant instruction time in separate settings still prevailed.'[3] Integration did not amend or transform the organisation of the school curriculum, and continued to adapt the curriculum according to individual needs. 'Whereas integration, being based on the human values of participation, saw placement in the mainstream as depending on the balance of advantage for particular learners thereby also underlining differences, the more recent movement towards inclusion sees it as a matter of human rights, transforming the human values of integration into the immediate rights of excluded learners.'[4] Inclusion does not focus on how to accommodate and incorporate learners with different needs into the mainstream school, but concentrates on constructing and adapting new and existing schools with an aim to include all learners in the same learning environment, curriculum and education system. These dynamics follow from the philosophy that all individuals need to be a part of and not apart from society.

It should be noted that internationally there were also delays in the implementation of inclusive education practices. Moreover inclusionary practices were not uniformly implemented in each country and while some learners have access to a "quality" mainstream public education, others do not. For example, 'in the US, despite many court cases aimed at obliging regular schools to admit children with disabilities, it was not until 1975 with the passage of the Education of All Handicapped Children's Act that the federal government recognized the rights of all students with disabilities to mainstream public education.' [5] Furthermore, 'educating children with disabilities is a modern-day challenge for the people of the Americas. Only a small proportion (e.g. from 1% - to 10%) of the children have ready access to schooling, and those who do, typically, must attend a segregated school. Almost none of these children now have the opportunity to attend a regular community school with their non-disabled peers. In non-urban areas the situation is even worse.' [6]

In the UK, as late as 1991- some 13 years after the publication of the Warnock Report - 'there was still uneven distribution of provisions throughout the country, with several areas requiring much needed progress.' [7] Even in the 1970's when integration and its underlying philosophy were at their peak, there was an increase in the number of special schools and the learners within them. [8] 'In many parts of the country, partially sighted and blind children are being successfully educated alongside their peers, and well structured, effective support services are provided for them. However, this is not yet the situation everywhere, and the quality of education which visually impaired children receive depends, in far too great a measure, on where they happen to live.' [9]

Although the Australian federal labour government's Karmel Report was published in 1973, integration as a practically implemented policy only materialised in the early 1980's. Integration meant that children with disabilities would receive their education in regular schools, and as far as it was practically and reasonably possible be involved in, and participate in, all the daily school activities with their non-disabled peers. The aim of integration

education policies was overall educational development, and had a strong egalitarian basis stressing equal social opportunities and access for all. Due largely to the lack of constant monitoring and evaluation of integration practices, the system became flawed, highlighting difference, stereotypes and inequality among learners at an early age. [10]

In several countries, the practice of integration developed when some special schools were closed down especially in circumstances where there were low incidences of visual impairment. In these instances, what was first referred to as a 'unit' was set up in certain mainstream schools where visually impaired learners housed their specialised resources, were taught their lessons, and were exposed to other skills. Learners were kept in the unit for all lessons and activities but were allowed to integrate socially with other learners during lunch breaks and registration. This gave rise to a situation referred to as 'locational integration', and minimal 'social integration' as described by the Warnock Report, where although visually impaired learners shared the same physical premises with other learners at the school, they were not educated with learners in the ordinary classroom. Rather, they were hidden away in a sheltered cocoon that was their 'safe haven'. This precipitated both protection and isolation. However, after it became clear that this type of situation left little room for functional or meaningful social integration of these learners with the rest of the learner population, and highlighted difference, a more robust form of integration was introduced. [11]

Since visually impaired learners, especially at foundation phase, required the skills of reading and writing Braille, computer training, O&M and other social and life skills, which often needed to be taught to them on an individual basis outside the classroom, the 'unit' was transformed into a 'resource base.' All equipment that could not easily be moved around, or that required a safe and particular storage place, was kept in the resource base. Hence, visually impaired learners did not have to spend their entire school day in the resource base. They were placed in the classroom with other learners for all subjects and were only withdrawn from the classroom to the resource base during non-examination subjects or subjects that required vision like technology and art.

During these times, the necessary skills were taught to the learners, and re-enforcement lessons were given to address certain visual concepts that were not adequately explained during the lesson. This programme proved to be very effective as visually impaired learners acquired the necessary skills and support, and simultaneously received their education with other sighted learners. This, it was believed, was the most complete and adequate form of integration proven to work practically for visually impaired learners, and was referred to as 'functional integration'. 'Functional integration is the term used when the visually impaired pupils participate fully in both educational and social activities alongside their sighted peers.' [12]

Although the resource base was in place, and managed by one or two support teachers, clerical staff who performed the necessary reprographic and transcribing tasks, and a nurse, there were also ancillary workers, better known as class aides or facilitators, employed by the education authorities. They were required to assist the teacher and provide necessary support to the visually impaired learner(s) during the lesson. The ancillary worker had a defined role and designated tasks as s/he did not want to 'mollycoddle' the learner or distract the teacher. Ancillary workers were essential in the classroom for the visually impaired especially during the foundation phase of general education. Many scholars have debated the meaning of integration, and what it hopes to achieve. The distinction between concepts of locational, social and functional integration as outlined in the Warnock Report has received its fair share of criticism.

In some countries, including the USA and Canada, the 'buddy system' was introduced and a system of peer tutoring implemented. This practice was aimed at removing challenges to the social integration of visually impaired learners, and also to raise awareness and an inclusive culture of sighted learners. Each visually impaired learner was attached to a sighted learner. This system helped integrate visually impaired learners into the social circles of sighted learners. Often teachers used sighted peers to assist and explain pictures and diagrams to the visually impaired learner whilst the lesson progressed. [13]

Although the resource base model became widespread and was implemented in various districts and countries, with much success and excellent pass rates, many parents had concerns about sending their children by taxi some 20 to 40 kilometres away from their home every day. Sometimes, 'the geographical nature of the authority precluded the development of resource bases in selected mainstream schools, since children would generally have to travel a prohibitive distance in order to reach a school with a resource base. It has therefore been found to be expedient, as well as philosophically desirable, to support visually impaired pupils in their neighbourhood school in the vast majority of cases.' [14] There were problems with transport, such as times and different taxi escorts, which made it unsafe for little children to travel. Very often children left home at 6:00 in the morning and only arrived home at 4:30 in the afternoon. Further, since the school with the resource base was far from their homes, the visually impaired child had no friends in the neighbourhood and was left alone during weekends and school holidays. Due to these concerns and high transactions costs, many parents started lobbying to send their children to their local neighbourhood school, with the necessary support provided. This was arguably the most convenient and practical form of integration if the child could cope.

Note, in South Africa, the location of one FSS per district is likely to raise the same concerns as those raised around particular mainstream schools that had a resource base. However, despite these concerns raised by parents, the current challenges surrounding inclusion of children in their neighbourhood schools must be considered when investigating this option in South Africa.

> Due to the concerns raised by parents, several countries abandoned the development of more designated resourced mainstream schools, and adopted neighbourhood integration as the normative practice if the learner could manage with appropriate support.
> 'Currently most students with visual impairments are served in their home schools by itinerant personnel. There is increasing concern, however, that students are not receiving the level of services needed, particularly in the primary grades, to provide them with the skills

(including Braille, daily living, and social skills) necessary to be successfully integrated in school. Because students are expected to learn the core curriculum and meet graduation requirements, it is very difficult to provide these additional specialised skills when the student is fully included, particularly in a time when specialised support services have been reduced because of funding cuts and teacher shortages. In addition, funds are often not available to provide the specialised books, materials and technology required by students.' [15]

Presently, in many countries, two parallel education systems with different practises exist, namely, mainstream and special education. This stance is adopted because it is realised that not all children will be able to cope in a mainstream school, even with support. It is for this reason that special schools have a major role to play in the education system. It follows then that integration and in the same breath inclusion should not be seen as the primary objective of education. 'Integration is a means, not an end in itself. Pupils with special needs do not need integration. What they need is education.' [16] A case must be made out as to why integration / inclusion will help facilitate the best kind of development for a particular learner, instead of being seen as a goal that every learner must achieve.

'Although in the USA The Individuals with Disabilities Education Act (IDEA) guarantees visually impaired students a "free and appropriate public education," visually impaired children still face many challenges educationally. There is a worsening shortage of personnel who are trained to teach children with visual impairments, and many of these children receive their textbooks and learning materials late if they get them at all.' [17] These are the challenges that confronted, and still confront, countries such as the UK, the USA and Australia. There are certainly important lessons that can be learnt from their experiences. We must consider the amount of money they invested in the system, the incidents of visual impairments, how many children they catered for and how much time they took to make the transition to a quality inclusive education system a practical reality. The most important lesson from the above discussion indicates that even in developed countries like the USA, UK

and Australia, the ideal of a full proof "one size fits all" effective inclusive education system has not yet been achieved. Further, whether such a development will be achieved in the future is a highly controversial debate. As indicated by Engelbrecht P, et al, 1999: 'Of those who have been exposed to the debate around inclusion, integration or mainstreaming, opinions remain sharply divided, as they are worldwide.'

2.3. THE DEBATE BETWEEN ANTI-, MODERATE AND RADICAL INCLUSIONISTS

Dr. Phil Hatlen, superintendent of a school for the blind and visually impaired in Texas, concluded that -

> 'The integration (soon to be called "mainstreaming", then 'inclusion') of blind students into regular classrooms in great numbers, beginning in the 1950s, brought with it an era of belief that the only need a visually impaired student had was adapted academic material so that she/he could learn in the regular classroom. The only difference acknowledged by many teachers (indeed the profession itself) was the media and materials used for learning. Few, if any changes or additions were made to the curricula offered these students. Therefore, early efforts to include visually impaired students in regular classrooms sometimes attempted to provide 'the opportunity to be equal… without recognising the student's right (and need) to be different.' [18]

According to Hatlen, this non-acknowledgement of social, environmental and curricula needs and differences does not help the educational development of either visually impaired or sighted learners. Furthermore, in certain cases in the USA, social development and interactions between the learners is proving to be difficult because of the large case loads of itinerant teachers and the differences between visually impaired and sighted learners.

'Environmental information is different for the groups, as is special knowledge and nonverbal communication. The educational modifications necessary for students who are blind or visually impaired to access learning experiences, may in themselves, be barriers to social interaction. Braillewriters, Braille books, Braille notetakers, and other special equipment emphasise differences. We thus acknowledge that the best social experiences for almost all blind students is the time they spend with other blind peers, and we make these events happen outside the inclusive educational setting.' [19]

When sighted learners engage in sport like volleyball, and soccer in mainstream schools, visually impaired learners, especially the totally blind and severely partially sighted are excluded from such activities. The practice in many countries that have begun inclusive schooling is for such learners to be excluded from sport and other recreational activities. The reason being that non-examinable subjects and extra-curricular slots, like physical education, library skills, guidance, music, pottery and art are utilised by ancillary workers and support teachers to assist the visually impaired learner with re-enforcement lessons and other skills specifically related to visual impairment. If, however, learners constantly have to be removed from the class, feelings of exclusion and difference may be reinforced. Nevertheless it is argued that, 'Some cautions are necessary, however. Receiving a high level of support within the classroom in full sight of one's peers can be intrusive and segregatory in the extreme. It can in some instances serve to underline how different a given pupil is.' [20]

Hatlen identifies social isolation as being one of the major problems experienced by visually impaired children attending mainstream schools. 'Dr. Hatlen sympathises with itinerant teachers striving to incorporate the teaching of social interaction skills along with the rest of the expanded core curriculum into the education of the students in their large caseloads. But, he bluntly observes, that "the current system is just not working, and we have no obvious solutions."' [21] A Special Education Director in England agrees with Hatlen's comments and states that the activities and social experience of

children attending mainstream schools are not as comprehensive as they are in special schools. Children are more comfortable in special schools and feel more included. 'One mother said, "I watched my daughter cry one too many times when she was in that other school, as she was never invited to birthday parties, spend the night or other gatherings. Here at SCSDB, she always has a friend to do things with, if she wishes."' [22] The experience of another blind learner reiterates the feelings of social isolation experienced by blind children in inclusive settings. Her experience is detailed in an article written by her in her adult years, attached as Appendix 'B'. [23]

In Scotland, visually impaired learners are being included in their local mainstream schools. The scenario is that access to the curriculum has been prioritised over all other concerns that impact on the lives of visually impaired children. The social skills and social inclusion of these learners seems to be ignored as schools forget that they also have a major role to play in developing the social lifelong inclusion of visually impaired learners. According to the Royal National Institute of Blind People (RNIB), 'in the drive towards inclusive education, the Government and education providers must accept that inclusion is as much about the ethos and social life of schools, colleges and universities as it is about access to the curriculum.' [24] 'A full education has to embrace both personal and social education; it has to deal with the child's development appropriately, not only as an individual and as a future worker, but also as a social being, in fact as a future citizen.' [25] All human beings are social beings, and thus it is vital for them to be able to interact and form meaningful social relationships in the family, school, workplace, community and society on the whole. A great measure of interaction that occurs between persons using visual communication is missed by blind and partially sighted persons. Hence, visually impaired children must learn how to develop their social skills to enable them to compensate for the lack of visual communication.

Research conducted in Scotland by Joan Stead, Research Fellow at the University of Edinburgh, indicated that approximately half the learners who were visually impaired were subject to bullying and name calling due to their

visual impairment. They felt more comfortable and confident when they had educators who understood both their social and curricular needs. It was often the case that teachers were not given information about learners' eye conditions and the assistance and adaptations they required. This was mainly because the peripatetic teachers (of the visually impaired) were not able to liaise with class and subject teachers because of insufficient time. A number of learners stated that very often educators tended to 'ignore or forget to make simple, but important, adaptations to their teaching practices,' [26] for example, speaking whilst writing on the chalkboard, articulate in words what was being illustrated to the rest of the class using gestures. Further, the teacher – pupil relationship was not nurtured, as most of the assistance and contact with the visually impaired learner, was provided by the support teacher and not the class teacher. [27]

Many parents, educators at special and mainstream schools, education managers and visually impaired learners are skeptical about the prospects for success of inclusive education. Often, 'the eagerness to place pupils with special needs in normal environments can be so great as to deflect attention from the unsuitability of these environments.' [28] Some of their particular concerns lie with how visually impaired learners are going to learn and acquire skills specific to visual impairment and whether they would receive individual attention from the educator. This is especially the case in the foundation phase, and in subjects like mathematics and physical science in the higher grades, where a large amount of tactile explanation is required. They argue that educators are not sufficiently trained and have over-crowded classrooms, which will disadvantage visually impaired learners. Skeptics of inclusive education also focus on the daily practical challenges in school, such as access to Braille and large print text books, expensive Perkins Braillers and other assistive devices and access to proper and adequate educational support. However, advocates for inclusive education argue that, 'most educational discussions on inclusion concentrate on the efficiency of practical matters of educational organisation and practice, such as the curriculum, teaching methods and attitudes in the school or individual systems without taking into account the broader dimensions to inclusion which transcends

these narrow school or individual – based considerations.' [29] Even in the UK, however, the experience of visually impaired learners is characterised by receiving material late; receiving support from untrained ancillary workers and receiving 'patchy' O&M training. These services are seen as the responsibility of the specialised support services in place rather than the responsibility of the school. [30]

In South Africa, a major concern of anti-inclusionists is that educators in mainstream schools would not be able to teach a visually impaired learner as they lack the necessary training, experience and expertise. Furthermore, even if they were exposed to such training and refresher courses, the large number of learners per class is likely to hinder the educator's ability to give visually impaired learners the individual attention required.[31] Currently the situation is one where the pupil-educator ratio is high, with educators sometimes being unable to maintain discipline in and outside the classroom. Promises to decrease pupil-educator ratios if there are disabled learners in the class would require more teachers. This, in the wake of large teacher cutbacks over the last decade, with a number of teachers also having taken voluntary retrenchment packages, would require a sizeable increase in teacher numbers to cope with the situation. It would require more funding which is one of the major problems faced by the DOE.

> 'It is not absolutely clear, though, whether a move towards inclusion will actually improve equal access to education for all learners… Many of the reforms in the 1980's regarding the placement of learners with disabilities in regular classrooms have led to a reported decline in the morale of teachers, together with a reduced willingness and capacity to cope with the associated additional demands.' [32]

Additionally, if educators are not familiar with Braille, or the various tools used to draw mathematical diagrams and the like, it would be impossible for them to mark visually impaired learners' daily class exercises, homework, class tests and examinations, without outside assistance. There would be very little

or delayed feedback between educators and learners. Educators are also responsible to ensure the safety of all learners. They will thus be required to play a stricter supervisory role, as visually impaired learners are potentially easy victims. Any sort of difference in children often results in bullying. However, research done by Joan Stead in Scotland indicated, 'Bullying and/or name-calling was (or had been) an issue for almost half of the pupils interviewed. Although the reasons for bullying are complex, several of those interviewed felt it was directly related to their visual impairment.' [33]

Respondents to questionnaires and interviews in this thesis were of the view that currently in South Africa, it would be practically impossible for an educator in the mainstream school to give adequate individual attention to a visually impaired learner inside and outside the classroom. In light of the fact that inclusive education in South Africa makes room for learners with varying disabilities and diverse learning needs to attend a FSS, educators have to receive the necessary training and expertise to teach a diverse learner population. To have all these learners with varying special needs in one classroom is not an appropriate answer. According to Engelbrecht P, et al, 1999, having high and unrealistic expectations of educators will lead to them feeling overworked, lacking job satisfaction, and losing interest in imparting a quality education to all learners. [34] The research in the field conducted in this thesis supports this view, as will be seen in chapter six. In England, the head of education of the National Autistic Society, 'Mike Collins, said: "when teachers do not know how to best support a child with the disability the whole class is affected, and the child is unable to develop to their (sic) full potential."' [35]

Anti-inclusionists maintain that inclusive education is a Euro/American – centric phenomenon. 'Although the inclusive education movement is now an international phenomenon, it has its origins in the relatively rich developed countries that already applied both extensive and sophisticated regular and special education systems.'[36] Inclusive education is little or no different from other global trends such as increased privatisation which have filtered into developing countries that are not ready to adequately implement and

effectively maintain such trends. 'Specialised education services in Madison are well funded and enjoy high levels of administrative, professional and ancillary staffing. The high degree of integration achieved depends at least in part on the strong support available in this way, and it is a moot question whether anything similar could be achieved with the more limited resources that are the norm elsewhere.' [37] In the UK, Shadow Education Secretary David Willets said the government should radically rethink its inclusion policy. 'The obsession with inclusion is unfair on children with special educational needs, unfair on the rest of the class and unfair on teachers...' [38]

This thesis will illustrate that there was no specific provision in the National Budget of South Africa for the implementation of inclusive education, in any year up to 2006. In fact, it was not until 2008, two years after the scheduled short-term implementation date, that funds were provided in the budget for implementing EWP6 within the special needs education budget. A successful inclusive education programme requires human and financial resources. Unlike some other disabilities, the visually impaired require substantial support services, expensive assistive devices and human and technological resources. Developed countries have the necessary economic infrastructure to provide visually impaired learners at mainstream schools with the relevant support and resources required. While, therefore, developing countries 'have sought to develop education systems which are comparable with those in the developed world, they have been compelled to do so with strictly limited financial resources.' [39] Hence, with extremely limited national budgetary allocation for inclusive education, the DOE cannot afford the equipment, assistive devices or quality human resources in the quantities required. The budgetary implications for inclusive education are detailed in chapter eight. Anti-inclusionists believe that the context within which inclusive education is taking place is vital and determinative of whether it will be successfully implemented or not. The author argues that it can be presumed that in South Africa only certain visually impaired learners will benefit from inclusive education, namely, the fortunate few who receive the minimal expensive resources Government can afford and those who come from economically

sound families and backgrounds who can provide their own facilitators, resources, aids and assistive devices.

Anti-inclusionists contend that inclusive education inconveniences the visually impaired learner, placing him/her under undue stress to cope in an environment and a curriculum designed for the sighted.

'Integration did not necessarily challenge or alter in any way the organisation and provision of the curriculum for all learners but focused on an individual or small group of learners for whom the curriculum was adapted, different activities devised, or support assistants provided. An aspect underlying mainstreaming and integration was the way in which difference was still being accentuated, e.g. separate instruction time in separate settings.' [40]

Inclusive education is valued as a human right and is seen to be more socially and politically acceptable than separate education. Inclusionists argue that, 'children should not be devalued or discriminated against by being excluded or sent away because of their disability; and children belong together – with advantages and benefits for everyone.' [41] One of the key advantages of inclusive education is that it will ensure that the disabled learner and his/her family are not separated from each other, as learners would no longer have to go to a special school hundreds of kilometres away. They would have the option to receive an education in an FSS in their district, or in a nearby neighbourhood school. Many visually impaired learners and their parents have indicated that their family bonds were broken with many years lost, never to be regained. 'Inclusive education services allow children with disabilities to stay with their family and go to the nearest school, just like all the other children. This is of vital importance to their personal development. Interrupting a disabled child's normal development may have far more severe consequences than the disability itself.' [42]

Inclusivists maintain, 'all children have the right to learn together.' [43] Thus, special education is seen as segregatory and illiberal whilst inclusion is seen as a system that 'promotes the mutually accepting social relationships which are so important for full participation in society.' [44] A major argument for inclusive education is the element of socialisation and social integration of disabled people into a society that was shaped for and by able bodied persons. 'Separate socialisation restricts the full development of disabled and non-disabled people alike, and the education system … can do much to remove the barriers of ignorance, prejudice, intolerance and misunderstanding that ultimately lead to discrimination and a refusal to accept disabled people as full members of the community.' [45] However, if the argument is based predominantly on improving social development and social interactions between the able bodied and the disabled, then the question remains; is social development, which inclusion arguably promotes, more important than effective access to education support and services? Further, if inclusive education is said to have the effect of improving social interaction and integration of children with disabilities, why is it that key role players involved in inclusive education processes, such as Dr Phil Hatlen, find that children with visual impairments are socially isolated whilst at inclusive schools?

It will be seen later in this chapter that inclusive education is not necessarily suitable for all LSEN. Colin Low says, 'the principle of integration rests essentially on the belief, succinctly distilled by the Warnock Committee in the sentiment that as far as is humanly possible, handicapped people should enjoy the opportunities for self-fulfilment enjoyed by other people.' [46]

In South Africa, an advantage of inclusive education is that all learners can be sure of acquiring an education. 'It has been found that if implemented properly, inclusive school programmes have the potential to: have a broader reach than traditional special education in terms of positive educational and social impacts on children.' [47] Statistics indicate that a large percentage of visually impaired learners are not attending school. There are 20 special

schools (all member organisations of the SANCB), who cater for about 3000 visually impaired learners. These schools are few and far between, stretching from Shayandima in Limpopo, to Hillcrest in Kwazulu-Natal to Bellville South in the Western Cape. [48] A list of the special schools for the visually impaired is attached as Appendix 'C' and statistics on the number of visually impaired persons in the various provinces is attached as Appendix 'D'. The rest of the visually impaired learner population cannot be catered for in special schools. 'These schools have been able to provide only for a limited number of learners and in many cases these schools offered learners a curriculum which was inadequate in preparing them for life and participation in work.' [49] Since inclusive education allows all learners to go to full-service and mainstream neighbourhood schools in their district, they have a number of options to choose from and no longer have to put their names on long waiting lists at special schools as they have an alternative.

Another advantage of inclusive education is that it removes segregation and discrimination, treating all learners equally. It no longer leaves room for disabled learners to be treated as second-class citizens. The right of access to education of disabled learners is viewed as equally important as non-disabled learners. This principle is clearly evident from the fact that, 'inclusive educational practices are being endorsed internationally. The UNESCO sponsored 'Education for All' initiative, states that all children, including those with disabilities and other special needs, are entitled to equity of educational opportunity.' [50]

> 'UNESCO and the OECD have also determined that inclusion is the preferred approach to providing schooling for students with special needs. It is widely accepted that the conditions required to allow for successful inclusion are also those that contribute to overall school improvement and high levels of improvement for all children.' [51]

In fact inclusivists go further and concede that what is required for disabled learners to have actual access to education is not merely giving them the right

of access to education, but also to provide them with adequate support services and resources, both human and technological, to enable them to be on an equal footing as their sighted counterparts. 'It is particularly important that everyone concerned in visual impairment services should be fully informed about what can be achieved with skill, goodwill, imagination and the appropriate resources.' [52]

Inclusionists argue that since learners with disabilities and diverse needs will be able to integrate and interact with each other on every level from childhood, they will view each other as equals and understand and empathise with each other's needs and appreciate the diversity of people that live in their country. Further, it will allow for social integration of visually impaired learners into their schools and subsequently into their communities. Inclusionists argue that inclusive education will bring about greater social development, integration and acceptance of disabled learners who were previously excluded. 'There is a contrary view held by some parents and other people that this social benefit is a myth. Far from enjoying the benefits of social contact, many pupils suffer bitterly because, not only do they fail to form normal peer relationships but they are liable to a range of negative experiences, being over-protected and treated as incapable if they are lucky, teased and bullied if they are not.' [53]

Research in this thesis indicates that the segregation of visually impaired learners has created immense problems of low self-esteem. Since they are treated as being different, and as not being able to function in an ordinary mainstream school, they feel unequal and inferior to sighted learners. These feelings of inadequacy and impaired self-esteem remain with these learners into adulthood, even when they finally leave the special school. Very few, including the wealthy and the determined visually impaired, actually go to tertiary institutions. It will be seen from the study, that the majority of those who do go to tertiary institutions experience great difficulty in interacting and integrating with sighted students, academically and socially. Most disabled students tend to congregate and look for the shelter of the DU's offices where they can interact with other people with disabilities. Sighted students are generally ignorant about visual impairment and do not know how to interact with

visually impaired students. A handful of visually impaired students do manage to overcome the self-esteem dilemma, but not without hard work and good fortune.

The core of the argument for inclusion is the fact that it is the most cost-effective model. 'The most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving education for all, moreover may provide an effective education to the majority of children and improve the efficiency and ultimately the cost-effectiveness of the entire education system.' [54] As mentioned above the number of special schools is limited, catering for a minimal number of learners at each learning site. The DOE argues that it will not be financially viable to build more special schools, as they will not be able to cater for the entire disabled population. 'Money is better spent strengthening the capacity of community schools to handle children with diverse needs. There is growing evidence that children with disabilities learn better when they are allowed to go to a public school within their neighbourhood.' [55]

> Moreover, 'if countries were to proceed and try to achieve coverage sufficient for the entire population of students with special needs using the special schools model, the costs would be enormous. For example, in the case of El Salvador, there are now 30 schools serving approximately 2000 students. To achieve full special-needs coverage on the same basis, approximately 3,300 special schools would have to be built and 23,000 special educators hired to join the 210 now employed.' [56]

The amount of resources, including human, capital, infrastructure and technology required by segregatory special schools will arguably be excessive in light of the number of learners they serve. Special schools 'usually demand a low pupil-teacher ratio, the provision of highly trained staff, and specific specialised teaching material and equipment. Moreover, it usually takes place in special schools, which are typically smaller than regular schools and therefore incur disproportionately large overhead costs.' [57] If learners were free

to use the same neighbourhood schools as able-bodied learners, there would be a few added costs, such as provision of support and particular assistive devices and resources that may be required by learners. 'The higher costs apply to education in separate settings, such as in special schools, whereas the lower costs are usually applicable in more inclusive settings.' [58] A dual system of special and mainstream education systems is less cost effective than a fully developed mainstream inclusive education system. 'But against this can be urged the greater efficiency inherent in the better targeting of specialist resources on pupils with special needs made possible by the existence of at least some special schools – specialist resources which are necessarily much more dispersed and thinly spread throughout a wholly mainstream system…' [59] It should be noted, in South Africa, no actual cost comparison has been conducted between these two systems.

Low notes that,

> 'The prospect of the general education system being geared up in terms of staff, expertise and facilities to cater for every kind of disability as an integral part of its provision is something of a utopian ideal. However, when faced with examples of children failing in the mainstream and having to be rescued by a special school, the proponents of radical inclusion are apt to turn this to advantage and insist that the experience of mainstream was not an example of genuine inclusion at all…. Inclusion may fail because it is inadequately resourced or badly implemented and the instinct of inclusionists to call for the mainstream system to be improved rather than for more special schools to be opened may certainly be a legitimate one. But we should not be fooled into thinking that examples of poor inclusion are not examples of inclusion at all. If the only kind of inclusion is successful inclusion, it becomes impossible to point to any instance where inclusion does not succeed, and that flies in the face of common sense... '[60]

Research organisations such as the Centre for Studies on Inclusive Education (CSIE), and the Department for Education and Skills (DfES) in

Nottinghamshire, UK, have made the following conclusions about inclusive education:

> 'Children do better academically and socially in inclusive settings...
>
> Effective inclusion improves achievement for all pupils/students...
>
> Given commitment and support, inclusive education is a more efficient use of educational resources...
>
> Economically, it is far more efficient to target resources towards a single inclusive education system from the outset than to develop a dual system of separate education for disabled and non-disabled persons and then have to work towards bringing about inclusive education...
>
> There is no teaching or care in a segregated school which cannot take place in an ordinary school...'
>
> However, such assertions lack a solid evidential basis, and must be given cautious reliance. 'More generally, the considerable body of research which now exists on inclusion hardly justifies such sweeping conclusions. Not only do the findings differ from one study to another, but particular studies, like the DfES report, can point to different conclusions depending on which aspect of inclusion they are looking at.' [61]

Developed countries such as, the USA, UK, Sweden, Denmark and Australia are striving to have efficient fool-proof inclusive education systems. The rest of the world, as with globalisation, is trying to follow suit. The catch up process for the developing and under-developed world is not easy, as the difficulties and challenges that confront them are different and much more severe, compared to those faced by more developed countries in the 1970s which was when their transformation gained momentum. Despite the fact that most developed countries have sufficient funding, and have progressive itinerant teacher models to support their inclusive education system, the existence of special schools in their education systems has not ceased. Those in favour of total inclusion, that is, radical inclusionists are critical of special schools. They argue that special schools are too segregatory in nature and prevent learners with disabilities from being fully included in society.

The CSIE in the UK argues for 'the right to education in a single, inclusive system of education which is adaptable to the best interests of each and every child and from which the possibility of choosing segregation should be entirely removed.' [62] This is a form of what is referred to as radical inclusion, as the goal is to have a single education system without any special educational provisions that cater for the needs of all learners despite disabilities or diverse learning needs. The UN has the same goal and aims to have totally inclusive education systems around the world which can cater for the needs of all learners. Radical inclusionists view the problem as being one of 'classroom organisation and teaching being sufficiently specialized and differentiated to meet the needs of all children with disabilities, no matter how profound, multiple or complex.' [63] Radical inclusionists argue that two parallel systems of mainstream and special education in effect, allow mainstream schools to stagnate and strive towards limited inclusive development because it is accepted that special education will assume the responsibility for learners who are not catered for by the mainstream education system.

Moderate inclusionists on the other hand, accept that the expertise and resources that have been established and maintained in special schools over the years are essential to facilitate inclusive education. They accept a system 'based upon a mixed economy of provision which acknowledged a decisive shift towards inclusion, with progressive re-engineering of the system to support inclusion as the goal, but with a place reserved for specialist provision for those whose needs cannot be met in the mainstream, either now or into the future.'[64] The RNIB, like the SANCB, supports the stance held by moderate inclusionists accepting that certain learners require specialist provisions and must be provided with such specialist services.

Despite the fact that inclusive education practices are valued and promoted in countries like the UK, lessons learnt there indicate that special schools still have various vital functions:

- They have a major role in building and maintaining the educational infrastructure for learners with visual impairments and other disabilities.

- They serve as resource centres which provide support and services to visually impaired learners attending mainstream schools.

- They can serve as short or long term placement options hence allowing for flexibility within the education system.

- They provide an environment with experts where visually impaired learners can learn essential skills related to their impairment.

- They have trained teachers who provide a quality service in utilising methods which allow for visually impaired learners to have full access to the curriculum and the extended curriculum. [65]

In South Africa, for special schools to assume the role of resource centres as well, Government has to invest human resources, monetary resources, as well as technological and infrastructural resources in them. This is necessary as most special schools, in particular special schools that previously catered for non-white disabled learners, are under-resourced and are struggling to meet the needs of their current learner population. Nevertheless, it must be acknowledged that special schools in South Africa have a major role to play in facilitating inclusive education, even more so because EWP6 does not provide for itinerant teachers, O&M instructors, Braille instructors or ancillary workers in DBSTs. 'To prematurely send out a message that everything done in the past was completely wrong and of no value, while no clear new plans are communicated to the people concerned, creates great uncertainty.' [66] In this regard, it is crucial that special school educators are motivated and not cast aside in the development of an inclusive education model. Efforts must be made to show them that their expertise and skills are not redundant, but rather that they are required to play an even more significant role in the new education system. 'Many special educators are also fearful of inclusion. They

are concerned that managers may see inclusion as a means to eliminate their jobs and save money. Others wonder if they have the knowledge and skills needed to assist regular class teachers with inclusion.' [67]

In South Africa, to expect a system of radical inclusion with a minimal number, or no special schools, is unreasonable. In EWP6, the DOE states that no more special schools will be built, but rather the existing number of special schools will be strengthened and assume the new role of special schools as resource centres (SSRCS). However, since the publication of EWP6, a new special school, namely the Christiana School for the Visually Impaired, was built in the North West province, and is due to open in 2008. There were previously no special schools for the blind in this province. It is clear that despite the DOE's intention to stop building special schools, the need for special schools is still very strong. It should be noted that special schools built in the past did not have the capacity to cater for all learners with disabilities, hence the large number of uneducated disabled persons today. With the inclusive approach adopted by the DOE, learners with disabilities have the alternative of going to a mainstream school and are not restricted to attend a special school. However, once placed in the mainstream school, especially where the child is functionally or educationally blind, high intensity support is required from the SSRC, the DBST, parents and teachers. If this support is inadequate, this right of learners to attend a mainstream school is more detrimental than beneficial. There has to be a number of alternatives available to learners, so that they can receive the educational support and services they require. The need for establishing new special schools has to be measured in each province, and further, the way in which education is received by these learners needs to be flexible.

Moderate inclusionists will agree that the severity of the eye condition and the individual intellectual capabilities of the learner have to be considered when assessing the learner's ability to cope in a mainstream school as does the degree of support required by the learner; and whether the inclusion should take place gradually or instantaneously. 'Obviously all children identified as

being visually impaired should be 'supported' in the broadest sense, but a distinction, albeit imprecise, can be made between those who need peripatetic oversight and those who require a more individualised service.' [68]

International experience indicates that more often there were instances where children attended a residential or a day special school as a full time learner. This was necessary because assessments indicated that these learners would not cope in the mainstream school on an academic level due to the degree of individual attention and support they required. To facilitate integration of these learners into mainstream society, trips were organised to mainstream schools and vice versa so that these learners could interact with each other on a social level from an early age. Attempts were also made, where possible, to let a learner attend a special school for half the week and a mainstream school for the other half. This sort of arrangement allowed the learner to have the academic support that was necessary and simultaneously receive a degree of social and functional integration as outlined by the Warnock Report. [69] These are some practices that could be implemented in South Africa to help those learners attending special schools because they are unable to cope in mainstream schools.

Moderate inclusionists understand that, 'the proposal that all the needs of all students can be met in one environment, the regular classroom, violates the spirit as well as the letter of the law – IDEA'[70] They argue that it is vital that an education system characterised by flexibility must be established. No single educational model is better than another. What is crucial, however, is that the education model each child is exposed to must be suitable and appropriate to cater for his/her particular needs and capabilities. 'In order to meet the individual and disability-specific needs of students with visual impairments, there must be a broad array of program options and services. Educational needs that are specific to these learners must be addressed throughout their school experience.' [71] Consequently, there is no ultimate or best educational system that has to be achieved; rather, the education system must develop various service avenues equal in quality where learners with diverse and

different needs and abilities can thrive in their educational environment, as 'one size does not fit all.'

It is clear that 'the existence of individual examples of inclusion is not the same thing as the generality of schools being geared up to cater for the full range of disabilities.'[72] It can be deduced that in South Africa, the ideal provision of inclusive education is not to limit provisions to one type of inclusionary model. Furthermore, arrangements must be made to ensure that there will be proper and appropriate support for visually impaired children in a residential special school, a day special school, in a FSS, or in a mainstream neighbourhood school. The school to be attended depends on the type of support the child requires. [73]

> 'The educational needs of students with visual impairments will vary depending on the age and development of the student. Therefore, services required will vary. There will be periods of time for most students when time outside the regular classroom will be extensive, such as beginning Braille reading, expansion of O&M skills, career education, social skills, or times when independent living skills need to be emphasised. Such opportunities for learning may require pull-out time, or a special class placement, or a residential school placement for a period of time.' [74]

EWP6 has a somewhat moderate inclusive stance as well, though limited in some respects, as:

> 'At the level of the system as a whole, the moderate inclusionists will want to see mainstream schools resourced and progressively developed to provide inclusive provision for the maximum number of those with special needs who can benefit from it, and specialist provision optimally located for those who need to take advantage of it. This makes sense as a principle on which to base a rational public policy. But it may need to yield some ground to more adventitious considerations at the level of the individual placement decision. For a

start, even those applying the 'appropriate provision' test may be forced to opt pragmatically, at least in the short term, for special provision in preference to mainstream in face of the patchy nature and quality of existing mainstream provision.' [75]

An inclusive education model based on FSSs supported by DBSTs cannot be the only option offered to visually impaired learners. It is vital that mainstream neighbourhood schools who enrol learners, are given adequate support to enable them to cater for the special needs of the learners. It is also important that 'the appropriate placement for each individual student is determined by educational goals and objectives, based on assessment, that are identified in the IEP, and is thus the most desirable (and least restrictive) for the student at that time.' [76]

There are advantages in designating particular mainstream schools to assume the new role of FSSs. It certainly is a viable option economically as it facilitates the concentration of human and technological resources and assistive devices in one learning environment. This, hopefully, will result in the level of resourcing being increased, for improved learner support. It is hoped that teachers will gradually become experienced and acquire expertise on how to teach and support visually impaired learners. They are more likely to develop their teaching skills to accommodate visually impaired learners if having visually impaired learners in their classes will be the norm, rather than the rare exception. As there will be other disabled learners at the school, visually impaired learners will not feel different or isolated from the entire learner population. The anxiety of being the odd one out will be reduced.

The disadvantage of centralised FSSs is the child's non-integration with their immediate neighbourhood and community. Very often geographical location and traveling distances create difficulties. 'Parents are likely to be happier if their child is placed in a popular school in a pleasant environment, rather than a school where there are many children with other forms of educational or social need.' [77] Furthermore, it will be easier for the visually impaired learner and the teacher as s/he may be the only learner in the class requiring special

support, and individual attention. This is different from an FSS that has learners with varying disabilities, difficulties and needs which decreases the amount of time the teacher can allocate to the visually impaired. Research has shown that 'the presence of more than one pupil with special needs in the class can also result in less interaction with other classmates.' [78] Learners with disabilities tend to stick together inside and outside the classroom, which does not result in social integration and inclusion, but starts demarcating difference at an early age.

Hence, in South Africa, before deciding whether to stop building new special schools or not, the numbers of, and educational needs of the visually impaired learner population has to be investigated to determine the number of specialist centres needed. Additionally, the decision to not deal specifically with the introduction of itinerant support teachers, ancillary workers/facilitators, and O&M instructors and Braille instructors in DBSTs intended to support full service and mainstream schools in the country must be revisited. The education system must be flexible to accommodate the diverse needs of the different learners. Arrangements for support to learners in secondary schools must also be considered. It is clear that even for a moderate inclusionary system to exist in South Africa there has to be economic and human resources invested in the project. Currently, the funding strategies considered do not make the implementation of inclusive education seem like it will materialise in the near future or in several years to come. The problems and challenges regarding funding are discussed comprehensively in chapters six, seven and eight.

END NOTES

1 . UNESCO, 1999, page 21;

2 . Hegarty S, et al, 1981, page 9;

3. Engelbrecht P, et al, 1999, page 8;

4 . Ibid;

5 . Christensen C, & Rizvi F,1996, page 10;

6 . Porter G.L, 2001, page 3;

7 . Dawkins J, 1991, in the foreword by Sir Colin Low;

8 . Hegarty S, et al, 1981, page 20;

9 . Dawkins J, 1991, page 1;

10. Christensen C, & Rizvi F, 1996, page 10;

11. Dawkins J, 1991, pages 12 and 207;

12. Ibid, page 12;

13. Hegarty S, et al, 1981, page 419;

14. Dawkins J, 1991, page 14;

15. American Foundation for the Blind's Josephine L.Taylor Leadership Institute, Education work group article, page

    4, accessed in 2007 at: http://www.afb.org/Section.asp?SectionID=44&TopicID=189&DocumentID=1444 ;

16. Hegarty S, et al, 1981, page 14;

17. American Foundation for the Blind's Josephine L.Taylor Leadership Institute, Education work group article, page

    1 accessed in 2007 at: http://www.afb.org/Section.asp?SectionID=44&TopicID=189&DocumentID=1444 ;

18. Hatlen P, Journal article, 1996, at http://www.afb.org//Section.asp?SectionID=44&SubTopicID=48DocumentID=2115 ;

19. Hatlen P, Journal article 2004, at http://www.afb.org//Message_board_replies2.asp?TopicID=650&FolderID=13 ;

20. Hegarty S, et al, 1981, page 437;

21. American Foundation For The Blind - Message Board 2004 at: http://www.afb.org/jvib_message_board.asp ;

22. Ibid;

23. Ibid; (Refer to Appendix 'B' for the full text);

24. Buultjens M, Dallas M, & Stead J, 2002, at: http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-

buultjens.htm ;

25. Dawkins J, 1991, page 8;

26. Buultjens M, Dallas M, & Stead J, 2002, at: http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-

buultjens.htm ;

27. Ibid;

28. Hegarty S, et al, 1981, page 18;

29. Engelbrecht P, et al, 1999, page 5;

30. Low C, 2006, page 9;

31. Hegarty S, et al, 1981, page 22;

32. Engelbrecht P, et al, 1999, page 30;

33. Buultjens M, Dallas M, and Stead J, 2002, page 4 at: http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-buultjens.htm ;

34. Engelbrecht P, et al, 1999, page 30;

35. BBC News: 'School Inclusion Can Be Abuse', report on an article by MacBeath J, Galton M, Steward S, MacBeath A, and Page C, at: http://news.bbc.co.uk/1/hi/education/4774407.stm (Last updated on 16 May 2006 and accessed on 15 January 2007);

36. Engelbrecht, et al, 1999, page 25;

37. Hegarty S, et al, 1981, page 28;

38. BBC News: 'School Inclusion Can Be Abuse', report on an article by MacBeath J, Galton M, Steward S, MacBeath A, and Page C, at: http://www.news.bbc.co.uk/1/hi/education/4774407.stm-39k- (Last updated on 16 May 2006 and accessed on 15 January 2007);

39. Engelbrecht P, et al, 1999, page 34;

40. Ibid, page 8;

41. Low C, 2006, pages 1 - 2;

42. Porter G.L, 2001, page 11;

43. Low C, 2006, page 1;

44. Ibid, page 2;

45. Ibid;

46. Ibid, page 3;

47. Porter G.L, 2001, page 12;

48. Refer to Appendix 'C' for the list of special schools for the visually impaired in South Africa and to Appendix 'D' for the statistics of visual impairment in the country;

49. Department of Education, Consultative Paper No. 1 on Special Education, August 1999, page 6;

50. Porter G.L, 2001, page 3;

51. Ibid;

52. Dawkins J, 1991, Foreword by Sir Colin Low;

53. Hegarty S, et al, 1981, page 437;

54. Engelbrecht P, et al, 1999, page 9;

55. Porter G.L, 2001, page 3;

56. Ibid, page 11;

57. Engelbrecht P, et al, 1999, page 34;

58. UNESCO, Overcoming Exclusion through Inclusive Opportunities in Education, 2001, page 8;

59. Low C, 2006, page 4;

60. Ibid, page 6;

61. Ibid, page 4;

62. Ibid, page 1;

63. Ibid, page 5;

64. Ibid, page 1;

65. Dawkins J, 1991, pages 22, 169, 180, 230 and 231;

66. Schoeman G.H, 2002, page 4;

67. Porter G.L, 2001, page 30;

68. Dawkins J, 1991, page 12;

69. Ibid, page 11;

70. American Foundation for the Blind's Josephine L.Taylor Leadership Institute, Education work group article, page

    3, Accessed in 2007, at: http://www.afb.org/Section.asp?SctionID=44&TopicID=189&DocumentID=1444;

71. Ibid, page 4;

72. Low C, 2006, page 4;

73. Dawkins J, 1991, page 213;

74. American Foundation for the Blind's Josephine L. Taylor Leadership Institute, Education work group article, page

    5, Accessed in 2007, at: http://www.afb.org/Section.asp?SctionID=44&TopicID=189&DocumentID=1444 ;

75. Low C, 2006, page 7;

76. American Foundation for the Blind's Josephine L.Taylor Leadership Institute, Education work group article, page

    7, Accessed in 2007, at: http://www.afb.org/Section.asp?SctionID=44&TopicID=189&DocumentID=1444 ;

77. Dawkins J, 1991, page 226;

78. Hegarty S, et al, 1981, page 463.

CHAPTER 3

THEORY AND APPLICATION: SOCIO-POLITICAL THEORY AND ITS APPLICABILITY TO INCLUSIVE EDUCATION

3.1. INTRODUCTION

Now that a definition of inclusive education has been provided, and its underlying philosophy has been discussed, it is necessary to situate it within the framework of legal/political theory. This chapter contains a discussion of certain socio-political concepts, models and theories which aim to illustrate the theoretical basis within which the inclusive education policy is framed. These include the concepts of modernity, the medical model of disability, the social model of disability, the rights discourse, the needs-based approach and the capabilities approach.

The concept of modernity, the medical model of disability and the social model of disability assist with painting a picture of how the needs of disabled persons were identified and prioritised. These three theoretical concepts illustrate the developments that occurred within society which reflects how disability interests and needs were accommodated and addressed. On the other hand, the rights-based approach, the needs-based approach and the capabilities approach are theories of political philosophy. Each of these theories explains what would in their view be the best approach for the State to adopt.

An attempt will be made to situate and specify the relevance the different approaches and assumptions have on the inclusive education policy. The purpose of this chapter is to situate the inclusive education policy in relation to a global philosophical normative debate. The examination of both the models and theories of political philosophy seeks to advance and illuminate which of

the models/approaches are best aligned to the philosophy behind South Africa's inclusive education policy.

3.2. THE IMPACT OF MODERNITY ON INDIVIDUALS AND SOCIAL NORMS

It is clear that the lives of individuals in contemporary times do not have the same characteristics as they did prior to the 19th century, commonly referred to as the pre-modern era. In pre-modern societies, slaves accepted their fate, peasants worked the land, the privileged reveled in their fortune and the divine rights of kings, or some traditional mode of authority, was undisputed. [1]

Anthony Giddens' view on modern societies provides a perspective on how changes in society over time have influenced and impacted on the desires, wants, preferences, needs, rights, potential and interests of individuals. Giddens argues that the character of expectations, lifestyles and self-identity have changed as societies embraced modernity. 'Modernity is a post-traditional order, in which the question "How shall I live?" has to be answered in day-to-day decisions about how to behave, what to wear and what to eat – and many other things – as well as interpreted within the temporal unfolding of self-identity.' [2]

The concept of modernity highlighted the notion of individuality with individual interests and rights, individual progress and development, individual goals and achievements being given central focus. 'Not just lifestyles, but self-actualisation is packaged and distributed according to market criteria.' [3] Industrialisation and modern capitalism changed the character of what constituted individual prowess and progress, which resulted in society and the State being compelled to change their roles and responsibilities.

What was acceptable and valued traditionally, such as close community bonds, lesser emphasis on competition, and individual sustenance rather than individual development, became unacceptable and under-valued in modern

society. 'What is acceptable / appropriate / recommended behaviour today may be seen differently tomorrow in the light of altered circumstances or incoming knowledge'[4]

> Further, 'Giddens concentrates on a contrast between traditional (pre-modern) culture and post-traditional (modern) culture. In traditional societies, individual actions are not matters that have to be extensively considered and thought about, because available choices are already pre-determined (by the customs, traditions, etc.). In contrast, post-traditional society people (actors, agents) are much less concerned with the precedents set by previous generations, and options are at least as open as the law and public opinion will allow.' [5]

In the age of modern sovereign democratic States, individuals are normatively considered equal to one another and free – in varying degrees - to deviate from social norms and practices that were part of a past regime or social order. The notions of free will, competition and the value of achieving all that one can, began to characterise the way individuals should live their lives. According to Giddens, '… life politics is a politics of lifestyle. Life politics is the politics of a reflexively mobilised order – the system of late modernity – which, on an individual and collective level, has radically altered the existential parameters of social activity. It is a politics of self-actualisation in a reflexively ordered environment, where that reflexivity links self and body to systems of global scope.' [6]

In the past, prior to the eighteenth century, the prospect of blind children actually going to school was unthinkable, and only became a reality in 1784. [7] As modern society evolved sheltered workshops seemed the only viable option for the visually impaired. As time progressed, blind children began going to school albeit at home or at a special school. Today, many countries around the world have efficient inclusive education systems for visually impaired children. Giddens argues that there is a social cycle, 'once sociological concepts are formed, they filter back to the everyday world and change the way people think. Because social actors are reflexive and monitor

the ongoing flow of activities in structural conditions, they adapt their actions to their evolving understanding. As a result, social scientific knowledge of society will actually change human activities.'[8]

This is evident in the way programmes of inclusive education have developed over time and with societal evolution. 'Although academic interest in the education of children with disabilities can be traced back to the nineteenth century, in most western countries it was not until the early twentieth century that special education became established as a distinctive field of study.' [9]

Thus, the debates around the policy of inclusive education and its implementation, reflect the practical challenges of engaging with the consequences of modernity. What this meant, however, is that in the past minimal resources needed to be spent on visually impaired children, since the concept of self-actualisation had not yet been developed in the Western world. With the development of modern socio-political theory, however, and the realisation and knowledge that visually impaired children could meaningfully engage in activities other than just being placed in sheltered workshops, came the need for society to provide the necessary resources. The progression of the theory is now at the stage of realisation that without these resources visually impaired children cannot meaningfully benefit from inclusive schools.

Modernity has therefore given rise to more complex relationships, institutions and patterns of social and economic activity. What was thought to be impossible in the past can often be achieved today. However, with these new concepts and knowledge, society is forced to make good on its ideals and translate theory into practice. Thus, changes that have taken place in theory associated with new regimes of human rights based constitutions, progressive ideals, and the promotion of individual freedoms have to be implemented in practice.

We live in a world characterised by societies with diverse political and social structures and differing economic standings. Thus, social norms and practices

that are achievable and sustainable in certain societies are much more difficult to achieve and sustain in others. With globalisation, global markets and democratic trends, many countries that were slow in development are trying to *catch up* but often find themselves in a *"catch-22"* situation. This is because they have to increase their national gross domestic product and simultaneously satisfy the diverse array of rights vested in individuals within their respective constitutional democracies. Where resources remain limited, policy trade-offs have to be made, with certain individual's/ groups' rights and needs taking precedence over others. It is inevitable that the State will be required to spend more money per child to educate disabled children, whether in specialised or inclusive settings. States are therefore faced with the predicament of trying to optimise and make the best use of their already scarce resources. This might result in certain individual's/groups' rights being unredeemed, and with certain practices being unsustainable.

3.3. THE MEDICAL MODEL OF DISABILITY

What follows is a discussion of the shift from the medical model of disability to the social model of disability and the debates surrounding the reasons for the shift. This change in the model of the way the needs, rights and interests of disabled persons are addressed impacts on inclusive education policy and practice in South Africa.

The move from a special education system to an inclusive education system can be attributed largely to the significant shift from the "medical model" to a "social model" of disability. The medical model and the issues surrounding health and the handicapped played a vital role in shaping and characterising special education. 'The fact that the earliest forms of special education were those with physical and sensory difficulties, which were seen to be clearly identifiable medical conditions, gave the medical model (that is, that difficulties arise due to the characteristics of the child and that there is therefore something wrong with the child) considerable currency in special education.'
10

The medical model of disability bases its findings on clinical assessments of the body. The language associated with this model includes terms such as: impairment, disability, handicap, diagnosis and treatment. Such medical terminology, and the diagnosing of persons with disabilities, labeled them as persons who are in need of help and care. This model focuses on disability on an individual basis and was the model in practice for years both nationally and internationally. 'The model itself assumes that it is neutral in relation to particular political agendas but it can be shown historically to have marginalised and disempowered learners and students with disabilities.' [11] This model does not look explicitly to the rights of such individuals, nor does it seek to integrate them into the general education system. It can be deduced therefore that the medical model has contributed to the development of the separate special education system. This is also evident from the fact that in various countries throughout the world, both Departments of Health and Departments of Education together assumed the responsibility for the education of disabled learners. [12] 'Special education thus developed as a technical field located within a positivist framework, concerned with issues of diagnosis, assessment and causes of disability and appropriate forms of treatment.' [13]

"Impairment" refers to certain physical, mental and sensory functional defects that a person has, while the consequence of such impairment, for example, being unable to see results in a particular disability. "Handicap" refers to what a person cannot do due to limitations that result from the impairment and consequently the disability. Colin Low says, 'if education is about anything, it is about influencing and indeed changing the individual child. One may do this by modifying the social environments in which the child is placed, but one cannot eliminate the individual dimension altogether. We will certainly see this when we come to talk of visual impairment.' [14] Visually impaired children by the nature of their impairment have very specific needs that differ from individual to individual. Hence, the medical model received criticism because 'people with disabilities, especially those with the same impairment, are lumped together, all viewed in terms of their impairment as passive, helpless, tragic victims and not as ordinary human beings at all…' [15]

The focus of the medical model is to try and change the individual to help him/her cope with the impairment and the handicap it brings with it. The model is based on the particular individual and his/her particular needs. Low argues that despite the name given to the model, the interventions made to bring about change are not always medical. For example, a visually impaired person in terms of the medical model must be given training on how to use a white cane to move around instead of making changes to the social and physical environment (which would be the approach taken by the social model which is discussed below). 'I prefer to think of it as an"individual" rather than a specifically medical model, in that the focus is on the individual rather than society as the locus of a range of problems, not necessarily all medical, and because of the concern to transform the individual rather than the environment in which he or she is placed by a variety of means, not just medical.' [16] It cannot be ignored that disability arises from some sort of medical condition and thus, that doctors and other medical professionals have been instrumental in determining the treatment, training, or devices needed by individuals to deal with their impairment and disability.

It also cannot be denied that the medical model of disability made a large contribution in the way in which the life experiences of disabled persons were shaped in the political, social and economic arena. Low argues that the medical model (unlike the social model) of disability was not consciously constructed by society or medical practitioners. The practice to provide interventions focusing on the individual is 'more part of the furniture of common sense than something consciously constructed by anyone.' [17] He goes a step further and argues, 'In fact it would probably be nearer the truth to say that it has been constructed by advocates of the social model as a kind of Aunt Sally against which to elaborate their own theories.' [18]

3.4. THE SOCIAL MODEL OF DISABILITY

Advocates for inclusive education and the social model of disability take the following stance, 'we believe that the problem is not in the child and their

impairment, but in the social and attitudinal barriers in the education system.' [19] In South Africa this model gained popularity and momentum in the 1980's and was articulated and promoted by persons with disabilities themselves. [20] This model was two-fold in that it recognised the responsibilities of a transformed democratic society in the 1990's, which rested on the foundations of a new rights-based Constitution. If barriers are removed, persons with disabilities will be better able to exercise their rights and meet their responsibilities. The model precipitated more responsibilities and obligations on the State.

The shift towards the social model was linked to the realisation that it was not the impairments of people that prevented them from achieving their full potential. Rather it was society and its normative limitations that hampered and handicapped them. 'A handicap is a relative concept, ultimately defined by specific conditions at a particular time, in a particular place, and for a particular individual only. It follows that every blind person, as such, is unique in this respect.' [21] The barriers created by society include attitudinal, material, cultural, political, and economical impediments. 'The way in which societal arrangements are organised actually causes disabled people to be excluded. It is the inability of the ordinary school to deal with diversity in the classroom which forces children with disabilities into special schools.' [22]

It was this philosophical realisation that led social policy makers to the conclusion that instead of marginalising and neglecting persons with disabilities society had to change and be restructured to accommodate and include them in all sectors including education. 'Disability is not something we possess, but something our society creates.' [23] This model recognises the diverse needs of all learners and the equal rights of and access to equal opportunities for all. Specifically, it recognises that persons who are disabled need to be included and integrated into the education system. This approach promotes an inclusive education and training system that optimises accommodation of the needs of all learners. This approach does not segregate; rather, it attempts to overcome isolation and inequalities and to re-enforce feelings of adequacy amongst learners with barriers to learning. In a nutshell it

emphasises society's flaws and failures on the one hand, and the competencies and rights of persons with disabilities on the other. 'The cause, then of disability is the social relationships which take no or little account of people who have physical impairments.' [24]

Mainstream schools were designed to cater for the education of able-bodied learners. Buildings, the curriculum and teachers were structured and equipped to best suit *"normal"* able-bodied learners. The South African education system was characterised as 'a regular education system which does not have to organize itself to take account of the characteristics of learners with disabilities.' [25] The ethos and function of the mainstream school was therefore socially constructed. The fact that visually impaired learners and those with other disabilities could not cope with environmental, curriculum and teaching arrangements of the school was not due to their flaws or incapacity. Unlike the medical model which focused on changing the individual, and building special schools, the social model acknowledges that mainstream schools have to be re-modeled and re-organised with various adaptations to ensure that the school is accessible to all learners, and that the socially constructed notion of what constitutes the 'ordinary' school does not handicap learners who are visually impaired or who have other disabilities. 'Once again the conclusion that emerges is not that pupils should be transferred from special schools to ordinary schools, but that ordinary schools should be re-modeled so that they can provide for a wider range of pupils.' [26]

The social model regards individuals as autonomous, who should be able to realise their potential. Thus visually impaired learners need to be given the opportunity to learn in an environment that enables them to realise their potential. According to Isaacs, 'we need to realise that disability is a social construction, and that special education needs to be reconstituted in ways that reorganise the power relations which have traditionally defined the ways in which students with disabilities have been treated in education.' [27] The social model facilitated the transformation of the mind-set within the education sector where the focus was no longer on segregation but rather on the drive towards inclusion.

The social model rejects the medical model because of its focus on changing the individual and the segregative implications of treating people in accordance with their disability specific needs. However, on the other hand, one cannot deny that people are individuals with different disabilities, with different degrees of severity, and therefore their particular individual needs must be catered for. Society cannot be changed to suit all individuals as they have different needs, which may also conflict with each other. Low raises the following relevant questions:

> 'Can one seriously imagine society undertaking all the transformations that would be required to accommodate all the special needs of all those groups which have them? Is this not an unattainable ideal? Does the notion of 'special needs' have any meaning left at this point? It is hardly to be expected that anyone's special needs will be adequately addressed by non-specialists charged with the task of meeting everyone's special needs simultaneously...'[28]

He further argues that the social model is flawed as, 'at its most extreme, it maintains that disability has nothing to do with the individual whatsoever, but is instead a condition of society which operates in such a way as to exclude people with physical and mental impairments from participation in the mainstream of social activity'[29] It is anticipated that the inclusive education system will help facilitate the social inclusion of disabled persons from an early age. It is further anticipated that schools will be able to adapt so that the diverse needs of the learner population are met. However, Low argues, 'disabled people do have certain needs which it is right to think of as special. A system which attempts to meet everyone's needs together meets nobody's. Indeed the notion of special needs and fully inclusive provision is a contradiction in terms.' [30]

This thesis shall argue that disability encompasses both components of the individual and the social which cannot be escaped. Neither component outweighs the other, although advocates of the social model believe that the social factors are more dominant. 'Disability is a complex phenomenon, neither solely an attribute of a person, nor a creation of the social

environment… The nature of the interaction between person and environment will differ depending on the dimension of disability...' [31] If one had to hold firm to the extreme version of the social model which required society to change and not the individual to accommodate disability, then visually impaired persons should not be given spectacles to help them see, hard of hearing persons should not be given a hearing aid to assist with listening, etc, which is absurd. Low asserts, 'social model theorists have increasingly taken to insisting that they do take account of impairment. But if they do, this is either purely formal, or else it is incoherent, disingenuous or not a version of the social model at all.' [32]

Throughout this thesis the dynamics of the social model will be evident because of its strong link to inclusive education. Concepts of social integration, social inclusion, non-discrimination, societal change and equality are constantly referred to in the various White Papers and Acts which are discussed in chapter 5. Hence, this discussion of the move from the medical model to the social model serves to help the reader understand part of the philosophy underlying inclusive education policy and practice. Various challenges to the implementation of inclusive education are discussed in chapter 7 and chapter 9, where societal change needs to occur for inclusive education policy to be effectively implemented. Hence, whether the tenets of the social model are succeeding or not will be examined.

3.5. THE RIGHTS-BASED APPROACH

There are a number of theories that have been articulated to determine what individuals are entitled to and how resources should be distributed in contemporary society. These questions have been raised by philosophers since at least the 17th century.[33] The theory of human rights gained momentum internationally in the 18th century; however, it only became entrenched in the South African Interim Constitution in 1993, and thereafter in the final Constitution in 1996. The Bill of Rights in the Constitution is discussed in detail as regards inclusive education policy in chapter 5 of this

thesis.

With the promulgation of the Constitution, the State had to ensure that all individuals rights enshrined in the Constitution were promoted and protected with vertical and horizontal application. It must be noted, however, that rights can be limited in the event that it is reasonable, necessary and justifiable in an open and democratic society. The rights based approach adopted in the South African Constitution shifted the focus from people with disabilities being viewed and "treated" differently to able bodied persons. Consequently, changing the individual or changing society to accommodate disabled persons was no longer given primary focus. Rather, what disabled persons were entitled to was enshrined in the Constitution and had to be adhered to. Advocates of the rights-based approach argue that a society with a rights-based Constitution will ensure that the needs and freedoms of individuals are protected.

Thus far, the medical model of disability, the social model of disability and the human rights approach have their own interpretation on how people with disabilities should be accommodated in society, namely, considering individual needs and making medical adaptations, changing society to include and accommodate the needs of all groups, and finally, prescribing a set of rights framed in a Constitution. Currently, the approach adopted by South Africa is a hybrid approach. This approach comprises components of the social model of disability and the rights-based approach and is now commonly referred to as the social-rights model/approach. This hybrid concept means that society needs to change to accommodate and protect the human rights of persons enshrined in the Constitution. The social rights 'ethos' of the Constitution, which entrenches a spirit of equal opportunities and equal liberties for all individuals in South Africa, has spread to the education system. Disability has become a human rights issue, emphasising that persons with disabilities possess equal rights and obligations. It 'implies that the needs of every individual are of equal importance, and that needs must be made the basis for planning. It also implies that resources in society must be employed in such a way as to ensure that every individual has equal opportunities for

participation in society.' [34]

The rights-based approach has its foundations in universality, objectivity and a coercive legal framework. South Africa's constitutional rights based normative framework has however been criticised. The system of a wide spectrum of rights/ entitlements is seen as abstract and as encapsulating a normative theory that is immensely difficult to translate into practice. Competing and conflicting rights, needs and interests compounded by capacity, competency and resource constraints paints the picture of the Constitution being nothing more than a normative wish list. Hence, various unintended consequences may culminate from a Constitution with an entrenched Bill of Rights. Lawrence Hamilton in 'The Political Philosophy of Needs' argues that the importance of, and explicit and implicit reliance on, the rights based approach is taken to unnecessary limits. He argues that although rights do have some useful properties, it is wise to decrease their importance as being secondary to needs as they serve to theoretically articulate the broader concerns of practical politics. [35]

In South Africa, people with disabilities have the right to be treated as equal citizens and not to be unfairly discriminated against. They have to be given equal opportunities and catered for in mainstream society. However, the practical reality is that although disabled people have many rights that are outlined in policy, this is proving to be insufficient protection. It is suggested that these rights need to be outlined in law; however, there has been evidence that even legislated rights, which apply to disabled people specifically, are not being implemented in practice, as in the case of the *Employment Equity Act 98 of 1998*. Low says, 'I do unreservedly subscribe to the rights agenda as an important component of disabled peoples struggle to be recognised and given a fair deal. It also seems to me that the civil rights paradigm for addressing the problems of the disabled has serious limitations.' [36]

Hamilton claims that rights are retrospective and hinder change and evaluation. They are constructed to suit a particular type of political regime. 'A political philosophy founded on rights is illusory, and in practice it often acts

counter to some of its own intended goals.' [37] A 'flattering' picture is created of politics, as rights are seen as safeguards that the state must uphold. However, the universal and abstract nature of rights frequently prevents the acquisition of the valued ideals and guarantees outlined in the civil code, once again highlighting the problem of translating theory and ideals into practice. Further, the fact that rights are unconditional and inviolable is an untruth as very often rights are over-ridden and limited by governments and individuals have difficulties enforcing their rights in practice. Due to their vast number, rights tend to conflict with other rights. Hamilton argues that this takes a "legalistic spin" instead of engaging in a process of political evaluation. [38] For example, in trying to protect a disabled child's right to equality, not to be unfairly discriminated against or isolated from his sighted peers and to receive education in an inclusive environment may arise in individual needs, capabilities, limited human and capital resources and policy trade-offs and priorities not being considered.

Hamilton argues, 'rights-based politics reinforces judicial sovereignty and makes a mockery of the idea of accountability. The consequences of the legalisation of politics reduce rather than enhance equality of freedom over preferences and choice because they make one's freedom dependent on one's educational and financial ability to access legal advice and support.' [39] According to Hamilton, rights create the illusion of giving individuals political power, which diverts their attention from questioning and evaluating their political position in society. Individuals are thus legal subjects and not political agents under the objective construction of rights. However, the author argues that a total discreditation of constitutional sovereignty and accountability is taking the argument too far. In South Africa there have been several judgements from the Constitutional Court upholding and furthering social rights such as housing as was in the case of *Government of the Republic of South Africa and Others v Grootboom and Others 2001 (1) SA 46 (CC)*, which is discussed in chapter 8. Further, South Africans' right to vote is not an illusion; it is an enforceable right in the political arena and actually determines who is in power.

Low argues that inclusive education is viewed as a qualified right rather than an absolute right for three reasons:

(i) The right has an instrumental purpose. Its purpose is to prevent discrimination, segregation and separate socialisation, to provide for the full social development of disabled children. Where this purpose cannot be realised, it cannot be argued that the right is absolute.

(ii) Inclusive education can be described as a means to an end rather than an end in itself like other rights such as the right to human dignity. In this instance, the right to education is the absolute right, and inclusive education is qualified as it refers to where and how the right to education is achieved, that is, inclusive education is the means to allow for the right to education, which is the end.

(iii) Inclusion as a means to achieve the right to education has not been embraced and accepted by all, although it is a method that is being spoken of and people are free to choose it. The method seeks to ensure that other rights in the Constitution such as non-discrimination and equality are upheld and promoted. Hence one can decide to choose this method of education to protect their other rights, or choose another method of education as long as their basic right to education is achieved. [40]

In the context of inclusive education in South Africa, schools and learners with disabilities are still left in limbo as to whether they do possess enforceable rights. The reason for this is that EWP6, which outlines the policy of inclusive education, has a 20 year long-term implementation plan and is merely a policy document and not an Act of law. The discussion in Chapter five, sub-section 5.7, and the results shown in Chapter six, refers. Currently the one law disabled persons can place most reliance on in order to enforce their right to inclusive education in South Africa is the Constitution. The contents of the SASA and EWP6 are broad and vague as regards rights, obligations and support. The author argues that the social rights approach adopted by the

South African Government is acceptable. However, a clearly constructed law on inclusive education which defines the rights and obligations of all role players, is essential, and serious consideration has to be given to capacity, competencies and resource allocation and utilisation. Hamilton argues that a needs based approach is more sound than the rights framework as it provides for a situation that ensures individual needs are met in practice instead of individuals merely being given rights that are difficult to enforce in practice. The author argues that to implement a needs-based constitution also has limitations with regard to State control, individual participation, enforceability and availability of resources. The needs-based theory is explored more fully below.

3.6. THE NEEDS BASED APPROACH

Although the subject of human need has been discussed by thinkers such as David Hume and contemporary authors such as Doyle and Gough, the needs-based approach engaged with below is that constructed by Lawrence Hamilton in 'The Political Philosophy of Needs.' Hamilton argues that a political system with a needs-based Constitution, which allows for constant evaluation and transformation, is better than a Constitution with prescribed rights which ignores contextual circumstances and changing needs. He argues for the existence of a state of needs which assumes the role of assessing and evaluating what needs individuals have, and whether they are being adequately met. He argues that, 'this conception of human needs delivers a means of overcoming the limitations that derive from taking the concepts of rights and utilitarian preferences as the only two relevant variables in politics.' [41]

For Hamilton's theory to apply, the following is required: 'first, a demand on modern states in general, and the South African state in particular, to transform their political, legal, economic and social institutions and practices in tune with human needs… Second, a demand on political philosophy and theory to start thinking in terms of needs rather than rights…' [42]

To understand how needs are generated and evaluated within societal contexts, Hamilton identifies certain general needs which are a part of a conceptual framework. The number of needs specified are few and they are highly generalised. [43] 'Hence a political theory of needs is one that sees needs as variable in dimension depending on the state of politics, often with a concomitant claim that political action has some hope of influencing the trajectory of needs.' [44] Unlike Martha Nussbaum whose capabilities approach is discussed below, where she argues that human functioning does play a major role in politics, Hamilton does 'not develop a full list of general conditions or general human needs whose satisfaction constitutes full human functioning.' [45]

Hamilton refers to three categories of needs. The first category is vital needs. These are general health needs and are associated with conditions that allow for minimal human functioning. Examples include, shelter, clothing etc. The second category, which is also unavoidable, refers to particular social needs which are seen to be of private concern yet are the focus of public policy such as the development of inclusive education for disabled learners and students. The third category is agency needs which are 'the general ethical and political objectives of individuals and groups.' [46] It is clear then that persons have particular and general needs. 'Agency needs are constant general goals, but the nature and form of the goals can be transformed through time and across space depending upon how their particular manifestations are interpreted and legitimated in everyday experience.' [47]

Therefore, according to Hamilton's needs-based approach, government's effective provision of housing satisfies a vital need, and a school's provision of quality education will contribute to the development of social and agency needs. Thus, value and evaluation is placed on satisfying a vital or agency need rather than focusing on pleasure or preferences. As a result, there is room for understanding value and for a framework for evaluation to be established. According to Hamilton, institutions must be evaluated according to whether they meet the needs of individuals. For example, a school must be

evaluated according to whether it meets the needs of all its learners including those with disabilities. He argues that the State would be a suitable coercive authority to monitor the evaluation process within the needs-based and institution-dynamic approach. [48] This will allow for conflict surrounding institutions, roles and need trajectories to be resolved by the State. Consequently, instead of relying on often unenforceable rights framed in a Constitution, which does not consider the contextual needs of persons, the needs of visually impaired learners would have to be evaluated and protected by the State. The role of the State should be as the 'ultimate need evaluator and ultimate guarantor for the meeting of valued needs.' [49] The evaluation must facilitate transformation if it can be seen that such valued needs are not being met.

Hamilton argues, although vital needs are ultimately prioritised over developing agency needs, this is not a given as vital needs must also be subject to evaluation within the particular context. The focus is on the procedural requirement of individual participation in the evaluation of needs rather than on the substantive content of what constitutes needs. 'Need priority is undoubtedly important, but political theory must refrain from proposing hierarchies of principles or hierarchies of particular needs. Given certain general vital need and procedural participative safeguards, the particular priorities will emerge in practice.' [50]

He argues that, 'there is little point in evaluating needs in practice if theorists know our needs and can entrench them in the form of rights or entitlements. By developing purely normative conceptions of human needs that fit the extant structure of rights and preferences, these theorists develop static accounts of human needs that fail to give the concept of needs any real significance in politics and political philosophy.' [51] Particular lists of needs are problematic because the assumption created is that once all the basic needs on the list are provided; all human beings will have equal freedoms and security as it relates to their rights and preferences. This assumption bypasses the differences that exist in the physical, moral and intellectual capacities possessed by individuals which enable people to access different

opportunities and rights under similar conditions. The author argues that if Hamilton's needs-based order could work in practice, it would allow for the needs of disabled learners in general and the needs of visually impaired learners in particular to be evaluated and met by the State in its capacity as guarantor of human needs. The focus would be on ensuring that visually impaired learners were educated considering their particular and general needs rather than requiring individuals to rely on their rights which may not necessarily give effect to fulfilling their needs.

Human needs often contradict each other, like the 'need' to consume paper which goes against the need to preserve the world's forests and combat global warming. The need to be socially included goes against the need to ensure that visually impaired learners receive education by trained teachers and are given adequate resources and assistive devices. If we consider the importance of the right to equality, unfair discrimination and basic education in light of the reality as found by this study (refer to chapters 6 and 7) that educators are not trained for inclusive education and hence are unprepared to accommodate disabled learners in mainstream schools. It can be seen that by meeting one individual need, another need of that individual might go unmet or become distorted. Hence, the author argues that the problem of rights being limited and given priority over other rights will still exist within a needs-based Constitution. Needs too will have to be limited, prioritised and evaluated based on the discretion of an all powerful State and the trajectory of needs.

All felt needs are not necessarily justifiable needs and have the potential to contradict each other. For example, a persons need to smoke tobacco, conflicts with the need for him or her to live a long, healthy life. Consequently, all needs are not necessary for human functioning. Therefore the reasons why persons have certain needs may differ from each other. For example, John might need private transport because he hates being driven by someone else, whilst Jane might need private transport because she is disabled and public transport is not easily accessible to her. Similarly, while Mary might need a

facilitator to assist her with mathematics, Jim might need a facilitator to assist him with his social skills.

Hamilton argues that 'the state of needs would be a constant participant in the disclosure and evaluation of needs, interests, institutions and need trajectories and simultaneously the agency that ultimately decides when and how to act on the extant information in order to transform institutions and role matrices, choose trajectories, prioritise needs, and allocate resources in line with these choices and priorities.'[52] Procedures and goals relating to need disclosure would have to be developed with the state of needs continuously transforming to keep in line with these goals and procedures. Despite the fact that the individual is the final judge and jury with regard to evaluating needs and true interests, [53] institutional changes, prioritisation of different needs, and need trajectories are ultimately coercively determined by the state of needs. It must be borne in mind that in order for the state of needs to have legitimate control of need trajectories, priorities and institutional change, certain participative procedures must be followed involving the full participation of citizens. [54]

It is evident that Hamilton places too much power and responsibility with the State. It appears that he believes a State with Athenian democratic characteristics, which allows for some sort of direct participation of citizens in the State, can succeed. Allowing a State to have such unfettered discretion of need evaluation and need trajectory will certainly limit individual freedoms. Moreover, whose needs will be prioritised? This will again result in inevitable policy trade-offs in a society with limited resources. Hamilton does not deal with the situation of people who are unable to participate in the evaluation of their needs, or do not want to. What happens to such persons? Will their needs be ignored? This sort of approach seems to lack practical enforcement. Although, Hamilton speaks of there being no hierarchy of particular needs, he speaks of three categories of needs which are hierarchically arranged. This is very similar to the case of first and second generation rights, with certain rights taking priority over others or being limited.

Under a state of needs, there would be a needs-based as opposed to a rights-based constitution. Hamilton argues that the rights-based constitution does not allow for democratic participative procedures, which the needs-based constitution succeeds in providing. He argues that individuals in liberal constitutional democracies are trapped in 'an iron cage of rights' which is locked within historical institutions ignoring contextual needs and true interests. A needs-based constitution 'is a constitution in the sense of an established, constantly re-assessed and dynamic institution whose procedures are directed at responding to needs;… a needs-based constitution involves the construction of a set of safeguards for individual political participation in the periodic evaluation of true interests and need trajectories.' [55]

If Hamilton's needs-based approach had to be adopted in South Africa, inclusive education for disabled learners would not be prioritised very highly according to the trajectory of needs. In South Africa, the State has to consider and evaluate a wide array of needs. South Africa has a large poverty-stricken population where issues of adequate housing facilities, increased social grants and high unemployment rates qualify as being vital needs. The need for disabled learners and students to be educated in inclusive educational environments would be categorised as a social or agency need. The responsibility to evaluate and meet the needs of disabled learners and students would then lie with education institutions such as schools and universities. Thus, the State in its evaluation of needs will have to ensure that all vital needs of its citizens are met. Social and agency needs will depend on the severity of the needs and the available resources. Hence, the implementation of inclusive education within a needs-based framework will run into similar policy trade-off complexities as is occurring now within a social-rights order.

If social institutions such as schools had to follow Hamilton's 'Needs-Based' approach, a methodology would be required to evaluate and assess what needs exist for particular learners. This must be a holistic assessment and not only based on the educational or curricular needs of the learner. The aim

should be to ensure a healthy overall development of the learner who can function effectively in society. Once these assessments of needs are made, an analysis of how these needs can be met while the learner is at school must be conducted. Here too, just like the rights-based approach, considerations of limited financial, human and technological resources, and policy trade-offs cannot be ignored.

Although Hamilton's hierarchical trajectory of needs will not serve the interests and opportunities of disabled learners as it will not be a priority of the State. The needs based model proposed by Hamilton has some relevance as what is needed by this group of learners is not a variety of rights which are difficult to enforce, but rather a needs based system which ensures evaluation, assessment, analysis and effective delivery to accommodate their different needs. The needs based approach realises that persons are different and thus needs can be universal or particular in nature. The problem however, with Hamilton's needs-based approach, is one of operationalisation. It seems that a needs-based approach would prove the philosophy of Jean Jacques Rousseau, "man is born free but is everywhere in chains", as the State will be the ultimate authority to determine need priority and need trajectory. The Lockean philosophy of minimal State intervention would not be closely aligned to Hamilton's needs-based approach. Further, the way primary and social goods are distributed would be determined by the discretion of the State, hence, limiting individual "freedom".

3.7. THE CAPABILITIES APPROACH

Issues of discrimination, segregation and unfair treatment are directly related to questions of justice. The debate on what constitutes a just and well-ordered society has taken on a distinctively modern shape since the 17th century by social contract theorists like Thomas Hobbes, John Locke, and Jean Jacques Rousseau. It was believed that individuals as equals entered into a social contract whereby they agreed to give up their freedom to be ruled by a sovereign state. It was suggested that the reasons individuals enter into the

social contract was to protect themselves from each other as a result of human nature and scarce resources. It should be noted that for Hobbes and Locke, people were seen as being equal in body and mind, i.e. rough equals, and they did not consider the existence and role of persons with impairments in the social contract. [56]

John Rawls is arguably the most prominent theorist of distributive justice in the 20th century. In 'A Theory of Justice', Rawls aimed at providing a theory of justice as fairness that would determine the way in which primary goods should be distributed in society. He viewed his theory of justice as fairness as being able to address problems that doctrines such as utilitarianism and Kantian constructivism could not.[57] 'Justice as fairness' may be viewed as merely another reasonable comprehensive, doctrine in competition with other reasonable doctrines. Rawls used the Hobbesian, and especially Lockean and Kantian social contract as a platform from which to 'jump-start' his theory, although Rawls himself argues that this portrayal is a mere 'convenience.'[58] The hypothetical state of nature and the free and equal natural human condition expressed by Lockean modern liberals, and the Kantian demonstration of autonomous practical rationality and the moral construction of the categorical imperative can be compared, in game-theoretic fashion, to Rawls's original position and the veil of ignorance, with the negotiators behind the veil acting in accordance with the requirements of 'neutral,' practical rationality. [59]

Rawls focuses on the nature and role of the liberal state, making it responsible for guaranteeing social justice. In particular, he focuses on the way in which primary social goods including, liberty and opportunity, income and wealth, and the basis of self-respect should be distributed in society. This distribution he argues should be done in accordance with two principles of justice, the first being equal liberty for all, and the second being the difference principle where inequalities are allowed to exist only if they are to the benefit of the worst off persons in a society based on equal opportunities. Hence, according to Rawls's "difference principle", it would be quite "fair" for more resources to be expended on persons with disabilities, as disabled persons are one of the groups who are the worst off members in society. According to Rawls, funding for inclusive

education would be prioritized as it would be for the benefit of the worst off members in society, and would be promoting equal opportunities. Due to the formulation of the difference principle, 'Rawls's A Theory of Justice' has been both criticised and defended as a philosophical foundation of the liberal democratic welfare state. Rawls believes that these two principles will be arrived at by citizens through a procedural rather than a substantive construction. It is this procedural construction that has come under the spotlight and has been criticised as being flawed and a mere ideal. [60]

Martha Nussbaum in her book 'Nationality, Disability and Species Membership' displays her admiration for Rawls's theory, but simultaneously points out the flaws within it. 'Theories of social justice must also be responsive to the world and its most urgent problems, and must be open to changes in their formulations and even in their structures in response to a new problem or to an old one that has been culpably ignored.' [61] A key problem, Nussbaum believes, is the need to do justice to people who have physical and mental impairments. The problem she argues is one of justice in that persons with disabilities are generally not treated as equal citizens, particularly in the realm of education, health care and politics.

Nussbaum argues that the unequal treatment and exclusion of persons with disabilities is visible in Rawls's justice as fairness. Rawls believes that citizens in the original position will choose two principles of justice for their mutual advantage. He argues that these two principles are the only principles that are consistent with the central tenets of a reasonable multi-cultural democratic society. Nussbaum, however, argues that Rawls incorrectly excludes persons with disabilities from participating in the original position. They are not seen as equal citizens and have no say in the contents of the principles chosen in the original position. Their rights, choices and concerns would only be dealt with and come to the fore after the principles of justice were already chosen by able bodied citizens in the original position. [62] She argues that this is a serious problem that 'requires a new way of thinking about who the citizen is and a new analysis of the purpose of social cooperation (one not focused on mutual advantage), and because it also requires emphasising the importance of care as

a social primary good; it seems likely that facing it well will require not simply a new application of the old theories, but a reshaping of theoretical structures themselves.'[63] However, the author argues that there is a likelihood that a rational bargainer behind the 'veil of ignorance' would contemplate the possibility that s/he might be significantly disabled once the 'veil' is lifted. Hence, there is a distinct possibility that Nussbaum's critique of Rawls misses the point.

Nussbaum does not agree with Rawls that individuals in the original position decide on the two principles of justice simply for their mutual advantage to gain wealth and income, but, believes that there is much more to what motivates people to create a just and decent society, such as the love and care they have for others. The question begged then is: what arrangements, policies and principles will constitute a just and decent society? Nussbaum argues, 'a decent society will organise public space, public education, and other relevant areas of public policy to support such lives and fully include them, giving the caregivers all the capabilities on our list, and the disabled as many of them, and as fully, as is possible.' [64]

An inclusive education policy would be in accordance with Nussbaum's capabilities approach. The rationale behind the policy would not be because of the protection of entrenched rights or the meeting of needs, but because care would be a social good and hence all those persons with disabilities must be uplifted to meet their potential, so that they can lead equal and full lives. According to this approach, disabled children must be treated with human dignity and equally to other human beings. Hence, they would need to be taught in inclusive schools which would provide them with all the support and resources they required to raise their capability threshold to that of their sighted colleagues.

The obvious subsequent enquiry would be: why would citizens agree to support the promotion, development and provision of capabilities of persons with disabilities and their caregivers? For Rawls, citizens only agree to principles which result in them gaining some sort of economic or self-interested advantage. [65] Clearly if this is the case, Nussbaum's 'decent and just' society will

never materialise. Nussbaum argues that citizens agreeing to make care one of the primary social goods in society 'can only be out of our attachment to justice and our love of others, our sense that our lives are intertwined with theirs and that we share ends with them.' [66] The author argues that this perception of Nussbaum is very naive. If the capabilities approach is to be implemented practically, it would have to be accepted that all human beings have a natural loving, compassionate and caring disposition. Hence, the foundation of Nussbaum's theory lies with a certain presumption of human nature and predispositions. This would be very similar to Hobbesian theory, in so far as Hobbes characterises human beings as having natural predispositions, but not to love and compassion but to aggression and selfishness.

Nussbaum's capabilities approach overlaps with another sort of contractarianism which is based on Kantian ethics and the "moral conception of the good" rather than on mutual advantage. Nussbaum argues that her capabilities approach, unlike other contractarian and Rawlsian theories, manages to solve the problems of the injustice and unfair and unequal treatment of people with disabilities. She argues that the capabilities approach is a species of the human rights approach. All human beings should be treated equally because of the fact that we are human with certain social entitlements. Nussbaum has used the capabilities approach to 'provide the philosophical underpinning for an account of core human entitlements that should be respected and implemented by governments of all nations, as a bare minimum of what respect for human dignity requires.' [67]

Nussbaum's approach focuses on human capabilities, that is, 'what people are actually able to do and to be, in a way informed by an intuitive idea of a life that is worthy of the dignity of the human being.' [68] She identifies a central list of ten human capabilities which are fundamental in the idea of a life worthy of human dignity. [69] It should be noted that this list is open-ended and is not exhaustive and could be modified to include other political values. These capabilities should be pursued for all individuals as all human beings are ends in themselves. Each capability has a threshold level 'beneath which it is held that truly human functioning is not available to citizens; the social goal should be understood in

terms of getting citizens above this capability threshold.' [70] This prescribed list is viewed as a source of political principles to suit the needs of a diverse, pluralistic society.

The capabilities approach, Nussbaum argues, is a political conception free of a metaphysical basis. This list of ten capabilities forms the basis of political principles which gives meaning to what constitutes a quality life characterised by human dignity. 'A society that does not guarantee these to all its citizens, at some appropriate threshold level, falls short of being a fully just society, whatever its level of opulence. And although in practical terms priorities may have to be set temporarily, the capabilities are understood as both mutually supportive and are all of central relevance to social justice. Thus a society that neglects one of them to promote the others has short-changed its citizens, and there is a 'failure of justice' in the short-changing.' [71]

Currently the list of Nussbaum's human capabilities / social entitlements is as follows:

> '1. Life; 2. Bodily Health; 3. Bodily integrity; 4. Senses, imagination and thought. Being able to use the senses, to imagine, think, and reason – and to do these things in a "truly human" way informed and cultivated by an adequate education, including, but by no means limited to, literacy and basic mathematical and scientific training..; 5. Emotions; 6. Practical reason; 7. Affiliation; 8. Other species; 9. Play; and 10. Control over one's environment.' [72]

She argues that if any one of these capabilities is not met, then such a life is not one that gives effect to human dignity. Nussbaum argues that citizens will agree to such a list despite diversity and pluralism. The approach she argues for is, in this way, similar to the international human rights approach.

It has been proven time and again that persons with impairments are capable of performing many tasks and achieving various goals. This, more often than not, has surprised able-bodied people who entertain misconceptions of what persons with impairments can and cannot achieve. For example, in the past the

fact that blind persons would actually be successful in tertiary education or play sport such as cricket and adapted soccer was unheard off and seen as being impossible. Due to these misconceptions it was easy for society to refrain from redesigning the public space to accommodate the needs of persons with physical impairments. This created a situation of dependency of the disabled person on the help of other able bodied people (caregivers), which was later demonstrated as being unnecessary, stifling and unfair. [73] Nussbaum maintains that persons with disabilities must be given equal opportunities in a society that provides an environment conducive for disabled people to develop and achieve their capabilities.

She emphasises that persons with disabilities should be recognised as individuals and not categorised as being a different type of human being. On this basis, it is not just or fair to have different capabilities for different types of people due to their impairments. Instead, all citizens should be treated alike without attached stigmas based on the impairments they have. Erving Goffman's work on 'Social Stigma' illustrates how persons with impairments are denied their individuality as people treat them according to the type of disability they have, rather than as an ordinary human being. [74] They should not be treated as a different 'species' because of the characteristics of their impairments. Some capabilities might not be attainable for persons with disabilities; however, this does not mean that they are different from, or less human than other human beings, even though they may need to be "treated" differently. The list of capabilities outlines what is good and important for human beings. If society can help people overcome their impairments to attain these capabilities, any decent society will be obliged - despite expense - to assist with providing the necessary accommodations. [75] For Nussbaum, how resources are distributed is not the determining factor of what constitutes social justice. 'Resources are an inadequate index of well-being because human beings have varying needs for resources and also varying abilities to convert resources into functions. Thus two people with similar quantities of resources may actually differ greatly in the ways that matter most for social justice.' [76]

The moment we allow a different list of capabilities with a different threshold for people with impairments, we are excluding them at the outset so that society can avoid meeting possibly difficult and expensive social goals. Attaining the central list of capabilities of all citizens despite impairment or expenditure must be society's dominant political priority. 'Strategically, the right course seems to be to harp on the single list as a set of non-negotiable social entitlements, to work tirelessly to bring all children with disabilities up to the same threshold of capability that we set for other citizens. Treatments and programs should indeed be individualised, as indeed they ought to be for all children.' [77]

If Nussbaum's capabilities approach had to be adopted in South Africa for inclusive education for disabled children, all disabled learners and students would reach their highest potential. The state would be required to ensure that all disabled children receive an education that enables them to be all they can be, which would involve providing them with all the resources they require, irrespective of what those resources cost. The focus would be on making sure that all disabled learners received a quality life with societal investment free from neglect, isolation and missed opportunities.

However, there are immense practical problems with the capabilities approach in developing countries. In South Africa, where there is a diversity of disadvantaged groups, it is highly unlikely that policy trade-offs can be avoided favouring the needs and upholding the rights/entitlements of some to the detriment of others. South Africa still has many vulnerable groups, which extend not only to persons with disabilities, but persons who were discriminated against on the grounds of race, gender and class. All these groups are looking to receive resources to develop their human capabilities to live better quality lives. In South Africa, the Government is faced not only with providing inclusive environments for a minority group of disabled learners and students, but also with providing a quality inclusive education for other disadvantaged groups. It should also be noted that education is just one of the rights and opportunities for which resources are required, resulting in a political/socio-economic dilemma for Governments in countries like South Africa.

3.8. ANALYSIS AND CONCLUSION

The capabilities approach proposed by Nussbaum would be suited to inclusive education policy and practice. Increasing the capability threshold of persons with disabilities would be the responsibility of society as a whole. Society would have the obligation to provide children with disabilities the best possible inclusive education system to enhance their capabilities and to afford them human dignity. These provisions would have to be made despite the cost implications involved. It seems like the capabilities approach was constructed with rich "first world" countries in mind. It is clear under-developed and developing societies like South Africa which have competing claimants for limited resources will not be able to ignore factors such as unlimited expenditure for enhancing the capabilities of a minority group of the population. Further, in light of past trends in South Africa, relying merely on the love that citizens have for each other and their moral conception of the good for them to consent to allow unlimited resources to be expended on uplifting the capabilities of disabled persons is arguably an unlikely and inconceivable notion.

Hamilton's needs-based approach has the advantage of enabling the needs of individuals to be met as they arise, rather than merely focusing on rights framed in a Constitution that become abstract, unenforceable and obsolete over time. Inclusive education would not be seen as a need that should be given priority but would have to be evaluated by the state, and schools would have the responsibility to address the needs of all individuals. According to Hamilton's needs-based approach, it would be senseless to hold on to the right of inclusive education if it does not serve the needs of the individuals concerned. The problem again with the needs-based approach is the unwieldy power of evaluation given to the State and also the fact that a society like South Africa with human and capital resources at a premium, and the need for society to optimise the utilisation of its resources within a global political arena, certain needs will go unmet. Resources will still be limited and therefore certain needs will take priority over others.

As mentioned above, South Africa has embraced inclusive education and has done so due to the influence of the social model of disability and its rights based constitution. Government has recognised that society has to change to accommodate the rights of persons with disabilities. Disabled persons have the right as outlined in the Constitution to a basic education like all other citizens and not to be discriminated against and marginalised because of their disability. The SASA provides for non-discrimination of learners on the grounds of disability. However, despite the existence of this right, there are no practical measures in place to ensure that if disabled children do exercise their right to go to mainstream schools, they would actually receive a "quality education", i.e. (that their particular educational needs will be met). There is little sense in the physical inclusion of disabled children in the classroom, if they don't have appropriate access to the curriculum.

Presently the only legislation that confers actual legal rights on individuals with disabilities as regards education is the Constitution, the Prevention of Unfair Discrimination and the Promotion of Equality Act and the SASA. There are other policy documents in place which do not provide legally enforceable rights in the interim, i.e. the INDS and EWP6. Until legislation is drafted to deal specifically with the educational rights of disabled learners and students, to enable them to practically legally enforce their rights, the claim that the social rights approach is promoting inclusionary practices in South Africa is illusory. Note: policies do not infer legal rights on individuals, but are mere guiding principles of how Government should approach particular areas of concern.

If South Africa had a utopian/ideal society where, resources were unlimited, personnel were skilled and capacitated, rights were easily enforceable by the poor and illiterate; the socio-political historical context did not have traces of all types of discrimination and diverse interests; policy trade offs were not necessary; the rights, needs and capabilities of all people were met, inclusive education would work magnificently. Utopian thinking certainly allows us the latitude to imagine and create an ideal political, social, economical, cultural, historical context within society. In such an imaginary society, all practical problems are presumed to be non-existent and inclusive education would be

effectively implemented under either the rights, needs or capabilities approaches.

It must be noted that inclusive education has some success in several "first world" countries, where the human rights approach is adopted. Political will is translated into law and the judiciary plays an active role to ensure that rights are protected and promoted. Those countries have capital and infrastructural resources, and competent human resources and capacity in their favour. They have also had decades to develop techniques and strategies for effective implementation. It may be concluded that the human rights discourse has the most favour within a global normative framework. This often results in certain "developing" and "under-developed" countries merely having normative wish lists of rights and policies, which they struggle to implement effectively in practice.

END NOTES

1 . Hooker R, 1996, page 1, at: http://www.wsu.edu/~dee/GLOSSARY/DIVRIGHT.HTM ;

2 . Giddens A, 1991, page 14;

3 . Ibid, page 198;

4 . Ibid, page 134;

5 . Wikipedia 2004, at: http://en.wikipedia.org/wiki/Anthony_Giddens ,page 6, (accessed on 31 May 2007);

6 . Giddens A, 1991, page 214;

7 . Valentin Hauy toward the end of 1784, opened the worlds first school for blind children in Paris. Louis Braille School at:

http://louisBrailleschool.org/resources/louis-Braille/valentin-hauy/ © 1996-2007 (accessed on 31 May 2007) and Cubberley

E.P, 2004, page 526, "interest in the education of the blind was awakened later by exhibiting the pupils trained. The first book for the

blind was printed in Paris, in 1786. … The first kindergarten for the blind was established in Germany, in 1861. In South Africa, the

Pioneer School for the blind in Worcester, in the Western Cape, was the first school for the blind in South Africa, and was established in

1881 as the Institute for the Blind and Deaf;

8 . Wikipedia 2004 at http://en.wikipedia.org/wiki/Anthony_Giddens ,page 3, (accessed on 31 May 2007);

9 . Christensen C, and Rizvi F, 1996, pages 9 - 10;

10. Ibid page 9;

11. Ibid, page 5;

12. Ibid, page 10;

13. Ibid;

14. Low C, 2006, page 5;

15. Low C, 2001, page 5;

16. Ibid, page 6;

17. Ibid;

18. Ibid;

19. Low C, 2006, page 5;

20. Office of the Deputy President, White paper on an Integrated National Disability Strategy, November, 1997, page 10;

21. Gordon A, 1975, page 29;

22. Office of the Deputy President, White paper on an Integrated National Disability Strategy, November, 1997, page 11;

23. Low C, 2001, page 6;

24. Ibid;

25. Engelbrecht P, et al, 1999, page 27;

26. Hegarty S, et al, 1981, page 19;

27. Christensen C, and Rizvi F, 1996, page 5;

28. Low C, 2006, page 5;

29. Low C, 2001, page 10;

30. Low C, 2006, page 6;

31. Low C, 2001, page 10;

32. Ibid, page 12;

33. Christensen C, and Rizvi F, 1996, page 9;

34. Office of the Deputy President, White paper on an Integrated National Disability Strategy, November, 1997, page 10;

35. Hamilton L.A, 2003, page 2;

36. Low C, 2001, page 11;

37. Hamilton L.A, 2003, page 3;

38. Ibid, page 6;

39. Ibid, page 7;

40. Low C, 2006, pages 2 - 3;

41. Hamilton L.A, 2003, page 1;

42. Ibid, page 20;

43. Ibid, page 13;

44. Ibid, page 15;

45. Ibid, page 12;

46. Ibid, page 24;

47. Ibid, pages 37 – 38;

48. As the State would be required to develop agency needs, which in this case would be the particular educational needs of the visually impaired learner population, the focus of the State and its institutions will be on evaluating whether the educational needs of visually impaired children are being developed in terms of learner support, technological and other assistive devices, access to the curriculum etc. The evaluation will not be on how much closer the State is getting towards its goal of implementing a particular system, eg, an inclusive education system, but on whether the educational/agency need at the various schools is being developed;

49. Hamilton L.A, 2003, page 18;

50. Ibid, page 151;

51. Ibid, page 50;

52. Ibid, page 134;

53. Ibid, Page 88, A person's true interests have no connection to their wants. "A better way of conceiving interests is in terms of needs. Something is in an individual's interest if it meets one of his needs or is constitutive of the resources or means to meeting these needs… Unlike vital and agency needs, I claim that the concept of "true interest" is best employed if restricted to a particular issue at a particular time and understood substantively in terms of vital and

agency needs.' For example, if an agency need of disabled people is to receive well paying employment for a livelihood, then it is a true interest of disabled persons to receive an appropriate education;

54. Ibid, page 173;

55. Ibid, page 157;

56. Nussbaum M.C, 2006, pages 11 and 42;

57. Sukhraj P, 2002, page 4;

58. Ibid;

59. Ibid;

60. Ibid, page 5;

61. Nussbaum M.C, 2006, page 1;

62. Ibid, page 16;

63. Ibid, page 2;

64. Ibid, page 222;

65. Ibid, page 3;

66. Ibid, page 222;

67. Ibid, page 70;

68. Ibid;

69. Ibid, page 75;

70. Ibid, page 71;

71. Ibid, page 75;

72. Ibid, pages 76 - 77;

73. Ibid, pages 100 - 101;

74. Ibid, page 191;

75. Ibid, page 190;

76. Ibid, page 75;

77. Ibid, page 190.

CHAPTER 4

RESEARCH METHODOLOGY

4.1. INTRODUCTION

This chapter addresses the research methodology deployed in the collection of data. It sets out the rationale behind the selected methodology. The manner in which the various research tools were used, and the nature of the research process is included in the discussion. The discussion also provides an outline of the relevant research questions and addresses the reliability of the research.

Traditionally, in the field of education, research has been categorised as being either basic or applied. These two categories of research are interlinked and not opposed to each other. [1]

> 'Basic research is represented as adding to our general knowledge with little or no concern for the immediate application of the knowledge produced. Applied research efforts are those which seek findings that can be used directly to make practical decisions about, or improvements in, programs and practices to bring about change with more immediacy.' [2]

This study falls mainly into the category of applied research. As the move towards inclusive education practices is imminent, the findings in the research may help to bring about improvements and changes to the program. Applied research is related to 'the practical' and has a broad audience, including, teachers, lecturers, learners, students, parents and officials from Government and NGOs. The study includes evaluation and policy research, which is a sub-category of applied research. 'The emphasis is on telling what happened from

many points of view and on the unanticipated as well as the hoped for consequences of the intervention.' [3]

In total, 195 respondents participated in this research. A detailed discussion on why particular respondents were chosen, the rationale of the size of the sample, and the research design can be found in section 4.3.4 below. The respondents selected to participate in the research included principals of five special schools for the visually impaired, three field test FSSs, three field test SSRCs and three mainstream schools that enrolled visually impaired learners. Teachers from five special schools and six mainstream schools, NGO and DOE officials, visually impaired adults and visually impaired learners were also selected as respondents. The research findings relating to the inclusive practices and policies at schools are discussed in Chapter 6.

The respondents selected to participate in this study also included coordinators of DUs based at seven tertiary institutions in South Africa. The tertiary institutions selected were the University of the Witwatersrand (Wits), University of Kwa-Zulu Natal (UKZN) Howard College Campus, University of Cape Town (UCT), University of the Western Cape (UWC), University of Limpopo, University of Venda (Univen) and the Cape University of Technology. The results of the research conducted in these tertiary institutions are discussed in Chapter 9, which consists of the discussion of the experiences and challenges faced by tertiary institutions in their efforts to become more inclusive. An interview was also held with the CHE to ascertain its role in the move towards more inclusive tertiary education environments. Interviews were also held with ten visually impaired students, of which four were developed into case studies to highlight their experiences and the challenges in the tertiary education sector.

4.2. RESEARCH QUESTIONS

Based on the extensive research conducted, the following are the key questions raised in this study:

(i)   To what extent is legislation and gazetted policies in South Africa consistent with the development of an inclusive education system in schools and tertiary institutions?

(ii)   To what extent has the National DOE implemented inclusive education practices in schools across the country, and are they working within the prescribed timeframes as outlined in the relevant policy and legislative documents?

(iii)   What is required to ensure that the inclusion of persons with visual disabilities into mainstream schools provides them with a supportive educational environment where their specialised needs are not neglected?

(iv)   What are the experiences of learners in the Special and mainstream schooling system?

(v)   What factors inhibit the implementation of the policies and legislation?

(vi)   To what extent have tertiary institutions across the country implemented inclusive practices to accommodate and support students with visual impairments?

(vii)   What is required to ensure that students with visual impairments attending tertiary institutions are included and supported in the environment, social and academic life on campus?

(viii) What are the experiences of visually impaired students attending tertiary institutions?

(ix)   How do civil servants and other key role players like teachers, principals, lecturers and coordinators feel about the inclusive education policy, in relation to the following aspects:

a) the state and stage of implementation of the policy;

b) the problems that hinder implementation;

c) their attitudes and perceptions towards the inclusive education system; and

d) their suggestions and ideas about how the challenges to inclusion can be met.

4.3. RESEARCH METHODOLOGY

4.3.1. Qualitative and Quantitative Research Methodology

The research methodology deployed in this study was qualitative. Qualitative research methods are an interpretative science and involve minimum quantitative measurement, standardisation and mathematics. [4] Unlike quantitative methodology which involves deduction and predictability, qualitative methods are inductive and interpretive. Quantitative methodology places great importance on experimentation and statistics whilst qualitative methods recognise the role of the researcher as an instrument, data collector and as a data processor.

Smit asserts that qualitative research has a 'naturalistic' character and assumes that social reality is constructed by individuals and the society they live in. [5] Thus, feelings, perceptions, opinions and attitudes of human subjects are vital in qualitative research methods. 'Of course, any good qualitative study, no matter how theoretical, contains rich descriptive data: people's own written or spoken words, their artifacts, and their observable activities.' [6] Quantitative research methods, on the other hand, hold that assumptions about the realities of the world must be deduced through logic and "objectivity" and not subjective beliefs and feelings. In qualitative research 'the data collected has been termed soft, that is, rich in description of people, places,

and conversations, and not easily handled by statistical procedures.' [7] However, quantitative research is by no means superior to qualitative research. [8] In fact, although these methods may seem to be in conflict with each other, 'these differences are mainly ones of style and specific technique. Most research does not fit clearly into one category – qualitative or quantitative. The best often combines features of each.' [9]

The object of qualitative research methods is to understand social phenomena through the responses of the selected respondents participating in the research. Qualitative research methods focuses on understanding the subjects and the data collected, whilst quantitative methods aim at testing hypotheses, making causal connections and generalisations. 'As a qualitative researcher planning to develop some kind of theory about what you have been studying, the direction you will travel comes after you have been collecting the data, after you have spent time with your subjects. You are not putting together a puzzle whose picture you already know. You are constructing a picture that takes shape as you collect and examine the parts.' [10]

Documentary sources, interviews, questionnaires and case studies are examples of qualitative research method techniques. Qualitative research techniques allow the researcher to interact and keep close links with the participants in the study. These data collection techniques develop context-bound generalisations and not universal context-free generalisations which are developed by quantitative research techniques. While the researcher remains largely detached from the research in quantitative data gathering techniques, the researcher is very involved in the research as his/her principles and values play a role in the conclusions reached and the reality constructed. Quantitative research methods are more fixed and mechanical in nature. [11] The researcher has to follow certain steps and processes to the letter in order for the research findings to be recognised as legitimate. Qualitative research methodology and techniques allow greater flexibility and latitude in the research process.

A number of qualitative case studies were included in this research. Case study research of this kind is qualitative, as the researcher has no direct control of the variables. 'In experiments, the researcher creates the case(s) studied, whereas case study researchers construct cases out of naturally occurring social situations.'[12] Case studies have implications for the type of data collected and the analysis of such data. Data collected is usually unstructured and requires qualitative analysis. Generalisations and theoretical inferences are not the key objectives of the case study approach. Rather, its aim is to emphasise the uniqueness of individual cases allowing for information to be revealed and explained. While quantification of data is a priority in quantitative research methods such as conducting surveys and experiments, it is not a priority in case study research and qualitative analysis.

Case studies enabled the researcher to describe the situations and experiences of various individuals and institutions. 'Although researchers in descriptive studies may try to lead readers to certain conclusions by virtue of what they choose to report and how they report it, readers are free to come to their own interpretations and draw their own generalisations.'[13] When a researcher adopts a case study approach, he/she can choose to examine an individual case or even just a few cases. 'Other things being equal the fewer cases investigated, the more information can be collected about each of them.'[14] Although the number of cases investigated and the amount of information gathered are key features in the case study approach, they are not the sole determinants of case study research in the social sciences. Case study research can take many forms since:

    (i)   there is no specified number of cases that need to be studied in a particular research project;

    (ii) the researcher can choose how much detail needs to be incorporated into the case study;

    (iii) the researcher can choose to do a comparative study between the case studies investigated instead of just giving a rendition of information.

'Qualitative research is frequently called naturalistic because the researcher frequents places where the events he or she is interested in naturally occur. And the data is gathered by people engaging in natural behavior, talking, visiting, looking, eating and so on.' [15] This research was conducted in schools and tertiary institutions which was the natural environment of the subjects. No artificial constructions of environments were required. Due to the large number of persons involved in, and affected by the policy, several different respondents answered questionnaires and participated in interviews and a focus group discussion. A sample was, however, used for the different categories of respondents. This made the research manageable in practical terms, and enabled the researcher to gain in-depth information on the experience, feelings and perceptions of the respondents.

4.3.2. Rationale

'Although we question whether qualitative methods lend themselves to verification and testing, we find the logic behind both grounded theory and analytic induction useful in analysing qualitative data.'[16] Qualitative analytical and empirical methods were appropriate in this study as they were able to extract valuable information relevant to the research. The researcher felt that qualitative techniques such as documentary sources, questionnaires, focus groups, interviews and case studies were the best tools to facilitate the research process. This was because in-depth insight regarding the perceptions, opinions, attitudes, experiences and views of people who had key roles, rights and responsibilities were required rather than statistical correlations. In qualitative research, 'the researcher is bent on understanding, in considerable detail, how people such as teachers, principals, and students think and how they came to develop the perspectives they hold. This goal often leads the researcher to spend considerable time with subjects in their own environments, asking open ended questions such as what is a typical day like for you?' or 'what do you like best about your work?' and recording their responses.' [17]

The purpose of the research was not to test a particular hypothesis, but rather to understand, describe and help provide solutions to the problems experienced by the key role players, namely, visually impaired learners and students, and educators and lecturers in their efforts to bring about an inclusive educational environment. 'Qualitative researchers set up strategies and procedures to enable them to consider experiences from the informants' perspectives. For some, the process of doing qualitative research can be characterised as a dialogue or interplay between researchers and their subjects.' [18] This has implications for the robustness of the research findings, as respondents are focused on their personal experiences and their problems surrounding inclusive education.

Although in many instances questionnaires were used instead of interviews, the aim of the questionnaires was not to acquire statistical data, but to ascertain and understand the views, perceptions, experiences and opinions of the respondents. The questionnaires used are attached to this thesis as appendices. 'Qualitative researchers in education can continually be found asking questions of the people they are learning from to discover 'what they are experiencing, how they interpret their experiences, and how they themselves structure the social world in which they live.' [19] The research aimed to acquire information on the progress of implementation of inclusive education legislation and policies.

4.3.3. Data Collection Plan

The data collected was obtained verbally through the medium of a focus group discussion, interviews, written responses by means of questionnaires, and by way of documentary sources including newspaper articles, journals, unpublished papers, books and electronic full text articles, legislation and policies. The researcher used these techniques of data collection inter-changeably. The method of data collection used was dependant on the particular group of respondents targeted, and the practicalities of the method used in the circumstances. Interviews were held instead of questionnaires,

when the researcher required the experiences and feelings of the respondents to be adequately explored and captured, rather than just being reported in a sentence or two. [20]

The researcher did a large amount of preparatory work prior to the administration and conducting of the questionnaires and interviews. The questions for the questionnaires and interviews were formulated prior to their administration. Dates for the various interviews had to be planned, scheduled and confirmed. Permission had to be attained from principals for learners and educators to answer questionnaires. Venues had to be secured, especially in cases where questionnaires were answered by large groups of respondents. In the case of interviews, tape recording equipment had to be acquired and checked to ensure that it was in working condition. The researcher gave a brief explanation on what the research was about, including its aims and objectives, with guidelines on how the interview would proceed. In the case of questionnaires, the researcher included, at the top of the questionnaire, guidelines on how the questionnaire should be answered. Questionnaires and interviews were administered and conducted from May 2005 to March 2006. The reason the research in the field stretched over a period of eleven months was because the researcher used a judgment sample, incorporated four provinces and included an investigation of schools as well as tertiary education institutions. The non-availability of respondents also contributed to the process extending over a prolonged time period.

Aside from one focus group discussion, interviews were not scheduled as focus group interviews, but rather as one on one discussions. This allowed for the respondents being interviewed to be relaxed and to maintain their anonymity. All interviews were facilitated by the researcher to ensure that the interview had some direction and questions were tailored to answer the research questions to expedite the research process. [21] 'Qualitative interviews offer the interviewer considerable latitude to pursue a range of topics and offer the subject a chance to shape the content of the interview.' [22] The interview was semi-structured which gave both the interviewer and interviewee some latitude and encouraged a discursive environment. This allowed respondents

the freedom to develop ideas and speak more widely on the issues. [23] Although there was a set of prepared questions, the researcher was flexible as regards the order in which questions were considered. Questions were open ended and invited discussion of experiences, ideas, opinions, suggestions and comments from the respondents. [24] The researcher encouraged responses by asking direct and follow-up questions. Thus, the interview method was unrestrictive and allowed the acquisition of large amounts of information. It gave the researcher the freedom to immediately ask any follow up questions that arose, and ensured clarity of issues. Ten transcripts of interviews are attached to this thesis as appendices.

One-on-one interviews were held with 29 respondents. Interviews held with the principals of the three pairs of field test schools, the principals of the three mainstream schools which had enrolled visually impaired learners, an official from an NGO and the four visually impaired students at tertiary institutions were developed into 14 case studies. [25] The reason for using case studies was to describe the practical everyday situations and experiences of the respondents. Robert Stake argues that 'case studies can have general relevance even though they may not provide a sound basis for scientific generalisation of a conventional kind. Moreover, he suggests that if research is to be of value to people, it needs to be framed in the same terms as the everyday experience through which they learn about the world first-hand.' [26]

The case studies helped bring the individual practical situations of the various respondents alive in the research and simultaneously brought into focus information that was not widely known. 'What is required of case study researchers is not that they provide generalisations but rather that they describe the case they have studied properly: in a way that captures its unique features.' [27] The case studies created an opportunity to pinpoint similarities and differences, highlight strengths and weaknesses of strategies, and to help formulate strategies for best practice as they relate to the inclusion of visually impaired learners and students in schools and tertiary institutions. 'More specifically, case study research produces "working hypotheses" that can be used in attempts to understand other cases. Lincoln

and Cuba argue that transferability of conclusions from one case to another is a function of the similarity, or 'fit', between the two.' [28]

The other 15 interviews were held with five principals of special schools for the visually impaired, two DOE officials, an official of the CHE, and seven coordinators/directors of DUs at tertiary institutions. These interviews were vital in that they assisted with obtaining information and the opinions of key role players directly involved in the implementation process. Their knowledge and everyday experience in the field made them experts in this area of focus.

Altogether 146 respondents answered questionnaires. These included educators at mainstream schools, educators at special schools for the visually impaired, and learners with visual impairments who were enrolled at special schools for the visually impaired. The main object of the questionnaires was to ascertain information as regards the experiences, perceptions, views, attitudes and knowledge of respondents in relation to their respective roles, obligations and rights in the inclusive education process. Where questions required a 'yes' or 'no' response, there was also an opportunity given to respondents to give reasons for their particular yes/no responses. Questionnaires were used instead of interviews as the questions were aimed at a large number of respondents in these categories and the responses required could be adequately dealt within the questionnaire itself. Certain questions were open ended whilst others were restrictive. The researcher determined the nature of the questions on the type of information and detail required in particular areas. The questionnaires also enabled the researcher to acquire a variety of responses from a large number of respondents.

Documentary sources are crucial in social research. They can be used alone or in conjunction with other methods of data collection. Legislation and policies were the primary documents relied upon in the research. International and national publications including books, journal articles and newspapers were also used in conjunction with certain unpublished dissertations, articles and papers. As the researcher is visually impaired, access to printed books and other print documentary sources was a time consuming process. Most

documentary sources were not in electronic or audio format and had to be converted by way of scanning or tape recording. Once the researcher had access to the relevant documentary sources, she extracted relevant and applicable information, and analysed its content.

4.3.4. Sampling Plan, Rationale, and Research Design

The nature and purpose of the study, the population being investigated, the number of variables being analysed and the kind of statistical tests being deployed assisted the researcher to determine the type and size of the sample to be used in the research. [29] In consideration of these factors, the researcher chose non-probability sampling. Non-probability sampling is a key characteristic of qualitative research. It includes purposive/ judgment, convenience/accidental/opportunity, snowball and theoretical sampling.[30] Non-probability sampling is a less strict method as representativity is not one of its priorities.

Purposive/judgment and convenience/accidental/opportunity sampling was deployed by the researcher to identify the respondents. These sampling methods were most suitable as they enabled the researcher to select respondents who were able to give the most relevant, determinative and informative feedback. [31] The sample was constructed to be as comprehensive as the circumstances permitted. In particular, it allowed for reasonable institutional and geographical coverage. Convenience sampling 'involves the choosing of the nearest individuals to serve as respondents and continuing the process until the required size has been obtained.' [32] The respondents who formed the various sample groups were selected at the researcher's convenience and judgment was based on certain specialised criteria. The population of respondents involved in the research included the following persons and institutions and had to meet the following criteria:

(a) The three mainstream schools where case studies were conducted, were designated FSSs. There were also three case studies conducted at three special schools which were the

119

SSRCs designated to support the selected field test FSSs. Interviews were held with the principals of these schools regarding their experiences in the transformation process. The reason for three pairs of schools being chosen is that it would have been practically impossible to investigate all 30 pairs of field test FSSs and SSRCs, as it would be time-consuming and extremely costly. As there are approximately three FSSs in each province, no indication can be given as to which provinces the research was conducted in, for this would by implication and inference divulge the identities of the selected respondents.

(b)   The researcher included these schools in the investigation because information obtained would potentially reveal the progress of the field test, highlighting the theoretical and practical strengths and weaknesses of the implementation of the inclusive education policy. The interviews aimed at highlighting their experiences and their readiness to admit visually impaired learners at their respective schools. The information obtained was outlined and discussed in the form of case studies as it was able to create a vivid picture of the realities, similarities and differences between the situations, experiences and readiness of the six schools. The case studies did not aim at making generalisations about the problems that will arise at other FSSs or create any scientific generalisations but rather aimed at describing the problems experienced by these schools, and their current situation. Consideration was given to their ability to cater for the needs of visually impaired learners in light of the amount of financial, physical and human resources they have, how they feel about implementing the policy, and what resources they need to implement it. It is hoped that the research will be able to reveal some of the problems of the policy so that such situations may be avoided or remedied where they do exist. It is also anticipated that lessons may be learnt from the various cases, especially in those areas that appear to be working in practice.

(c) Case studies were also conducted at three mainstream schools which were not designated field test FSSs. These mainstream neighbourhood schools were selected as they had experiences regarding the enrolment of learners with visual impairment at their schools. One case study relating to a visually impaired learner who was refused enrollment at a mainstream school was developed after discussions with an official from an NGO in the area. To a large extent, these schools constituted a point of reference. All these schools were situated in the Western Cape as this was the only province where there was a clear indication of this sort of inclusion taking place. It was also convenient for the researcher to concentrate on one province in terms of resource and time constraints. These schools were clear examples of inclusive education practices, though not in accordance with the inclusive education model outlined in EWP6. The researcher selected these schools as their experiences indicated the problems they encountered, and the possible solutions that could be implemented when visually impaired learners are enrolled at full service and mainstream schools. Further, it aimed to highlight how inclusive practices were operating in these schools focusing on the similarities and differences that exist between these practices and the policy in theory as described in EWP6.

The four case studies also highlighted the experiences of five visually impaired learners in the school system. Although these case studies were few in number, the researcher used them to gain important information. These case studies discussed the experiences of the different learners in the inclusive schools, indicating how they are coping or not coping within the inclusive environment. Their progress in the school was investigated and areas where they were experiencing problems were discussed. To reiterate, these case studies did not attempt to test a hypothesis or

formulate generalisations about inclusive education, but rather concentrated on revealing information, current practices, obstacles and triumphs experienced by these particular learners who differed from one another in various ways, including severity of eye condition, family socio-economic status, and learning capabilities.

(d)   Five special schools, which primarily catered for the visually impaired, were randomly selected. These schools were situated in three provinces namely, KwaZulu Natal, the Western Cape and Gauteng. All 380 special schools are scheduled to become SSRCs with added roles and responsibilities. As the research deals with inclusive education specific to the needs of learners who are visually impaired, only special schools for the visually impaired were chosen to be part of the investigation. Due to time and financial constraints, all special schools could not be involved in the research process.

Principals and educators were selected to participate in the research on the basis that they were employed at these five special schools for the visually impaired. An interview was held with the principals of the five schools and a questionnaire was answered by 31 educators collectively. The interviews with the principals aimed to establish what competencies and capacities exist in these schools, and whether there have been any perceived improvements in the quality of education offered at special schools. They further aimed to ascertain attitudes and perceptions as regards the conversion of special schools into SSRCs to support full service neighbourhood and other mainstream schools. The questionnaires were administered to educators as they are experts in the field of teaching visually impaired learners. The questionnaire aimed at ascertaining their views and perceptions of what was required to educate visually impaired learners in an inclusive classroom. Further, it sought to

determine their feelings about their newly designated role of being integrated into DBSTs to provide support to visually impaired learners and to educators based at mainstream and FSSs.

The views and inputs of principals and educators at special schools are vital, as their knowledge and experience would assist them to determine whether special schools and the staff within them will be able to carry out their newly designated roles. Not all special schools for the visually impaired, or other special schools not specialising in visual impairment, could be investigated due to time and resource constraints.

(e)   It was decided that visually impaired learners in grades 10, 11 and 12 attending special schools for the visually impaired, would answer questionnaires. Learners in these grades were chosen as it was presumed that they were at an educational level where they could understand what the questionnaire required of them. These learners attended the five selected special schools, as the researcher found it more convenient to set up a session for these learners to answer the questionnaire on the same day that she interviewed the principal and conducted questionnaires with the educators. These learners comprised functionally blind, educationally blind and partially sighted learners.

Questionnaires were formulated and given to 80 learners. 65 questionnaires were answered either by means of ink print on the questionnaire form or by way of brailling the answers on a separate sheet of paper. Some of the learners attended mainstream schools before enrolling at the special school for the visually impaired while others had never enrolled at a main stream school prior to entering the special school. The questionnaires focused on obtaining information on the experiences of learners within the schooling system. The primary objective of the questionnaire was to establish the main reasons

these learners attended the special schools for the visually impaired. Information was also sought around the challenges or advantages they had when they were in an inclusive classroom. This helped the researcher compare experiences of learners and identify the type of support required by these learners which is currently lacking in mainstream schools.

(f)   50 educators teaching at mainstream primary schools in Gauteng, the Western Cape and KwaZulu Natal responded to a questionnaire. The purpose of the questionnaire was to ascertain their knowledge, experience, perceptions, attitudes and feelings as regards inclusive education theory and practice, and the inclusion of visually impaired learners in their classrooms. All the provinces could not be targeted due to geographic spread, financial and time constraints. Questionnaires were preferred as one-on-one interviews presented a logistical problem. The views of these 'street level bureaucrats' [33] are crucial to the implementation of inclusive education policies and practices in schools. 'In studies of inclusion and integration in schools, for instance, the researchers examined teachers' attitudes towards certain kinds of children and then studied how these attitudes were translated into daily interactions with them…' [34]

(g)   The researcher also investigated seven tertiary institutions in South Africa. These institutions were selected because of the large numbers of students they enroll, the differences between them as regards wealth and the diverse number of disabled students enrolling at these campuses. Interviews were conducted with co-ordinators of disability support structures and student counselling centres at these institutions. These interviews were aimed at establishing what services are offered to disabled students, thus determining the extent to which policies on disability at tertiary education institutions have been implemented. The researcher chose to interview these respondents because of

their daily involvement and liaisons with disabled students and academic and non-academic staff. The researcher used the information obtained from the interviews to describe the situation of the seven tertiary institutions   as it relates to the admission and support of students with visual impairments. This situation analysis assisted with the identification   of   strengths   and weaknesses of the policies in theory and practice in popular tertiary institutions in the country. Once again, no statistical evaluation or generalisations were made. The researcher focused on gaining information about the policies and practices in these institutions and attempted to describe the services and support offered, or lacking, in each of them. The researcher hoped that lessons might be learned from the experiences of these institutions.

(h)   Of all the students interviewed, interviews with four students were developed into case studies, 2 partially sighted, 1 educationally blind and 1 functionally blind. All were full time students currently registered at universities in KwaZulu-Natal, Western Cape and Limpopo. They were registered at under-graduate and post-graduate levels, and from different faculties. The reason for choosing students who were partially sighted, educationally blind and functionally blind was to highlight the similarities and differences between the specialised needs of these groups.

These case studies aimed to establish answers and suggestions as to   the barriers experienced by these students, and how these barriers can   be transcended. The researcher understands that all students with visual impairments differ from each other as regards severity of eye condition,   degrees / diplomas   being studied, the current condition of the institution,   learning capabilities of the particular student etc. However, the information provided by these students regarding their

experiences, challenges and successes is vital and might be considered by all tertiary institutions when developing inclusive education policies and practices in their particular institutions.

(i) One focus group discussion was held with a number of role players to explore views, perceptions and experiences surrounding inclusive education at schools and tertiary institutions. The 20 participants were a diverse group consisting of officials from an NGO promoting the interests of blind persons, a social worker, former teachers from a special school, visually impaired adults who attended tertiary institutions prior to 2005, visually impaired students who were currently registered at tertiary institutions and other visually impaired persons who were currently employed in the open labour market without being given the opportunity to attend a mainstream school or a tertiary institution. The focus group created a forum for differing views and ideas to be expressed which helped dissect the problems and possible solutions related to the inclusive education model proposed by the DOE, and the state of tertiary education institutions as regards support and services provided.

4.3.5. Field Work: Technical and Operational Aspects

As the researcher is functionally blind, she had to be assisted with mobility. Therefore, in many instances she was accompanied by a sighted assistant whilst conducting interviews and administering questionnaires, as well as to locate print documentary sources. All legislative enactments and gazetted policies were independently acquired from government websites on the internet by the researcher, while a sighted assistant helped to collect and collate data received from questionnaires that were completed in ink print. Although the final copy of the collected facts and figures was written by the researcher, the entire work was edited with the assistance of sighted persons to ensure regularity in formatting, spacing and fonts.

As the interviews were long, the researcher chose to record rather than recall the contents of the interviews. 'When a study involves extensive interviewing or when interviewing is the major technique in the study, we recommend using a tape recorder.'[35] All interviews were conducted by means of recording the entire interview with a tape recording device. All participants were aware that the interview was being recorded and consented to have the information they volunteered form part of the research. The recorded information was later transcribed into typed format by the researcher, who then interacted with the material and extracted relevant information, and formulated case studies, where appropriate. 'Transcripts are the main data of many interview studies.' [36] Questionnaires were formatted in standard ink print, large ink print and Braille depending on who was answering the questionnaire and their particular reading needs. The questionnaires were answered on the form, in the case of those printed, but were answered on a separate Braille sheet with corresponding numbers and responses, in the case of Braille questionnaire forms. All participants were made aware that the questionnaires formed part of the research when they answered the questionnaires.

The questionnaires were structured with specific questions in a particular order. The primary objective of each question was framed to help ascertain information, attitudes, feelings, perceptions and experiences. The responses aimed to give an indication of the situation as it is in practice, the challenges that exist, and how they can possibly be overcome. The participants were not required to fill in their names on the questionnaire forms to encourage them to be honest, unbiased and accurate in their responses.

The interviews were semi-structured allowing the interviewee some latitude in his/her responses. The interviewer kept questions clear and concise to prevent bias, suggestion or ambiguity. Interviews took place in the particular schools and tertiary institutions concerned. Interviews with DOE and CHE officials took place in their offices. One took place at a DOE official's home due to their unavailability during normal office hours. All interviewees were thus in a familiar environment, were not inhibited in the manner in which they answered the questions and were free to answer honestly.

4.3.6. Data Analysis

The data collection process was followed by the interpretation and analysis of the data. In qualitative research, only once the data has been interpreted and analysed, can the findings of the research be presented. Data analysis is one of the major distinctions between qualitative and quantitative studies. 'This is the most significant process for researchers. They systematically search, re-search, arrange and re-arrange the data in order to comprehend the data clearly, so that they can present what they have learned to others.' [37] The process of data analysis is to ensure that questionnaires, interview transcripts, audio/video tapes and other data collected are converted into a readable format to be analysed. In order for data to be analysed, it has to be coded. Coding is defined as:

> 'the process of dividing into parts by a classification system. A classification system is developed by researchers by using one of three strategies: Segmenting the data into units of content called topics (less than 25-30) and grouping the topics in larger clusters to form categories; or starting with predetermined categories of no more than 4-6 and breaking each category into smaller sub-categories; or combining the strategies, using some predetermined categories and adding discovered new categories.' [38]

These coding categories are a mechanism which assists with sorting the descriptive data gathered so that material can be physically separated according to specific topics or areas. 'In order for the researcher to develop each coding category, he/she has to search through his/her data for the regularities, patterns and topics his/her data covers, and then write down words and phrases to represent the topics and patterns perceived.' [39]

The data analysis was done by the researcher by coding the data into different focus areas. The researcher decided to deal with the description of the coded information presented in this chapter in the text and not as a

separate appendix, as this allowed for coherency. The focus areas in the interviews and questionnaires included the following:

(a) The personal profile of the respondents as regards grade, employment position, and name and type of institution enrolled at.

(b) The state of current support systems and resources available for visually impaired learners and students at schools and tertiary institutions.

(c) Identification of the problems and limitations of the support, services and resources provided by both special and mainstream schools and tertiary institutions.

(d) What is required to facilitate the practical implementation of an inclusive education system.

The researcher interpreted and analysed the data collected through interviews which were translated into case studies. The similarities and the contrasts between the situation as it existed practically, and problems that confronted the students and learners at tertiary institutions and schools were identified through the experiences articulated by the respondents in the case studies. The analysis of the various case studies individually and cumulatively was essential as it drew all the threads of the strengths and weaknesses of EWP6 together.

The information gained from the questionnaires is tabled and discussed in chapter 6. Although the analysis of the questionnaires includes the number of respondents that said 'yes' or the number of respondents who were totally blind and partially sighted, etc, this was by no means intended to create some sort of statistical guide or basis as regards the occurrence or non-occurrence of particular situations, events, successes and problems. The questionnaires aimed at testing the knowledge, attitudes and perceptions of the respondents to anticipate the problems that might arise on the one hand, and to identify those factors that can be properly utilised to produce the most effective results on the other.

The documentary sources were read, interpreted and analysed. Flaws such as ambiguity and vagueness in the contents of the document were identified. Gaps in the relevant policies and Acts were highlighted. Contradictions and disparities between the different national policies and legislation were investigated. International models on inclusion were examined, and comparisons were made between the international inclusive practices and that which is proposed within the South African context.

4.4. RESEARCH ETHICS AND PROTECTION OF THE HUMAN SUBJECT

The researcher complied with the code of ethics that researchers in the social sciences are bound by. 'Two issues dominate traditional official guidelines of ethics in research with human subjects: informed consent and the protection of subjects from harm.' [40] In light of these guidelines in respect of research ethics, the researcher ensured that respondents gave their informed consent to participate in interviews and questionnaires. Anonymity was ensured and respected, and data was accurately represented. The researcher acted in accordance with the guidelines outlined by Bogdan R and Biklen S.K, namely: 'tell the truth when you write up and report your findings. Although for ideological reasons you may not like the conclusions you reach, and although others may put pressure on you to show certain results that your data does not reveal, the most important trademark of a researcher should be his or her devotion to reporting what the data reveal.' [41]

The researcher was, to the best of her knowledge and ability, truthful with respondents and did not record any information without them being aware of the recording. The researcher also ensured that interviews and questionnaires were conducted in an environment where the respondents felt safe, relaxed and free from duress or undue influence. For example, interviews with school principals were held in their offices at their particular school, and not in the presence of DOE officials at the offices of the respective provincial DOE.

(i) Anonymity

'Unless otherwise agreed to, the subject's identities should be protected so that the information you collect does not embarrass or in other ways harm them. Anonymity should extend not only to writing, but also to the verbal reporting of information that you have learned through observation.' [42] Due to the sensitivity of the issues under investigation, respondents were guaranteed that they would remain anonymous. Although respondents were often quoted, no documented link between the quotation and the person who uttered those words was made. Although many of the respondents formed part of a target group of schools, exact pin-pointing could not be made. Furthermore, an association between particular information and a particular person could not be made because of the manner in which the nexus between personal information for understanding responses in each case study was effected. The researcher recorded all interviews with an audio tape recording device. However, respondents were assured that these recordings would be transcribed by the researcher into a print medium. Respondents were assured further, that the researcher would not make the data available to any other person or institution, but would only use the information obtained for the purposes of this study.

(ii) Informed consent

All the respondents were told about the nature of the research prior to their participation in the interviews or answering any questionnaires. They were told that the information they gave in the interview and questionnaire was going to form part of the research. None of the respondents were forced or coerced into participating in the research. No incentives were promised to any of the respondents to ensure their cooperation and participation. The respondents in the study were primarily principals, educators, coordinators, and DOE officials who were professionals and understood that they could refuse to participate and thus could not be taken advantage of. The principals, in their 'loco parentis' role, granted permission for learners to answer questionnaires. The identity of the researcher and the tertiary institution at

which the research was registered was revealed to all the respondents. They were told at the outset that they had the right to refuse participation at any time prior to or during the interview process. They were informed that their names, identities and respective contributions would not be made available to the public. They were assured that the information would only be used within the bounds of the study.

(iii) Value Judgments

The fact that the researcher is a totally blind student implies that she is very involved in the field of study. The researcher had to guard against imposing her own experiences and value judgments on the outcomes of the research. It is also possible that in certain instances the interpretation of the answers and information might have been biased and subjective based on what the researcher wanted to find. The reliability of this study lies with the fact that the questions in questionnaires and interviews were direct and precise, leaving very little room for digression, vagueness or ambiguity. Further, the respondents were given the opportunity to relate their everyday experiences including recommendations.

4.5. CONCLUSION

This chapter has outlined the research questions under investigation. A comparative study between qualitative and quantitative research method techniques and strategies was discussed. The researcher concluded that the qualitative research method technique of data collection was the more effective and appropriate of the two methods to be deployed in a study of this nature. Moreover, qualitative research techniques allowed the researcher to describe the experiences, perceptions, understanding, opinions, attitudes and recommendations of the various respondents participating in the research.

A description of the different qualitative techniques used by the researcher was provided. Reasons were given as to why particular techniques were used for particular respondents. Reasons were also given as to why certain respondents were chosen to participate in the research. Activities in the field and the data collection process were also highlighted. The researcher also illustrated why judgment and convenience sampling had to be used in the study.

A clear outline of how the data was divided into different topics and focus areas was made. This outline aimed to illustrate how the data collected was interpreted, analysed and finally presented. It also helped with content analysis and validation of interviews and questionnaires, although such validation is not of paramount importance in qualitative studies. Despite the researcher's visual impairment, she played a vital role in the organisation, description and synthesis of the data collected. The researcher interacted with typed transcripts which she was able to read by way of a computer with voice output software. Questionnaires were read to the researcher by a sighted assistant. After they were read the data was divided into meaningful categories for interpretation, analysis and presentation.

END NOTES

1 . Bogdan R, and Biklen S.K, 1998, page 209;

2 . Ibid;

3 . Ibid, page 14;

4 . Sarantakos S, 1993, page 51;

5 . Smit B, 2001, page 56;

6 . Bogdan R, and Taylor S.J, 1998, page 135;

7 . Bogdan R, and Biklen S.K, 1998, page 2;

8 . Thomas R.M, 2003, page 7;

9 . Ibid;

10. Bogdan R, and Biklen S.K, 1998, pages 6-7;

11. Mason J, 2002, page 7;

12. Gomm R, Hammersley M, and Foster P, 2000, page 3;

13. Bogdan R, and Taylor S. J, 1998, page 134;

14. Gomm R, Hammersley M, and Foster P, 2000, page 2;

15. Bogdan R, and Biklen S.K, 1998, page 3;

16. Bogdan R, and Taylor S.J, 1998, page 137;

17. Bogdan R, and Biklen S.K, 1998, page 3;

18. Ibid, page 7;

19. Ibid;

20. Denscombe M, 1998, page 111;

21. Sarantakos S, 1993, page 247;

22. Bogdan R, and Biklen S.K, 1998, page 94;

23. Denscombe M, 1998, page 113;

24. Sarantakos S, 1993, page 248;

25. The ten case studies conducted at schools are discussed in chapter 6, and the four conducted with the visually

    impaired students at tertiary institutions are discussed in chapter 9;

26. Gomm R, Hammersley M, and Foster P, 2000, page 7;

27. Ibid;

28. Ibid;

29. Cohen L, Manion L, and Morrison K, 2001, page 93;

30. Sarantakos S, 1993, page 151;

31. Neuman W.L, 1997, page 206;

32. Cohen L, Manion L, and Morrison K, 2001, page 93;

33. Lipsky M, in Hill M (A Reader), 1997, page 389;

34. Bogdan R, and Biklen S.K, 1998, page 6;

35. Ibid, page 130;

36. Ibid;

37. Ary D, Jacobs L.C, Razavieh A, and Sorensen C.K, 2002, page 465;

38. Macmillan J.H, and Schumacher S, 2001, page 467;

39. Bogdan R, and Biklen S.K, 1998, page 166;

40. Ibid, page 43;

41. Ibid, page 45;

42. Ibid.

CHAPTER 5

DISCUSSION AND ANALYSIS OF THE RELEVANT LEGISLATION ENACTED, AND POLICIES PASSED, IN SOUTH AFRICA.
(1996-2001)

5.1. INTRODUCTION

This chapter involves a discussion and analysis of the policies and legislation passed in South Africa which impact on inclusive education. The policies and enactments will be dealt with chronologically. This method of discussion helps to describe the stages of development of inclusive education and outlines the current responsibilities and rights of Government, institutions and individuals. Its focus is to outline these policies and enactments, and further to give a critical analysis of their effectiveness as regards content, implementation and enforceability. Concentration will be predominantly on EWP6 as it is the most recent and comprehensive document detailing inclusive education policy in South Africa.

South Africa, following international trends, and in accordance with the social model of disability and the rights-based approach, embraced inclusive education. (For more details on the social model of disability and the rights-based approach, refer to Chapter 3.) The DOE, prior to the enactment of the final Constitution of 1996, in Education White Paper No: 1 of 1995 (EWP1), outlined and accepted its responsibility to provide a supportive inclusive education environment for learners with barriers to learning.

Following EWP1 there were numerous enactments and policy papers that proposed and supported the move towards the inclusion of people with

disabilities into all sectors of society, including education. Organisations of- and for- people with disabilities began mobilising and played active roles in pre-policy discussions and the drafting of policy documents. People with disabilities felt that their right to a quality education within the system of inclusive education had to be enforceable in law. [1] This resulted in various policy documents being formulated dealing solely with the rights and accommodations that had to be made for people with disabilities. [2] Further, enactments were passed which in a few, or individual sections, dealt specifically with the rights of people with disabilities. [3]

5.2. THE SOUTH AFRICAN SCHOOLS ACT, 84 OF 1996 (SASA)

The SASA provides, in Section 12(3), for the education of ordinary learners and LSEN. This marked the first time that the rights of all learners, despite their diversity, were provided for in a single piece of legislation. This was the first step in illustrating the DOE's commitment to, and its move towards, inclusive practices in their entirety. The SASA provides for the non-discrimination of learners and equal access to quality education for all. The SASA further gives the MEC for Education the responsibility to facilitate the process of inclusion in the education system by providing that, "where reasonably practicable", ordinary public schools must provide education for LSEN, and provide relevant educational support services for such learners. [4]

Section 12(5) of the SASA provides for "reasonable" measures to be taken by the MEC for Education to ensure that persons with disabilities have access to the physical facilities at public schools. Section 23 provides that where "reasonably practicable" there should be the co-option of person/s with expertise in the field of a particular disability onto the governing bodies of public schools that enrol disabled learners with special education needs. Section 30(2) requires special education needs committees to be formed by SGBs of ordinary public schools that enroll learners with barriers to learning. The SASA has, however, been criticised for being vague and not demonstrative of how the development towards an inclusive education system will occur practically.

'There is as yet nothing in the Act which indicates how the education system can contribute to overcoming the causes and effects of learning difficulties and the sustained marginalisation of significant sectors of our population.' [5]

The powers and duties of SGBs are defined in Section 20 of the SASA. This Section does not empower SGBs to make decisions as regards the purchasing of written materials or textbooks, or determine the provision of specialised services and support for learners with disabilities. However, the SASA provides that SGBs may request additional powers to enable them 'to purchase textbooks, educational material or equipment for the school.' [6] However, it is not perceived that section 21(1) (c) includes the power of procuring specialized services. It seems therefore, that the position of a child in need of O&M services, Braille instruction, or skills of daily living is not defined as there are no clear guidelines regarding such procurement of services related to the functions and powers of SGBs. [7] Further, the norms and standards for the funding of public schools, published in terms of the SASA, make no particular provision for these matters either.

The major problem with the SASA is that it uses terms such as "reasonable" and "reasonably practicable". These terms are very vague and with particular bench marks and precedents being non-existent, the rights and obligations outlined in the SASA are merely rhetoric. Such terminology needs to be tested in a Court of Law so that precedents can be created regarding their precise meaning. Until this is done, the rights and obligations stated in the SASA do not provide legal certainty or responsibility.

5.3. THE WHITE PAPER ON AN INTEGRATED NATIONAL DISABILITY STRATEGY: (INDS), NOVEMBER 1997

This policy document outlines Government's stance on how it can contribute to the upliftment of people with disabilities and its commitment to protect and promote their rights. 'We have a responsibility towards the promotion of their quality of life.' [8] Key to this policy was the involvement of organisations of and

for the disabled who played a vital role in drafting this White Paper. It was decided that all legislation had to be analysed and changes made if they conflicted with the underlying principles of the Constitution. This White Paper stressed the fact that, 'disabled people should have access to such benefits as early childhood development opportunities, education and training opportunities, job opportunities and community development programmes.' [9]

The policy recognised that steps had to be taken to integrate people with disabilities into all sectors of societal life. Regarding education, the White Paper proposed that all children, learners, students and adults with disabilities must be given access to education during early childhood, general education, further education and training, higher education and adult basic education and training, respectively. They should, in addition, be provided with the necessary support services to enable them to transcend barriers to learning. The policy maintains: 'Equity for learners with disabilities implies the availability of additional support mechanisms within an inclusive learning environment.' [10]

5.4. CONSULTATIVE PAPER NO, 1 - 1999 SPECIAL EDUCATION: BUILDING AN INCLUSIVE EDUCATION AND TRAINING SYSTEM, FIRST STEPS.

Another step towards inclusion in South Africa resulting from the joint report published in February 1998 by the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services, was the Green Paper referred to as the Consultative Paper no. 1 1999 on Special Education. This Consultative Paper was a discussion document, which comprehensively outlined government's stance towards inclusive education and once again called upon all relevant stakeholders and the public to state their views, comments and concerns. DPSA and the SAFCD played a vital role in the discussion and consultation process.

One of the factors acknowledged by the DOE was that this internationally recognised practice of inclusive education could not be achieved "overnight." [11]

The discussions, consultations and investigations led the DOE to acknowledge that there were severe fallibilities and shortfalls in both special and mainstream education. '…If our public school system is struggling to cope with its existing responsibilities, then we are obliged to proceed carefully as we take our first steps to giving effect to our collective responsibilities.' [12]

The Consultative Paper required the Minister of Education to ensure that within the bands of general and further education, a system of inclusion is fostered with an aim to 'ensure that the education and training system, including education support services, becomes progressively accessible to all learners, particularly vulnerable learners who have been grossly disadvantaged in the past.' [13] It states further that the Minister of Education is to ensure that the quality of the education and the education support services rendered must be improved. The Paper stated that the provision of support to educators and education support personnel as well as their professional development, is the responsibility of the provincial departments of education. This training, support and professional development had to be one of the main priorities of the provincial departments of education, to ensure capacity and competency building and development. This would help facilitate the transformation from an exclusive to an inclusive education system offering equal access to "quality" education for all.

In the two years which followed the publication of the Consultative Paper there were various brainstorming sessions by the relevant stakeholders concerned with, and involved in, special needs education, which eventually culminated in the publication of EWP6 in July 2001. All learners and students with special needs hope to draw their rights and entitlements to education from this policy document. However, the question remains: can they in fact acquire enforceable rights in law from a policy document, which is a White Paper and not an Act of Parliament?

5.5. EDUCATION WHITE PAPER 6: JULY 2001 - SPECIAL NEEDS EDUCATION: BUILDING AN INCLUSIVE EDUCATION AND TRAINING SYSTEM (EWP6)

5.5.1. Premise and Vision

EWP6, in trying to establish an inclusive education and training system, was premised on the belief that all persons have the capacity to learn and need support in order to do so. It states that building an inclusive education and training system requires all the relevant role players to 'acknowledge and respect differences in learners, whether due to age, gender, ethnicity, language, class, disability or HIV status.' [14] It focuses on all education bodies, structures, systems and curricula to ensure that the needs of all learners are met. This type of system aims at respecting differences in learners, changing attitudes and behaviours towards disabled persons and increasing their participation in terms of integration into cultural and recreational activities. EWP6 recognises the Constitution and its underlying values of democracy, equality, human dignity, and freedom. It encourages support groups, suitable curricula, structural adjustments, medical intervention, training, and the provision of "limited sophisticated equipment".

EWP6 acknowledges that a broad array of learning needs exist within the learner population, and further if such needs are not met, the development of an inclusive education system will not be achieved. It also acknowledges that barriers to learning are exacerbated due to 'negative attitudes to, and stereotyping of differences; an inflexible curriculum; inaccessible and unsafe built environments; inappropriate and inadequate support services; inadequate policies and legislation; the non-recognition and non-involvement of parents and inadequately and inappropriately trained education managers and educators.' [15] It proposes that barriers can be crossed through strategies and processes and that these are essential to prevent the education system from being ineffective and inaccessible to learners with disabilities.

The philosophy underlying inclusive education may indeed be a highly commendable one. It is in line with the respect, protection, preservation and promotion of human rights. It creates new and 'equal' opportunities for all learners, removing feelings of difference, inequality and discrimination. However, the pressing concern of critics of inclusive education is the fact that if not evaluated, co-ordinated, implemented and monitored effectively and judiciously, learners and students with visual impairments will still be exposed to a different and inferior quality education to their sighted counterparts. This concern is reflected in clause 1.4.3 of EWP6 which states: 'Believing in, and supporting a policy of inclusive education is not enough to ensure that such a system will work in practice.' To implement an effective inclusive education system the capacity and competency of human resources, country wide advocacy, adequate funding, post provisioning norms and standards and a quantification of the cost of implementation of the policy are vital.

5.5.2. Approach

The approach used to initiate and implement the inclusive education policy outlined in EWP6 is referred to as a top down approach. In this approach, policy is formulated by Government and filtered down to reach the target population with the assistance of the bureaucracy. [16] The contents and implementation plan of EWP6 was formulated by Government, with many stakeholders and affected persons such as educators and parents being left out of the consultation process. The Minister of Education at the time stated, 'I am deeply aware of the concerns shared by many parents, educators, lecturers, specialists and learners about the future of special schools and specialised settings in an inclusive education and training system.' [17]

For the policy to be implemented, Government requires the assistance of various role players and stakeholders at grass roots level. It is clear that without the assistance of these participants, the policy outlined in EWP6 will be difficult to implement practically. The Minister said in EWP6, 'I wish to take this opportunity to invite all our social partners, members of the public and interested organisations to join us… Let us work together to nurture our people with

disabilities…' [18] Very often policies implemented using the top down approach have problems with implementation because actual practical day to day circumstances are not considered. Often too much is expected in very little time and there are insufficient human and capital resources to give effect to the policy being implemented. Bureaucrats may have differing views from the policy initiated by Government and may stunt the implementation process. This is particularly the case where implementation requires a combination of resources which is likely to lead to problems. In the inclusive education policy where there needs to be cooperation, coordination and collaboration between various organisations, institutions and individuals such as, special schools, FSSs, DBSTs, parents, learners, NGOs and government departments, implementation is likely to be slow and disjointed with some role players being satisfied and others not. [19]

One national body cannot implement a policy across the country without assistance from the provinces. The challenges posed by a large bureaucracy in the nine provinces are discussed in detail in Chapters 6, 7, 8 and the Conclusion. It is vital that all local and provincial stakeholders play an active role to facilitate the implementation process.

5.5.3. Models of Implementation

EWP6 is based on an institutional model. The policy document has legitimacy as it was passed by Government and gazetted in July 2001. This document has authority as it outlines in no uncertain terms Government's commitment to implement an inclusive education system. All education institutions are bound by the policy guidelines outlined in EWP6 to the extent that Government delivers and makes good on its commitment to assist institutions with transformation. Further, although EWP6 was gazetted, Government suspended its full implementation until the expiry of a 20 year period, with certain immediate to short term goals being set. 'It is understandable why governments tend to focus on short-term programmes that allow for some process of evaluation. However, this should not translate into taking a short-term approach where failure to deliver change has a negative impact on the programme in the long term.' [20]

The inclusive education policy outlined in EWP6 is currently based on the incremental model of policy making. 'As we outline in this White Paper, this can be achieved by making special schools, in an incremental manner, part of district support services where they can become resources for all our schools.' [21] In the incremental model, policy is built on existing policies and adjustments are made through time. It is argued that in countries like South Africa where economic resources are lacking in the education sector, the incremental model will help alleviate wastage of capital already spent and limit the amount of capital to be expended in the future.

It is for these reasons that the inclusive education model adopted by the DOE is built primarily on existing institutions. Both special schools and mainstream schools play a vital role in the inclusive education model proposed. 'Beginning with 30 and expanding up to 500 schools and colleges, we will incrementally develop full service school and college models of inclusion that can, in the long term, be considered for system-wide application.' [22] Thus, the incremental model does not attempt to overthrow existing institutions in the system, but aims at making changes based on such institutions to suit contemporary needs and interests. It allows for continuity and reciprocity.

Those in favour of the sequential model of policy making criticise the incremental model as being too conservative and contend that it may result in deterring much needed radical change by holding on to policies of the past, which may if not evaluated and monitored, prove to be costly. 'Moreover, incrementalism is criticised for being expensive in that the costs made to maintain a sinking ship in the long run might be even higher than it would have been if an entirely new ship was bought.' [23] In the inclusive education policy however, it is wise to work with existing policies and institutions, as without the key involvement of existing mainstream schools, special schools and tertiary institutions, and the numerous researched policy documents, inclusive education would not be possible.

5.5.4. Implementation Plan

The short-term and long-term implementation plan of EWP6 is discussed below. The content of the implementation plans includes a critical analysis of particular clauses highlighting their strengths and shortcomings.

(i) Immediate to Short-Term Implementation Plan

EWP6 has a 20 -year, long-term implementation plan. Its immediate- to short - term implementation strategy, extending from 2001 to 2003, [24] as indicated in the concept documents published by the DOE in June 2005, has been extended to 2006. Consequently, the medium term implementation strategies to occur from 2004 to 2008, and the long term implementation strategies to occur from 2009 to 2021, are also delayed. The immediate to short-term strategy was to:

(a) Implement a national advocacy and education programme on inclusive education; [25]

(b) Mobilise disabled youth of school going age who are not currently in school; [26]

(c) Establish systems and procedures within primary schools to provide for early identification and addressing of barriers to learning in the foundation phase; [27]

(d) Conduct an audit on the qualitative and quantitative education provision in the 380 public and other independent special schools in the country. This audit was aimed at identifying the strengths and limitations that exist in the services provided by these schools.

(e) Embark on a field test, to assess the strengths and limitations of the proposals as listed in the white paper. These field tests involve the production of knowledge around inclusion that is consistent with the most appropriate model and provides the intellectual tools to drive inclusive education. The key aspects of the field test are:

(i)   The identification, designation and establishment of FSSs; made possible by converting 30 ordinary primary schools into FSSs. [28]

(ii)   Designate and implement the conversion of 30 special schools into SSRCs in 30 districts in which the designated 30 FSSs are situated; [29] and,

(iii)   Establish 30 DBSTs to provide support and services to educators and learners in FSSs, which will first be established in the 30 districts where the designated FSSs are situated. [30]

The DOE is focusing on 30 nodal areas. The presidential nodes are the president's identification of the poorest areas in the country. EWP6 failed to discuss and analyse the composition, functions and ethos of DBSTs, FSSs and SSRCs. The DOE has assumed responsibility by producing concept documents on these entities as well as curriculum adaptation, inclusive curriculum guidelines and a screening, identification, assessment and support (SIAS) document which the DOE feels will revolutionise assessment in the country.

(ii) Long-Term Implementation Plan.

The long term goals of EWP6 are to:

(1)   Convert 500 primary schools into FSSs. FSSs will be equipped with physical, human and material resources so that they can cater for learners with varying disabilities and diverse learning needs. It is anticipated that FSSs will help increase the access and provisioning needs of learners with disabilities in ordinary neighbourhood schools as well. [31]

No priority, however, has been stipulated regarding the conversion of secondary schools into FSSs. 'It is likely that a similar model to that proposed for general education will be developed for colleges, namely that there will be

dedicated special colleges that will mirror the FSSs in the general education sector.'[32] The dilemma of what happens to visually impaired learners, after they have completed the primary phase in the FSS in their district until 2021, and until further education colleges and schools do actually become full service institutions (FSIs), remains.

The results of this research indicate that support is also required by visually impaired learners in the secondary phase of learning as several learners who went into the mainstream by choice or default had to transfer to a special school as they moved on to higher grades.[33] As the situation stands at present, learners who are visually impaired will be forced to choose whether they should attend a special school or a mainstream school for their secondary school education, depending not on their own preference, but on the level of educational support required and the capacity and resource adequacy of the school. However, if the DOE intends to rely on DBSTs to assist secondary schools as well, it would need to rethink the capacity and competencies of the DBSTs to enable them to quantify and qualify resources and support.

Clause 4.3.8 of EWP6 provides for 'developing the professional capacity of all educators in curriculum development and assessment.'[34] This will lead to a situation where there will be one FSS in a district which will be required to cater for the needs of all learners with disabilities and diverse learning needs who require moderate support.[35] At present statistics indicate that 5 percent of the South African population are disabled.[36] Given these circumstances, in a FSS with a learner population of 1000, 50 learners are likely to be learners with varying disabilities. According to section 14 of the *Employment of Educators Act 76 of 1998*, learners will be weighed according to their disability. The number of learners in a particular class will be determined by the number of learners with disabilities in that grade, and the type of disability they have. For example, one blind or partially sighted learner equals 5 able bodied learners. This is referred to as the 'weighting system' which aims to assist educators and learners to cope effectively in the classroom.[37] Placing learners with varying disabilities in one classroom will require educators to be trained to teach, and adapt, the curriculum to cater for the needs and proper assessment of all

147

learners. It is vital that the educator remembers at all times not to compromise the needs of one learner for the needs of another. This is crucial as learners with varying disabilities have different needs that may conflict with each other.

EWP6 in clause 3.7.1 makes reference to facilities that will be provided at FSSs. It does not, however, stipulate the quantity and quality, or the types of facilities to be provided for visually impaired learners at these schools. Therefore, there will be one FSS in a particular district designated to cater for the needs of blind, partially sighted, hearing impaired, deaf, mentally challenged, children with ADHD, children with learning difficulties, physically challenged etc. There is no mention whether priority and preference will be given to learners with disabilities over non-disabled learners as regards registration at the school. It becomes apparent that all disabled learners are likely to receive their education at one learning site in a district due to the availability of resources. Further steps must be taken to prevent the situation where parents of non-disabled learners transfer their children from full-service learning environments to other neighbourhood schools. There is a likelihood of this type of situation arising due to the well entrenched stereotypes by both lay and professional members of the public, that disabled learners require more help and attention from the educator which will disadvantage non-disabled learners in the school. [38] It will be essential for staff at FSSs to be trained to handle and educate learners with all disabilities. They will have to be taught Braille, teaching techniques for learners with visual impairments, sign language for learners with hearing impairments and teaching techniques for learners with ADHD. (Note that the DOE does not believe that it is its responsibility to train educators at FSSs on how to teach learners with particular disabilities. For more details, refer to the Conclusion chapter of this thesis and Appendix 'X' attached.)

Braille also requires a different method of teaching as compared to the methods used to teach sighted children how to read and write. The question then is do we have human resources who would be able to adequately and effectively train ordinary class teachers to cater for all these learners needs at the same time? This implies that all teaching diplomas include a course on how to teach

learners with diverse needs and disabilities at the same time as teaching a class of 50 very often unruly learners. Clause 4.3.6.1 of EWP6 provides, 'At the institutional level, we will assist general and further education and training institutions to establish institutional-level support teams. The primary function of these teams will be to put in place properly co-ordinated learner and educator support services that will support the learning and teaching process by identifying and addressing learner, educator and institutional needs.' Hence, it can be presumed that it will be the responsibility of the institutional-level support team (ILST) made up of selected educators at the school to order Braille and large printed text books, liaise with DBSTs to Braille, tape record tests and examinations, class notes and the like, liaise with the DBSTs to make available O&M instructors, Braille instructors, rehabilitation officers and psychologists, handing out and collecting of equipment such as Perkins Braillers and low vision aids and the like. It is clear that for these ILSTs to conduct their role effectively, they need to receive the necessary information, training and expertise on the various disabilities and diverse learning needs.

(2)   Convert 380 special schools across the country into SSRCs. [39] This conversion requires special schools to assume a new character with a crucial role and responsibility within the inclusive education model. The conversion will involve the strengthening of special schools to enable them to assume their new responsibilities. The DOE believes that this conversion will help cut costs, as the need to build new special schools will be eliminated. [40]

The role of SSRCs will be two-fold. Firstly, they will be required to provide education to those amongst the targeted learner population who require a high level of support. As the level of support required by individual learners may increase or decrease from time to time depending on learning phase, the specialised skills they need to learn, and the subjects they choose from the curriculum, special schools must be prepared to enrol learners as and when the need arises. In this regard the special school must be adequately resourced, in terms of human resources, infrastructure and technology, to perform this task.[41]

Secondly, SSRCs will be integrated into DBSTs and will have to provide education support and services to the targeted learner population they serve attending FSSs and mainstream schools. [42] The problem is that there will only be 380 SSRCs that will be required to support 500 DBSTs and 500 FSSs.

As the name indicates, SSRCs will be a resource centre to FSSs and mainstream schools within the district in which they are situated. 'The new resource centres will provide an improved educational service to their targeted learner populations.' [43] Resources located in special schools will be utilised to provide support to learners in surrounding full-service and mainstream schools. For example, the Braille printer located in the SSRC will be utilised to convert learning material into Braille for learners with visual impairments in the surrounding schools. Staff of SSRCs will be required to play a vital role as regards training and holding workshops with teaching staff at FSSs and at mainstream schools which enrol learners with visual impairments. In addition, staff may be required to provide assistance to learners as regards the teaching of certain skills specific to visual impairment and the revision of content taught in the classroom that requires, for example, tactile diagrams or practical experiments.

A problem that can be foreseen is that there are only twenty special schools for the visually impaired in South Africa, making it an average of two schools per province that cater for visually impaired learners. No special school for the visually impaired is currently situated in the North West province. However, a new school for the visually impaired is to be opened in the province in 2008. [44] The problem is that due to the geographical length and breadth of the provinces, it will inevitably be the case that the majority of the 500 FSSs around the country are not going to be supported by SSRCs that cater specially for the needs of visually impaired learners, nor will their DBSTs have special schools for the visually impaired integrated into them. If FSSs are not properly supported, they will not be able to provide adequate and effective education support and services to visually impaired learners nor will the staff at these schools receive the support and advice necessary on how to teach these learners.

The only possible strategy the DOE can implement, which is being negotiated, and that would complement the inclusive education model outlined in EWP6, is to de-specialise all special schools. De-specialisation would require all special schools to diversify their services, resources and expertise. Instead of only enrolling and providing support to the targeted learner population for which they were designed, they would also have to accommodate and support learners with other disabilities or learners with barriers to learning. This would require SSRCs to employ specialist staff to teach learners with any type of disability or learning need. They must also have the expertise to train, advise and support teachers at FSSs and mainstream schools that have enrolled learners with disabilities and diverse learning needs. Furthermore, they must also be equipped with the necessary resources to support learners with all types of disabilities and learning needs. The infrastructural and physical environment of the special schools would have to be adapted for the physical accessibility of all learners. This would require a large injection of funding, which the DOE seems to lack. [45]

There are various other problems that may be predicted as regards the de-specialisation of special schools. Aside from the fact that de-specialisation conflicts with section 4.3.4.2 of EWP6, which states that SSRCs would cater for their target populations, other problems are foreseen. The biggest problem is that the teaching staff at a special school for the deaf, for example, will not be specialists or experts on how to teach and support learners who are visually impaired, or intellectually disabled. They would be in the same position as teachers at FSSs and mainstream schools as regards their skills, knowledge and experience of teaching learners with another disability or other learners who experience barriers to learning. In the circumstances, they would not be able to support teachers and learners with disabilities in surrounding FSSs and mainstream schools. If they were, however, required to do so, they would need intensive and extensive training, which would involve a large injection of funds and time. As regards the issue of time, if teachers spend lengthy periods going to train other teachers, and receive training themselves from teachers with varying expertise, it would leave less time in the classroom in SSRCs where the learners require high levels of support.

The INDS points out that 'another factor that must be considered is the tendency of society to view people with disabilities as a single group. Thus, people in wheelchairs have become the popular representation of people with disabilities. This ignores the diversity of disability and the variety of needs experienced by people with different types of disability.' [46] In a similar vein, EWP6 speaks of learners with disabilities as a uniform group of people. This is plausible as there is an aim to move away from categorising and classifying learners according to the type of disability they have. However, it cannot be ignored that people with different disabilities have inherently different needs due to their physical and/or mental impairments. Not only are their needs different based on their impairment, it may also be the case that their needs conflict with each other. In the event that their needs are in conflict, it might not be advisable for such groups to receive education in the same classroom. For example, the noise of the Perkins Brailler used by a learner who is blind has the potential to distract the learner with ADHD. Similarly, visually impaired learners require vivid oral expression and tactile methods of teaching while learners who are deaf require much more expression in the form of gestures, actions and those teaching methods that involve more visual instruction.

The Minister of Education, in the introduction of EWP6, speaks about strengthening rather than abolishing special schools so that they can better serve and address the target learner population for which they were designed.[47.] It is clear, however, that what EWP6 meant by strengthening special schools, in practical application meant completely changing their character, purpose and functions. The author argues that by expecting special schools to cater for learners with disabilities generally would detract from, and compromise the area of particular disability they were originally specialist in. Simultaneously, it would mean focusing on the quantity of services that can be offered rather than the quality. In the current situation, the majority of the special schools for the visually impaired would have to be strengthened, before it could be said that they are offering a quality education to the learners enrolled at the school. The author argues that, expecting special schools for the visually

impaired to take on the additional burden of becoming specialists in every field of disability is going to be an arduous task and an even bigger compromise.

(3) Establish 500 DBSTs. These teams would constitute professionals across the spectrum that would have different responsibilities in the education support and services received by learners with disabilities and who experience barriers to learning in their district. 'Their primary function will be to evaluate and through supporting teaching, build the capacity of schools, early childhood and adult basic education and training centres, colleges and further and higher education institutions to recognise and address severe learning difficulties and to accommodate a range of learning needs.' [48] These teams would be responsible to provide coordinated education support services to ILSTs. Their task would be to identify and address learner educator and institutional needs. [49]

5.5.5. The Extended Curriculum

EWP6 states that building an inclusive education and training system involves 'changing attitudes, behaviour, teaching methodology, curricula and the environment to meet the needs of all learners.' [50] However, subjects like Braille are not mentioned as possible core subjects for learners with visual impairments in the White Paper. 'The needs of visually impaired learners have not adequately been covered in terms of equipment and resources…. since subjects that are both specific and relevant to the needs of blind people do not enjoy the same status as subjects for sighted people,' [51] It is crucial that these subjects are integrated in the curriculum to place visually impaired learners on a level playing field with their sighted counterparts. This would enable them to be assessed, and receive the same certificate of education, as sighted learners.

It is crucial that, on entering the general education phase, visually impaired learners receive a firm grounding in essential skills and knowledge, to enable

them to function effectively in the practical world of the classroom, the learning environment and outside the learning environment. Therefore, aside from other necessary subjects in the curriculum, the visually impaired learner has to be taught skills specific to blindness and visual impairment. These skills cannot be taught overnight or in a year, but involve a gradual learning process. The SANCB believes that the general education phase must ensure that visually impaired learners are taught these skills at school. 'This band should fulfil its role of preparing a learner for lifelong learning, development and coping with everyday life situations.' [52]

A clear example is the skill of Braille. This skill is applicable to learners who are functionally and educationally blind. Braille is the most essential skill that these learners need to know for them to start reading and writing and engage with the curriculum. The medium of print is very different to the Braille medium. Print involves reading with the eyes and writing with a pencil or a pen, whilst Braille involves reading with the fingers and writing with a Perkins Brailler or a slate and stylus. The formation of the letters of the alphabet is also different, with Braille also containing contractions and abbreviations. Also, there are different abbreviations and contractions that have to be learnt for English and Afrikaans, and different Braille signs that have to be learnt for physical science, mathematics and music.

Clearly, it would be onerous for the teacher (and confusing to the learners) especially in a class with learners with diverse learning needs, to teach those who are sighted how to read and write using the print medium, and in the same class simultaneously teach learners who are visually impaired how to read and write using Braille. This problem is further exacerbated if the teacher has not been fully trained in Braille, and further, where there is no ancillary worker present in the classroom. Learners who are totally blind or who have severe low vision should be taught Braille from an early age, to enable them to learn the Braille code quickly. Learning all the Braille contractions and abbreviations is a gradual process and the speed at which it is learnt will differ from learner to learner. Braille signs for mathematics, physical science and music may be taught as the learner progresses to higher grades and as the need arises.

As Ewp6 did not provide for the composition of the DBST, the concept document on DBSTs published by the DOE in 2005 made this provision. It states that the professional/specialist officials who will be employed by DBSTs include: 'psychologists, specialist and general counsellors, therapists and other health and welfare workers employed by the DOE and various learning support personnel, e.g. remedial teachers and facilitators, language and communication teachers, and special needs teachers.' [53] No provision is made for specially trained personnel who can teach Braille or O&M in the DBSTs. It is true that special schools have specialist staff that should have such expertise and will be integrated into DBSTs. However, according to the DOE's policy, the number of learners in a school would determine the number of teachers allocated to that school. There has been no suggestion that this will not apply to special schools. In the circumstances, if staff at a special school is required to train teachers at mainstream schools, as well as at surrounding FSSs there may well be insufficient teachers left at the special school to teach those learners who require high intensity support. Further, although facilitators are provided for in the DBST in the concept document, the DOE maintains that they will not place facilitators in FSSs to assist the teacher and the learners, as indicated in Appendix 'X'. Hence, the provision of facilitators does not refer to class assistants or what is referred to internationally as ancillary workers. Consequently, there is uncertainty about what the actual functions of facilitators in the DBST is going to be.

5.5.6. Category of Disability vs. Level of Support Required

EWP6 provides that learners with moderate and mild disabilities will be included in FSSs and mainstream schools respectively, whilst learners with severe disabilities will be placed in SSRCs. However, what disability is viewed as mild, moderate or severe has not been defined in EWP6. What can be deduced from EWP6 and the SIAS manual published by the DOE in 2008 is that the degree of disability a learner has will be measured according to the level of support s/he requires. Hence, the DOE has moved away from its stance

of providing education support and services by way of category of disability, to provision by the level of support required by individual learners.

EWP6 stipulates that 'in an inclusive education and training system, a wider spread of educational support services will be created in line with what learners with disabilities require.' [54] Further reference is made to low intensity support which will be provided by ordinary mainstream schools, moderate intensity support which will be provided by FSSs, and high intensity support which will be provided by SSRCs. Learners can move from one school to another depending on the degree of support they require at a particular stage in the curriculum. For example, a grade R learner who is functionally or educationally blind may be placed in a SSRC to learn Braille. When s/he is fluent in Braille, s/he can be placed in a full service or mainstream school depending on individual capabilities. A learner may, however, feel more comfortable coming back to the special school in grade 10 if he/she chooses to do subjects like mathematics and physical science which require a greater amount of individual attention, thus increasing the intensity of support required.

EWP6 is silent on the criteria and the distinguishing features that determine low, moderate and high levels of support. Hence, one is inclined to presume that, levels of support will be determined according to the amount of human resource specialists, or what expensive resources are, required by a learner. Further questions that need clarification are the following:

1) How would it be determined what category of support is required by individual learners?
2) How will it be determined which school a particular visually impaired learner is entitled to attend?
3) How will it be determined whether a particular type of school meets the requirements relating to the level of support it was supposed to provide?
4) Will financial assistance, provided by the state to schools, depend on the level of educational support offered at the school?

5.5.7. The Funding Strategy

According to EWP6, funding will come from three main sources, namely line budgets from provincial education departments, donor funds, and government grants. At present the inclusive education directorate in the DOE is almost entirely dependant on donor funding. [55] Government grants have not been provided for the implementation of EWP6. This might be construed as demonstrating the lack of priority that the National Government gives to inclusive education. Funding limitations inevitably result in policy trade offs, and it appears that EWP6 will be side-stepped until other policy areas have received government funding. One cannot help but notice that reliance on donor funding still entrenches disability issues, needs and rights within a 'charity discourse'.

As there are no post provisioning norms and standards in place and the costs of implementing the policy have not been accurately quantified, it is very difficult for provinces to budget for the implementation of EWP6. Provinces still use their funds allocated to them in their special needs education budgets to fund the operational costs of special schools, many of which are under-developed. Government has assumed responsibility as specified in the Constitution [56] to promote the educational opportunities of all South African learners and thus needs to meet its obligations in this regard. If it fails, it risks the transformation to inclusion being long drawn out. The lack of financial resources could result in a seriously flawed inclusive education system. For more details on funding, the utilisation of donor grants, budgetary allocations and accountability of the DOE in this regard, refer to Chapters 7, 8 and the Conclusion.

5.5.8. Review

EWP6 stipulates that 'the policy will be reviewed by a designated advisory body[57] during implementation. The membership of this advisory body is to be scrutinised with regard to its suitability. There has been no publication to date as to whether the investigation on the suitability of the members of the body

has been done, and if it has, no publications regarding the findings have been made available. The question that then arises is whether the policy been reviewed by the advisory body? If so, what were the outcomes of the review regarding its strengths and weaknesses? There has been no publication regarding the strengths of the policy or whether problem areas have been addressed. If the policy is not monitored, or is monitored by unsuitable monitors, its development as a workable policy will be stunted.

5.6 THE LEGAL AND ETHICAL FRAMEWORK SURROUNDING EWP6

Can the State treat people who have unequal abilities due to impairment, similarly, and expect a situation of equality and non-discrimination to arise? The answer from EWP6 is yes. However, it is qualified by the requirement that certain provisions need to be met. It is clear, therefore, that if such provisions are not met, the answer to this question will be a definite NO. [58]

A White Paper outlines the government's policy regarding its position and the strategies it will deploy to ensure its objectives are implemented in practice. The process involved in drafting a White Paper is the last stage that allows public participation and consultation. After a White Paper is passed as policy, the usual procedure that follows is the passing of a bill and, thereafter, an enactment passed by Parliament or a provincial legislature.

Despite EWP6 being passed in July 2001, no Bill or legislation has to date been passed and nor is any legislation envisaged to deal specifically with the education of LSEN. The DOE argues that because of the existence of EWP6, it does not require an Act of Parliament to supersede it. The DOE asserts that EWP6 is adequately supported and protected by clauses and principles contained in other legislation. It is claimed that EWP6 does have a measure of legal status as it was gazetted as official education policy in the *National Education Policy Act 27 of 1996*. On the other hand, due to the White Paper just being policy, the author together with other scholars such as Paul Colditz,

lawyer and chairman of the Association of Governing Bodies, argue that it does not have the force of law. 'Policy, which EWP6 clearly is, must yield to law enacted by Parliament if and to the extent that it is inconsistent with enacted laws. The White Paper promotes inclusive education in ways that run counter to express statutory provisions.' [60] These inconsistencies include the following:

EWP6 intends converting a number of public schools into SSRCs that will serve not only learners enrolled at the school and its surrounding community, but also provides support to teachers and learners in other schools. Further, it promotes and intends to facilitate the enrolment of learners with disabilities in schools that did not enroll such learners in the past. 'It therefore assumes by necessary implication that it can dictate admissions policy at the school to which a learner with a disability is admitted.' [61]

According to the SASA, the SGB determines policies it passes that may influence the character of the school and the admissions policy that exists. EWP6 aims to change the character of a school when it requires designated public schools to be converted to SSRCs. In addition, EWP6 dictates the admissions policy of schools when it requires public schools to enroll learners with disabilities. As legislation overrides policy, this means that EWP6 is unenforceable to the extent that its main objectives, required to facilitate inclusive education, conflict with the SASA.

These arguments stating that EWP6 has no force in law were criticised by Advocate Johan Roos in a paper presented at the Education Conference of the SANCB in 2005. [62] Roos argues that the contentions pointed out above are the only ones that are relevant. Further, although SGBs have the power to determine admissions policy at a school, they cannot discriminate against any learner when designing or implementing such policy. The SASA states, 'a public school must admit learners and serve their education requirements without discriminating in any way.' [63] This is expanded further, 'in determining the placement of a learner with special education needs, the head of

department and principal must take into account the rights and wishes of the parents of such learner.' [64]

It must be conceded that there are legal principles within our legal system that protect the rights of learners who are visually impaired, and by extension, all learners with disabilities. These principles and provisions support the policy outlined in EWP6. The resounding presence of such legislation can be seen primarily in the Constitution, the core principles of which are stated below:

Section 1 highlights the importance of 'human dignity, the achievement of equality and the advancement of human rights and freedoms.'

Section 2 provides, 'This Constitution is the supreme law of the Republic; law or conduct inconsistent with it is invalid…'

Section 9 guarantees equality and prohibits discrimination by the State and private persons on the grounds of, among others, disability.

Section 28(1) (b) provides that all children have the right to, 'family care or parental care, or to appropriate alternative care when removed from the family environment…'

Section 28(2) provides, 'a child's best interests are of paramount importance in every matter concerning the child.'

Section 29, most significantly, states that everyone has the right to basic education and to further education. Although it provides that further education must be made progressively available and accessible through reasonable measures, basic education is not subject to the availability and accessibility qualification.

Section 39 provides that in determining fundamental rights, a Court or tribunal must take international law into account. Further it must

160

promote the values of human dignity, equality and freedom encapsulated in an open and democratic society.

Critically then, what are in the best interests of the child who is visually impaired? These interests need to be considered, taking into account the right to equality and human dignity, the child's right to have a family life, its right to basic and further education and the right to non-discrimination based on disability. International law and international organisations including the UN, the WBU and ICEVI are key advisory instruments and should be consulted in determining what are considered to be in the best interests of children who are visually impaired according to international standards and norms. 'International declarations, which have focused on human rights, have formed the basis for the establishment of charters and covenants. While the rights proclaimed in these charters and covenants have been incorporated into the education Acts of many countries, there is still considerable disparity in the interpretations of such rights.' [65]

If it is believed that it is in the best interests of children who are visually impaired to acquire certain core skills, namely, that they receive proper grounding in the foundation phase, as this phase impacts differently upon them, that the teachers teaching them must be equipped with specific skills and competencies and that they must have adequate support to permit access to the curriculum, then these interests are protected by the Constitution. It is argued then, that our pre-occupation should not lie with whether EWP6 has the force of law; rather what needs investigation and elaboration is the need for a clear, coherent and definitive statement on how the best interests of learners who are visually impaired will be catered for, within the inclusive education model proposed, and under South Africa's resource constraints. As a result of EWP6 being so vague and non-informative, the learner who is visually impaired and other learners with disabilities, educators and schools are faced with uncertainty as regards the nature of their rights and obligations in the inclusive education system. Colditz remarks,

"'I have read Education White Paper 6 a number of times. I have even twice had the privilege of attending meetings at the National Department of Education where senior officials of the Directorate of Inclusive Education have tried to explain the mind shift underlying the White Paper to me. My honest opinion in reading and listening has always been that I am being told that Caesar is passing by in the most beautiful attire one can imagine. But to me Caesar appeared to be naked. I must confess that I fail to grasp what I read and what I am being told. To me it appears that I am just being fed a massive dose of meaningless rhetoric.'" [66]

If one takes note of the date of publication of EWP6, namely July 2001, and the date of its proposed implementation, namely, 2021, we have a long twenty-year interim period. Consequently, there are various questions that require clarification, namely,

(1) What rights do children who are visually impaired presently have as regards receiving education support and services?

(2) Can parents of visually impaired learners during this interim period, place their children in the mainstream school of their choice, based on the fact that they have an entitlement in terms of the Constitution and the SASA, and the fact that the INDS opposes the segregation of persons with disabilities from mainstream society?

(3) If parents are indeed entitled to place their children in mainstream schools in their neighbourhood, is the state under an obligation to provide them with a quality, barrier- free education?

(4) Can visually impaired learners go to the mainstream school of their choice or do they have to wait until there is a FSS developed in their particular region of residence?

(5) Can the mainstream school itself refuse to accept the visually impaired learner due to lack of human, technological, infrastructural and/or support-based resources?

(6) What rights to resources do schools that are required to enroll and accommodate children who are visually impaired possess?

(7) If the answer is that learners with disabilities do indeed have enforceable rights to receive a quality education, are these rights obtained from the Constitution itself, or the vague SASA, or is one to accept that these rights are obtained from EWP6 or the INDS?

(8) Further, if these rights are enforceable by disabled learners and students, what protocol needs to be followed to exercise and enforce these rights in a Court of law?

(9) Is a White Paper, which is a policy document that has been gazetted, going to stand as sufficient authority in a court of law? Or should reliance be placed on the provisions of the Constitution?

EWP6 does not make any reference to these questions and answers. This type of uncertainty and vagueness is problematic for all the relevant persons, institutions, and organisations concerned. Certainty and clarity of rights and responsibilities of all the relevant role players have to be attained as inclusive education has major implications for them. Given the large illiterate and poor population, it would be an arduous task for them to even know their rights, let alone enforce them.

> 'One cannot help observing that in many instances where education policy is made, one cannot be sure that the policy making and implementation strategies pay sufficient mind to the basic proposition that it must ultimately work for each and every individual child, rather than for broadly and imprecisely defined classes of children, for example disabled children as an amorphous category of persons.'[67]

5.7. CONCLUSION

In summary, this chapter focused on discussing and analyzing the contents of the various Acts and policies impacting on inclusive education in South Africa. It is evident that South Africa has legislation in place demanding that everyone has the right to education and non-discrimination. Whilst, on the other hand, there is also a policy dealing specifically with inclusive education stating that it has a 20 year implementation plan and is only going to be implemented in phases. Hence, there is a clear mismatch between law and policy. The other problem is that the DOE, schools and parents do not have legal certainty regarding their particular rights and obligations due to the vague terminology used both in the SASA and EWP6. Legal precedents hence are urgently needed to help remove ambiguity.

Due to the construction, vagueness and generalisations illuminated in EWP6, the author argues that a detailed piece of legislation to eliminate these flaws is required to bring about consistency and clarification. The DOE's strategy is intended to implement inclusive education through provinces it can as yet barely regulate. It appears to be going through the implementation phase at its own pace, without public scrutiny and accountability. It is for these reasons that a parliamentary enactment is required similar to the Individuals with Disabilities Education Act (IDEA) in the USA. 'Then we have something to interrogate and with which to engage. Until that happens, the right to a basic education of blind children is not guaranteed, and the Constitution demands that it must be done.' [68]

164

END NOTES

1 . Roos J, 2005, page 1;

2 . Organisations which supplied input into policy documents drafted, were, amongst others: The SA National

Council for the Blind, DeafSA, The Federal Council on disability, Blind SA, and Disabled People South Africa;

3 . Education White Paper 1, 1995, Integrated National Disability Strategy 1997, The Consultative Paper No 1, First Steps

1999, Education White Paper 5, 2001 and Education White Paper 6, 2001;

4 . Department of Education, The South African Schools Act 84 of 1996, Section 12 (4) (a), page 5;

5 . Department of Education, Consultative Paper No. 1 on Special Education, August 1999, page 19;

6 . Department of Education, The South African Schools Act, Act 84 of 1996, Section 21 (1) (c), page 8;

7 . Ibid, Section 21(1) (c), page 8; by law a school governing body determines the character and admissions policy of its

school;

8 . Office of the Deputy President, White paper on an Integrated National Disability Strategy, November, 1997, page i;

9 . Ibid, page 27;

10. Ibid, page 39;

11. Department of Education, Consultative Paper No. 1 on Special Education, August 1999, page 2;

12. Ibid;

13. Ibid, page 27;

14. Department of Education, Education White Paper 6, July 2001, section 1.4.1, page 16;

15. Ibid, section 1.5.1, page 18;

16. Hogwood B, and Gunn L, in Hill M, (A Reader), 1997, page 223;

17. Department of Education, Education White Paper 6, July 2001, page 3;

18. Ibid, page 4;

19. Hogwood B, and Gunn L, in Hill M, (A Reader) 1997, page 224;

20. Edwards C, and Middlemiss S, 2006, page 8, at: http://www.ssronline.org/edocs/demos_ssr_workshop_report.pdf

(Accessed in August 2007);

21. Department of Education, Education White Paper 6, July 2001, page 1;

22. Ibid, page 4;

23. Smith G, and May D, in Hill M, (A Reader), 1997, page 167;

24. Department of Education, Education White Paper 6, July 2001, section 3.11.1, page 42;

25. Ibid, section 3.11.1 (a), page 42, and page 8;

26. Ibid, section 3.11.1 (b), page 42, and page 8;

27. Ibid, section 3.11.1 (h), page 43;

28. Ibid, sections 3.11.1(e) and 4.3.5.1, pages 43 and 48;

29. Ibid, sections 3.11.1 (d) and 4.3.4.2, pages 42 and 47;

30. Ibid, sections 3.11.1 (f) and 4.3.3.1 and 4.3.3.2, pages 43 and 47;

31. Ibid, sections 3.11.1(l) and 4.3.5.1, pages 43 and 48;

32. Ibid, section 4.3.5.2, page 48;

33. Research questionnaire answered by visually impaired learners, Refer to appendix 'E';

34. Department of Education, Education White Paper 6, July 2001, section 4.3.8, page 49;

35. Ibid, section 1.3.7, page 15;

36. Statistics SA, the Authoritative Government body that supplies data on the census, amongst other data, has supplied these totals of the various disabilities from the 2001 census, the last available at the time of this research: Sight Impaired: 577096; Hearing Impaired: 313585; Communication Impaired 75454; Physically Impaired: 557512; Intellectually Impaired: 206457; Emotionally Impaired 268713 and those with Multiple Disabilities: 259170. This amounted to a total Disabled population of 2255982 out of a total population of 44819778. These statistics are annexed as Appendix 'D';

37. Department of Education, Employment of Educators Act 76 of 1998, section 14, page 77;

38. This emerged from the interview with the Field Test FSS. Further, socio-economic and educational standing of parents must also be considered. Please note that the Field Test FSSs are situated in poor under-developed geographical locations, as demarcated in the National District Development Programme;

39. Department of Education, Education White Paper 6, July 2001, section 3.11.1 (l), page 43; Note that EWP6 is contradictory in this regard as in Section 7 of annexure 'A' page 53 it refers to 378 special schools. Despite the DOE's intention not to build any new special schools, a DOE official at the South African National Council for the Blind's Biennial Conference in October 2007 said in an address that there are now 408 special schools in South Africa;

40. Ibid, Annexure A, page 54;

41. Ibid, sections 4.3.4.2, 4.3.4.3, and 4.3.4.4, page 47;

42. Ibid, section 4.3.4.2, page 47;

43. Ibid;

44. Refer to Appendix 'C' for a list of existing special schools for the visually impaired. It is clear that the DOE could not stick to its plan not to build any more special schools, as there was an urgent need for a school for the visually impaired in the Northwest province. It has since agreed to the erection of a school for the Blind in Christiana;

45. An audit of special schools in the country was conducted. However, the findings of the audit have not been published or made easily accessible;

46. Office of the Deputy President, White paper on an Integrated National Disability Strategy, November, 1997, page 1;

47. Department of Education, Education White Paper 6, July 2001, page 3;

48. Ibid, section 4.3.3.1, page 47;

49. Ibid, section 4.3.6.1, page 48;

50. Ibid, section 1.4.1, page 16;

51. The South African National Council for the Blind, 2002, page 13;

52. Ibid, page 14;

53. Department of Education, Directorate Inclusive Education, Conceptual and Operational Guidelines for the implementation of Inclusive Education: District-Based Support Teams, June 2005, page 7;

54. Department of Education, Education White Paper 6, July 2001, section 1.3.7, page 15;

55. After the completion of the research for this work in 2005, training that should have taken place by that stage, only took place in Pretoria in March 2007, funded and presented by Stockholm Institute of Education, Sweden. At that stage of the implementation process, the training provided was much less than participants had expected, as only 18 educators were involved, with the remainder of those who attended being DOE officials and stakeholders from the disability sector;

56. Department of Education, Education White Paper 6, July 2001, section 1.1.2, page 11, and the Office of the Deputy President, White paper on An Integrated National Disability Strategy, November, 1997, pages 24, 26, 63 and 64;

57. Department of Education, Education White Paper 6, July 2001, sections 4.3.2.1, 4.3.2.2 and 4.3.2.3, page 46;

58. The South African National Council for the Blind, 2002, page 24;

59. Department of Education, Education White Paper 6, July 2001, section 1.5.6.1, page 20;

60. Roos J, 2005, page 2;

61. Ibid;

62. Ibid;

63. Department of Education, The South African Schools Act, Act 84 of 1996, Section 5 (1), page 3;

64. Ibid, section 5 (6), page 3;

65. Engelbrecht P, et al, 1999, page 21;

66. Colditz P, 2005, page 2;

67. Roos J, 2005, page 4;

68. Ibid, page 5.

CHAPTER 6

RESEARCH FINDINGS ON THE IMPLEMENTATION OF INCLUSIVE EDUCATION: 2001 – 2006

6.1. INTRODUCTION

Now that a picture has been created regarding the educational needs of visually impaired learners, and, of the South African Government's inclusion policy on how to address these needs, this chapter focuses on establishing the progress the DOE has made in implementing its immediate to short term goals outlined in EWP6 as at 2006. It should be noted that these goals should have been achieved by 2003, but the implementation date was extended by the DOE to 2006. A brief discussion on inclusionary practices that exist independent of EWP6 and the DOE is also conducted to make the reader aware of a few models of inclusionary practices currently in place within the education system.

EWP6's immediate to short-term strategy was to conduct an audit of special education and the state of special schools in the country. The aim of this audit was to ascertain what limitations exist in special schools and what improvements needed to be made. Further, the DOE decided to embark on a field test, to assess the strengths and limitations of the ideas outlined in EWP6. It was anticipated that the field test would also facilitate the production of knowledge around inclusion that would be consistent with the right model and the intellectual tools to drive inclusive education. In addition, the field test was intended to explore the viability of the conversion of 30 ordinary primary schools into FSSs, 30 special schools into SSRCs and the establishment of 30 DBSTs.

To determine the progress and the state of inclusive education practices at schools in South Africa, a brief discussion on what the DOE has achieved as

at 2006 will follow. Further, the experiences of the FSSs and SSRCs involved in the field test will be discussed in six case studies. Four case studies on inclusionary practices in mainstream schools that were initiated and managed by the schools and parents themselves, and not with any assistance from the DOE or in accordance with the model outlined in EWP6 is also discussed. The chapter concludes with an investigation of the perceptions, experiences and opinions of principals, educators, and visually impaired learners. All case studies and questionnaires with different role players discussed in this chapter were conducted in 2005-2006.

The case studies and the data collected will be analysed to provide the reader with a clearer understanding of the successes, challenges and concerns surrounding the implementation of inclusive education in South Africa. A detailed discussion on the challenges confronting the implementation process is conducted in Chapter 7. This chapter succeeds in confirming the argument made by the author, that without appropriate support, adequate funding, untrained teachers, and the lack of capacity of specialist human resources, a workable inclusive education system which accommodates visually impaired learners is not going to materialise, at least not within the next decade or two.

6.2.   THE IMPLEMENTATION PROCESS INITIATED BY THE DOE TO FACILITATE THE MOVE TOWARDS INCLUSION

(i)   The DOE is focusing on 30 presidential nodal areas. These nodes are those identified by the President as being the poorest areas in the country. This process also resulted in the production of concept documents on:
   (a)   FSSs;
   (b)   SSRCs;
   (c)   DBSTs;
   (d)   curriculum adaptation;
   (e)   inclusive curriculum guidelines within the framework of the revised national curriculum statement; and

(f)   SIAS.

(ii)   By the first quarter of 2006, the implementation of the field test for inclusion of visually impaired learners at the 30 FSSs was limited. A minimal number of learners with disabilities were enrolled and supported at the field-test FSSs. This was largely due to lack of funding, lack of teacher training, inadequate resources, and the unreadiness of the field test schools. In the area of visual impairment, four special schools were selected - as part of the 30 special schools - to provide support to the field test FSSs. These schools enroll learners who are visually impaired, and learners who have other disabilities. They are: Re Tlameleng, a school for the blind, deaf and physically disabled in Kimberley; Bosele school for the blind and deaf in Nebo, Limpopo; Tshilidzini school for the blind, deaf and physically disabled in Thoyoundo, Limpopo; and Letaba school for the blind and physically disabled, in Tzaneen, Limpopo. The author argues that the flaw in this approach is that three special schools for the visually impaired selected are situated in the Limpopo province, instead of there perhaps being special schools in 4 different provinces. The reason is that this might geographically bias results produced by the field test, notwithstanding the small size of the sample.

(iii)   The DOE's advocacy strategies at the 30 field test full service sites have commenced with assistance to educators and principals. The aim is to assist them to make the psychological and emotional adjustments required for an inclusive education and training system. Focus has been on changing attitudes and stereotypical mind-sets. There have been a minimal number of workshops held with educators and school managers. As a result participants appear to see these workshops as merely providing orientation and not actual training. Consequently, although the 'mental preparation' of educators has begun, no adequate training programmes have been implemented to equip educators with the knowledge, expertise and skills required, to simultaneously teach learners with different disabilities and diverse needs. This has

frustrated and demotivated educators, many of whom are now questioning the wisdom of the decision to accept the responsibility of a field test FSS. [1] It was confirmed at an interview held with the Director of Inclusive Education in June 2008 that the DOE is not responsible to train educators on how to teach learners with specific types of disabilities. (For further details on training, refer to the concluding chapter of this thesis, and Appendix 'X', which is attached.)

(iv)   An initiative by the DOE has been that it has funded the field test FSSs to build ramps to make the school buildings accessible to physically challenged learners. There have, however, been no colour differentiation markings made at the top of stairs, between walls and doors and no attempts made to conduct any environmental investigation regarding physical accessibility for learners who are partially sighted and/or totally blind. Some NGOs have been drawn into the process, offering assistance regarding specialised needs, services, support, expertise, skills and resources. However, such assistance is limited, as NGOs have other responsibilities for which they were established. Also, unfortunately, NGOs are not present in all districts, and funding is always scarce. The corporate sector has assisted by providing computers with voice software at FSSs and to certain special schools, but not to all 30 that are part of the field test. [2] It is pointless having computers in inaccessible classrooms, voice software programmes and computers that haven't been installed and, more importantly, no personnel with the expertise to operate them.

(v)   A further exercise undertaken by the DOE was that it contracted the services of the Sisonke Consortium to provide guidance on training required by the staff in the 30 designated field test FSSs, 30 special schools, 30 DBSTs and 4 reform schools. The Consortium had to draft a report on the effect of EWP6 on the current situation in respect of human resources, institutions and structures involved in the move towards inclusion. To this end, the Consortium had to do the following: [3]

(a)   develop field test training material;

(b)   train all staff at designated schools and districts on the SIAS and Curriculum Adaptation' documents; and

(c)   compile a research-based report on the process of implementation of the project, highlighting the strengths and weaknesses and, further, outlining the implications and strategy guidelines for human resource development to implement EWP6.

The Consortium's report of 11 May 2006 attached as Appendix 'L' revealed that they managed to do the following:

(1)   Compiled a report on the current human resource situation in institutions affected by EWP6. To this end they had: Finalised the draft composite situation analysis report and communicated this to the partners and the DOE;

(2)   Developed training, monitoring and reporting plans, and nominated a team to put this into practice;

(3)   Developed training methodologies; and

(4)   Produced the SIAS training Manual. [4]

The primary goal of the Consortium was the production of the SIAS Manual. The manual was initially not approved by the DOE. It was, however, finally approved in June 2006 although with serious reservations. Despite the DOE's reservations, training was set to start immediately. [5]

'What appears to be the drawback in the training manuals is that they are very policy orientated, describing what the policies are and what is to be achieved according to EWP6. However, what the Sector (in this case visually impaired and other physically disabled) would have liked to have gained from the manuals was that they should be practical, and provide guidance to the educators, who are going to be working with a

learner with a specific disability for the first time. This the manuals did not achieve.' [6]

This, in a nutshell, is what the DOE has achieved in implementing its inclusive education and training policy strategy as outlined in EWP6 up to 2006. With minimal groundwork being done, the exact implications the policy has in practice for visually impaired learners cannot be accurately identified. As EWP6 is very broad in its language as regards the specialised needs, provisions, support and services required by learners with differing disabilities, it provides imprecise answers.

6.3. THE IMPLEMENTATION OF EWP6 AT FIELD TEST FULL SERVICE SCHOOLS, AND AT SPECIAL SCHOOLS AS RESOURCE CENTRES

Investigations were conducted into the situation and readiness of 3 field test FSSs and the 3 SSRCs selected to support them. The investigations are discussed in six case studies below.

6.3.1. Case Study 1 - Field Test Full Service School

This primary FSS was situated in a poor urban area. It was established in 1986. There was a learner population of approximately 900. The educator population was 26, three of whom were appointed and funded by the SGB.

At the beginning of 2006 there was only one learner with a disability, namely, downs-syndrome, admitted at the school. The character of the learner population remained unchanged. The principal understood what the DOE's model of inclusive education encapsulated, but she believed that the school was already inclusive as it catered for learners with a host of socio-economic problems, such as, poverty, gangsterism, drugs and language barriers. She felt that the DOE had not assisted them with these challenges and they were

compelled to meet them internally. She was afraid that a similar situation of neglect would arise once inclusive education was implemented in its entirety. What was also frustrating for the staff and the principal was that although the DOE said that they were contactable for support, more often than not staff at the school reached a telephone voice mail service at the DOE, or had one person refer them to another, without success. 'They dive into something and they leave us to swim without a paddle. The staff is willing to accept challenges, but we need to know where we are going. You cannot just go somewhere without any direction…' [7]

The DOE funded the school to build ramps to improve physical access to the buildings. The toilets were also adapted to make them user-friendly to physically challenged learners. Despite these developments there were no wheel chair users at the school. The school had no specialised equipment or assistive devices for educating visually impaired learners. They did not enroll any visually impaired learners and believed they were certainly not ready to do so. 'We need to be realistic. We cannot cope with kiddies who are physically challenged in the extreme because we don't have the expertise or the human resources…' [8] The DOE had one meeting with the staff where they discussed the concept of inclusive education.

None of the educators had specialised qualifications to teach learners with special needs. However, they had been eager to learn and accept the challenge if they were given proper training. As at February 2006 none of the educators were given any training on how to cope with a number of learners with different and often conflicting needs at the same time. How a teacher would cope with a class with an average of 40 learners further exacerbated the situation. Further it was suggested that merely attending 2 to 3 hour workshops or having three day orientation programmes did not constitute proper training. 'They just give three days orientation and then they expect the teachers to know what to do. Orientation is not training.' [9] The teachers were also frustrated because the orientation programmes were held during the school holidays.

The principal admitted that there was no existing supporting relationship by the SSRC in the district. She said that she enrolled one learner from the special school at her school, but this placement was short lived. 'The learner did not end up staying here, because it is not as simple as they are putting it to be, in that we do not have additional human resources.' [10] Practical problems like who was going to give learners therapy and services, where these services were to be delivered, who was to transport the learner, and so forth, created difficulties. The difficulty with the learner being supported at the SSRC is that, 'their challenge is that they have their existing learners who form part of their time table and they can't accommodate our learners in their time table.' [11]

Although DBSTs tried, they were under-resourced and under staffed. If a psychologist was required at the school, the school was put on a waiting list for those services. The psychologist came to their school when s/he was available, as there were about 40 other schools to attend to. Although DBSTs displayed admirable and positive attitudes, they did not have the capacity to do everything. 'You can only do so much with so few people. They need to put the resources where it's needed. There is an overloaded head office doing 'bugger all'. They don't even understand the concept of decentralisation.' [12]

The principal and educators were frustrated with the non-committal stance taken by the DOE. 'It's easy for them to just give us deadlines but they don't come and see how we are operating.' [13] It is clear that this school is waiting in limbo and is confused as to what is expected of them as an FSS. 'They (the department) use catch phrases which in my opinion shouldn't be used because we are not sufficiently trained to implement their expectations. We are still waiting to be told which category of learners a mainstream school can accommodate.' [14] Although the DOE told them that training of educators was to begin in earnest in 2005, as at February 2006 nothing had begun. Educators were afraid that they were going to receive minimal training and that they would be required to implement their training immediately without completely understanding the process and system themselves. 'We don't get anything from the department. The department had this wonderful vision.

They gave us everything in writing. They gave us this wonderful rollout, but nothing has happened yet. We need to do more with a whole lot more.' [15]

6.3.2. Case Study 2 - Field Test Special School as Resource Centre

This special school was selected to assume the role of SSRC and was required to support the above mentioned field test FSS in 6.3.1. An interview was held with the principal of this SSRC. This special school was not specialised to accommodate learners with visual impairments. In 2005 it had a learner population of 192 and an educator population of 24. All 24 posts were DOE appointments. There were 5 class assistants employed at the school, whose salaries were funded from the budget the DOE allocated to the school for its operating and running costs. Only three educators had special education needs qualifications, the rest were exposed to in-house training which they learnt at the school whilst teaching.

The school initially specialised primarily in catering for learners with cerebral palsy. Of late the school also admitted learners with a range of learning difficulties, however, they did not require high intensity support. There were four learners who were hard of hearing, and one learner who was profoundly deaf, but the reason for these enrolments was because they had cerebral palsy as their primary disability. 'With the blind, we feel that we are not adequately resourced, so we don't want to admit blind learners. We don't have the capacity. The one deaf child we took was because her secondary disability was deafness and the school for the deaf did not want to take her.' [16] The school will not be able to cater for the needs of learners who are visually impaired, deaf or severely mentally challenged who require a high level of support as it does not have the specialisation, capacity or resources to do so.

The principal maintained that the FSS in the district said that they were not ready to accommodate such learners. 'At the moment we have no learners that were placed in the FSS. Every learner that we did refer to the FSS was not accepted.' [17] Although it was very difficult to get all the staff together, they

had one workshop at the FSS and she sensed a great degree of reluctance and resistance from the staff as regards the inclusive education process. She said that their staff was willing to support staff in mainstream and FSSs, however, they did not have the capacity to give one on one support. 'We feel that we can only support the educators out there. We cannot give one on one support. It doesn't even work like that in our own school. We don't have the capacity.' [18] It was clear that the educators at the special schools would not be able to support learners who were visually impaired, deaf, or severely mentally impaired, attending full service and mainstream schools, as they did not have the specialised resources, the capacity, or the necessary qualifications, experience or training. In the latter regard the educators in the special schools would be in no better position than educators in full service and mainstream schools.

The school needs to be strengthened appropriately if the DOE expects it to take on this extended de-specialised role. The principal said that the DOE promised that they would start training the staff in 2005. However, in 2006, training had still not begun, nor was there any indication as to when it would. 'The policy is ahead of the managers, we are better suited to deal with learners with physical and learning disabilities.' [19] Although there was an audit conducted in 2002, there has been no feedback from the DOE.

An architect from the DOE visited the school, but he did not consult the principal on the physical changes that would best suit the school and its wide range of learners. Classrooms were too small to accommodate all the learners and more classrooms need to be built to adequately accommodate learners on wheelchairs. Telkom, a parastatal company, donated computers to the school. The computers were put into a room that was inaccessible to the learners in wheelchairs as they could not move along the narrow aisles. Aside from the computers donated by Telkom, there were no additional resources given to the school to strengthen it in its own area or in other areas of specialisation.

The experiences of these two schools illustrate the mismatch between supply and demand. Principals and teachers are displaying signs of frustration and are not ready to implement the DOE's inclusive education model in practice. The special school which is supposed to provide support to the FSS is itself not ready to enroll visually impaired learners. It appears that there has not been adequate planning or a well thought out resource allocation strategy. There is also a poor filtering mechanism of information relays which results in role players being left in limbo unaware of what is expected of them in the implementation process. The vagueness of EWP6 has exacerbated this problem. These types of problems usually arise due to the top-down approach which was the approach taken in EWP6. (For details on the top-down approach, refer to chapter 5.)

6.3.3. Case Study 3 - Field Test Full Service School

This school is situated in a sprawling sub-economic [20] urban area. It was established in 1987. There was a learner population of 1168, with an average of 50 learners in a class. There were 27 educators, two of whom had special qualifications in remedial education. None had specialised qualifications or practical experience in teaching learners with different disabilities.

The school was given no additional human, technological or capital resources since it became a FSS in 2003. One workshop was held at the school where the staff was informed about EWP6 and what it entailed. The staff was very reluctant to accept the new role that the school was given, but the DOE convinced them that it was a plausible and workable idea. The staff said that they would not be able to cope without constant and continuous support from the DOE. However, although the DOE promised that training of educators would begin in 2005, training had not yet begun. 'My teachers ask me, why don't they remove this programme from our school to another school? I am sure if they received the training required and the support from the EMDC, things will be moving. We cannot have inclusive education with no support. We won't be ready without support.' [21] 'Nevertheless, as is usually the case

with innovative initiatives, the prospect of implementing the inclusive education model generates fear and resistance, mainly from teachers who are fearful the training and support they will need will not materialise.' [22]

They received funding from the DOE to build ramps on the school premises. They had not yet admitted any learners with disabilities as envisaged by EWP6 as they were not ready to cater for their needs. Like the principal of the field test FSS in case study 1, the principal of this school believed that her school was already inclusive as it catered for learners who had a wide range of learning needs. 'We are inclusive even now in that we have learners who do not have any parents, also learners who have barriers to learning. However, we haven't taken any steps to be deeply inclusive. We have had no support. If we admit these learners we would not get support.' [23]

The special school sent two learners who were hard of hearing to her school to see how they would cope in the mainstream. 'Although we did admit these learners, they did not last long at our school and were taken back by the special school. We did not know what needs those two children had, and we just took them in and treated them as ordinary learners.' [24] The special school did not give the field test FSS any feedback regarding the assessments of these two learners. 'The special school concerned has not given us any support. They also have their own problems. There is nothing coming back from the DOE. I met the principal of the special school and he told me that there was no feedback from the Department on his side as well. Everybody is frustrated…' [25]

It was evident that the school did not know exactly what the DOE expected of it in its role as a field test FSS. The principal emphasised that the school did not anticipate admitting learners who are visually impaired or deaf. 'We expect learners with moderate disabilities, that is, learners in wheel chairs or learners who have ADHD, and not learners who require sign language and Braille because we haven't been exposed to that.' [26] The school received no support, feedback or input from the DBST. 'They haven't informed us who will serve on the DBST and what they can do for us.' [27]

6.3.4. Case Study 4 - Field Test Special School as Resource Centre

In contrast, the enthusiasm demonstrated by the principal of the special school supporting the field test FSS discussed in 6.3.3 was refreshing. The school however, still required capacity, resources, and human resource development to be a de-specialised special school. The school was established in 1988 and is situated on a vast tract of land and is quaintly out of synch with its surroundings as its buildings are neat, clean and well maintained with the immediate surrounding space having well tended gardens.

The school had a learner population of 182 with 90 percent of the learners coming from poor socio-economic backgrounds. Approximately 45 percent of the learner-population was older than the age required for a particular grade. The reason for this was that they began school late. This is because their parents or grandparents were unaware of the school or did not want to let them go to school because they felt that they would not cope. The school was established to cater for the needs of learners who were deaf only. However, when inclusive education was established, they decided to enroll hearing children with learning disabilities. Although, the learners with learning disabilities were placed with learners who were deaf in practical/vocational/skills classes like hairdressing, welding, sewing, spray painting and the like, they were placed in separate classes for academic work as deaf learners required signing and learners with learning difficulties needed verbal communication.

The school had an educator population of 25 and there were eight assistants employed by the DOE at the school. The teachers at the school were reluctant to take on this extended role of de-specialisation to cater for learners with varying disabilities requiring a high level of support on the one hand, and playing a support function to FSSs and mainstream schools who admit learners requiring moderate and low levels of support, on the other. 'Yes we are reluctant, but what are we supposed to do? It is our learners who are staying at home.' [28]

The principal also said that the DBST model that envisages personnel going to a school once a week or once a month will not be effective. She said that there had to be class assistants in the classroom to provide support to the learner and assistance to the teacher. 'If the learner is profoundly deaf, the teacher will not have the time to manage with the learner. If the teacher does not have a deaf assistant to sign for the deaf learner, then it would be difficult. Even if a learner is hard of hearing, it is best to have a deaf assistant, otherwise the teacher would have to take the time to fill in the gaps for the child would have missed some things.' [29] Similar concerns were also raised by teachers employed at special schools for the visually impaired as regards Braille and other teaching methods.

The DOE supposed to start training the staff in February 2006 however, as at March 2006 nothing had begun. Despite this however, the principal said that the school was preparing to cater for learners with varying disabilities and learners with diverse learning needs. Computers equipped with voice software and Braille printing software had been donated to the school. Although this is clearly insufficient for the school to accommodate visually impaired learners, they displayed a positive stance and attitude towards implementing inclusive education in practice. 'We are preparing ourselves. We would need training on how to teach learners with other disabilities.' [30]

Although most of the educators had qualifications in special needs education and were trained on how to teach deaf learners, the educators at the school do not have a thorough understanding of sign language. 'There must be a deaf assistant from foundation phase because we as educators do not know how to sign. It's not our language.' [31]

The school had a vague idea what is expected of it as regards its role as a resource centre, however, they were anxiously awaiting a response from the DOE, which they believed they would get when the training workshops began. The school took its new role as resource centre seriously and believed that it would be able to fulfill this role once it received more resources. The principal believed that the school would be able to accommodate learners with varying

disabilities with diverse learning needs who required high levels of support in one school. 'We will need thorough training; otherwise we will not be able to do justice to the children. We don't foresee any problems with having learners with varying disabilities, but we need resources, staffing and assistance, for needs are different.' [32]

The experiences of the field test FSS in this case study illustrated that teachers were afraid of implementing inclusive education because of the negative implications it had for the learners. Teachers were afraid that they would not receive any support from the DOE, the DBST and the SSRC. They did not receive any feedback and support from the SSRC in their district as the SSRC itself was under-resourced and needed to be supported. FSSs were not ready to admit learners with disabilities into their schools and were in desperate need of specialist training and support from the DOE and the DBST. Both the FSS and the SSRC were unaware of what was expected of them in the implementation process. Although, the staff of the SSRC had a positive attitude about inclusive education, it is an inescapable fact that they needed more resources, more capacity, human resource development and continuous support. The de-specialised role of SSRCs is a tough ask as human resource development and increased capacity are essential to the success of inclusive education. They were concerned that the DBST model of inclusive education was weak as it would not be able to support learners and teachers adequately and effectively with its current composition.

6.3.5. Case Study 5 - Field Test Full Service School

This school was established in 1979 and was situated in a poor semi-urban township. There were 567 learners and 20 educators. Educators were reluctant and anxious about the school becoming a FSS, as they had no knowledge, training or resources to teach learners with diverse needs and disabilities.

Since it became a field test FSS, a few learners with learning barriers were admitted at the school. The coordinators of inclusive education at the school believed that learners with visual impairments would be referred to them by the nearby clinic but these referrals had not been made yet. There were many visually impaired children in that district but their parents chose to send them to special schools for the visually impaired 50 to 100 kilometers away.

Although the school was keen to admit visually impaired learners immediately, they had received no practical training on how to teach learners who were blind or partially sighted. No Perkins Braillers or other assistive devices had been purchased, but, several expensive voice synthesised computers and a Braille printer were donated to the school. The voice output software was not installed on the computers. Although the coordinators of inclusive education at the school were tasked with the responsibility of taking care of learners who had special needs, the coordinators had no idea of what resources were required, where text books had to be ordered from or where to have them Brailled. They were also unaware of what extra skills visually impaired learners had to acquire, or how visually impaired children would be transported to and from school. However, they were keen to admit such learners.

When asked how the school would cope with visually impaired learners if they should be admitted to the school, they responded that they required the constant support of the NGO in the area. The school realised that the DBST would not be able to help them, as they did not have any personnel who knew Braille and who would come to the school daily to support the child and the educators. 'No NGO or DBST personnel will be able to assist with everyday work as it occurs in the classroom.' [33] The coordinators also admitted that it would be difficult to teach visually impaired learners subjects that had a large visual component. Difficulty would arise as there were large numbers in their classes and they had to maintain discipline, which made it impossible to give individual attention to any learner. They believed that they would solve this problem by teaching visually impaired learners, and other learners who needed individual attention, in a separate classroom.

'If the number of learners who are disabled increases, I don't think they will be able to learn in the same classes. The department is just saying inclusive education, inclusive education, but sometimes even with these learners who have learning barriers, sometimes we have to take them out of the classroom because they have special needs over and above the others.' [34]

This sort of system would be very similar to the "unit" which was initially used in mainstream schools internationally. The coordinators believed that this would be the only way to afford a quality education to visually impaired learners in subjects requiring vision unless they were supplied with a class aid/facilitator to help the educator assist visually impaired learners.

The staff attended a few workshops where the contents of EWP6 and the SIAS document had been discussed. 'They just give us lectures. The staff does not like these workshops as they are held after school hours when they are tired. They want to be given training that will assist them in the practical world of the classroom, rather than just being told what is contained in documents.' [35]

Although some architects came to the school in 2005, no ramps were built or changes were made to the physical environment to make the school more physically accessible. Although they had a good relationship with the special school in the district and admitted a few learners with learning barriers from the school, the special school was so under-resourced that it would not be able to provide the support required. Although the NGO in the wider area of the province had promised its assistance, the school was unaware of the extent of the assistance it could and was willing to provide. The DBST liaised with them regularly, but there had been no children with physical or sensory disabilities admitted and nor had there been any practical training conducted at the school. Moreover, due to the lack of advocacy campaigns, development or awareness created in the surrounding community, parents of the sighted learners had taken their children out of the school. This was due to fear and

the stereotypical beliefs that learners who were disabled required individual attention and the belief that they had to be taught in separate schools. 'They did not want their children to go to school with "abnormal" children. They say to us that we are now paying more attention to these learners who have problems than to their children.' [36]

6.3.6. Case Study 6 - Field Test Special School as Resource Centre

The special school that was demarcated as the resource center to the field test FSS discussed in 6.3.5 was situated in a township, where the roads leading up to the school was corrugated and an unkempt piece of land and a scrap yard were situated just outside the school gates. There were 117 learners and 6 educators. The SGB could not afford to employ any educators although they desperately needed more. 95% of the educators had a diploma in special education needs. The school catered for the needs of learners who were severely intellectually challenged. Although there were learners who were partially sighted and had cerebral palsy and one or two with physical impairments, the primary disability of such learners was that they were severely intellectually challenged. There were between 20-25 learners in a class.

It was clear that the school would not be able to cater for learners with other disabilities. This was because their 6 member staff was not trained on how to teach learners with varying disabilities and the school was under-resourced. 'Our school is so small, it's like a crèche.' [37] There were only 6 classrooms in the school, which were also very small. There was no staff room and educators were compelled to use empty classrooms to eat their lunch. The principal and the school's administration clerk shared an office due to lack of space. There was only one computer at the school, used by the administration clerk, and it still operated on Windows 95. This school had not received any computers from the corporate sector. The school had no library, music room, nor a sports field. All assemblies, concerts and the like were held outside in

the open. There were no ramps and handrails fitted at the school, and this made accessibility a problem.

Although they had a good working relationship with the psychologist from the DBST, they always had to wait a while for services because the psychologist had a large caseload. 'They don't come as we wish, but they have many, many schools to see to.' [38] Very often, even after being assessed by the psychologist who recommends that the learner should be placed at the school, the parents of such learners still sent them to a mainstream school because of the stigmas which surround special schools. In very severe cases parents preferred to take their children to special schools far away from their homes instead of sending them to the special school in the township, which was situated approximately five minutes from their homes. They had little confidence in the quality of education their children would receive at the school. There was a need to educate the community. Parents did not play an active role in the curricular and extra-curricular activities of the learners.

As at June 2006, the DOE appeared to have done little to strengthen the school to enable it to assume the role of SSRC. Development needed to take place so that the institution could offer a quality service as a school before it endeavours to take on the role of a resource centre. 'We are under-developed compared to the white schools that are already there. I understand that they want to put us to that level, but it will take a lot of money.' [39] Educators attended workshops hosted by the DBST, which involved lecture presentations. The staff at the school assisted other schools to identify learners who were severely intellectually impaired. They were of the opinion that all learners who were blind should attend a FSS and only learners who were mentally challenged and blind would be required to attend their school once it became a SSRC. They believed that they would be consultants who travelled to other schools to assist educators and learners at those sites. When asked what they believed would happen to the learners at their school who required high intensity support whilst they were away, they answered, 'because we got the teacher aides in our classrooms, they are going to be trained to take care of the classes while we are moving up and down.' [40]

The school was keen to enrol learners with varying disabilities, and they were also very willing to assume the role of resource center, but they were certainly not ready to do so. In their experience of educating mainstream educators, they found that educators were reluctant to teach learners with varying disabilities. They had a good working relationship with the field test FSS, but they felt that the schools were too far from each other. They found that instead of sending learners to the FSS, more learners were being sent to them. Hence, one can see that conflicting views and perceptions of special schools exist among parents.

The experience of the schools in the latter two case studies indicated that teachers in the FSS were anxious about inclusive education being practically implemented as they did not know how it would work and what they were required to do. The FSS did not have basic assistive devices but had advanced technological equipment which they did not know how to use. The coordinators, who would be the ILSTs envisaged by EWP6, had no idea where to order text books, what skills visually impaired people needed to learn and what their special needs were. This was hard to believe as this school was keen to admit visually impaired learners immediately at their school. The teachers agreed that they would not be able to give individual attention to learners with any sort of special needs and intended on adopting a resource room "unit" model at their school instead of relying on the DBST. They had more faith in the NGO in the province than in the DBST as they believed that the DBST did not have the necessary professionals and expertise to support them. There was no advocacy and community awareness which was urgently needed. The SSRC on the other hand, did not have any resources to speak of at all, and even basic school facilities like a library and staff room was not present. They were unable to support the FSS like all the other SSRCs discussed above.

Despite the fact that their teachers did have special needs education qualifications, there were only 6 teachers employed to teach 117 learners who required high levels of support. The fears of the teachers to admit other

learners with special needs illustrated that the special needs education diplomas that were obtained by teachers did not adequately prepare them to teach learners with varying disabilities. It appeared that practical hands-on experience was absolutely essential to enable a teacher to adequately meet the needs of all learners despite their disability. Being under-resourced made it impossible for them to accommodate learners with other special needs or to support teachers and learners in full service and mainstream schools. Further, distance between the FSS and SSRC was posing a problem as feedback, liaison and support between the two were hampered. It seemed that stereotyped beliefs and stigmas still existed among parents and communities, which might also hamper the implementation of inclusive education and prevent children from receiving the type of educational support they need.

6.3.7. Analysis

Although it was evident that the field test FSSs interviewed were keen to admit visually impaired learners, they were far from ready to do so. Their intentions were good; however, although they knew what they wanted to do, they had no idea how they were going to do it. It is clear that the types of implementation strategies displayed in the three case studies were not uniform, with each school being influenced by its particular principals, staff, parents and circumstances. What was evident was that the parents of learners who were visually impaired, were not confident in, or were unaware of, the field tests that were in motion and were therefore not enrolling their children at these field test full service learning sites. As will be seen below, affluent parents employ a facilitator for their visually impaired children so that they can attend schools that were previously referred to as "model C" schools, [41] whilst others sent their children to ordinary neighbourhood schools in the hope that they manage.

The DOE has to re-assess their model of inclusive education, or schools will implement practical means that are contrary to the model outlined in EWP6. It is apparent in case study 5, where it is anticipated that learners will be taught in a separate classroom by untrained educators with no support from a

facilitator or itinerant teacher, and that visually impaired learners may not have a quality learning environment. This approach reduces these learners to guinea pigs in an experiment that is both contradictory to the model and isolates these learners and makes them aware of being different at such an early age. Further, it is totally unthinkable to allow a grade 1 learner to use voice-synthesised computers as the sole reading and writing medium.

These are the realities the DOE has to guard against. The aim should be to avoid a situation where a school and the DBST feel overwhelmed due to lack of information, training, capacity and competency. At the moment it appears like both the selected SSRCs and the field test FSSs are far from being ready to accommodate learners with all types of disabilities. Further, some SSRCs were much poorer than others. What is clear, however, is that the 20 year implementation plan is, after 5 years, behind schedule. A major 'catch up' process is needed if the DOE intends to meet its deadlines both in theory and in the practical situation in the school and more importantly, in the classroom.

Special schools are going to play a vital role in facilitating the move towards inclusive education from 2010 to 2021. If special schools for the visually impaired are struggling with limited resources to assume the role of resource centre to support learners who are visually impaired attending full service and mainstream schools in their district, it is inevitable that the change for all other special schools that do not specialise primarily in visual impairment, will be more difficult. The author argues that the special needs education diploma offered to teachers has to be changed to suit inclusive education practices. Proper planning and communication between the DOE, DBSTs, SSRCs and FSSs is inadequate and serious attempts need to be made to ensure effective communication, support and coordination. Proper plans need to be made as regards the allocation of resources to the field test schools. The correct type and quantity of resources are essential to ensure that learner's needs are met. Further, all teachers require training on the different needs of learners with varying disabilities.

6.4. MAINSTREAM SCHOOLS PRACTISING INCLUSION

The research revealed that inclusive education is being practiced in some mainstream schools in the country. The inclusive education practices in these schools do not conform to the model outlined by the DOE In EWP6. The approach by the educators at schools at different affluence levels vary from one of 'lets all pitch in and try to make the best of a bad situation' to one of 'only with a large amount of money can we make this work'. Four case studies were conducted to describe and assess the experiences of visually impaired learners attending mainstream primary schools. It should be noted that these case studies reflect the situation as it existed in 2005-2006.

6.4.1. Case Study 7

Henry X resided in the Cape Flats and was from a sub-economic household. Both his parents were deaf. He attended a mainstream primary school near his home. He was in grade five, had attended that school since grade one, and his severe low vision had only been known to his educators since grade four. His parents' financial situation, and the fact that the 'school nurse' had not come round every year and did not check each child on her visits, resulted in Henry's late diagnosis.

As the school was not aware of his problem at the time of enrolment, and only became aware three years later, the principal felt that they had to keep him and all teachers had to pitch in to assist and make things easier for him to do his work. The average number of learners in a class was forty. None of the educators had any special education needs qualifications or experience in teaching visually impaired children, or children with other special needs. They did not previously enroll a learner with a disability, and as they had not been aware of his visual disability, they were hard pressed to accommodate him once his disability became known. They readily admitted that, had they known at the time of enrolment, they would have advised his parents to send him to a special school.

The principal and staff were positive about inclusive education, provided that they got the proper training and assistance from the DOE. The school had not received any input at any stage from the DOE about how EWP6 was going to be implemented, where schools could go for help or what they should do when a learner with a disability wanted to enroll. They had not received any training. They received a few pamphlets about EWP6 and the imminent implementation of inclusive education. They had some assistance, although minimal, from an NGO in the area.

The class teacher did his best to assist, had reworked worksheets into large print, and darkened diagrams so that Henry could at least read some of the work, though he admitted that he sometimes forgot to do this due to the large numbers and the work load. Henry was given magnification spectacles, which enabled him to see the mathematical diagrams on the black-board from his vantage point at the front of the class. There were, however times when he cried in class because he could not see the board or read his worksheets, and he had problems completing his work timeously. He wanted to be part of his peer group, but struggled academically. The school did not have the finances to assist with a facilitator, and could not rely on any financial support from his parents. They also could not give him what they considered to be sufficient individual attention, given the large class number.

It was learnt three months after the interview with the school that Henry X was transferred to a special school for the visually impaired, as he was not able to cope well in the classroom despite his teacher's efforts.

6.4.2. Case Study 8

Larry X was a 12 year old boy of middle class [42] upbringing. He attended a primary school near his home and was in grade 5. He was partially sighted and had been at the school since grade one. In class he used a monoptic (telescope) to see the black-board. The school's policy was to admit any child, even with a disability, provided the child could cope intellectually with the pace

of the class. Further, no financial burden was to be placed on the school to provide any assistance beyond the requirements of any other learner.

Larry was the first visually impaired learner enrolled at the school. The school had 46 educators, all without any qualification in teaching the visually impaired. Of the forty-six educators, 26 were governing body (privately funded) posts. The average number of learners per class was 30 and the principal admitted that they would not be able to cope with learners with disabilities should the numbers increase above that level. Once the SGB and parents had been assured that Larry's situation would not interfere with the other children's academic progress, they had accepted the situation. He played sport, was socially accepted by his peers and interacted well with them. His academic progress was above average and his parents played a vital part in assisting him with his homework and extra- curricular activities. They were also responsible for getting all Larry's assistive devices, and any large print material.

As in case study 7, although the school had been aware of EWP6, it had not yet been involved in any initiatives of the DOE regarding the way inclusion was going to work. They were not aware of the district support systems, whether any had been available, and nor had they received any assistance from a special school for the visually impaired. Whilst the school felt that inclusive education was appropriate, they did not agree with the DOE's DBST model, and found the way that they were dealing with it more acceptable. They felt that their educators would not be able to provide quality education to all their learners if they had to give individual attention to a visually impaired learner. They certainly would not be able to supply the sophisticated equipment that the learners would need. Should there be a problem with practical logistics such as large print textbooks, worksheets and assistive devices, it would have impacted on other learners and school resources. It certainly would have been a problem to provide quality education to Larry if he was not able to afford the necessary resources.

6.4.3. Case Study 9

James and Norman were totally blind, and their school had the same environmental and resources background as in case study 8. The boys had the same kind of middle class background, and were both in grade four. Both James and Norman had blindisms. From the outset, the school had serious reservations about accepting James in grade one, as none of the staff had any qualification in teaching children who were visually impaired. They also made it clear to the parents that it was a private arrangement and that the parents had to provide everything, from a facilitator, which the school insisted upon, to any assistive devices or special need. The school said that it did not have the resources to supply any additional support.

In addition to having the facilitator and assistive devices such as Braille paper, Perkins Braillers etc, all paid for by the parents, they were also assisted by the local university with a Braille printer, Duxbury Braille embossing software, and other logistical support. James and the facilitator had been taught Braille by a private tutor. James coped well, was above average academically and was accepted socially. Norman, however, was struggling. He arrived from abroad where he attended a public school. He had a facilitator who "spoon fed" him, which caused him to be very dependant on the assistance of the facilitator at this school. He also had other learning problems.

The average number of learners per class was 30, and the teacher taught the class with the facilitator seated between the two boys. During certain lessons like physical education and technology, they went to the facilitator's office, for private sessions. The school realised that this was not the model that the DOE prescribed in EWP6, but maintained that until the department actually came to see how it worked and see the workload it took off the teachers, they would not understand. Although the DOE visited the school, they had not been interested in meeting the facilitator. There had been no district support, further training of educators, nor had any assistance been given to the school. The school readily admitted that without the input of the facilitator and financial compliance of the boys' parents, they would not have considered

their enrolment. Five months after the interview Norman left the school to attend a school abroad. The school had since enrolled another learner who is functionally blind who was at a special school for the visually impaired. This learner's parents were also required to provide him with all the financial, extra human resources and assistive devices required.

6.4.4 Case Study 10

Fundi was 6 years old and was totally blind. She came from a poor socio-economic background. When Fundi was two years old her mother tried to find help for her through a radio programme, as she could not get assistance from the hospital authorities. Finally, through an NGO, Fundi's mother was given assistance in their ECD programme, which catered for visually impaired children of pre-school age. This programme offered parents of visually impaired children a home-based programme from the ages of 6 months to three years, and then, from 3 years to 6 years of age, offered the programme for attendance at the centre where the child undergoes tactile identification, fine motor skills development, gross motor skills development, Braille tactile training, O&M instruction in the use of a 'pre-cane', other occupational therapy and pre-school skills training.

In late 2004, as the completion of training drew near, and Fundi's imminent transfer to primary school approached, her mother began liaising with the mainstream school which one of her siblings attended. The school was aware of EWP6, but refused to admit Fundi. The school argued that they would only enroll Fundi if she had a facilitator with her in the class, but, Fundi's mother could not afford this. The school argued that they had no trained educators, no funding for assistive devices and no directive to accept visually disabled learners. Fundi's mother reported this to the DOE whose officials advised that they could not provide Fundi with a facilitator as this sort of support provision was not in accordance with EWP6. The DOE further said that despite this, the school had to enroll the child. The school politely declined, and explained to

194

the mother that they were not in a position to enroll Fundi as they had no expertise, nor the equipment to deal with her visual impairment.

Fundi's mother was advised to enroll her at the nearest special school for the blind, which was about 25 kilometers from her home. Enrollment there would also ensure that she would be able to come home daily, and not have to stay as a boarder for long periods of time. As the school's transport service did not operate on that route, it was incumbent on parents to see to it that their children got to the school using their own transport. Fundi's mother did not enrol Fundi at the special school, because she had no transport arrangements. As a result, for the first term of 2005 Fundi did not receive any schooling, or training, and the good work by the ECD programme was being undone. Fundi had no stimulation from her peers, there was the situation of her siblings going off to school and she was not, which led to certain emotional issues, and the blindisms that the ECD programme had tried so hard to eradicate, re-manifested themselves.

A corporate sponsor answered Fundi's mother's calls and agreed to fund a bus for the special school which would travel on Fundi's home route. This made it possible for Fundi to attend the special school in her foundation phase, albeit 4 months late. This was a clear example where inclusive education practices were not implemented despite the wishes of a parent.

All sorts of questions abound: should Fundi's mother have done more to get Fundi to school? Should she have taken legal action to force the mainstream school to enroll Fundi, in light of EWP6, the SASA and the Constitution? Should she have taken legal action to force the Special School for the Blind to change their bus routes to pick up Fundi? Or should she, as some mothers, just have knuckled under and traveled the 25 kilometers to get her child to school? These are moot points, as Fundi is now attending a special school for the visually impaired, despite her mother's wishes to have her attend her neighbourhood school.

6.4.5 Analysis

An analysis of these case studies, and the way each was handled by the schools concerned, reveals the following:

(a) None of the schools had prior experience of catering for the educational needs of visually impaired learners.

(b) None of the schools would have enrolled a visually impaired learner if they had to rely on the DBST model of inclusion. It follows that should that model be implemented, it must be effectively underwritten with adequate human, financial and specialised resources and personnel. If this is not done, visually impaired learners who do not have wealthy parents would struggle, or not be accepted in a neighbourhood mainstream school.

(c) None of the schools received support from the DBST or the DOE. Further, none of the schools were aware of the model proposed by the DOE, and thus, continued to be inclusive using their own models.

(d) Teachers in the schools cannot give visually impaired learners individual attention because of large class numbers and big case loads.

(e) Mainstream schools are still turning away visually impaired learners arguing that it would not be in the best interests of the child to attend the school because the school is under resourced and staff is not properly trained to support them.

(f) In the cases where schools admitted visually impaired learners, they did so not because they were obligated, rather they admitted them in accordance with the schools own prescribed terms and availability of school resources.

(g) The school had to be assured that the presence of a visually impaired learner in the classroom would not disrupt the learning process of all the other learners.

(h) Facilitators that were in place assisted and provided support to the teacher and the visually impaired learner.

(i) Parents who could not afford to buy the necessary assistive devices or pay a facilitator to aid their child at school found that their children needed to go to a special school as the mainstream school could not cater for their specialised needs.

(j) The two learners who were compelled to go to a special school despite the wishes of their parents were from a poor socio-economic background, and incidentally also belonged to two of the previously disadvantaged racial groups. The other three learners who were coping in a mainstream school environment had parents who were from a middle class socio-economic background and were from the previously advantaged racial group in South Africa.

(k) The corporate sector played a vital role in assisting parents to provide resources to assist their children.

(l) All the totally blind children had blindisms. If children are not specifically told when they are exercising bodily movements that don't look normal or pleasant, they will develop into socially "abnormal weird" adults.

(m) The specific nature of the experience of each visually impaired learner is strongly dependent on the socio-economic status of the learners' family. Further, there is a strong likelihood the educational level of the learner's family will affect both tangible and intangible benefits of the learner.

If widespread implementation of the model of inclusion as prescribed in EWP6 is not done expediently and efficiently, the rights of parents and their children with visual impairments remain unprotected and open to abuse.

6.5. THE KEY ROLE PLAYERS

6.5.1. Principals at Special Schools for the Visually Impaired

Five principals of special schools for the visually impaired were interviewed. The main objective of the interviews was to obtain information on:

> (a) the learners attending special schools for the visually impaired;
> (b) resources that exist in these special schools, and,
> (c) their perceptions of the implications inclusive education has for visually impaired learners attending mainstream or FSSs. A copy of one interview transcript is attached as Appendix 'M' and the questions asked at the interview is attached as Appendix 'N'. [43]

The perceptions of these respondents were informative, given their collective experience. On average each had been employed by the DOE for 24 years and each had 7 years experience as principal at a special school for the visually impaired.

The following information was gathered from the interviews:

> (i)   Only one of the five schools' was situated in a rural area;
> (ii)   Each school had an average of 284 learners;
> (iii) Twenty five percent of the learners were boarders on the school's premises, whilst seventy five percent were day scholars who were transported daily by the school. The

money for the transport was obtained from the DOE for operating costs;

(iv)   Learners are sometimes turned away where visual impairment is a secondary disability, or, they are over the age of 18, or they don't meet the assessment criteria as regards the degree of visual impairment. Learners who are turned away are usually referred to psychological support services or to special schools that can cater for their primary disability.

Other facts, regarding the learner population since the advent of democracy in 1994 were that:

- Four out of the five schools had an increase in the learner population. Among the reasons that brought about the increase was greater awareness, good academic results and the school's vocational stream;

- Where there was a decrease at one school, the reason given was that each province now had to take care of their own learners and could not merely 'rail them off' to another province as was done in the past;

- Other schools that had only catered for learners who were partially sighted had begun admitting learners who were totally blind as well.

Other statistics that emerged from the interviews were that:

- 57,4% of the learners were Black;

- the age of the youngest cohort of learners admitted to the schools was 5 years;

- 40 percent of the learners were significantly older (five years on average) than the required age for the particular grade. This high percentage was attributed to poor socio-economic

situations, uninformed parents, other barriers to learning and the fact that many began school late due to ignorance of the schooling system;

- Schools try to inform parents about their history and services by word of mouth, awareness campaigns, medical practitioners, NGOs and through other schools, and
- Learners are also referred by medical facilities.

Regarding the teacher population and available resources, it was revealed that:

- The average teacher population at these schools was 40;
- The teacher-pupil ratio was one teacher for every 7 learners;
- On average only 54 percent of the teachers employed at these schools had special education needs qualifications;
- All the schools maintained that nothing had been done by the DOE to strengthen or to improve the quality and quantity of their resources;
- All of them participated in the audit of special schools that took place in 2001, and all were frustrated because they had not received any feedback from these audits;
- Two of the five special schools that catered for non-White learners prior to 1994 were extremely under-resourced as compared to the other 3 schools that were adequately resourced to serve their current learner population;
- The school situated in the rural area had no access to any recreational or sporting facilities, whilst the other 4 schools had swimming pools, athletics fields, sporting equipment and music facilities.;
- All five schools had O&M instructors employed at the school; however all the schools were emphatic that their O&M instructors could only accommodate the needs of the learners enrolled at the school itself, and not assist anyone outside of it;

- All felt that they will not be able to extend their services to visually impaired learners attending FSSs and mainstream schools in the district.

When asked what implications inclusive education will have for the visually impaired learner, all were in agreement that there would be severe implications, especially if there were inadequate resources, support and inadequately trained teachers. Some of the concerns raised were that visually impaired learners might not be able to cope in mainstream settings. These include the following:

- Mainstream schools had large learner numbers in their classes;
- Teachers would not be able to provide learners with the individual attention required;
- Learners would disappear into the 'masses' and their needs would not be met;
- Transportation of children to and from school would be a problem;
- Teaching methods would not cater for the specialised needs, as teachers rely heavily on visual examples, exercises and learning materials, and
- Socialisation problems would arise if not consistently monitored.

The respondents felt that the needs and support for learners who are partially sighted and for learners who are totally blind differ largely. Each disability requires different teaching methods and levels of support, as well as different technological resources and assistive devices. It was agreed that certain subjects would be more problematic because of visual content in areas such as mathematics - especially graphs, geometrical diagrams etc - practical experiments and so forth. Four out of the five schools had learners whose parents were not actively involved in the curricular and extra-curricular activities of their children. Moreover, the respondents believed that the majority of parents of visually impaired learners would not be able to provide

support to learners if they were to attend a mainstream school where support is not at its maximum.

On the whole, it was evident that all 5 special schools believed that they could assume the role of a resource centre, but that it was essential that they received a huge injection of human, infrastructural and technological resources. Clearly, if they were to assume the 'de-specialised role' of being specialised to support learners with varying disabilities, they would need even more support, training, resource allocation, capacity and competencies.

6.5.2. Educators at Special Schools for the Visually Impaired

Educators in special schools for the visually impaired responded to a questionnaire. The focus of the questionnaire was to ascertain teachers' knowledge, experience and impressions of teaching in a special school for the visually impaired, their knowledge of the DOE's inclusive education policies as outlined in EWP6, and their impressions on schools' readiness for this policy. A copy of the questionnaire distributed to teachers at special schools for the visually impaired is attached as Appendix 'O'. [44]

31 respondents answered the questionnaire. The average number of years that the respondents were employed by the DOE was 21.3 years per respondent. Twenty-six had experience in mainstream schooling, which reflects an average of 7.3 years per respondent, whilst the average number of years which they taught in special schools equaled 14.3 years per respondent. Five respondents had teaching experience only in special schools for the visually impaired, with an average of 20.4 years experience per respondent.

19 respondents had qualifications in special needs education. This equated to 61 % of the respondents being formally qualified to teach learners with special needs. These respondents believed that their techniques, teaching methods and experience were enhanced by their qualifications in special needs

education. They also felt that their additional qualification empowered them to teach visually impaired learners. Those who did not have specialised qualifications were either very new in teaching, or had long service at special schools. The latter group stated that while such qualifications may assist them with teaching methods and techniques, they believed that their years of service had served them well and that their experience and on the job training was all they needed. Also, they believed that assistive technology is so advanced now that these will enhance teaching methods.

Of the 26 respondents who taught in both mainstream and special schools for the visually impaired, 23 found that their teaching experience at a special school was different to that in a mainstream school. Some of the differences encountered were:

- Visually impaired learners needed a greater amount of individual attention, especially learners who are functionally and educationally blind.
- There was less work on the black board in the special school.
- The pace of teaching was slower in the special school.
- In the special school, a lot more attention to detail was necessary to assist the learners, especially in subjects such as mathematics, physical science, music, accounting, geography, map-work etc.
- There was very little group work in the special school. Unlike in the mainstream school, the classes were smaller with greater teacher involvement with teaching being more learner-centered.

All agreed that the main reason for their different experiences was the visual impairment of the learners. They hastened to add that this did not mean that these learners were intellectually inferior to their sighted counterparts, but merely that the teaching experience and methods were different.

On a question as to whether they felt that visually impaired learners would cope at a mainstream school, of the 31, 23, 74%, felt that these learners would not cope. They cited the following reasons:

- The specialised nature of Braille teaching;
- The perceived marginalisation of these learners due to the large classes in mainstream schools;
- The educators' lack of training in teaching learners who are visually impaired;
- The un-preparedness that they have experienced in the DOE, particularly relating to preparing mainstream schools;
- The lack of specialised equipment necessary to assist these learners;
- The existing teaching culture at mainstream schools, whereby educators expect that learners will read up in textbooks to prepare for lessons; and
- The lack of textbooks in Braille.

Educators in special schools are very aware of the input they give to learners who are visually impaired, and they are skeptical that mainstream educators will do the same. 8, or 26% of respondents who felt that learners would cope in mainstream schools, qualified their comments with the proviso that all materials and resources should be available for this to become a reality.

When asked should inclusive education be considered non-negotiable, at which stage should learners who are visually impaired be integrated, 27 respondents felt that it should be at the higher grades, while only 4 respondents felt that it should be as early as possible i.e. grade R. Some respondents also felt that the learner who is partially sighted would cope better at a mainstream school from an early age. They felt that there might be some emotional scarring that could occur for these learners, and that learners who are totally blind would benefit if integrated at a later age and grade. [45]

On a question on the viability of a non negotiable inclusive education system, 19, 73% of the respondents felt that it could be successful, but that certain subjects would be more problematic than others. These subjects were mathematics, sciences, physiology, biology, geography and geometry.

Drawing on their experiences in mainstream teaching, respondents were asked whether, in their view, main stream teachers would be in a position to give adequate attention to learners who are visually impaired to enable them to perform at their best. Given the current numbers in mainstream classes, 30 out of the 31 respondents answered no, while 1 gave a qualified yes, depending on resources available to learners. The same result was found for extra-curricular activities, where 80 % felt that visually impaired learners would not receive the attention that they would need to succeed. The respondents felt that parent involvement in academic and extra-curricular activities were currently minimal to non existent, and should inclusivity be the norm, parents of visually impaired learners would also have to become involved in their child's education. It was felt by majority of the respondents that parents were not in a position to afford the expensive technological equipment needed by their children, and that the state would have to subsidise equipment to a great extent.

These responses would, on balance, seem to support the findings from the four case studies of learners seeking to be educated in mainstream schools.

6.5.3. Learners at Special Schools for the Visually Impaired

A questionnaire was answered by 65 Learners at five special schools for the visually impaired. It covered areas that were pertinent to their well-being and experiences as learners at special schools. It is important to note that several of these learners had, at some stage in their school years, attended mainstream schools. Thus, the results speak to their experiences, illuminating the positive and negative aspects involved in special and mainstream

education. It must be noted that the statistics, facts and opinions given below were reflected directly by the respondents and may be bias as it relates to certain information. A copy of the questionnaire distributed to 65 visually impaired learners attending special schools for the visually impaired is attached as Appendix 'E'. [46]

(a) Race and Class

Given the demographics of the country, it was important that as broad a racial sample was selected. 33 (50, 8%) of the respondents were Black, 18 (27%) were White, 8 (12, 3%) were Coloured and 6 (9, 2%) were Indian. The responses indicated that special schools did not cater for a particular racial group/s, but rather were representative of the broader demographics of the country. The economic profiles of the families of the respondents were as follows: 29, 3% were middle class; 30, 7% were working class and 40% were from the sub-economic group. It must be noted that these were the views of the learners themselves as regards which class category they belonged. The respondents were selected randomly. The responses indicate that parents across class boundaries choose to send their children to special schools.

(b) School Enrolment

46 respondents were partially sighted, and 19 were totally blind. A total of 33, or 50,8% attended the special school from pre-primary or grade R, 16 or 24,6% started at the special school in their junior and senior primary phase, 14 or 21,5% started in the junior secondary phase and 2, or 3,1% started in grade 12. Of these respondents, 27 or 41,5% attended a mainstream school prior to attending the special school for the visually impaired, and 38, or 58,5% attended special schools for the visually impaired since grade R.

(c) Experiences of learners who attended mainstream school

Some of the reasons as to why the respondents felt they needed to change from a mainstream school to a special school for the visually impaired were as follows: 'The mainstream school did not understand the problems that I had', 'They did not give me enough support', 'I did not get enough attention', 'I could not keep up', 'I could not see the work on the black board', 'my eye sight deteriorated and I could not cope'. 23 out of the 27 respondents (85%) who had attended mainstream schools said that work on the black board was a great hindrance to them as they were unable to follow. Another difficulty experienced by the respondents was that there were too many learners in their classes. The average number of learners per class was 43, and therefore it was no surprise that 89% answered that they were not given individual attention. 85% of the respondents found that educators did not use tactile models or appropriate methods of communication, which posed a hindrance to them being able to follow in class.

(d) Experiences of learners attending special schools

38 respondents went to special schools from grade R, of which 19 were totally blind and 19 were partially sighted. Their answers revealed that educators did minimal work on the black-board, there was an average of seven learners per class, tactile models and methods of teaching were used, and Braille was taught to both the partially sighted and totally blind at an early age. This was necessary for if partially sighted learners lost or had deteriorating vision, they would already know Braille. The questionnaire revealed that the families of the learners could not afford the assistive devices and technological resources necessary for their education at the special school. Only 4 respondents out of the 65 owned a Perkins Brailler, 3 had a voice-synthesized computer and 11 said that their families could afford to buy these devices.

6.5.4. Attitudes and perceptions of educators at mainstream primary schools

There were 50 respondents to the questionnaire. They taught in primary schools in the provinces of the Western Cape, Gauteng and KwaZulu Natal. None of the respondents had qualifications in special needs education or any experience of teaching at a special school for the visually impaired. A copy of the questionnaire distributed to 50 teachers teaching at mainstream schools is attached as Appendix 'P'. [47]

All the respondents heard about the concept of inclusion but had no idea of the skills they would need to teach visually impaired learners. 90% of mainstream school educators felt that they would possibly be able to cope with a learner who is partially sighted, as compared to a learner who is totally blind. 84% felt that they would have problems to give the learner individual attention because of the large numbers in the classroom and the fact that they also had learners with learning difficulties in the class. 92% believed that whilst all learners had a right to education in inclusive settings, the lack of training and skills to teach learners with visual impairments and the large numbers in the classroom would be difficult. 96% were eager to attend the necessary educator training provided by the DOE.

6.6. CONCLUSION

It can be concluded from the research that the DOE is struggling with the implementation process. There are huge delays and fragmented developments taking place in different parts of the country. The field test schools are in a state of limbo as they are confused about what their actual roles are in the inclusive education process and staff are becoming frustrated and demotivated. The type of training given to teachers is inadequate and inappropriate. Although, ramps have been built at the schools and certain schools have received computers with voice output software, there has been

no large injection of funds into these schools to help them assume their newly defined roles.

Certain schools do admit visually impaired learners, however, based on their own prescribed policies and guidelines. If the schools prescribed rules are not followed, they would not enroll visually impaired learners. Some schools are more accommodating than others; however, none are willing to expend school resources just to accommodate the needs of one learner over and above the needs of the rest of the learner population. The charity discourse is still very much alive and needed in providing education to visually impaired learners as foreign and national donors are proving to be the dominant providers of resources and capital.

The responses from principals and teachers at special schools for the visually impaired seemed to be supported and upheld by the evidence given by learners currently attending special schools for the visually impaired and mainstream school teachers. There are still grave concerns held by the special and mainstream education sectors around the implementation of any sort of inclusive education system. It is clear, however, that the DBST model outlined in EWP6, and the composition of the DBST, have created a frenzy among educationists and parents. Although the DOE intends to train teachers on the SIAS document, there is no envisaged training on equipping teachers to deal with particular disabilities.

It is evident from the research that various challenges face the DOE to implement EWP6. Some of these challenges are discussed in Chapter 7. Despite the challenges however, it can be seen that there is room for inclusive practices within the education system in South Africa, albeit in isolated cases due to limited resources and competencies.

END NOTES

1 . Refer to Appendix 'H', which is the transcript of an interview held in February 2006, with the principal of a Field Test FSS;

2 . A Parastatal company has donated computers with voice output software to the FSSs and SSRCs. However not all schools were given the equipment, and not all of these schools are experiencing proper access and utilisation of the computers or the voice output software. Refer to Appendices 'F', 'G', 'H', 'I', 'J' and 'K' for transcripts of the interviews with principals of three FSSs and three SSRCs where they relate their experiences of the Inclusive process to date;

3 . For details of the consortium's mandate, and what it was supposed to do, refer to its May 2006 report, Appendix 'L';

4 . Ibid;

5 . Ibid;

6 . This is a verbatim quote in July 2006, from a team member of the consortium, who wishes to remain anonymous;

7 . Refer to Appendix 'F', a transcript of an interview held with a principal of a field test FSS in February 2006;

8 . Ibid;

9 . Ibid;

10. Ibid;

11. Ibid;

12. Ibid;

13. Ibid;

14. Ibid;

15. Ibid;

16. Refer to Appendix 'G', a transcript of an interview held with a principal of a field test SSRC in February 2006;

17. Ibid;

18. Ibid;

19. Ibid;

20. The Palmer Development Group, 2001, page 4. The term sub-economic in the South African context refers to those persons who earn a basic income of between R 800.00 and R 1,500.00 per month;

21. Refer to Appendix 'H', a transcript of an interview held with a principal of a field test FSS in February 2006;

22. Porter G.L, 2001, page 23;

23. Refer to Appendix 'H', a transcript of an interview held with a principal of a field test FSS in February 2006;

24. Ibid;

25. Ibid;

26. Ibid;

27. Ibid;

28. Refer to Appendix 'I', a transcript of an interview held with a principal of a field test SSRC in February 2006;

29. Ibid;

30. Ibid;

31. Ibid;

32. Ibid;

33. Refer to Appendix 'J', a transcript of an interview held in June 2006 with two teachers who were the Inclusive Education Coordinators at a field test FSS;

34. Ibid;

35. Ibid;

36. Ibid;

37. Refer to Appendix 'K', a transcript of an interview held in June 2006 with a Head of Department at a field test SSRC;

38. Ibid;

39. Ibid;

40. Ibid;

41. 'Model C schools were, during apartheid, schools for white learners only, where parents assisted in paying school fees for the school amenities. While in the new South Africa this has fallen away, we still use these terms to distinguish schools, as former 'Model C' schools, which tend to have better facilities than other government or public schools. These schools are now attended by the middle class of South Africa.'
http://schools.coe.ru.ac.za/wiki/Former_Model_C_Schools (Accessed on 2 July 2008)

42. Middle class refers to: 'Social class usually comprising of white-collar (non-manual) workers, lower-level managers, and small business owners, often constituting about one-third of the employed population of a country. The income of this class is higher than that of the working-class but lower than that of the upper-middle class (doctors, engineers, lawyers, middle-size business owners) and upper class.'
http://www.businessdictionary.com/definition/middle-class.html (Accessed on 3 July 2008);

43. Refer to Appendix 'M' which is a transcript of an interview held with a principal of a special school for the visually impaired and to Appendix 'N', which is a copy of the questions posed at the interview;

44. Refer to Appendix 'O', which is a copy of the questionnaire that was answered by 31 teachers, teaching at Special Schools for the visually impaired;

45. According to The South African Schools Act 84 of 1996, "grade" means that part of an educational programme which a learner may complete in one school year, or any other education programme which the Member of the Executive Council of a province who is responsible for education in that province may deem to be equivalent thereto;

46. Refer to Appendix 'E', which is a copy of the questionnaire that was answered by 65 learners at Special Schools

for the Visually impaired;

47. Refer to Appendix 'P', which is a copy of the questionnaire that was answered by 50 teachers at mainstream schools.

CHAPTER 7

THE CHALLENGES CONFRONTING THE MOVE TO INCLUSION FOR LEARNERS WITH VISUAL IMPAIRMENTS

7.1. INTRODUCTION

There is a long-standing debate whether an effective inclusive education system can be practically and effectively implemented in 'third world' countries. In poor countries where democracy is non-existent, fragile or in its infancy, inclusive education might be effective in promoting the freedoms and rights associated with the spirit and ethos of liberal constitutional democracies. Whether this strategy would be practical in countries with poor financial, infrastructural, social and human resources must be considered.

It is not a foregone conclusion that what has worked in developed countries will succeed in countries less developed or less committed to the freedoms promoted in developed countries. South Africa's history mirrors aspects of those of less developed countries in Africa: it was previously colonised; it has a history of discrimination and civil uprisings; high illiteracy rates abound; and, it has a relatively constrained economic capacity. South Africa is part of the 'advanced third world' (an upper middle-income economy according to the World Bank's classification).[1] Problems that are experienced here will probably be even more pronounced in most other "third world" countries.

There must be a strengthening of the nexus between policy and practice.[2] There are various barriers that impede the policy implementation process. These include, but are not limited to, legal, institutional, political, cultural, financial, practical and technical barriers. These barriers cannot always be avoided or overcome. However, a policy instrument does not have to be rejected merely because there are barriers in the path of its introduction.[3] It is vital that Government takes an interest in ascertaining the views of practitioners

in the field. The only way to address barriers is to have constant and continuous feedback and review between policy makers and practitioners. [4]

In the policy process, the questions of equity versus efficiency cannot be ignored. It is often the case that the need for equity and the need for efficiency conflict with each other. It boils down to a matter of what is valued more, utility or distribution. Should a large amount of capital be used in a policy which is going to help a particular group/minority? Or should that money be used to assist a larger group or "the masses"? Should money/resources be spent to implement inclusive education for a minority group of disabled learners and learners with diverse needs, or should such capital be used to strengthen the already weak and ineffective education system to improve the education of "the masses"? Policy decisions often means policy trade-offs between equity and efficiency. Another related question is, should capital and resources be applied to ensure that more children have access to inclusive schools, thus allowing for more use of the school - utility, or should this capital and resources be used to increase the number of special schools which afford a specialised service to a minority group of disabled learners? One frequently comes at the expense of the other. What should be given greater value is subjective. The value that a smaller group may receive may be greater than the value that a larger group would receive for the resources expended or utilised. [5]

This chapter discusses the challenges that confront South Africa in the move towards some sort of inclusive education system. The challenges discussed were identified after analysing the implications of the contents of EWP6 in chapter 5, and the implementation process in the field which was dealt with in Chapter 6. The discussion of the identified challenges serves as evidential basis for the author's argument; that there are flaws in the content of EWP6, and further, that there are challenges impeding and delaying effective implementation. The identification of these challenges, it is hoped, has the potential to persuade policy makers to relook at the policy in terms of its content, and the mechanisms in place to effect its implementation.

It is evident that the challenges that exist in developed countries differ from the challenges which confront developing countries. Factors that make the challenges different are that developed countries had:

- time to consolidate the most appropriate inclusive model;
- sufficient financial resources;
- more capacity;
- staff with the necessary competencies; and,
- judicial precedents on the subject.

This is not to say that the experiences of the developed world will not serve as excellent examples from which developing systems can learn, and emulate, where practically possible. As discussed in Chapter 2, even countries with more developed inclusive education systems experience challenges to facilitate effective implementation to date. 'Obviously each country has its own conditions and characteristics; therefore there are no recipes for the development of a unique inclusive education model. When properly researched, described and disseminated, however, effective strategies and practices can always be adapted to enrich indigenous processes in meaningful ways.' [6]

7.2. IDENTIFIED CHALLENGES

There are certain critical challenges currently facing the move towards inclusive education in South Africa. In many respects these challenges are different from those faced by developed countries. As discussed in chapter 2, the move towards an effective inclusive education system did not occur overnight in the developed world, but took place gradually. Similarly, it can be anticipated that the move towards inclusion in under-developed and developing countries, that are not as fortunate politically, economically and socially, would be plagued by obstacles which may then in all likelihood take much longer for an effective inclusive education system to materialise. The challenges that exist currently in South Africa are discussed below.

7.2.1. The Availability of Financial and Technological Resources

As mentioned in Chapters 5 and 6, EWP6's immediate to short-term strategy extends from 2001 to 2003, but has been delayed to 2006, due largely to lack of funding. The funding needed to implement all the provisions has not been fully quantified, but implementing its immediate to short-term strategy had conservatively been estimated by the Director of inclusive education in 2005, at ZAR 300 million. [7] These funds were needed to:

- strengthen and upgrade all special schools;
- provide technological resources and assistive devices;
- develop the physical environment;
- increase the number of trained educators at schools;
- equip FSSs and mainstream schools with the necessary resources for learners with varying disabilities;
- pay the salaries of the specialist staff employed in the DBSTs; and,
- provide resources such as motor vehicles and fuel to execute the service.

The dominant source of funding has been foreign donor funding from Finland and Sweden, amounting initially to 66 million rands. Most of this donor funding had been spent on the Sisonke Consortium and on developing the 30 field test special schools. However, there is still much to be done regarding the latter task. [8] Hence, much more financial resources have to be provided to jumpstart and sustain the inclusive education programme. 'In a system which does not have an adequate financial and support base, the needs of students with disabilities often become marginal, even with the best intentions of teachers.' [9]

The change to the outcomes based education (OBE) system introduced new syllabi, new subjects, different content, and a different type of assessment strategy. Special schools for the visually impaired also made the change to the OBE system. The learners seemed to cope with the system, but certain subjects such as technology and art posed problems. [10] The area that poses

the greatest problem for the education of visually impaired learners under the OBE system, is the conversion of the various new text books, course packs, manuals etc, into Braille. Conversion into large print is not as problematic; however, it does require extensive clerical and administrative input. Converting the material into Braille is proving to be a practical nightmare, as Braille printing services in South Africa are unable to meet the demand. Principals of the special schools indicated that they are struggling and are unable to keep up with the syllabus because they did not receive the material in Braille timeously.

Certain resources and equipment are essential for the education of visually impaired learners. As mentioned earlier, these resources are in most instances more expensive than other resources required by learners with other disabilities. They include reprographic equipment and communication aids.[11] Reprographic equipment is very costly compared to communication aids. Although it would be preferable to have reprographic equipment at every FSS, it is unlikely that budgets will allow it. What is probably advantageous is that reprographic equipment is not needed every day in the classroom, unlike many of the communication aids.

EWP6 proposes that special schools will be capacitated and developed into resource centres to serve surrounding FSSs. This mode of centralisation of resources in the case of reprographic equipment appears the most viable and cost effective option at this stage of implementation. However, for SSRCs to perform their increased functions, more human resources - in the form of clerical staff and specialist teachers – as well as more reprographic resources, are required. For example, presently there are only two special schools for the visually impaired in KwaZulu Natal, namely, Ethembeni and Arthur Blaxall School. At this stage, due to these schools being under resourced, and their geographical location within the province, it would be impossible for them to provide widespread support to their learners as well as all other schools in the province.

Communication aids cannot be centrally located. These resources are required daily by visually impaired learners. If these resources are not available daily then visually impaired learners will be in no better position than a sighted learner who comes to school without a pen and an exercise book. It is vital that, as learners are identified and assessed, and the support and equipment they require have been established, that the DOE make these resources available. There has been rapid development in technology in the area of aids and devices for the visually impaired. The problem however, is that they are very expensive. (Refer to Appendix 'S' for a comparative list of equipment that a visually impaired learner might need). Whether such expensive technological equipment should be purchased for individual learners depends on particular needs and support required. Priorities need to be outlined to ensure proper management of budgets and resources. The needs of individuals have to be weighed, bearing in mind that precedents should be avoided due to fluctuating budgets. [12] It should be noted that currently there is no certainty in the policy regarding the quantity, type and quality of resources the DOE is willing to purchase to support visually impaired learners.

Scarcity in human, technological and capital resources is not uncommon. Governments always have to make choices prioritising the needs of one group or category over those of another. In this regard policy trade offs are inevitable. International trends, national rhetoric, the size and how vocal a particular interest group is, and how such implementation would affect the broader scheme of a government's programmes are factors that determine what funding is allocated to a particular policy project.

In South Africa, the concerns and needs of the disabled have in many instances been forced to the background. 'They are 'last in line' because they are seen as defective and less deserving in a society that overemphasises efficacy at the expense of equity.' [13] This fact is supported by the large number of children with disabilities who remain uneducated, and the fact that employers have not been able to comply with the minimum quotas for the employment of disabled adults to date. [14] It should be considered that the

disabled are a scattered minority, and the South African Government may feel that it is not a priority to address their needs over and above others, as they do not form a considerable part of the voter base. As Government finds itself in a situation where it has limited finances, with various policies and programmes to implement, it has to prioritise policies, and in making these choices and trade-offs, ensure that its voter base remains satisfied.

Like all countries that have to catch up economically, South Africa - in accordance with dominant global trends - has embraced a free market economy. Cuts in social spending are therefore not uncommon, as can be seen in Australia. Fortunately for Australia, the move towards inclusive education began in the 1970s, which left them with an inclusive education system that had time to develop and consolidate itself free of such external pressures. South Africa, on the other hand, still has to provide basic housing, health care, employment opportunities, nutrition and welfare for its citizens. A very strong case has to be made as to why the implementation of inclusive education practices is more important than the aforementioned basic services. All resources have a price tag, and concentration has to be on optimisation than merely trying to put together an elaborate wish list that hasn't been properly thought out as regards it's translation from theory into practice.

It cannot be denied that the ethos of EWP6 and the philosophy underlying inclusive education is liberating. Further, 'in times of fiscal restraint, inclusive education services are politically and fiscally more sustainable than parallel systems of special education.' [15] However, at the same time it cannot be denied that in developing countries with an under-developed special and mainstream education system, implementing inclusive education requires a large amount of funding. The South African Constitution together with EWP6 is in accordance with a normatively highly progressive dispensation. However, one often has to deal with the unintended consequences that such grand designs bring with them. The problems and difficulties don't lie with constructing compelling sounding visions, but lie with the practical details surrounding such vision. One needs to consider macro- planning and how it translates into operational issues like lack of funds, insufficient resources,

inadequate and untrained human resources, no institutions of higher learning offering courses on special needs education for educators and the like. One then needs to ask the question: is there something wrong with the normative framework if it cannot match reality? Does the normative framework have the tendency to assume away the problems?

7.2.2. Early Childhood Development

> 'Early childhood development refers to a comprehensive approach to policies and programmes for children from birth to nine years of age with the active participation of their parents and care givers. Its purpose is to protect the child's rights to develop his or her full cognitive, emotional, social and physical potential.'[16]

ECD was in the past viewed as the responsibility of parents, not of the State. The democratic Government of National Unity that came into power in April 1994 challenged this view. 'The current situation is inadequate, fragmented, un-coordinated, unequal and generally lacking in educational value. It is further characterised by a long history of discriminatory provision with regard to race, geographical location, gender, special needs and funding.'[17] Statistics indicated in 1996 that only between nine and eleven percent of children under the age of six, and two percent of those under three years of age, received some sort of early childhood developmental facilitation. In light of past discrimination, it is not difficult to believe that only about 2000 children with disabilities were exposed to ECD programmes, with half of this group being White. 'There is a serious lack of provision of ECD services for Black children with disabilities.'[18]

An audit conducted on the state of ECD services illustrated the flaws, inequity and ineffectiveness of the service. Since ECD provisions are predominantly fee based, the poor cannot afford them. Aside from the provision of ECD facilities being indicative of the racial inequities created under apartheid, the

urban – rural divide shines through with poverty stricken rural areas having a much lower number of ECD facilities for children under the age of 6, and a poorer inferior quality of service provision. As certain provinces have a larger rural population, the disparity in the quality and quantity of ECD services and provisions in the various provinces is definitive. Children with special needs have limited access to ECD services and provisions. 'Children with disabilities constitute only about 5, 9% of the target population and 9, 4% of the ages of 1 and 5. They are, for the most part, not provided for either in the mainstream or within specialized services. This is despite the fact that early identification and early intervention are imperative for the optimal development of many of these children.' [19]

Early childhood is the period in human life when the most rapid development occurs and a great portion of brain development takes place by the time the child is three years old. 'It is during early care that a child develops the key elements of emotional intelligence namely, confidence, curiosity, purposefulness, self-control, connectedness, capacity to communicate and cooperativeness.' [20] Therefore, it must be acknowledged that there is great value to early intervention in respect of understanding the unique ways that loss of vision affects the development and learning process.

It was illuminated in the Interim Policy on ECD, Consultative Paper No: 1 of 1999 on Special Education, Education White Paper 5 (EWP5) 2001 and EWP6 2001 that early childhood intervention is essential for all children, including children with disabilities. 'Children that are differently abled must be given adequate opportunities to develop to their fullest potential.' [21] Early infant stimulation and early childhood intervention needs to begin, in the case of the visually impaired child, as early as 3 months. [22] Anyone who has experience with mainstream early learning programmes, pre-school or grade 0 in primary schools, know that by and large, it is accepted that all children will learn as they go along, by what they see the teacher showing or doing. But what of the visually impaired child who cannot follow the teacher's lead?

ECD gives the visually impaired child a better chance to compete on the same level with his/her sighted counterparts. It is true that each child develops at his/her own pace. ECD programmes allow visually impaired children to progress through an identifiable sequence of physical, cognitive and emotional growth, whilst giving the child an additional level of O&M, as well as Braille readiness. It is also a fact that school readiness tests, applied to sighted learners, are designed for affluent countries, and puts even the sighted learner at a disadvantage. The visually impaired child is at an additional disadvantage if he/she has not had the benefit of ECD.

Early childhood education is crucial for visually impaired learners who start from grade 0 at a full-service primary school, or a mainstream school, to cope in the inclusive classroom and learning environment, visually impaired children need to be identified early. They should be given the necessary infant stimulation to develop their other senses so they are prepared for the general education phase. Unless infants are stimulated, normal sensory development does not occur. Therefore it is also important for the development of the child that the following are introduced early:

(i) Gross motor and fine motor development, in order to correct posture and encourage normal walking gait;

(ii) An introduction to O&M skills;

(iii) Braille readiness classes at a later stage of the child's development as well as tactile orientation and spatial orientation;

(iv) Promotion of self-care in the areas of eating, dressing and grooming; and

(v) Assisting the parents of visually impaired pre-school children, to cope with their child's visual impairment and to prepare them for the challenges s/he will face during their school years.

If this is not done, adjustment and adaptation by children when they enter the general education phase will be very difficult. Over and above the difficulties arising from the lack of ECD programmes, various disastrous consequences are likely to arise. 'This, coupled with poor facilities and inadequate learning

conditions in the majority of junior primary schools results in frustration, poor learning, school failure, a high drop-out rate and repetition of grades.' [23]

The DOE's objective is to move towards inclusion by transforming the general education phase of learning. The aim is to assess learners to determine if they should be in a mainstream or special school. The problem, however, is that at school going age - which is when the assessments are done - the bulk of the child's early development has passed. It is evident then, that these assessments should not begin at school going age, but during the early childhood years.

The DOE's focus in respect to early childhood intervention is on developing a national pilot project to test implementation of a compulsory reception year programme throughout the country. 'The department of education's intervention in the field of ECD must be seen as an important and essential innovative thrust in establishing a proper foundation for children's later learning and at the same time constituting essential bedrock on which the new education and training system will be built.' [24] Their primary goal as stated in 1.4.3 of EWP5 is to ensure that all children who enter grade 1 by the year 2010 participate in an accredited reception year programme. No consideration for children under the age of six has been made at this stage.

The challenges to the establishment of early childhood programmes and facilities for able-bodied children are great, which makes the challenges to start up national, provincial and district based early childhood intervention programmes two-fold for children with disabilities and three-fold for the majority of children who are disabled, Black, poverty stricken and living in rural areas. One of the problems, however, is that modern 'western' societies have come to value 'individuality' and individual freedoms, which militates against 'one size fits all' ECD policies. However, this arises in a public policy problem as the implied diversity of opportunities is expensive by comparison with 'one size fits all' approaches.

Some of the challenges that stunt the progress of ECD programmes as indicated in the Interim Policy for Early Childhood Development, published by the DOE in 1996, include:

1. Insufficient funds budgeted to pay practitioners' salaries;
2. The lack of capacity to spend budgeted funds to purchase equipment and buy food for the children;
3. Demotivated practitioners; most ECD practitioners don't have formal qualifications; the practitioners who do not have formal qualifications have low morale as their non-formal qualifications are not recognised;
4. Insufficient public awareness regarding how crucial and beneficial ECD services are;
5. Insufficient partnerships have been forged between Government, parents, donors, NGOs and communities, to assist with budgeting;
6. There are few physical structures available; and 'Difficulties arising from unrealistic regulations relating to norms and standards such as physical requirements for facilities and state-recognised qualifications for practitioners, thereby making subsidisation of community efforts very difficult.' [25]

Statistics indicate that there are 42,000 visually impaired children who fall within the targeted age group. [26] The provincial break down on children is not available, but if one follows the total number of the visually impaired per province as listed in Appendix D, as a percentage of the total pre-school child population, then a rough estimate per province would be:

- Eastern Cape   6369;
- Free State   4395;
- Gauteng   6692;
- KwaZulu Natal   8131;
- Limpopo   5111;
- Mpumalanga   3623;

224

- Northern Cape   883;
- North West   4581; and,
- Western Cape   2513.

These are rough estimates, but these children are there. What implications does this have for the visually impaired pre-school child? Unfortunately, there is currently no support structure in most of the Provinces. NGOs are trying to drive the process from other funding sources. 'In the absence of effective state intervention, the major lifeline for the provision of ECD services to communities has been non-governmental agencies and the efforts of parents and community-based organisations.' [27] Inadequate funding causes problems for NGO's, as they cannot build capacity to grow the services. The SANCB has tried for years to get a national ECD service off the ground, but due to lack of funds this has not happened. 'This situation is exacerbated considerably by the inadequate funding of ECD services and the discriminatory funding by previous education departments.' [28] This does not auger well for the pre-school child, whose parents might find that they have to send their visually impaired child to a mainstream facility with no specialist trained personnel to help prepare the child for primary school.

The fact that there are no large-scale ECD and intervention programme across the provinces has negative implications for visually impaired learners. It does not afford them the opportunity to be adequately equipped to cope in an inclusive unfamiliar environment. Basic concepts may not be understood leading to stunted development and learning deficits. This may result in their being denied a fair chance to compete with their sighted counterparts inside and outside the classroom.

7.2.3. The Bureaucracy

There is a large untrained bureaucracy which is required to implement inclusive education in South Africa. The lack of resources, competencies, and

capacity play a role in bureaucrats determining the character of service delivery. Further, to ensure implementation in schools, teachers and principals must be involved in the policy process and supported by National Government so they buy into the policy and assist with its implementation.

The bureaucracy of any country consists of persons who play a major role in the policy process. South Africa is no exception and relies heavily on its public service to enforce policies. [29] A single National Department cannot implement a policy by itself. They rely hugely on provincial and local authorities and personnel for implementation at grassroots level. The DOE cannot be expected to manage the implementation of inclusive education alone, but requires the support of provinces, districts and schools. In an interview with the National Director of Inclusive Education in June 2008, he indicated that there was a great need for provinces and the different schools to assist with the implementation process. A transcript of the interview is attached as Appendix 'X'.

Unfortunately, as was in the case of EWP6, bureaucrats are often only involved in the policy process at the stage of implementation. This often results in inefficient and inadequate service delivery, especially when bureaucrats are unhappy with the terms of a particular policy. They have wide discretionary powers. Thus whether policies are actually implemented at all, or whether they are implemented in the manner policy makers intended, is often questionable. [30]

Who is it that constitutes a bureaucracy? A bureaucrat is a category of person who carries out and enforces the law and rules imposed on society by the legislative arm of government. They are responsible for administering and enforcing laws and policies passed. 'Street level bureaucrats', on the other hand, are those bureaucrats who have direct interaction with the public. They are employed by what is referred to as the public service. The public service consists of a range of services rendered by different state-provided institutions. These institutions include schools, hospitals, courts, welfare offices and the like. The services include education, health care and welfare. [31] Examples of

bureaucrats involved in the implementation of EWP6 are the teacher at the mainstream and special school, support teachers and other clerical and professional personnel employed by the DBSTs and university lecturers and administrative personnel.

Max Weber referred to bureaucrats being trapped in an 'iron cage' of bureaucracy. Weber's words suggest that bureaucrats lack the individuality and creative freedom which are proclaimed to be among the most fundamental values of modern liberal democracies. [32]

Hence, the success of inclusive education in practice depends largely on a demotivated, untrained, over-worked/under paid bureaucracy. 'Many regular teachers doubt the practicality of the strategy and resist the idea of having children with special needs in their classrooms. They genuinely feel that they are not prepared for this challenge and fear that the implementation of this model will mean extra work for them. [33]

If bureaucrats are not in agreement with policies created by Government, they can easily impede its implementation. 'The role of inclusion to support a child's educational right however, may be affected by the inequitable implementation of policy, the role of educators, and educators concerns and beliefs about the underlying philosophy of such a paradigm shift.' [34] If Government is to ensure the preservation of its policy, it has to maintain close links with those implementing the policy in the various schools. 'Engagement with stakeholders would be based more upon listening and co-researching than on telling and instructing.' [35]

It can be presumed that where the policy dictates more onerous tasks for bureaucrats with no incentives, the likelihood that these educators would execute the policy with enthusiasm is very low. Weber argued that although bureaucrats should be involved in the policy making process, they should not impose their own values on the policy itself. [36] Their duty he believed is to enforce exactly what politicians legislate. This however, is problematic as bureaucrats are experts in their fields and can provide politicians with valuable

inputs. Involving teachers in the policy making process might also have helped teachers understand the basic tenets and purport of justice, equality and non-discrimination upon which the policy was based. 'Unless issues of ethics and politics of education are addressed explicitly, the field will continue to leave many educators, parents and students confused and bewildered, and many reform initiatives will continue to flounder. We argue that educators cannot hope to tackle the dilemmas of educational practice adequately unless they appreciate that issues of justice are central to their work, and that the idea of justice itself is a site of much contestation.' [37]

Bureaucrats have wide discretionary powers with regard to the dispensation of resources and the allocation of benefits. They may exercise their powers beyond their terms of employment, as they often find themselves at the 'sharp end' of resource allocation where demand is greater than supply. They may find themselves making policies not of their choice to deal with work pressures and to protect their working environment. [38] Bureaucrats are subject to control and internal supervision. This is essential to establish a system of checks and balances. However, due to the unwieldy nature of the bureaucracy, its size and often how very dissatisfied bureaucrats are, these checks and balances are usually ineffective. [39]

Teachers in mainstream and special schools play a vital role in determining whether inclusive education is effectively implemented in practice.

> 'As is usually the case with innovative ideas, the thought of implementing the inclusive education model generates fear and resistance, mainly from special educators who wrongly view the proposal as a 'menace' to their jobs. At the same time, many regular teachers doubt and resent the possibility of having children with special needs in their classrooms.' [40]

Michael Lipsky argues that the problems sustained and caused by bureaucrats are not due to the diverse powers the bureaucrat possesses, but rather to the dilemma bureaucrats find themselves in. He says that to understand the behaviour of bureaucrats we need to investigate the rules and the pressures

they are subjected to. For example, large caseloads, large learner numbers per classroom, inadequate resources, unpredictable clients are only some of the problems the bureaucrat has to deal with. Bureaucrats spend their work life in a pressured 'world of service'. They see themselves as doing their best under adverse circumstances. Lipsky says that policy is not merely made in the offices of the legislature or by the rallying of conflicting interest groups, but more importantly it is made 'in the crowded offices/classrooms/waiting rooms of bureaucrats' who have their own preferences and commitments. [41]

South Africa is a 'consolidating democracy' where accountability is vital. If Government is obstructed by bureaucrats during the implementation process, distrust of democracy may be courted. Furthermore, Government policies may not affect, nor directly reach, just the targeted population. Rather, institutions like universities, schools, hospitals etc. have to ensure that the claims of the targeted population are met. Clearly then bureaucrats have the power to influence, change, modify or impede the policy process. 'Teachers and school principals must not be allowed to establish educational policy that is the proper domain of legislators and ministers. The fact that they are allowed to do so under the guise of professional competence and knowledge, is a sad commentary on the depth of understanding of this issue.' [42]

7.2.4. Training, Competency and Capacity of Educators

A normative picture of teachers in full-service and mainstream schools is painted. It is presumed that all teachers are informed about inclusive education, that all agree with the model of inclusion proposed, that they will be competent to handle the newly transformed learner population and have the capacity to effectively serve the total learner population in South Africa. The results of this study, as discussed in Chapter 6, indicates that this is not the case. As mainstream schools were established to serve the educational needs of able bodied children specifically, the function, duties and the role of educators were also specific. In post-apartheid South Africa, the average learner population in a class is between 40 to 50 learners. There are no class

assistants to help the teacher maintain discipline during the lesson, and often there are children with learning difficulties who slip through the net and go unnoticed.

It is essential that there is human resource development and capacity building for the inclusive education policy to work. Proper training of educators by qualified trainers is needed. Presently, human resource development is 'disjointed' and insufficient. Educators have not been properly informed of the inclusive education system and its modus operandi. For inclusive education to work, educators must buy into the policy and embrace the culture and concept of inclusion. To date, minimal training has been done throughout the country. [43] Of concern is the fact that 'training tends to be fragmented, uncoordinated, inadequate, unequal and often inappropriate to the needs of a developing country.' [44] If disabled children are to be placed at FSSs, training of educators must begin immediately with a systemic programme to facilitate continuity and support. It is clear from the interview with the Director of Inclusive Education in 2008, (Appendix 'X'), that the DOE does not intend on providing specialist training to teachers to enable them to be proficient and knowledgeable on how to accommodate the needs of each disability. Rather, the DOE believes that tertiary institutions must develop training courses to equip teachers with these expertise.

All learners need to understand teachers' explanations. More importantly, it does not matter what means or method is used, or the amount of time it takes to complete a particular task. As long as the desired outcome is achieved, there has at least been notional success. What does this mean for the educator? What does s/he have to do to ensure that all the learners understand the content of what is being taught and have achieved the goal that the lesson was designed for? How does the educator- in this admittedly imaginary , but not unrealistic 'classroom from hell' scenario - simultaneously remember James whose attention starts to wander after 15 minutes of the lesson, Patrick who needs to focus on the teacher all the time so he can read his/her lips, Tembi who cannot locate the correct Braille worksheet, Joan who is dyslexic, Sipho who is hard of hearing and is struggling to keep up due to

the sounds of the children around him, Marsha who is being made fun of because of her thick spectacles, Busi who can't get to the science laboratory because it is upstairs, and Priya who requires that bit of extra attention? This imaginary situation has been constructed from information elicited from interviews with FSSs, staff at special schools, and questionnaires answered by mainstream school teachers. [45]

There are numerous considerations that have to be constantly remembered when teaching children with a particular disability. It is likely to be an even more burdensome task for the teacher to have to constantly recall and cater for the needs of children with different disabilities and different learning needs at the same time. It may sometimes be the case that children with different disabilities cannot learn in the same learning environment because of their diverse learning needs. For example, children who have ADHD may be distracted by the sound of the Perkins Brailler. Similarly the noise of the Perkins Brailler may also create some difficulty for the learner with a hearing aid. The teacher has to structure the lesson to ensure that all learners receive a quality education, and that no one is disadvantaged at the expense of another – such as to plan the lesson so that there is no writing while the teacher is talking. This would ensure that the noise of the Brailler does not distract any of the learners - problems may arise when the teacher is engaging in a dictation exercise. It is often thought that if the teacher gives the visually impaired learner the notes in advance, the problem will be alleviated. However, this may result in the visually impaired learner not benefiting and not achieving the object and outcome of a dictation exercise.

In the case of visually impaired learners, it is essential that the teacher say aloud what is being written on the blackboard. Difficult words must be spelt out. If diagrams or pictures are being referred to, it is vital that they are explained in detail to the visually impaired learner. Unlike the case with deaf and hard of hearing learners, who rely largely on the teacher using hand and body gestures when teaching and explaining concepts, processes, pictures and/or diagrams, hand and body gestures are irrelevant to the visually impaired learner. The teacher needs to be skillfully descriptive when

explaining concepts and phenomena to visually impaired learners. Concepts like the sky, clouds, lightning, shadows and the like must be explained innovatively. Models should be used often to explain concepts, shapes and processes that can be seen by sighted children at a single glance. For visually impaired learners, the teacher should focus on 'emphasising other senses, particularly touch, hearing and smell; verbalising, in particular striving to describe vividly in words what can only be seen dimly or imperfectly if at all; setting learning tasks that have been carefully prepared and which may require specially prepared learning materials (e.g. large print or Braille work cards) and tools (felt-tip pens, personal dictaphone, Brailler, low vision aids) and a closer than usual watch on the pupil's movement (fine and gross motor movement) around the classroom.' [46]

Communication invariably involves body language, gestures, and facial expression, most of which is missed by the visually impaired learner. A simple smile means a greeting, a shake of the head means no, the shrug of the shoulders means I don't know, and pointing with a finger could be for identification or a warning. Teachers have to be taught that when teaching a visually impaired child, they should employ extensive verbal communication, actual and practical tactile demonstration and physical experiences. The special needs of each visually impaired learner may differ depending largely on the degree and efficiency of residual vision, intellectual capabilities, confidence and motivation, family background and interaction, and opportunities and past experiences.

As observation is the primary means by which children begin to understand and become aware of their surroundings, phenomena such as colour, shapes, location of objects, it is vital that a teacher and other adults play a major role in facilitating his/her normal development. What may be obvious to sighted children may not be obvious to children who are blind. For example, a sighted child can see that it is the norm that people have two eyes, two hands, two legs, that water comes out of the spout of a tap, that rooms have a ceiling with transparent windows, and that people normally sit, stand, walk and run in a

particular manner. All these things need to be especially told to and explained to a visually impaired learner. Simple things like how to get dressed, how to wash one's hands, hold a cup or a pencil, how to eat with cutlery are easily imitated by sighted children who require no or little intervention. A child who is visually impaired has to be guided each step of the way.

It is clear then, that teachers in FSSs and mainstream schools which enroll learners with special needs, have to change their stance as regards teaching style and method, outlook on what the lesson hopes to achieve and how to achieve the desired outcome. What is also evident is that the average number of learners in schools is likely to increase due to the DOE's outreach programme to identify and place learners, who were previously disadvantaged, in rural and urban areas. More importantly, FSSs are going to have learners with different disabilities and varying special needs and difficulties in one classroom. As discussed in Chapter 5, the DOE has designed a weighting system whereby one learner with a disability in a classroom is the equivalent of having 2, 3, 4 or 5 able-bodied learners in the classroom. For example, one learner who is visually impaired equals 5 able-bodied learners. Therefore, if the average number of learners in a classroom to one educator is 40, if there are two learners who are visually impaired in the class, there should only be 30 able bodied learners in the class. [47]

This increase in the number of learners at schools, decrease in the number of learners in classes which have learners with disabilities, and the range of learning needs is undoubtedly going to require more educator capacity, and moreover a greater capacity in the number of educators who have qualifications in special needs education. In this regard, the greatest challenge is to equip tertiary institutions with an adequate course and training package to educate teachers how to teach the visually impaired, and further how to effectively do so in a class with other able-bodied and disabled learners. Moreover, as special schools are to become de-specialised resource centres, staff at these centres need to receive training. A specialised qualification on inclusive education needs to be developed in tertiary institutions or training centres. To facilitate human resource development and

equip educators with the necessary skills to teach in an inclusive classroom, the DOE is compiling a document that outlines what has to be considered when teaching children with different disabilities and children with other special needs and learning difficulties. [48] This document alone will likely be insufficient to assist teachers with the practical day-to-day tasks and problems that occur in the classroom. From the DOE's side, there have been few workshops with educators. These workshops proved to be of little significance, with educators feeling that they have learned very little or nothing. [49] Holding adequate and proper training workshops are proving to be an enormous challenge to the development, training and competency building of educators. The other problem is that the DOE holds these workshops after school or during public holidays and school holidays, which frustrates and displeases educators.[50]

It is evident that the greatest challenge for the DOE is to put together training workshops that aim at bringing educators together to give them an opportunity to interact with each other. Workshops must allow for practical experiences to be shared, and different ideas and teaching methods exchanged. Although these workshops should include professionals and other specialists who present lectures, they should have a practical element to the workshop that involves group work and exercises to help teachers understand how to teach a class that has children with varying special needs. The other challenge the DOE hasn't been able to meet is to conduct site-based training.

Further, a major challenge is training trainers who will in turn train the teachers. The DOE appointed the Sisonke Consortium to assist with the drafting of the SIAS document on which the training process and human resource development would be based. However, as late as May 2006, in its provincial quarterly progress report, this consortium reported that there were still delays in trying to implement the training process. The consortium had to alter the SIAS manual several times prior to the DOE approving its contents which resulted in a delay in the training process and materials development processes. These delays in finalising the SIAS manual resulted in much hard work and preparation being wasted, for example, on consulting with other

stakeholders, the retaining of printers and booking training venues etc. Further, although training by the provincial coordinators of trainers was already arranged, this had to be cancelled and re-scheduled for a later date.

These delays caused stakeholders to question the DOE's commitment to the implementation of Inclusive education. It was clear from the report of the consortium that relationships between relevant role players were becoming strained. 'The various delays in implementing the inclusive education policy make it particularly difficult to sustain the enthusiasm and interest of personnel within the province as well as the team. This is not ideal, as the participants will have limited time to reflect on and consolidate training. Almost all the provincial coordinators report that the delays hamper working relationships between the provincial personnel and the Sisonke provincial coordinators. These delays in communicating re-scheduling of project activities have resulted in fruitless expenditure on already stretched project budgets.' [51] It should be noted that it was established in the interview with the National Director of Inclusive Education (refer Appendix 'X') that training had begun with a central group of educators on the SIAS manual during the latter part of 2007, and it was hoped that this central group would conduct training in their various provinces and districts in 2008.

7.2.5. District-Based Support Team

The Sisonke consortium's situational analysis of the research revealed the following regarding DBSTS:

- Just 6% of schools participating in the Situational Analysis said that the ILST was effective and fully functional;
- 27% of these schools reported that no support was provided by the DBST to their school;
- The preliminary findings show that fully functional DBSTs are not present in most provinces;

- Only 36% of the responses to the questionnaire for the Situational Analysis indicated that the ILST and the DBST collaborated well with each other;

- A mere 3% of schools reported that their SGBs participated in planning for inclusive education or had established inter-sectoral links to facilitate an effective process of learner support;

- The preliminary findings also reflected a strong indication from respondents that training on how to cope in the classroom is desperately needed; and,

- Lack of skills to handle particular, identified barriers at school level.

While the findings showed that many of the schools were attempting to identify barriers to learning, they will still need to be trained in the use of the standardised forms endorsed by the DOE. Most schools did not have an assessment policy.

Braille or O&M instructors, facilitators, or full time itinerant teachers are not provided for on the DBSTs. Currently itinerant teachers are expected to come from under- staffed special schools and, due to de-specialisation, the ranks of untrained staff. The number of educators at SSRCs has to be increased by the addition of specially qualified educators. How and where will learners learn skills such as Braille if they wished to attend a neighbourhood or FSS? DBSTs that do not have specialist theoretical and practical expertise are expected to identify and support both educators and learners. However, if key personnel are without specialist expertise, inclusive education will not afford visually impaired learners a "quality" education.

Currently, it is anticipated that educators at SSRCs will assume the onerous role of itinerant support teachers over and above the task of teaching learners who require a high level of support at special schools. These educators would have to travel from school to school. They would support class teachers, and provide individual learners with support and essential skills. Internationally,

'More and more school districts are providing assistance to classroom teachers by hiring itinerant vision teachers or resource room teachers who have professional training in the education of students who are visually impaired and whose responsibility it is to provide consultant services to the classroom teacher, to procure any necessary special education materials and to give direct instruction to the visually impaired student in special subjects.' [52]

As discussed in chapter 2, countries which have thriving inclusive education systems, employ facilitators/ancillary workers who have a well-defined, crucial role, especially at the foundation phase of learning. They are usually required to learn Braille and the use of other equipment. These skills reduce the load for the itinerant support teacher and expedite both transcription and feedback between the class teacher and the learner. Further, the ancillary worker is able to work with the visually impaired learner in the classroom whilst the teacher is teaching other learners. This keeps the visually impaired learner fully integrated, as s/he is able to participate in all the work being done in the class. The ancillary worker can also assist the support teacher with re-enforcement lessons, teaching of Braille, and other life skills. The ancillary worker makes material readily accessible by informing the support teacher of all text books and worksheets, tests and/or examinations that have to be Brailled, taped or enlarged. In the foundation phase, the facilitator can help the class teacher by attending to a particular group of which the visually impaired learner is part. This simultaneously removes feelings of difference between the visually impaired learner and the rest of the learners in the class. [53]

The UK has moved away from resourcing particular mainstream schools that the visually impaired are compelled to attend. They are rapidly moving towards neighbourhood integration and attempts were made to develop a strong peripatetic support staff. 'The LEA does not have a policy of resourcing specific mainstream schools to cater for the needs of the more severely visually impaired pupils. The aim is to integrate children wherever possible into their neighbourhood school with whatever special support is appropriate

to their needs. This approach is considered to be socially preferable.' [54] It is important to note that this model is in total contrast to EWP6 proposals, namely, that FSSs are designated and resourced to accommodate disabled learners. Further, no provision is made for the employment of facilitators/ancillaries in EWP6 despite lessons from other countries illustrating that ancillaries are required to give individual learners support inside and outside the classroom, especially in their foundation phase of learning. The succession of class aides to assist the teacher in the classroom is going to pose an enormous challenge to the class teacher and the learners.

What constitutes low, medium and high levels of support as outlined in EWP 6 has been redefined in the SIAS document. It is apparent the degree of support that will be offered shall be determined by the level of human, capital and technological resources the DOE can secure to develop inclusive education practices. Consequently, the degree of support the DOE can provide to learners in FSSs and mainstream schools will determine the severity of a learner's disability. Therefore, in the case of learners who are visually impaired, learners who are functionally and educationally blind may be assumed by the DOE to be severely disabled as they require a higher level of support, compared to those learners who are partially sighted. The degree of support required by the two groups differs, with the latter group of learners not requiring Braille, O&M or intensive and extensive tactile methods of teaching. Hence, only once it has been established what support the DOE can provide to full service and mainstream schools, will the implications of inclusive education practices become apparent for learners who are functionally or educationally blind and for those who are partially sighted. [55]

There should be constant and continuous collaboration, cooperation and support between the members of the DBST and the ordinary class teacher. The moment teachers feel that they have no support or advisory safety net to rely on, they are likely to become despondent. This may result in loss of most of the work done to help change their attitudes and fears. Currently, most principals at field test FSSs are dissatisfied with the lack of feedback and support they receive from the DOE and the DBSTS. [56] Particular norms and

standards need to be developed in order to provide an effective service with experts who have varying skills and experience to cater for the needs of learners with different disabilities. The lack of such norms and standards is one of the greatest challenges that is hampering the filling of posts in DBSTs and consequently, the implementation process.

7.2.6. Social Challenges

(i) A legacy of South Africa's struggle for democracy was a culture of violence. It is not uncommon for young children, youth and adults to settle differences by violent means, often with fatal results. This violence often spills over into schools, and what would normally be a playground scuffle, in South Africa may have fatal results. Several cases have been reported in the media, of violence against able-bodied learners. [57] What then are the implications for visually impaired learners who are now going to enter mainstream schools?

These are issues that concern parents of visually impaired children who have not been given assurances that their children will be safe in mainstream schools. Visually impaired learners have an added disadvantage of not knowing where to escape to when these violent incidents occur. Educators with large learner numbers find it extremely difficult to maintain discipline and control over violent outbursts. If teachers struggle to prevent violent outbursts in the classroom which happen in their presence, violent outbursts in the playground, where supervision is at a minimum during lunch breaks, are even more difficult to avert. The reluctance of parents and educators is understandable in light of these realities.

(ii) Another challenge is to educate the entire learner population to embrace a spirit of acceptance and inclusion. They have to be taught how to appreciate difference and diversity in terms of race, religion, colour, gender, disability, culture, age etc. If this is not achieved, the situation of children who are visually impaired and other children with disabilities will be that they become

prey to bullying, teasing, name-calling, dangerous pranks and the like. 'Teachers should be aware that the strong lenses worn by children with cataracts magnify their eyes, and sometimes they are teased by other children and called names like 'four eyes' or 'pop eye.' [58]

(iii) The family plays a vital role in shaping the development of the visually impaired child. If the family is over protective and molly-coddles the child, s/he will be afraid and very dependant on adults at school. The child should not be treated differently from other children in the family, but should be taught how to cope effectively in all spheres of life despite his/her visual impairment. [59] On the other hand, it is vital that parents acknowledge the child's eye condition so that they can play an active and meaningful role in the child's development and social inclusion. Parents should not shun or hide the child from society because of embarrassment, as this immediately instills feelings of inequality, difference and inferiority in the child and those around him/her.

It is stated in the INDS, 'although the parents of children with disabilities have a special and specific role to play in the development of their children, mothers (especially) of children with disabilities often face ostracism from their partners, their families and their communities. This exclusion badly affects other non-disabled siblings, the survival of the family as a unit and the meaningful development of the disabled child.' [60] In this regard it is vital that parents of visually impaired children are taught and supported from the birth of the visually impaired child so they are able to provide the correct stimuli and environment for the child. [61] Presently this is not being done, although it is one of the many functions allocated to DBSTs.

7.2.7. Legislative Redress

Parents of visually impaired children are uncertain of their rights as regards the placement of their children at schools. Further, the majority do not have the funds or the knowledge to enforce their rights in a court of law. The

uncertainty is largely due to the fact that EWP6 has a 20 -year implementation plan which gives no indication of the rights of parents in the interim. [62] Despite the fact that the SASA provides that there shall be no discrimination of learners on the basis of disability; it is qualified by the term 'where reasonably practicable'. Only if parents seek the assistance of the courts will precedents be created and the vagueness surrounding the Act cleared. The problem however, is that majority of parents cannot afford to go to Court to test the legislation. A similar situation exists with the rights of visually impaired students attending tertiary institutions who rely on the Higher Education and Training Act for protection of their rights. Details on the rights and obligations of Schools, learners, tertiary institutions and students were discussed in Chapter 5 and Chapter 9 respectively.

As parents have the right to choose the school their child should attend, they should exercise and enforce this right to the full extent of the law. 'Schools must be challenged and empowered to meet the educational needs of the children in their communities just as the families of these children are challenged to provide the best possible family life. Schools need to focus on the fact that just as the family has obligations to each child; the school community has an obligation to each family and thus every child.' [63] Thus, when a school refuses to enroll a child who is visually impaired, the parent should insist that the school be compelled to do so, even if it means taking legal action to enforce the law. Most mainstream neighbourhood schools would argue that they do not have the necessary resources and support structures in place to accommodate visually impaired children. However, if parents do not challenge schools, and if schools in turn do not challenge the DOE, then the meaning of 'accommodating all learners despite diversity and disability where it is reasonably practicable' as outlined in the SASA, will never be clarified or defined.

When one looks at how difficult it is for parents to know exactly what their rights are, let alone enforce them, Laurence Hamilton's needs-based approach in so far as its provision for constant need evaluation by institutions

of the State seems very appealing. Hamilton's approach would ensure that the needs of visually impaired learners are prioritised, not allowing intricate rights and complicated legal systems to hinder progress and a quality education for learners. Institutions would be required to constantly evaluate the needs that exist and ensure that needs were prioritised accordingly. However, as discussed in chapter 3, Hamilton's needs-based approach has flaws as well.

7.3. CONCLUSION

In summary, the challenges discussed in this chapter include the lack of financial resources, insufficient ECD programmes for the visually impaired, a large untrained bureaucracy, lack of human resource competencies and capacity, improperly constituted DBSTs, violence at schools and no judicial precedents.

What has been discussed above were just some of the challenges that exist in implementing inclusive education systems worldwide, and more specifically in South Africa. These challenges need to be borne in mind by all the role players involved in implementing the policy and those who will be drafting legislation regarding rights and practices surrounding inclusive education in the future.

In order for some sort of workable inclusive education system to succeed in South Africa, the DOE needs to firstly analyse EWP6 and locate the gaps within it. Provisions need to be made to ensure that a model of inclusion that best caters for the needs of a diverse group of learners is developed. In developing such a model, the rights and needs of all learners, the skills, competencies and capacity of human resources, and the availability of financial resources in South Africa must be considered in its entirety. This would help ensure that the model outlined in theory can be implemented in practice. Additional details on an alternate model of inclusive education are discussed in Chapter 8.

END NOTES

1 . For an account of economic classifications by the World Bank, refer to Appendix 'Q'

http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/;,,contentMDK:20421402~pagePK:6413350~piPK:641

33175~theSitePK:239419,00.html ;

2 . Edwards C, and Middlemiss M, 2006, page 8, at http://www.ssronline.org/edocs/demos_ssr_workshop_report.pdf

   Accessed in August 2007;

3 . Institute for Transport Studies, University of Leeds, 2005, at:

   http://www.konsult.leeds.ac.uk/public/level1/sec10/index.htm

4 . Edwards C, and Middlemiss M, 2006, page 8, at http://www.ssronline.org/edocs/demos_ssr_workshop_report.pdf

   Accessed in August 2007;

5 . Wiersema R, and Schilling T, 2005, at: http://www.valuingeconomics.blogspot.com/2005_12_01_archive.html ;

6 . Porter G.L, 2001, page 11;

7 . Refer to the transcript of an interview held with the then director of inclusive education in June 2005, attached as

   Appendix 'R';

8 . Refer to an interview held with the Director of Inclusive Education in June 2008, attached as Appendix 'X';

9. Christensen C, & Rizvi F,1996, page 22;

10. Refer to a transcript of an interview held with a principal of a special school for the visually impaired, attached as

    appendix 'M';

11. Dawkins J, 1991, page 18. Reprographic equipment includes: thermoform machines which are used to raise

    diagrams and pictures so that they can be felt and identified; Braille embossers that are used to print

    documentation, worksheets, course packs in Braille; scanners, photocopiers, and binders. Communication aids

    include: Braillers such as the Perkins Brailler; optacons; talking calculators; computers with voice-synthesised

    software; tape recorders; closed circuit televisions etc;

12.http://www.google.co.za/search?hl=en&q=%22resource+allocation+optimization+model%22&btnG=Search&meta;

13. Porter G.L, 2001, page 9;

14. Pahad E.G, 2006, 'access to education and staying in the education system for extended periods still remains a

    challenge for people with disabilities. The reality is that people with disabilities, by virtue of their disabilities are

    more prone to taking longer to complete their education. Global data point to differential access to education and

    the labour market for people with disabilities. And this is of particular concern given the correlation between

    higher education, escaping from the trap of poverty, successful transition to the labour force and higher incomes.

    The same data also note that on the whole, men and women of working age with disabilities were far less likely to

    have full-time employment than those without disabilities. So we must encourage inclusive education.' at:

http://www.thepresidency.gov.za/show.asp?type=sp&include=minister/sp/2006/sp1203847.htm ;

15. Porter G.L, 2001, page 12;

16. Department of Education, 2001(b), Education White Paper 5 on Early Childhood Education: Executive Summary, page 5;

17. Department of Education, 1996, Interim Policy for Early Childhood Development, pages 6 – 7;

18. Ibid, page 7;

19. Department of Education, 2001(b), Education White Paper 5 on Early Childhood Education: section2.1.6, page 13;

20. Ibid, section 1.2.1, pages 7-8;

21. Department of Education, 1996, Interim Policy for Early Childhood Development, page 12;

22. Pogrund R.L, and Fazzi D.L, 2002, page 54;

23. Department of Education, 1996, Interim Policy for Early Childhood Development, page 7;

24. Ibid, page 9;

25. Ibid, page 7;

26. Statistics SA, 2001 National Census, (Refer to appendix 'D');

27. Department of Education, 1996, Interim Policy for Early Childhood Development, page 7;

28. Ibid;

29. For this reason, the condition of the public service should be one of the prime concerns of government so as to alleviate any problems of policy implementation in the country;

30. Heywood A, 2007, pages 358 – 359;

31. Hudson B, in Hill M, (A Reader) 1997, page 394;

32. Heywood A, 2007, pages 358 – 361;

33. Porter G.L, 2001, page 31;

34. Engelbrecht P, et al, 1999, page 31;

35. Edwards C, and Middlemiss M, 2006, page 9, at: http://www.ssronline.org/edocs/demos_ssr_workshop_report.pdf
Accessed in August 2007;

36. Ibid, pages 360- 365;

37. Christensen C, & Rizvi F, 1996, page 11;

38. Heywood A, 2007, pages 365 – 371;

39. Ibid, pages 368 – 375;

40. Porter G.L, 2001, page 11;

41. Lipsky M, in Hill M, (A Reader) 1997, page 390;

42. Porter G.L, 2001, page 14;

43. Refer to Appendices 'F', 'G', 'H', 'I', 'J', 'K' and 'X';

44. UNESCO, 'Overcoming Exclusion through Inclusive Opportunities in Education', 2001, section III, page 6;

45. Refer to appendices 'F, G, H, I, J, K and M';

46. Hegarty S, et al, 1981, page 371;

47. Department of Education, The Employment of Educators Act, Act 76 of 1998, section 14, page 77;

48. Refer to Appendix 'L';

49. Refer to Appendices 'F, G, H, I, J and K';

50. Ibid;

51. Refer to the Report of the Sisonke Consortium, attached as Appendix 'L';

52. Scott E.P, 1982, page 5;

53. Dawkins J, 1991, page 16;

54. Ibid, page 22;

55. Department of Education, Education White Paper 6, July 2001, page 15;

56. Refer to Appendices 'F', 'H' and 'J';

57. Bailey, C, Cape Argus, 26 August, 2005; 'Cops arrest school kids for possession of weapons'; Kassiem A, The Cape Times, 25 August, 2005; 'Teachers scared to go to class. 25% of Cape schools unsafe' 'A staggering 220 out of 850 schools in the Western Cape…have been labeled 'high risk' and 'extremely high risk', meaning an estimated 220,000 pupils are likely to be exposed daily to gunfire and other violence'. de Bruin S, The Plainsman Community Newspaper, 22 November, 2005; 'Grade 1 Pupil raped at primary school; 'A grade one learner was raped by a grade seven learner on Thursday, 17th'; Hawker D and Prince N, Cape Argus, 22 February, 2006; 'School Stunned by boy's murder:' 'An eleven year-old at a primary school, was the third pupil to be murdered in the last five years. The grade four pupil was found on the floor in the toilet with multiple stab wounds to his chest, arms and stomach' The Plainsman Community Newspaper, February 2006; 'Boy stabbed at high school:' 'A grade 12 learner was brutally attacked by two men, one with a firearm, on the school premises. The Plainsman Community Newspaper, February 2006; '14 year-old stabbed on way to school';

58. Scott E.P, 1982, page 15;

59. Dawkins J, 1991, pages 95 - 96;

60. Department of Education, White Paper on an Integrated National Disability Strategy, 1997, page 4;

61. Dawkins J, 1991, pages 95 - 96;

62. Colditz P, 2005, page 2;

63. Porter G.L, 2001, page 21.

CHAPTER 8

PROPOSED RECOMMENDATIONS FOR A MODEL OF INCLUSIVE EDUCATION AND FINANCIAL CONSIDERATIONS

8.1. INTRODUCTION

This chapter proposes recommendations on altering the theoretical and practical aspects surrounding inclusive education policy in South Africa. It discusses the accountability of the DOE as regards its administrative performance and the financial barriers to the implementation of inclusive education. The proposed recommendations focus on the content of the policy and its impact on the socio-economic rights defined in the Constitution. The aims of the recommendations are to help build a workable inclusive education model in the South African education context. Although the alternative model designed might be the most suitable option available to visually impaired learners, it might not be practically workable in terms of financial, infrastructural and human resource constraints. On the other hand, we are protected by a Constitution, which enshrines human rights and is 'the supreme law of the land'. These recommendations may thus appear as yet another normative wish-list; however, without a normative wish-list in place, there will be no ideal to strive towards.

The author argues that EWP6 was drafted with little consideration of the ramifications of the lack of human and financial resources required to implement inclusive education. The focus was on philosophy rather than on roll-outs and budgets, or specialist skills and expertise that are limited. A three-year roll-out plan, with explicit budget implications, was essential to make this programme work in practice. The DOE would have been compelled to assess the implementation process and indicate how they had used money to achieve the outlined objectives. 'Establishing and maintaining a quality educational system requires not only well-trained and motivated teachers and

administrators, but also large infusions of money to keep the system up-to-date and relevant with rapidly changing societies and economies' [1]

The alternate model of inclusive education proposed below was designed considering the educational needs of the visually impaired. An analysis of the progress of the implementation process and the identified problem areas and challenges were also considered. Reference was also made to international lessons in constructing the model.

8.2. THE PROPOSED MODEL OF INCLUSIVE EDUCATION

The model of inclusion proposed in EWP6 provides for a 'one size fits all' approach. All disabled learners after being categorised as having mild, moderate or high level support requirements, will attend either a mainstream school, a FSS or a SSRC respectively. The 500 DBSTs, FSSs and SSRCs will by 2021 or even a few years thereafter, be the only form of support for disabled learners provided by the DOE. It appears that it was sensible for the DOE to opt for a 20-year implementation plan, as it would be senseless to promise the "best" inclusion model which promotes individual needs, capabilities, rights and support, whilst the political/economic/social context of South Africa would not permit its practical implementation.

On the other hand, there is no sense in having an inclusive education system in name only. An inclusion model which is flawed in its design and content will inevitably be flawed in its practical implementation. It is pointless to say that South Africa has an inclusive education system if there are inadequate support mechanisms in place to ensure that the intended beneficiaries of the system receive actual benefits. Interest groups concerned with the rights and needs of the visually impaired mostly favour an inclusive education system that allows visually impaired children to be socially and academically included in sighted society from school-going age. They are, however, only in favour of an inclusive education system based on an inclusionary model that ensures that all visually impaired learners placed in FSSs and mainstream schools are

given the support they require to succeed in the education system. Merely placing learners in a classroom in a neighbourhood school does not necessarily result in them having actual access to the curriculum, nor does it inevitably result in inclusion. Furthermore, if the unique educational needs of visually impaired learners are not met, then - despite the setting of the regular classroom - inclusion in the true sense will not exist.

It is important that the curriculum is flexible so that it can accommodate the learning needs of all learners. The curriculum and the assessment methods for subjects such as mathematics, science and geography must be adapted to include the participation of visually impaired learners. The curriculum must therefore be made accessible to visually impaired learners by way of providing them with adequate and appropriate support and services. Below follow suggestions of what amendments might be contained in the inclusive education model in EWP6:

(i) Developed Full Service Schools
Mainstream schools selected to be FSSs must meet certain specified criteria. A school should only be chosen to be a FSS in a district if:

(a) The school has a current maximum teacher-learner ratio of 30:1 [2]
(b) The school is situated in an area which is easily accessible by way of public transport;
(c) The physical environment of the school is appropriately adapted to cater for learners with varying disabilities;
(d) The principal, staff, learners and parents have no significant reservations that have the potential to interfere with the implementation of inclusionary practices;
(e) The school must be functioning effectively, in that it must have the resources and capacity to adequately cater for its current able-bodied learner population. This would make the adaptation of the school into an inclusionary FSS much easier from this level of development.

The need for FSSs to be chosen from developed mainstream schools was made evident from the experiences of the field-test FSSs that were interviewed, as discussed in chapter 6. It is clear that the mainstream schools selected as field-test FSSs have various resource and capacity constraints, large class numbers, and learner populations who come from very problematic socio-economic backgrounds, which impact on their learning potential. The inclusive education programme itself will require considerable focus, dedication and capacity and hence should only be attempted in mainstream schools which are able to meet these requirements. Thus schools which need to address problems such as gangsterism, drugs, dysfunctional communities, learner diligence and violence would not be suitable candidates.

(ii) Educators must be adequately trained.

Instruction, regardless of setting, must be provided by professionals thoroughly prepared and qualified to teach students with visual impairments. The skills and knowledge needed by these educators can be defined in three classifications:

(a) First, the teacher must have a foundation in regular education, including methodology in teaching reading, mathematics, and other subject matter.

(b) Second, the teacher must learn the techniques for curriculum adaptation for visual learning experiences so that the concepts taught remain the same with adapted teaching methodology and materials.

(c) Third, the teacher must know how to assess skills and deliver instruction in the specialized areas of independent living skills, social skills, career education, and specific areas of academics.' [3]

A particular challenge confronting the implementation of inclusive education is the delays that have occurred in the training and development of human resources. The National DOE must provide support to the inclusive education coordinators in the various provinces to ensure that training of personnel is done timeously and in accordance with the prescribed schedule. As there have already been constant delays in the process, it is vital that the reasons

for such delays are communicated and explained to the various districts and schools in a responsible manner so they feel involved and are aware of what is happening.

Tertiary institutions (teacher training facilities) need to include courses in their curriculum which equip and prepare new and untrained trainers for inclusive education. SSRCs will also serve as excellent sites where students studying towards a teaching degree/diploma, newly qualified teachers and untrained teachers can receive hands-on practical training on how to teach learners with diverse learning needs. It has been acknowledged internationally that, 'the combination of knowledge and skills needed in order to provide appropriate educational services to students who are visually impaired require intensive preparation in a teacher training program. Most often, these programs are offered at college and university, either at the undergraduate or graduate level. Experience has shown that at least one school year of preparation is necessary to possess entry level skills as a teacher of students with visual impairments. Programmes that prepare teachers of students with visual impairments contain curricula that are not found in general teacher preparation or generic programs in special education.' [4]

It will also help if information packages on best inclusive education practices are developed and made widely accessible to teachers and principals. However, over and above these information packages, it is essential to provide in-service training for educators. This should include support teachers going to FSSs to advise and teach a few lessons in the classroom and to demonstrate the new forms of teaching practice. 'Teachers need thorough pre-service training and on-going in-service training opportunities to make inclusive education a success.' [5] Once teachers and principals of certain schools have received training, they should pass their knowledge and newly learned skills to principals and teachers in surrounding schools. (For more information on this area, refer to chapter 7.)

These recommendations on the manner in which teachers should receive tertiary qualifications and training in special needs/inclusive education is

pivotal as it aims to remedy the current situation where teachers are receiving infrequent lectures on the programme. However, sole reliance on tertiary institutions to offer training courses in their teaching curriculum for educators cannot be the only type of training programme in place. The question that arises, are all qualified educators currently teaching at mainstream schools going to be compelled to obtain their inclusive education module certificates from tertiary institutions? Who will bare the cost for such training? If these questions are not answered, the likelihood is that only those educators studying for their degrees in the future will have such training. The DOE has to take initiative to ensure that the current educator population receive some sort of practical training to teach learners with different disabilities. Merely providing training on a general scale on curriculum adaptation and assessment is clearly insufficient. Training has to be specialised if visually impaired learners are also going to have the opportunity to attend a mainstream school without a facilitator or itinerant teacher support.

(iii) Properly constituted district-based support teams.

DBSTs must, as a pre-requisite, also employ facilitators and other specialist professionals and itinerant support teachers to help with the acquisition and development of relevant skills such as Braille literacy skills, O&M skills, computer literacy, social skills and skills of daily living'.

Currently, the inclusive education model articulated in EWP6 does not provide for facilitators to assist visually impaired learners. However, it is essential that the DOE employ facilitators to assist the learner in the classroom at FSSs and also in mainstream schools that enrol visually impaired learners. Facilitators should be permanently employed by the DOE and not merely be part-time contract workers. This will ensure the development of a skilled group of facilitators who through experience become specialised in supporting visually impaired learners. This will eliminate the need to constantly train and retrain facilitators. By adopting this proposal, the DOE will save on educator training costs, and retain specialist skills.

The primary role of the facilitator will be to play a complementary and supplementary role for the class teacher and the visually impaired learner. Facilitators would also be able to assist support staff from DBSTs to support visually impaired learners inside and outside the classroom with the acquisition of academic, life and social skills. Facilitators might also assist class teachers who have learners with other special needs such as ADHD. 'The aim of providing ancillary help is to enable the pupil to benefit from the mainstream curriculum, to ensure his/her safety, and to minimise the difficulties placed on pupil and teacher, but without creating an atmosphere of handicap or dependence.' [6] In the absence of the facilitators help, certain basic concepts, which are learnt through sight, might be missed by the visually impaired learner. In the foundation phase, which is the first three years of general education, almost all class-work involves writing and drawing on the chalkboard, reference to charts and pictures, displaying of flashcards, drawing and colouring of pictures, filling in worksheets and the like. Hence, the assistance of a facilitator appears to be essential and especially required in the foundation phase.

It has been found that, 'all of the integration programmes we studied availed of the services of ancillaries. Sometimes they occupied peripheral roles, in other cases they were crucial to the integration programme and it could not have taken place without them.' [7] In countries like the UK and the USA, facilitators are immediately employed if the learner needs that type of support. For a more in-depth discussion on the role of facilitators refer to chapter 7. From the case studies conducted in mainstream schools, as discussed in chapter 6, it is clear that where a facilitator was provided to assist the visually impaired learner, there was more room for success. Also, many mainstream schools refuse to enrol totally blind learners if parents cannot afford a facilitator to assist the learner in the classroom.

As FSSs will not have staff with specialist qualifications, it will be essential for peripatetic or itinerant teachers with specialist qualifications and experience to be employed by the DOE. Currently, EWP6 expects support teachers from SSRCs to assume the additional role of supporting learners and teachers at

FSSs. However, this sort of arrangement appears to lack merit. Rather, these personnel with specialised expertise must be identified and placed at the offices of DBSTs. They must be employed solely to carry out advisory functions to class teachers and facilitators, and provide support to visually impaired learners. This system would require specialist support teachers to travel during the course of the week from one full-service or mainstream neighbourhood school to the next in the district.

The degree of support required by individual children will vary with one learner requiring daily support, another weekly support and yet another (monthly or term) support. The kind of support needed may also vary. This may include, the support teacher being present in the class for a particular section or sections of a subject in the curriculum, or may involve taking the learner into a separate classroom to give him/her individual attention and reinforcement in a less distractive setting. This sort of arrangement appears to be working very well internationally, and the itinerant teacher has become a compulsory component for an inclusive education system to work. [8] For more details regarding the role of itinerant teachers, refer to chapter 7.

Although DBSTs can partly rely on support staff employed at SSRCs or NGOs such as O&M instructors, Braille instructors, voice synthesised computer trainers, rehabilitation officers, clerical staff responsible for scanning and brailling, they cannot expect these personnel to always be available to deal with all cases in their districts. Furthermore, although the DOE's inclusive education policy states that it is going to strengthen and capacitate special schools, an article in The Herald on 30 November 2007 stated the MEC for education saying, 'the decision to cut subsidies at four special needs schools in the Eastern Cape was "inevitable".' In the circumstances, it is essential that DBSTs do not rely on special schools entirely, but employ personnel who are able to teach these skills to visually impaired learners attending full service and mainstream schools. These personnel can assume a peripatetic function and travel to schools throughout the district to provide training and support to visually impaired learners.

A sufficient number of qualified professionals and staff have to be placed at each DBST. Currently most special schools for the visually impaired have only one, or at the most, two designated O&M instructors. [9] Again, it would be impossible for personnel at the special school to play an extensive role in assisting learners at full service and neighbourhood schools, as they have a heavy workload at the special school itself. It may be argued that they could probably assist the surrounding districts close to the special school at which they are stationed. However, it would be difficult for them to serve those FSSs more than 50 kilometres away from the special school on a daily or weekly basis.

Certain NGOs do employ one or two O&M instructors, but in most circumstances, their role is to train persons who become blind in adulthood. These instructors usually also have a large number of persons to train, and lack everyday practical experience on the training of children. However, as there are limited human resources in this type of specialisation, their help can also be sought. It is advised that DBSTs in close proximity to each other, but long distances away from special schools for the visually impaired and NGOs should collaborate with each other to employ O&M instructors who can carry out the practical daily or weekly training at the FSS or mainstream school.

The different professionals in the DBST must work as equal partners and in collaboration with each other to support the educational and social needs of visually impaired learners. For example, 'the provision of low vision aids is a medical responsibility, but it needs to be handled in the light of educational needs. The ophthalmologists do not have educational expertise, and it is therefore essential that representatives of the two professions should work in partnership.' [10] Methods need to be devised to ensure that personnel can perform their different functions in a consistent and coherent manner. Partnerships must also be formed between schools, parents, NGOs and DBSTs to help facilitate and promote inclusive education practices. (For more information on this area, refer to chapter 7.)

(iv) Appropriate and adequate resources and resource centres.

The DOE will have to purchase reprographic and communication aids for visually impaired learners. A resource officer must be appointed at each DBST to manage and control the procurement, allocation and preservation of resources. These resources would include computers with voice output software, Braillers, scanners, talking calculators, Braille, large print and audio library books, brailed and large print text books, tactile maps and models and the like. Although EWP6 states that adaptive technology such as Braille books and Braillers will be provided, there are no guidelines within EWP6 or any subsequent document outlining the details on how such technology will be allocated, the cost implications, who should take responsibility for equipment, how long the equipment can be used by a learner and so forth. Such guidelines related to adaptive technology are essential, so that parents, guardians and benefactors are aware in advance whether they need to make arrangements to purchase adaptive technology and devices.

The national and provincial departments of education must give cognisance to the following when acquiring resources:

- The number of visually impaired learners in their particular district;
- Whether learners are functionally and educationally blind or partially sighted;
- The degree of support they require; and
- What services and assistive devices and equipment are needed.

Each province has varying numbers of disabled learners, and further varying numbers of learners with visual impairments. It is often the case that a certain type of disability is more prevalent, or present in larger absolute numbers, in one particular province compared to another. For example, the province of KwaZulu Natal has the largest number of 'sight disabled' persons at 110 000, whilst the Northern Cape has the least at 12050. [11] It is also clear that sensory disabilities like blindness and deafness require more support services, human

resources, and assistive devices and equipment compared to other LSEN. 'Thus teaching pupils with sensory impairment or language disorder required more explicit guidance and support than did teaching pupils with learning difficulties.' [12] Therefore, budgetary resolutions must be made in accordance with the needs of the particular provinces to ensure that the needs of all learners throughout the country are met.

Currently special schools are not equipped to cater for the needs of learners with different disabilities but are equipped to cater for one or two types only. As there are only 20 special schools for the visually impaired in South Africa, the majority of districts will not have SSRCs in close proximity to assist them with the lending of resources or brailling of print material. What is required, therefore, are efforts to get NGOs to serve as resource centres as well. This will certainly lighten the burden on special schools especially in cases where FSSs are long distances away from the particular special school in the province. Another viable option may be to develop community based resource centres to assist with reproducing print material into accessible formats whether it is in Braille, electronic form, enlarged copies or thermoformed diagrams. Therefore, although the DOE has resolved not to build any more special schools, it must seriously consider establishing extra resource centres across the country. This will help ensure adequate and effective service delivery and support, especially in provinces that have one or two special schools for the visually impaired that will need to serve as resource centres to the entire province.

The author argues that the role of SSRCs must be limited to provide support to learners attending the SSRC, and possibly to assist with in-service training of mainstream school teachers. This is even more relevant in light of special schools being de-specialised, having to cater for learners with various types of disabilities. Further clerical staff would have to be employed at SSRCs if they are required to assist with converting print material into accessible formats for learners at mainstream or FSSs across the province. Any further itinerant service from their personnel may result in a deteriorated service. (For more information on this area, refer to chapter 7.)

(v) Early Childhood Development (ECD).

ECD programmes must be organised by DBSTs to ensure that visually impaired children receive proper stimulation before they go to school. Concepts like O&M, sensory development, skills of daily living and Braille literacy should be introduced to visually impaired children in early childhood.

Human resources, capital, and infrastructure are required to facilitate this development. There has to be collaboration between DBSTS, NGOs and special schools to ensure this development occurs. It is clear that if the DOE does not make ECD for visually impaired learners compulsory within a funded programme, visually impaired children will not be adequately prepared to enter into the inclusive arena once they reach school going age. (For further details regarding the challenges posed by the lack of ECD, refer to chapter 7.)

There must be continuous support by the DOE to DBSTs, special schools, FSSs and neighbourhood schools. The DOE has to constantly illustrate its commitment to inclusive education so that such commitment filters down to schools and its teacher and learner population. If the process of transformation is not prioritised, resources provided and teachers trained, the move towards inclusive education will not occur. There is a great likelihood that teachers will become demotivated and disinterested and learners will become agitated due to the system being ineffective. Special schools will bear the brunt of the failure since they will have to support those learners who require high intensity support, learners who can no longer cope in full service and neighbourhood schools, and be a resource base to and support learners who still remain in the full service and mainstream schools.

There is a likelihood that the model outlined above will be more costly than the inclusion model proposed by the DOE in EWP6. However, an inclusion model which appears to be less costly than other models, but limits flexibility and fails to provide essential components such as itinerant teachers, facilitators and qualified Braille and O&M instructors in DBSTs is not a plausible solution. It is vital that a foolproof model of inclusion is developed, otherwise visually

impaired learners are going to receive limited educational development and the DOE will have an education system that will fail both its able and disabled learners. On the other hand, as the DOE failed to do a holistic costing analysis of the inclusive education programme, and failed to budget accordingly, the fact that the model of inclusive education proposed by the author appears to be more costly is mere speculation. The DOE's delay in budgeting and providing funds for the inclusive education programme, is likely to result in the costs of its implementation escalating, due largely to inflation and price increases.

All things considered, such as international lessons and experiences, scarce resources in a developing country, competing interests, rights and needs, the inclusive education model outlined above - at least in theory - is most appropriate to ensure visually impaired learners are supported and receive the sort of education they require to enable them to thrive despite their visual disability. Currently, with competing claimants for resource allocation in South Africa, the amount of capital needed by the DOE to facilitate the inclusion project alone seems to be unrealisable. It is suggested therefore that whilst money is still deterring the process, a proper inclusion model should be developed. This will ensure that capital acquired is spent wisely instead of being wasted on a model that does not protect the rights or promote the needs of the subjects it was created for.

8.3. POLICY, RIGHTS AND THE AVAILABILITY OF RESOURCES

There is no sense in having a policy without proper planning. Planning does not solely mean what one should include in the contents of the policy document. More importantly, planning should include, what resources are required to implement the policy, and how the rights of persons impacted by the policy will be affected. The rights of learners and students affected by the inclusive education policy are the right to equality, human dignity, non-discrimination and access to education. These rights are directly related to the proposed policy recommendations. Therefore, the recommendations outlined above, are not the basis for an argument to do things one way instead of

another. In all respects the recommendations proposed, concerning the contents of the policy and the manner in which the policy is being implemented, do not merely constitute an argument for a different sort of educational policy. Rather, they constitute the basis of a legal argument, in that visually impaired learners have the right to be educated in an inclusive education environment. [13]

This right is inherent in the Constitution in line with the right of access to education in accordance with non-discrimination, equality, equal opportunity and human dignity. It follows that if these rights are to be protected and promoted; these learners need to be supported in the classroom. Support provided must be holistic, appropriate and adequate to enable visually impaired learners to have access to education. There is no sense in the DOE saying that it is going to provide support and services to learners, when there are an inadequate number of experts with necessary skills to help with implementation, there are no proper guidelines on how the policy is going to be implemented, funding seems to be limited, and the services of support experts such as O&M instructors are spread so thin.

The argument against the recommendations proposed above cannot be that they are not in line with best inclusive education practices. Experience from the international arena has shown that countries where inclusive education has had profound success are those which have itinerant teachers, facilitators, developed ECD programmes, assistive technology, adequately trained educators, qualified experts to render support and services, and properly planned funding strategies and budgetary allocations within their inclusive education model. One possible argument against the above mentioned recommendations is that there are an insufficient number of suitably qualified and skilled human resources and that there is a lack of financial resources to assist with the implementation process (see the discussion of the Constitutional Court judgement below).

The argument that there are no available resources to help enforce socio-economic rights entrenched in the Constitution cannot without substantial

evidence absolve the State from meeting its obligations. Section 29 of the Constitution articulates a social right which refers to the right to education. This socio-economic right is not merely a non-binding directive principle, but is recognised as a fundamental human right like the traditional civil and political rights in our constitution. 'The Constitutional Court has conclusively ruled in its certification judgment that socio-economic rights, despite their budgetary implications, are justiciable'. [14]

In the case of *Government of the Republic of South Africa and Others v Grootboom and Others 2001 (1) SA 46 (CC),* the Court devised the "generous" reasonableness test as opposed to the narrow 'rationality' test which was used in the case of *Soobramoney v Minister of Health, KwaZulu-Natal 1998 (1) SA 765* (CC). The reasonableness test devised in the *Grootboom* judgement 'sets a high threshold for the state to cross, since it encompasses a wide range of requirements.' [15]

> 'First, for a measure to be considered reasonable, it must engage the state at all three spheres of government and must accordingly ensure that sufficient financial and human resources are made available to facilitate such co-operative governance. Second, it is imperative that the measures adopted not only consist of legislation but also be supplemented by "other measures," such as policies and programmes to be implemented by the executive sphere of government. Third, it is not sufficient for these policies to be reasonable; they must also be reasonably implemented to satisfy the reasonableness test. In order to determine whether a policy is being reasonably implemented, both the socio-historical context and the textual context of the Constitution are important.' [16]

In the instance of the inclusive education programme, which is directly linked to the right to education, the state has expended a limited degree of energy, expertise and limited donor funding. It is clear that the state will not come close to satisfying the reasonableness test in a Court of law. In the Grootboom judgement, 'although the Court acknowledged that it was

contemplated that the right could not be realised immediately, the state was still under a duty to take steps to achieve the goal of the Constitution to meet the basic needs of all people, as expeditiously and effectively as possible. Any retrogressive measures by the state would have to be fully justified.' [17] Effective implementation being one of the requirements means that the state had to budget and plan adequately to implement the inclusive education policy, which in this instance, it has failed to do. Many disabled children are still not meaningfully attending school and the implementation process is seriously delayed. Hence, it is clear that the state has not succeeded in discharging its duty to take reasonable legislative and other measures to achieve the progressive realisation of the right to education within the spirit of equality and non-discrimination encapsulated in the Constitution.

The Court's insightful exposition on the test of reasonableness in the *Grootboom* judgement lends significant weight to the argument that socio-economic rights are justiciable on their own terms and do not need to be claimed on the basis of a civil or political right, such as the right to equality. Indeed, the Constitutional Court's decision in this judgment goes against what academics predicted in relation to the Court's ability to enforce the 'reasonable legislative and other measures' component of socio-economic rights. This judgment is seminal as it sets a precedent for a high reasonableness test to be applied by Courts when assessing whether the state, in all its spheres, is fulfilling its obligations under the socio-economic rights set out in the constitution. 'However, it should be borne in mind, that civil and political rights, like the right to equality and the right to human dignity can be claimed in support of socio-economic rights due to the inter-related and mutually supportive nature of human rights.' [18]

8.4. ACCOUNTABILITY OF THE DEPARTMENT OF EDUCATION

In South Africa, the management of public finances is regulated by the *Public Finance Management Act 1 of 1999* (PFMA), and the *Municipal Finance Management Act 56 of 2003* (MFMA). As is the case with the transparent

management of finances in the private sector, legislation dictates that the public is kept informed and involved as regards public spending and projects. This it is hoped will help facilitate transparency and accountability, which is the cornerstone of our democracy. 'Accountability, in simple terms, is the obligation to render account for responsibilities conferred. It therefore deals with a relationship between the represented and the representative, and the flow of information about that representation.' [19]

The public have a right to receive information about what the public sector has done with the resources it was allocated for a particular period of time. 'Understanding what has been done, in its simplest form, should include what resources were allocated, what resources were actually consumed, and what has been achieved, compared to the responsibilities (expressed in 'achievables', or rather, programmed outcomes) conferred.' [20]

To provide for accountability and transparency, the PFMA requires public bodies to draft a 3 year business plan, which must be drafted at the end of each year. The plan must consist of certain prescribed components, which include objectives, strategies on how objectives will be met, and a costing analysis which describes how much it will cost to implement the outlined strategies. The plan must reflect what the costs will be in year 1, year 2 and year 3. The purpose of the plan is to enable the treasury to budget over a 3 year period as to how they are going to fund the various departments. At the end of year 1 each department has to publish an annual report. The annual report must clearly indicate whether the objectives outlined were achieved, and whether those objectives were met, in accordance with the strategies of implementation outlined and within the costing plan submitted. If objectives were not achieved, reasons for the non-achievement must also be furnished.

The Constitution also emphasises the importance of accountability in Sections 92 and 133. Section 20 of the *Public Audit Act 25 of 2004* provides: '(3) In addition, the Auditor-General may report on whether the auditee's resources were procured economically and utilised efficiently and effectively.' Performance is now a requirement of the PFMA and is the way in which

accountability can be facilitated. There has to be accountability in the public sector in terms of policy, programme, process and probity.

As stated above, and in more detail in chapter 5, inclusive education is a right obtained from the dictates and spirit of the Constitution. It follows then, that legally, the DOE should deal with inclusive education and its implementation programme in accordance with the PFMA's requirement of preparing a 3-year business plan. EWP6 has been in existence from 2001; however, there is no evidence of a budgetary plan indicating how much the DOE intended to spend to achieve its objectives. The only feedback from the DOE thus far, is the fact that they have not been able to meet the deadlines of the immediate to short term goals outlined in EWP6 largely due to a lack of funding. EWP6 has been published in the Gazette and in the *National Education Policy Act 27 of 1996*, however, the only form of funding it has relied on to date has been donor funding.[21] What is even more unacceptable is the fact that funds received by foreign donors have as at 2006 also not been factored into a 3-year business plan, which clearly does not allow for accountability and transparency on how the donor funding is being used. This sort of arrangement allows the DOE to do with funds received as they please according to an unlimited time frame. As long as money received does not form part of the budget, the public has no way of knowing how the DOE intended to spend the money in the first place or what amounts were spent and for exactly which project.

The 2006-2007 annual report of the DOE states that the DOE is still busy trying to develop and draft short, medium and long-term norms for funding an inclusive education system. 'Progress has been slow due to the gaps in availability of school data and ending rigorous qualitative and quantitative analysis of such data from which clearer ratios can be derived for a more comprehensive picture of systemic needs.'[22] The DOE further indicates in the report that there are a few problems with establishing 30 DBSTs as required in its short term plans of the field test. 'Progress has been slow due to the absence of funding and post-provisioning norms to support the establishment of necessary posts at this level.'[23] Further, it states that it is struggling to convert primary schools into FSSs. 'This phase of the project is experiencing

delays due to non-submission of plans, submission of poor quality plans, the lack of mobility of personnel at provincial level, and lack of clarity of financial responsibility.' [24] This suggests that the realisation is compromised by serious capacity constraints. In economic jargon this may be seen as a 'supply-side' problem. Further, EWP6 provided that funding would come from the line budgets in the provinces. However, with all the problems cited by the DOE as regards funding and post provisioning norms and the establishment of the different DBSTs and FSSs, provinces are likely to find it difficult to budget for the implementation of inclusive education.

Funding for inclusive education needs to be specifically allocated, first by the Treasury and thereafter by the national and provincial DOEs. It appears that the national DOE takes its cue for budgeting from the Treasury. Both the 2006 and 2007 budget speeches by the Minister of Finance made provisions for a number of diverse allocations for specific items in the national budget, but none specifically for inclusive education. The Minister of Finance states that improving education is a government priority, [25] but does not identify inclusive education as a specific priority.

The Minister of Finance also states, 'over the next 3 years we are making available an addition R8,1 billion to hire additional teachers, teaching assistants and support staff in schools and districts and to improve remuneration levels of teachers.'; [26] 'We are also setting aside R700 million for bursaries for teachers, to encourage young people to train as teachers...'[27] The 2007 budget also makes available a further 'R2,2 billion to support our university sector to meet its objectives of increasing evolvement and producing more science, engineering and technology graduates. The further education and training sector receives R600 million for bursaries for deserving students.' [28] Advocates of inclusive education question, with such specific allocations for education made in the 2006 and 2007 budget speeches, could the Minister not make a specific allocation for the inclusive education programme? A possible defense for National Treasury could be that the DOE did not provide it with post provisioning norms or quantifiable estimates of the amount of funding required for the implementation of EWP6.

As mentioned, the DOE was fortunate to receive funds from various foreign donors. It may be assumed that if funds are properly utilised for improving the quality of schools in the country, the chances of creating a user-friendly inclusive educational environment will greatly increase. However, it has been revealed that the DOE has not properly utilised funds donated by foreign donors. [29] From the expenditure statement of the 2005-2006 annual report of the DOE, it appears that Sweden donated funds for special needs education-inclusive education, of which the department had R4, 493 million left at the beginning of the 2005-2006 financial year. None of these funds were spent and the same amount was carried forward to the next financial year. Similarly, Finland donated funds for inclusive education of which the department had R12, 563 million at the beginning of the 2005-2006 financial year, and it only spent R3, 577 million and carried forward R8, 986 million to the next financial year. [30] These figures expose the fact that only donor funds are being used to implement inclusive education and even then not all the money is being properly utilised. One cannot help but ask, is the cliché that there is a lack of funding to implement the policy just a poor excuse used by the DOE to escape accountability?

The headline of an article in the Sunday Times reads: 'Education funding of R323m down drain: Dilapidated schools suffer, while department fails to allocate foreign donor funds in keeping with deadline.' [31] The DOE was compelled to forfeit R323 million of the R484, 5 million which was awarded to the DOE by the European Union in 2003. The money was allocated to be used to upgrade the facilities of schools in KwaZulu Natal, Limpopo and the Eastern Cape within a 5 year period. By the end of 2006, the DOE was only able to secure contracts to improve facilities such as building classrooms, connecting electricity and water, improving sanitation facilities and nutrition centres in 21 schools, while 138 schools which desperately required aid, received nothing. The DOE, in its defense argued that six other schools were in the process of being awarded tenders, and that contracts could not be awarded for the improvements of the other schools because 'nobody had tendered for specific projects and tenders did not meet technical

requirements. However, the National Professional Teachers' Organisation of South Africa (NAPTOSA) blamed the mess on "bureaucratic bungling." [32]

Mainstream schools in South Africa are in a very poor condition. A report on infrastructure released by the DOE in September 2007 found: 'of the country's 25145 schools: 2 891 had no water; 4 046 had no electricity; and 1318 had no toilets… Proper sanitation was a huge problem, with at least 60 schools still making use of the outdated bucket system and a further 8 509 using pit latrines.'[33] This funding, if properly used would have improved the quality of thousands of schools in the country. Firoz Patel, the Education Department's Deputy Director-General for system planning and monitoring, said that the bulk of the funds were not utilised because 'tendered prices were significantly higher than the pre-tender estimates.' [34]

Frank Oberholzer, spokesman for the European Commission Delegation, said that he was very 'disappointed' with the tender process and the lack of response from the DOE. The European Union's financial regulations on development assistance dictated that funds will no longer be available once the agreed time frame for the utilisation of the funds had lapsed. David Bait, President of NAPTOSA said that, 'bureaucrats far too often reduce donations to 'just a piece of paper which somebody will get round to sometime." He commented further that, 'it was 'unacceptable and inexcusable' that contractors could not be found to carry out the jobs.' [35]

It appears as if the DOE is caught up in a cycle of continuously assuming responsibility for projects to bring about reform and development, but fails dismally in its implementation. Not only has the DOE failed thousands of schools by denying them much needed basic facilities, but it is also on the verge of failing in its implementation of launching its mass literacy campaign yet again. Professor John Aitchison, an adult education expert who wrote the operational plan of the mass literacy campaign, which was to be implemented in 2008, resigned in November 2007. Aitchison was seconded to the DOE in 2007 specifically to assist with the implementation of the campaign. 'The reasons for his departure centre on his conviction that the education

department is taking the new R6,1-billion campaign down the same road that led to the near-total failure of the previous campaign.' [36]

The previous campaign was launched in the year 2000 and was headed by the South African National Literacy Initiative (SANLI). This initiative failed because, 'SANLI was seriously under-funded and operational control was located entirely within a small education department directorate almost entirely lacking the necessary expertise.'[37] SANLI was funded by Britain's Department for International Development. The University of South Africa (UNISA), in a commendable effort, tried to assist SANLI and was able to reach 300 000 adult learners, of the millions that needed education. 'With international donors losing interest and SANLI immovably housed within the education department, it 'slowly festered into insignificance''. [38]

As the donor funding was lost by the DOE, cabinet authorised R6, 1 billion for the second initiative of the campaign. A second steering committee was formed including Aitchison and other persons with the necessary expertise to assume responsibility for the implementation of the operational plan. However, when the newly appointed experts were to join the education department this year, 'some departmental staff indicated their intention to obstruct their work on the gear-up at even the most basic levels, such as refusing them office space and failing to supply essential equipment such as computers and software'. Furthermore, 'his [Aitchison's] formal submissions requesting equipment and staff were 'altered... or ignored or not acted on...''.[39]

Hence, it seems that the problem for the DOE is not a lack of funding, but rather it is a lack of dedication and knowledge of how to properly utilise available funding. The other problem appears to be that bureaucrats employed at the DOE appear to be intent on impeding the policy process from within the DOE. Their attitudes make it clear that both donor funds and cabinet funds given to the DOE have to be closely monitored, to ensure proper utilisation. It appears as if accountability is not highly valued by the DOE, given the donor and Government funding that has effectively 'gone down the drain'. [40]

It is evident that due to the DOE's delay in implementing its projects within the prescribed time frames, other projects and areas of concern which require urgent attention are not being addressed. Many projects have been shelved to make room for other projects to be implemented. The 'paralysis' of the DOE has resulted in these urgent issues remaining on the shelf indefinitely. A Business Day article entitled, 'No Funding Closes Learning Centres' clearly describes the situation which most projects, that are not being funded by the DOE, are going to be in. One example of this is the development and maintenance of ECD centres. As mentioned in chapter 7, the DOE's main focus is on developing the reception year - grade R - at schools. This has resulted in ECD programmes becoming the responsibility of, and being funded by, Non Profit Organisations and NGOs. The article, dated 21 August, 2007, states: 'Changes in the nonprofit organisation (NPO) funding environment over the past 10 years had led to the closure of 40 early childhood development (ECD) NPOS, and the down scaling of at least 20…' It goes further: 'This comes at a time when the government is trying to provide access to Grade R – the so-called reception year ahead of the first year of primary school - for 955000 children by 2010, but is unlikely to reach this target.' [41] Looking at the pace at which the DOE is moving with the reception year project, it is anticipated that it will only reach its target at the earliest by 2016.

These examples seem to indicate that a trend of the DOE failing to meet its deadlines is being created. If this is the scenario with three of the DOE's core projects, what prospect is there that the implementation of inclusive education will actually occur within its prescribed time frame, which has already been extended? This sort of trend cannot be entertained in an environment where funding is at a premium whether it is from donors or Government. Donors also require recipients to be accountable for funds received.

8.5. CONCLUSION

It is clear from the above, that funds for inclusive education need to be budgeted for, and allocated in national and provincial budgets of the DOE, instead of relying solely on foreign donors. A 'study of inclusion policies related to education of learners with disabilities in seventeen European countries indicated that if funds are not allocated in line with an explicit inclusion policy, inclusion is unlikely to happen in practice.' [42]

It can be concluded that for inclusive education to materialise in practice in South Africa, it must be given equal priority with other educational provisions on the policy agenda and catered for within the DOE budget. 'Funding for research and development in the area of special needs education is often hard to secure, but desperately needed if successful models are to be identified.' [43]

South Africa currently has a field test project in progress to understand and develop the best inclusive education model. It is vital that different strategies are applied to these field tests to establish comparative parameters to determine the best model. Extensive discussions, negotiations, motivation, collaboration, think tanks, financial, human and material resource development are essential prior to strictly embarking on a widespread implementation of any particular model.

EWP6 displays an intention to strengthen special schools by investing more resources to improve their quality. Certain factors must be considered, as indicated in a study conducted by Meijer in 1999. This study concluded that, 'countries where there is a direct input funding model for special schools (more learners in special schools – more funds) report that this financing model, may lead to less inclusion, more labeling and rising costs. Learner-bound budgeting also seems to have some clear disadvantages. At times, regular schools are eager to have pupils with special needs (and their budgets) but they prefer learners (and their budgets) who are considered to be 'easy to fit in'. [44]

Budgets and the allocation of resources must be decentralised and devolved to provincial and local departments for administration. Considerations of the total number of learners enrolled and their particular needs must be taken into account when determining resource and budget distribution. If attempts to implement the inclusion model described in EWP6 continue at its current pace, the DOE's goals of achieving a 'quality' inclusive education system by 2021 or even 2026 will not be accomplished. With the current almost total reliance on donor funding for implementation, it is likely that the status quo will remain. As South Africa is still in the process of conducting a field test, there is no exact estimation of how much money and resources will be required to make inclusive education a success. Hence, any financial figures provided in this regard currently have no empirical basis and are merely a 'thumb suck'.

END NOTES

1 . Porter G.L, 2001, page 5;

2 . Hanushek E.A, 1999, pages 143-163;

3 . American Foundation for the Blind's Josephine Taylor Leadership Institute, Education Workgroup article, page 4,

   Accessed in 2007, at: http://www.afb.org/section.asp?SectionID=44&TopicID=189&DocumentID=14445 ;

4 . Ibid;

5 . Porter G.L, 2001, page 27;

6 . Dawkins J, 1991, page 80;

7 . Hegarty S, et al, 1981, page 135;

8 . Olmstead J, 1991, in the foreword by Galagher W.F, page vii;

9 . Refer to Appendix 'M' and 'N';

10. Dawkins J, 1991, page 231;

11. Refer to Appendix 'D', Statistics SA, Extract from Census 2001;

12. Hegarty S, et al, 1981, page 153;

13. Rights which are guaranteed in our constitution also conflict with each other. Further, rights can be limited if it is

   necessary, reasonable and justifiable in an open and democratic society. Furthermore, South Africa also has the

   problem of limited resources and optimisation;

14. Ankiah G, 2002, page 8;

15. Ibid page 32;

16. Ibid;

17. Ibid, page 33;

18. Ibid, page 34;

19. Accountancy South Africa, December 2007, 'The Public Finance Law, 'Have they Improved Public

   Accountability', at: http://findarticles.com/p/articles/mi_qa5377/is_200712/ai_n21300006 ;

20. Ibid;

21. Department of Education, Annual Report, 2006-2007, page 70;

22. Ibid;

23. Ibid;

24. Ibid;

25. Minister of Finance, National Budget Speech, 2006 - 2007, page 9;

26. Ibid, page 13;

27. Ibid;

28. Ibid, pages 13- 14;

29. Govender P, Sunday Times, 'Education Funding of 323 Million Down Drain', 4 November 2007;

30. Department of Education, Annual Report 2005-2006, page 142;

31. Govender P, Sunday Times, 'Education Funding of 323 Million Down Drain', 4 November 2007;

32. Ibid;

33. Ibid;

34. Ibid;

35. Ibid;

36. Macfarlane D, The Mail and Guardian, 'National Literacy Guru Resigns', 23 November 2007;

37. Ibid;

38. Ibid;

39. Ibid;

40. Ibid;

41. Blaine S, 'No Funding Closes Learning Centres', 21 August 2007, at:

   http://www.businessday.co.za/articles/topstories.aspx?id=BD4A544355 ;

42. UNESCO, Overcoming Exclusion through Inclusive Opportunities in Education, 2001, Section iv 1, page 7;

43. Porter G.L, 2001, page 27;

44. UNESCO, Overcoming Exclusion through Inclusive Opportunities in Education, 2001, Section iv 1, page 7.

CHAPTER 9
THE TERTIARY EDUCATION BAND

9.1.   INTRODUCTION

In this chapter, we move away from inclusive education policy and practice in schools. The object of this chapter is to briefly investigate the development of an inclusive educational environment in tertiary institutions. The research conducted, and the quantity and quality of the information obtained from the tertiary institutions, can in no way be compared to the research, discussion and analysis that occurred in the last 8 chapters.

The fact that inclusive education in tertiary institutions is addressed in a single chapter, by no means detracts from its importance and need for research in this area. Rather, the reasons for only dealing with inclusive education in tertiary institutions in a single chapter are the following:

(a) The experiences and contexts of learners and students at schools and tertiary institutions are different in certain crucial aspects, and hence dealing with them altogether would clutter up the text;

(b) The need for research and investigation is more immediate in the area of inclusive education at primary schools, as EWP6's primary focus is in this area until 2021 or even a few years thereafter if implementation is hampered further;

(c) Due to the nature and subject matter of the research, and the logistical, time and financial constraints, it was impossible to incorporate as in-depth a study of tertiary institutions within this thesis; and

(d) There is limited availability of literature, internationally and nationally, that deals with inclusionary practices in tertiary institutions, as compared to the wealth of literature that exists

on inclusive education practices in schools, especially in the international arena.

There is a limited amount of documentary material and research findings available on tertiary institutions with regard to inclusionary support provided to visually impaired students. This is due to the small number of disabled students who have attended tertiary institutions. This is unlike the case with inclusive practices at schools where a large body of literature has been compiled both nationally and internationally. Further, the DOE is focusing on inclusive education practices in primary schools for the next 20 years. Thus, the implementation of inclusive education at all tertiary institutions is currently the sole responsibility of the Council for Higher Education (CHE) and tertiary education institutions themselves. Currently there is no sanction imposed on tertiary institutions that do not provide inclusionary support and services to disabled students.

The experiences and needs of students with visual impairments at tertiary level are different to – and arguably not as severe as - those of learners with visual impairment at primary school. This is possibly due to the maturity of the tertiary student and the fact that s/he would have already received training in skills and techniques specifically related to visual impairment. The biggest problems faced by visually impaired students, as established by this research, are timeous access to course material and inappropriate methods of assessment. For these reasons the magnitude of the problems experienced by primary school learners is arguably greater and much more urgent.

South Africa has a long way to go to fill the gaps in available literature on inclusive education in tertiary institutions. This chapter does not intend to bridge this gap. However, it highlights a few areas of concern to tertiary institutions and students with visual disabilities. The findings are necessarily indicative and provisional, and the focus is on opening this aspect as an area for further research. The findings are also based on a small sample of only seven tertiary institutions across the country which leaves little scope for generalisations on challenges and experiences of the relevant role players.

The chapter begins by relating the past experiences of visually impaired students regarding access to and support received in tertiary institutions. Thereafter, the stance taken by law and the various White Papers on inclusive education policy and practice is discussed. The experiences, and inclusive education policies and practices of seven tertiary institutions are then highlighted, and four case studies on the experiences of visually impaired students at different campuses are related. The chapter concludes with an outline of challenges to inclusionary practices in tertiary institutions, which are formulated from the experiences of the tertiary institutions and the visually impaired students, as revealed in the research. The author has included a few recommendations on how to deal with these challenges to develop an inclusive tertiary education sector in South Africa. These recommendations are discussed in Appendix 'T' of this thesis.

9.2.   ENROLLMENT OF VISUALLY IMPAIRED STUDENTS AT TERTIARY INSTITUTIONS

In South Africa, prior to the 1990's, the number of students with visual impairments enrolled at tertiary institutions was small. This was related to the fact that 'in some schools the curriculum was inappropriate for them for the world of work, with only a few special schools offering tuition up to matriculation level which equipped them with the minimum academic requirements for entry into higher education. These inequalities in schooling have had a profound effect on the number of disabled people who have been able to access higher education.' [1]

Those students who were enrolled were a conspicuous minority and their rights and needs were not adequately addressed. These students were only given limited support and/or services, often dependent on volunteers. Many dropped out of tertiary institutions, as they could not cope in an environment that did not cater for their specialised needs. Their choices regarding faculty, courses and degree were limited, either because of the curriculum being inaccessible, or, assessment instruments being unsuitable. [2] In addition, stereotypical beliefs

that the visually impaired and the disabled population on the whole could not perform certain tasks may also have disadvantaged them. Most students with visual impairments were limited to the humanities and/or law faculties, with commerce, management studies, engineering, science and medicine not being an option. Opportunities, and the access of visually impaired students to be admitted and supported in tertiary institutions was determined by 'the impact of history, institutional differentiation, the flexibility of teaching and learning approaches, and the challenges of mainstreaming support for disabled students.' [3]

Hence, 'higher education remained largely out of reach for the majority of disabled people.'[4] The few visually impaired students who were enrolled at tertiary institutions during these years found it difficult to cope with the inaccessible curriculum, fees, negative stereotypes, and the lack of support and assistive devices. The daily university/college/ technikon experiences of visually impaired students in the past included:

(a) few disability support services;

(b) inadequate or no access to print information;

(c) fears of approaching un-cooperative, insensitive, unaware or over-burdened lecturers;

(d) having to beg and plead with various organisations and companies for finance to enable them to purchase essential expensive equipment and assistive devices;

(e) long waiting periods for lecture notes and text books in a readable format;

(f) no structured programme to ensure that students at post-graduate level had some means or assistance to conduct research.

The list of impediments to the visually impaired tertiary student was extensive. [5]

Prior to the emergence of computers with screen-reading and magnification software, all printed material had to be recorded on tape, be Brailled, or enlarged to enable visually impaired students to have access to print material.

Students were forced to use typewriters when writing answers to assignments and examinations. This was difficult as the student was never able to read what they had written. Scribes and oral examinations were other methods that were used for visually impaired students to answer examination questions. Students had to take double the amount of time to take down lecture notes, as they had to record the lecture and then listen to the recorded lecture again in order to Braille or transcribe their notes. [6] The author argues that the extra time spent on revisiting lectures to transcribe notes may not always have had a negative consequence, but, may have also proved to be beneficial as the lecture would be heard for a second time.

In recent years, computers with voice reading and magnification software have helped immensely in that, students are now able to read, retrieve and communicate information via a computer. Access to class notes, electronic books, examination questions and the writing of examinations and assignments have become less time consuming and laborious. Portable note takers with Braille displays can be used to take down notes in lectures, saving the student time. Scanners equipped with advanced software make it possible to convert print material into electronic text. Further, partially sighted students are saved from having to photocopy books in large print on A3 paper which was difficult to handle as now simple magnification software and changing of font size, style and colour, make it easier for these students to cope with reading and retrieving information. [7] In this way, 'technology can offer opportunities and breaks down the barriers that have long excluded visually impaired people from being included in a rapidly growing technological and online community of learners.' [8]

The author argues that the advancement of technology has also brought a degree of disadvantage to visually impaired students. Lecturers have a tendency to rely on displaying notes on overhead projectors (OHPs) and using power point presentations. This clearly does not help the visually impaired student who relies predominantly on verbal articulations from a lecturer as compared to written presentations which s/he cannot interact with.

The historical and political context of South Africa, which was discussed in detail in chapter one, must be considered when trying to understand the opportunities and access of visually impaired students to tertiary education. 'While some attention has been given to the schooling phase with regard to "special needs and support", the other levels or bands of education have been seriously neglected.' [9] As lobby groups became active in the early 1980's, a small number of tertiary institutions like the University of the Witwatersrand (WITS) and the University of Cape Town (UCT) established Disability Units (DUs) to support and provide services to visually impaired students. Other tertiary institutions only established DUs in the latter half of the 1990's, and many institutions are still trying to establish DUs. The efficiency, functioning and resourcing of the different DUs across the country in some respects, differ from one another. The disparity is due to various reasons including:

> (a) geographical location of the institution;
> (b) political/historical/economic/social status of the institution;
> (c) time of establishment of the DU; and,
> (d) the policy/guidelines passed and/or followed by the institution. [10]

9.3. THE RIGHTS OF VISUALLY IMPAIRED STUDENTS WITHIN THE POLICY AND LEGISLATIVE FRAMEWORK IN SOUTH AFRICA

A major flaw of the now repealed *Special Needs Education Act 9 of 1948* was that it only dealt with the education of children with disabilities at schools. No comprehensive or substantive legislation or policy was in place to cater for their educational needs once they matriculated. Tertiary education policies and enactments governing tertiary institutions stopped short of regulations and policies related to the enrolment of students with disabilities, or how their needs would be addressed if they chose to proceed to a tertiary institution. 'Learners who have historically faced barriers to learning have had few opportunities for further education at the tertiary level.' [11] In broader terms the design of special education marginalised and limited the academic – (and

consequently the professional) employment opportunities of children with special education needs.[12]

The rights of visually impaired students to non-discrimination, equity, equality of opportunity, human dignity, and education are stipulated in the Bill of Rights of the Constitution. These rights and obligations were discussed in detail in chapter 5. The INDS of 1997, *The Higher Education and Training Act of 1997*, the policy document on Quality Education for All of 1998, The Consultative Paper: First Steps of 1999, The National Plan for Higher Education of 2001 and EWP6 of 2001, all make reference to the rights of students with disabilities in higher education.

The Higher Education and Training Act 101 of 1997, in its preamble, provides that all past imbalances and discrimination must be addressed and eliminated to ensure representivity and equal access to higher education. The Act provides for a learning environment characterised by inclusion. Section 5, subsections (1) and (2) of the Act provides that the CHE should advise the Minister of Education on issues such as the 'promotion of access of students to higher education" and "the provision of student support services.' Further, section 27, subsection (2) sets out the following:

> 'Accordingly, the Ministry will request the Council to advise it on how higher education policies such as funding policies, institutional policies, and admission policies could be improved to open and promote the access of learners with special education needs, such as those who are blind and/or deaf, and the establishment and strengthening of education support services.' [13]

The policy outlined in the document produced by the DOE on Quality Education for All 1998, states that,

> 'the primary challenge to higher education institutions at present is to actively try to admit learners with disabilities who have historically been marginalised at this level, providing them with opportunities to receive

the education and training required to enter a variety of job markets. Along side this is the challenge to develop the institutions capacity to address diverse needs and barriers to learning and development. … This requires that adequate enabling mechanisms be put in place to ensure that appropriate curriculum and institutional transformation occurs, and that additional support is provided where needed.' [14]

However, as with most policies in South Africa, the equity, access and opportunity goals promised have to be implemented within a social, political and economic context characterised by inequality and arguably discrimination. The provisions in EWP6 require tertiary institutions to satisfy a two pronged test. Firstly, it provides that tertiary institutions must increase the number of disabled students enrolled at tertiary institutions, and secondly, they must provide support and services to them once they are enrolled. There is no sense in meeting the first requirement, if the institution fails to meet the second. 'Restricting the support, provision of other expensive equipment and other resources, does not help the blind and partially sighted learners' cause. This disadvantages them and discriminates against them.' [15]

However, all this talk on rights, support and discrimination cannot be considered in isolation. Rather, 'equally important to consider is the existing capacity of the higher education system to respond to the needs of students with disabilities who have gained entry to institutions. … if even 10 percent of those learners with disabilities who are currently in the schooling system were to enroll in HE, this would represent a significant challenge for institutions at the levels of infrastructure, support services, learning and teaching.' [16]

The National Plan for Higher Education 2001 recognises that disabled persons have been discriminated against in education in the past, and hence provides for their increased access to higher education. The Plan requires higher education institutions to plan programmes for students with disabilities. 'The Ministry therefore expects institutions to indicate in their institutional plans the strategies and steps they intend taking to increase the enrolment of these categories of learners, including clear targets and time-frames.' [17] In doing so

attention needs to be given to create an inclusive environment that has the potential to overcome barriers to learning. 'This will require paradigmatic shifts at the level of policy and organisation, and at the level of understanding and developing responses to learning difficulties in ordinary classes and lecture halls.' [18] It has been stipulated that in order for the ministry to establish an inclusive education and training system, all existing policies will be reviewed so that they are consistent with EWP6 and other subsequent Acts. In the sphere of higher education, all policies and strategies are subject to consultations with the national DOE and the CHE.

EWP6 states that part of its immediate to short term implementation plan includes 'transforming further education and training and higher education institutions to recognise and address the diverse range of learning needs of learners, especially disabled learners.' [19] It follows then that the essence of EWP6 is to ensure that students in higher education are given more opportunities to enrol at institutions of higher learning. Faculties, departments, and particular courses should be sensitive to the needs of such students. Access does not merely mean enrolment, but means that they should be provided with the necessary support to enable them to actively participate in the curriculum and have equal access to course material and class projects. 'The curriculum must therefore be made more flexible across all bands of education so that it is accessible to all students irrespective of their learning needs.' [20]

However, in order to achieve this outcome, students with visual impairments must be provided with a barrier free education, including user-friendly physical and learning environments, adequate support services, appropriate funding, specialised equipment and co-operative and sensitive lecturers. 'The provision of learning support material, low and high technological devices will put blind and partially sighted learners in a position of being informed, educated, self-reliant, competitive and equal to their peers.' [21]

The problem in the tertiary education sector, however, is that EWP6 states that attention will only be given to developing a few full-service tertiary and further education and training institutions upon the establishment of the 500 primary

FSSs. Thus, only minimal focus (as in the case of secondary schools) is in reality being placed on the conversion of institutions of higher learning into full service institutions (FSIs). Hence, tertiary education is not seen as requiring urgent attention. Rather, it provides for the creation of FSIs of higher learning only if there are available budgetary resources. [22] This illustrates that the DOE's commitment to promoting and developing an inclusive education and training system is focused on primary school (general) education, with tertiary institutions (higher education) being forced to the background. Seeing that the DOE has given itself a long-term deadline to establish the 500 full service primary schools, are we to assume that the resourcing of higher education institutions will only take place some years after 2021?

What is also evident is that the language in which EWP6 is written is based on recommendations rather than obligations. The DOE should clarify its commitment to addressing the rights and needs of students with disabilities. The contents of the policy are broad and evasive. Too much power and discretion is afforded to tertiary institutions [23] to decide whether or not to enroll disabled students, using the lack of facilities as an excuse, or if they do enroll them, they fail to make reasonable support services and assistive devices available. The CHE is the nominated advisory body to the Ministry regarding the strengthening of tertiary institutions and support and services that need to be provided to students with disabilities. However, it only succeeded in publishing research related to students with disabilities in higher education as recently as October 2005. [24] Further, the CHE stresses that tertiary institutions have great autonomy and thus cannot be dictated to. A transcript of an interview held with the CEO of the CHE in 2005 is attached as Appendix 'W'.

EWP6 in its executive summary and chapter 1 stipulates that learners who experience barriers in terms of development must be assisted by proper learner support services that can be made available by converting institutions of higher learning into FSIs. These FSIs will be equipped to cater for a wide range of learning needs. Hence, FSIs will be similar to FSSs which are equipped to cater for the special needs of disabled learners. In order to help curb the cost implications for tertiary institutions, and speed up implementation, EWP6 states

that regional collaboration should be employed. 'In higher education institutions access for learners who are disabled and other learners who experience barriers to learning and development can be achieved through properly coordinated learner support services, and the cost-effective provision of such support services can be made possible through regional collaboration.' [25]

The key object of creating FSIs and regional collaboration is to reduce costs and duplication of services, whereby well-resourced institutions – FSIs provide assistance to institutions with no or inadequate resources in the region. However, regional collaboration is criticised by coordinators of DUs as having the potential to result in the more developed institutions being over-burdened with the work of the under-developed and developing institutions. This may lead to the deterioration of service delivery to its own students. On the other hand, the dependent institutions may begin to delay the development of support and services within their institutions, resulting in a continual relationship of dependency. This sort of situation has the potential to stunt the growth and autonomy of individual tertiary institutions. This could result in a moral hazard whereby the developed institutions start dictating to the institutions they assist.

In the only research document published by the CHE on the status and development of higher education institutions with regard to enrolling and supporting disabled students, 'a number of the respondents said they would be very concerned if the principle of regional collaboration was applied to the higher education band in a way which meant that some institutions would be designated as those that would be supported by the government to become institutions able to support disabled students.' [26]

Another idea on how regional collaboration could work was that different tertiary institutions should share the burden of providing support and services to the entire disabled student population. Hence, the concept of specialist service tertiary institutions was coined, whereby a particular tertiary institution in a region would be extensively developed and equipped to specialise in supporting students with a particular type of disability. For example, visually impaired students would attend WITS, whilst students who were hard of

hearing would attend the University of Pretoria, to receive the disability specific support they require.

Although specialist service institutions would help reduce the high cost implications of providing support services and technological and specially trained human resources to students with sensory and physical disabilities, critics of the concept of specialist service institutions argue that such a measure would limit the rights and freedoms of students with disabilities as regards which tertiary institution they can attend. Further, such a process would once again result in the marginalisation of students according to disability and particular stigmas may be re-enforced.[27] They suggest that each institution in its own capacity should cater for and shape its learning and surrounding environment to further the rights and needs of various disability groups.

The author argues that if specialist service institutions were established, in line with regional collaboration, situations where students with disabilities are discriminated against, in respect of distances travelled, freedom of choice and unnecessary and unfair financial implications will still exist. The rights of students with disabilities, and their freedom to attain education would be greatly limited, depending on whether these extra hindrances can be eliminated. The reasoning behind this is simple. FSIs or specialist service institutions at the higher education level mean that students would have to travel to and from the relevant institution that caters for their specific needs, despite the long distances that exist between institutions. These students' needs and freedom of choice in terms of choosing an institution suitable to their geographical location, curriculum preferences, and their own personal choices will be constrained, again constituting inequality in comparison to mainstream learners. 'This choice would be more restricted than that of other students, because their disability would influence where they were able to go, which, as one respondent emphasised, would contradict the principle of non-discrimination on the basis of disability.'[28]

It should be noted, 'to date no further policy proposals have been developed which address in more detail how the imperative for regional collaboration can

be put into operation.' [29] The author further argues that all rights outlined in the Constitution can be limited. Consequently, one must be careful not to assume the possibility of absolute freedom of choice. The principle of optimisation must also be considered within the South African context emphasising the lack of human resources with specialist skills, competing rights and needs and a population which was discriminated against for differing reasons in the past. There has to be research conducted to establish what can be achieved as regards financial and human resources so that unreasonable expectations of both tertiary institutions and visually impaired students are not created. Further, all choices of this kind are difficult choices. Everything has a price, and the price of the best education and support services for disabled students may result in some inconvenience to them. The author argues that FSIs and specialist service institutions are options that the DOE, the CHE and tertiary institutions might want to consider developing immediately, even if these institutions would be an interim measure.

The underlying values and principles and the objectives as regards inclusive education practices in higher education institutions as outlined in EWP6 are indeed laudable, though in practice there are various hurdles that need to be cleared. One might agree that changes are being implemented in terms of EWP6. However, in the case of higher education there has been minimal concern with issues of disability. Although EWP 6 has proposed suggestions and possible solutions on how to overcome barriers to learning, these strategies and mechanisms need to become more widespread in their implementation. A few suggestions on how implementation can be facilitated are proposed in Appendix 'T' of this thesis.

9.4. IMPLEMENTATION

9.4.1. DEVELOPMENTS IN, AND EXPERIENCES OF, TERTIARY INSTITUTIONS AS AT AUGUST 2005

Interviews were held with the coordinators of DUs from seven tertiary institutions in the country. (A list of questions answered by coordinators at an interview is attached as Appendix 'V'.) Although many of the institutions began with part time coordinators, by 2005 six of the seven had progressed to fulltime. The development regarding employment of a fulltime coordinator varied from one institution to another, and the University of Venda only made the position of coordinator full time in April 2005. Institutions like the University of KwaZulu Natal, (UKZN) Howard College Campus, and the University of the Western Cape, (UWC) created these positions in 1999. The more 'progressive' institutions in this regard such as WITS and UCT had been operating DUs since the 1980s.

All coordinators concurred that prior to the establishment of DUs there was no or minimal support and services offered to students with disabilities. Despite EWP6 being passed in 2001, by 2005 only three out of the seven tertiary institutions had an official policy document on disability, with the other four merely having draft policy strategies, or no policy statement at all. Responses received outlined the following as key aspects that should be included in a policy document on disability:

(i) Ensuring equal access;

(ii) Furthering and promoting the needs of students with disabilities;

(iii) Preventing discrimination on the grounds of disability;

(iv) Promoting equal participation in all aspects of institutional life;

(v) Recognising the rights of students with disabilities and the responsibilities of the institution to uphold and protect these rights;

(vi) All clauses were qualified by the proviso "as far as funding allows and as long as it is reasonably practical."

The DUs had various functions with the efficiency of the unit dependent on the availability of human and technological resources. The primary function of the DU regarding assistance to visually impaired students was very similar across the campuses. In this regard the main aim of the DU was to assist with the conversion of print material into readable formats for visually impaired students. This conversion was time consuming and required enlarging documents, recording information on tape, scanning, editing, and /or brailling. The functions included liaising with lecturers, departments, faculties, admissions, student fees, housing and the examinations office. The DU was responsible to ensure that all personnel and departments across campus understood the rights and needs of students with visual impairments, and were taught how to cater adequately for their respective needs. It also offered personal and career counseling, was involved in recruiting volunteers and student assistants, and assisted with applying for financial support and bursaries.

The DU was responsible for the purchase of, and housing of the access technology and assistive devices. The quantity and level of technology of the equipment acquired depended largely on the availability of funding provided by the university and /or the funds it was able to raise by itself. The access technology that was available at DUs included computers with voice output software, scanners, magnification software, Braille embossers, Perkins Braillers, Lastrons, tape recorders and low vision aids. Two DUs were well equipped with sufficient high tech equipment resulting in adequate service delivery to students, while the others were under-resourced with disgruntled students bemoaning the lack of effective service delivery. Conversion of print material into readable formats was done by means of scanning, brailling, recording and enlarging. The problem, however, was that due to institutions being under- resourced the conversion medium was not expedient, thus print Information was not made readily accessible to students. This led to their academic potential and progress being stunted.

In terms of staff managing the DUs, WITS and UCT had sufficient permanent members of staff employed in their units. The WITS model worked well, in that

the staff was assisted by students. These students received bursaries from the university and in return were required to work at the DU. They assisted with timeous conversion of print material into readable formats by way of typing, scanning and editing. UWC, despite their limited resources and insufficient number of permanent staff, also had a commendable model, in that students were paid a minimal fee to perform these functions. This has proved to be a system that could work well in practice if effectively coordinated.

The remaining institutions insisted that more permanent staff was required to fulfill basic functions. These DUs were highly dependent on volunteers. However, the volunteer system ran the risk of creating a moral hazard and was strongly aligned to the 'charity discourse' that South Africa needed to move away from. As there were no incentives or obligations on the part of the volunteer, the speed, efficiency and regularity at which they worked were unregulated and resulted in an inefficient system.

> On the other hand, 'there is no doubt that using volunteers is a central principle in the provision of teaching and learning support for disabled students across the system. In fact, it may be argued that many institutions are substantially dependant on them for coping with disabled students. However, although most of the interviewees emphasised the importance of volunteers, some also voiced misgivings about the extent to which they depended on them while acknowledging these concerns, felt that in a context where funding was extremely limited, using volunteers was in fact an innovative way of making use of existing resources in the institution.' [30]

All coordinators concurred that there was an increase in enrolments of disabled students at their institutions post-1994. This was due to more educational opportunities, the availability of bursaries, institutions providing better services and society's emphasis on education and the growing culture of the recognition of human rights. What is surprising is that the less developed institutions seem to have a greater number of students with visual

impairments, compared to those that were more developed and better equipped. A clear example is the University of Venda, which, in 2005 boasted 77 admissions of visually impaired students, whilst UCT only had seven admissions. Another interesting fact is that the five 'under-developed' and 'developing' institutions attracted students with visual disabilities from all parts of the country, whilst the two developed institutions [31] drew their enrolments largely from their own provinces.

It was also established that almost all students with visual impairments received bursaries from the Department of Labour (DOL) and could have thus chosen to study at the more developed institutions for better support, but strangely, did not choose to do so. These bursaries covered the cost of tuition, books and residence as well as the purchase of technological equipment and assistive devices. Disability was the main criterion for students to qualify initially. However, if academic performance was inadequate, and they failed to progress, the bursary was withdrawn. Students with disabilities were subject to the same admission requirements as able-bodied students, although adaptations were made to the curriculum and assessment patterns determined on an ad-hoc basis with the needs of the individual being one of the factors considered. These adaptations were subject to motivations by the students and the coordinators of the DUs.

Due to students using access technology, they wrote examinations and tests in separate venues and were given extra time. Students were granted leniency on deadlines for the submission of assignments and the writing of tests in circumstances where print material was not converted timeously. A large number of visually impaired students entered university unable to use the access technology available. Very few institutions had training programmes in place to familiarise students with the use of the available technology. No proper audio, Braille or technological library had been developed in any of the seven tertiary institutions, which meant that print material previously converted into accessible formats had to be converted many times over. The reason for this was due to copyright laws and the deterioration of master tapes, or the loss thereof.

All coordinators said that departments across their respective campuses needed to play a more active role in the academic affairs of visually impaired students. Although lecturers assisted in most instances, there were instances where they needed to be constantly reminded, prodded and sometimes even 'coerced' to assist students. Lecturers and departments did not acknowledge responsibility for accommodating the needs of visually impaired students, but felt rather that it was the sole responsibility of the DU.

Three of the coordinators interviewed were persons with disabilities, with two being visually impaired. Two of the seven institutions interviewed indicated that they had a sufficient number of permanent staff with adequate technological resources and assistants to support visually impaired students. One of the institutions indicated that they had no permanent staff employed to run the unit, with four indicating that they had insufficient permanent staff, which created serious barriers to provide adequate support and services to students. In order to curb this problem, two of the five institutions employed a contract worker and student assistants who were paid a minimal fee. One institution indicated that aside from the coordinator, they had two contract workers and relied primarily on volunteers to help provide support and services, whilst one indicated that the coordinator was responsible to do everything in the unit, and another indicated that there was no permanent staff, contract workers, student assistants or volunteers to help at the unit. Four of the institutions relied predominantly on volunteers to convert print material into readable formats. This proved to be inadequate as students did not receive converted material timeously.

Although there was some equipment such as computers with voice software and scanners, it was still inadequate for all students enrolled. This was compounded by the lack of capacity to perform the conversion of print information. Although all five DUs were under-resourced, they differed in the amount of resources they had, from some having 15 computers with voice software to others having just one or none. Some DUs only had a one-room office which made it impossible to house technological equipment and for staff to work with the resources.

To indicate the disparity between the provisions made by institutions, below follows a brief description of scenarios related to the staff, resources and experiences of students at two different institutions.

Probably the best-developed, resourced and implemented policy existed at institution A. By August 2005 they had approximately 170 disabled students, of whom 38 were visually impaired. They had 12 full time and 3 part time members of staff. Included in the staff component were specialists in mathematics, physics and music who assisted visually impaired students. This enabled students to choose from a wider range of courses from faculties across the campus as they encountered fewer obstacles. As a result they experienced few problems with the timely accessibility of notes. There was a programme in place where it was compulsory for some students who received bursaries from the institution to work a specified number of hours in the DU. They had 55 computers with voice software, 29 scanners, Braille printers and Braille displays. They had computer labs on the main campus and at the residence to increase accessibility. This model proved to work effectively and may be a model that other institutions might emulate.

On the other extreme, institution B had a one-room disability unit and desperately needed to improve their support and services offered to disabled students. In August 2005 there were 129 disabled students enrolled at the institution, of which 77 were visually impaired. There was one computer with voice software, one scanner and one Braille printer. There were no assistive devices for the partially sighted. The coordinator indicated that they were going to purchase four more computers with voice software. This would still not have catered for the needs of the 77 visually impaired students. The students were dissatisfied with the DU but when asked why they came to that institution, they responded that they were told "that bursaries were easily obtained". This appeared to be true as all visually disabled students interviewed received a bursary, regardless of their academic performance and this might be the case for other disabilities as well.

9.4.2. CASE STUDIES ON INDIVIDUAL STUDENTS

The following are four case studies developed in August 2005 which aim to illustrate the different needs of visually impaired students, their common problems, and what they believed were the gaps that existed in the services rendered by tertiary institutions to cater for their needs. The case studies illustrate how visually impaired students coped in an "inclusive" tertiary environment. A discussion surrounding the challenges they encountered and the mechanisms they used to overcome such challenges are also outlined.

CASE STUDY 11

Dinesh was a partially sighted, Masters student from the Northern Cape. He registered in 2001 for an LLB degree at a tertiary institution more than 1150 kilometres from his home. He attained his degree at the end of 2004, and began his Masters in Law in 2005. He was not in receipt of a bursary or grant, as he did not apply for one. He received adequate financial assistance and support from his family.

It was convenient for him to live on campus as he did not have to struggle with public transport. He said that lecturers did not always understand his visual problem and did not accommodate him in terms of extra time and taped material. There was a DU at the institution but he found that it was under resourced, did not produce large print notes or taped notes on time, and he was often forced to do this himself, which caused him to waste precious study time. He believed that the unit was also not adequately financed. Although he sometimes made use of the DU, his assessment of the unit was that it was inadequate for his needs and the needs of other visually impaired students. There was insufficient equipment and the reading service was haphazard. He utilised scanning equipment, large print books and the magnification equipment when these were available. He never received large print material timeously.

He felt that adequate funding of the unit would enable it to acquire more computers with voice and magnification software. He suggested that accessibility of the unit could improve by being open for longer hours. Having a separate person to act as liaison with faculties would also help, as the unit was understaffed. One benefit that he received as a visually impaired student was that he was given a choice on whether to answer his examinations by audiotape or electronic means. He initially had problems with the attitudes of lecturers and felt that he always had to prove himself. The attitudes of his able bodied fellow students varied, but they had come to accept him over the years. He had to work twice as hard as his sighted colleagues and was able to cope in lectures, as shown by his academic success, and lecturers began to accommodate his problem. He praised the DU for their assistance in helping him with the registration process at the beginning of each year.

CASE STUDY 12

Bongani, a male student, was in his fourth year of study for an LLB degree at a university. He was an undergraduate and had been enrolled at this institution for seven years. He was 27 years old and was totally blind. The protracted tenure of his studies was directly attributed to the problems he encountered because of his visual impairment, and the limited assistance offered to him by the institution. Bongani enrolled at this university because, in his own words,"… most disabled persons enrol at this university." Despite it being so under-resourced, this institution had a large number of registered visually impaired students.

He preferred to reside on campus as commuting as a blind person was very difficult. He was well adjusted and oriented to the university environment. Problems that he encountered were: negative attitudes of lecturers, the premises which were not user friendly and the inability of the DU to timeously supply him with study material. He was not taught how to use specialised equipment, nor was he given a choice to write examinations by tape recording, the assistance of a scribe or Braille. He believed the DU should have advocated in these matters on his behalf, but they did not.

He utilised the services offered by the DU, but rated the services as poor. He said that the services and the building that housed the DU were inaccessible. He felt that the entire campus could be re-evaluated in terms of accessibility for visually impaired students. He said that the institution needed to improve the availability of resources, and improve walkways to aid mobility. He felt that insufficient money was spent on the DU, and that it was understaffed. He received assistance from other able-bodied students on occasion but such assistance was offered very rarely.

In his experience, lecturers did not accommodate, and were not concerned with the needs of visually impaired students. He felt that they did not understand the problems and limitations visually impaired students experienced. While he coped in lectures, his note taking abilities were hampered because he was not allowed to tape record them. His inability to take down notes at lectures and the fact that he was not given his text books in accessible formats timeously, created serious limitations for him. Adaptations were not made to the curriculum to assist him.

A positive experience was that volunteer assistants were helpful and library staff assisted him to locate books and other reading material. He was in receipt of a bursary from the DOL, as were most of the other visually impaired students. The conditions of the bursary allowed him a laptop computer. These were also made available to other visually impaired students. However, because no voice software was provided as well, they felt that the laptops were useless to them, so they sold the laptops. He also praised the DU for assisting him with the registration process each year. He also received support and assistance from his family.

CASE STUDY 13

Sandiswa (Sandi) was a 22-year-old partially sighted female, studying at a long-established university. Sandi's low vision was due to albinism. She was in her second year of a B.A. Psychology degree. She was from the Eastern

Cape, and attended a tertiary institution that was more than 1200 kilometres from her home. Her chosen field of study was based on influence from her high school teacher, at the special school she attended. She was a resident on campus for the obvious advantages that this lent a visually impaired person such as mobility, accessibility and safety. The DOL bursary that she received covered the costs of tuition, equipment and residence.

She was disappointed in the DU because she came from a special school for the visually disabled that catered adequately for her needs, to a university that, she felt, did not cater for her at all. She felt that there were a number of limitations to her as a student, and although she was aware of the DU, she felt that it offered a poor service and was under-resourced. She believed that the DU should employ staff with a disability or staff who had knowledge of disability issues.

The DU offered brailling and scanning of text, assisted with financial support applications and provided a problematic volunteer service as the volunteers often did not turn up. Other services included large print books and text. These, however, took so long to be delivered that it became useless. There were also computers with magnification software. The equipment was not accessible to visually impaired persons. The DU needed to improve its service as it related to timeous conversion of reading material into large print, installing more computers with voice software and zoomtext, assisting students to use the equipment, and coordinating a more productive and structured volunteer programme.

Sandi was not given a choice to write her examinations by any other means other than script. There was a perceived lack of cooperation from lecturers and departments, as she believed they did not understand the problems faced by visually impaired students and did not know how to deal with them. They wrote notes on the chalkboard and did not give any attention to the needs of the visually impaired regarding their notes. As a partially sighted person she coped in lectures, but believed that lecturers were not receptive to her needs. She was not allowed to record lectures for later transcription, but one or two

lecturers overlooked this. Some lecturers did agree to give her notes used on the OHP during lectures in advance which really assisted her with following what was being discussed in lectures as she was unable to see projected images even when she sat in the front row of the lecture room. There was also strictness about deadlines for handing in assignments, but she was given extensions on occasion. No adaptation was made to the curriculum where vision was required. She was not provided with research assistants when she requested help, and found the library staff not helpful in locating books and articles she needed. A positive for the DU was that they assisted her with registration, and she also did not have to stand in long queues to register, which to her, as a person new to that province and campus, helped tremendously. She received support from her parents with extra curricular and academic work.

CASE STUDY 14

Teena was an educationally blind 22 year-old. Her residual vision was very poor and she was dependant on a white cane or a sighted guide to assist with her mobility around the campus. She was unable to read print material and was totally dependant on taped and scanned material for her studies. She registered at the institution for a Bachelor of Arts degree in 2001. She began the Honours programme in French and Zulu in 2005. She chose to study at a university that was close to her home. She was transported to and from campus by her father, but admitted that it would be more advantageous to live at residence on the campus because it allowed for more independence. She said her greatest problem was not getting the study material in a readable format on time. She was still faced with receiving material 2 weeks before the end of the semester when it was time for examinations whilst sighted students had access to material as soon as they registered for the course.

The assistance she received differed from lecturer to lecturer and from department to department. Some lecturers went the extra mile to assist her whilst others went as far as asking her why she was daydreaming and not taking down notes like the rest of the students. She was aware of the DU and

the services it offered, although she only used the DU for the volunteers that read print books and articles onto tape. She was assertive and liaised with departments regarding her needs and the coordination of examinations.

Although she agreed that the services were adequate, she fervently believed that the DU required more permanent staff as it was unable to assist all 30 visually impaired students, especially with the timeous conversion of print material into readable formats. This was a service she considered most necessary and urgent for visually impaired students. Although the DU had a few computers and scanners with one Braille printer and a few tape recorders, these were insufficient as it had to be shared by all the visually impaired students. Although volunteers came to help from time to time, they were not obliged to do so.

She was given a choice of how to write her examinations whether it was on tape, orally, by means of a scribe or on computer. It depended on the subject matter of the course and her preference. She believed that workshops with the academic staff were essential in order to make them aware of how to accommodate and cater for the needs of visually impaired students. She said that lecturers became receptive only once they saw that she was a good student. She suggested that all departments needed to have structures to cater for the needs of disabled students. She paid her readers and research assistants herself as the departments were unable to pay such persons, and the DU did not have many volunteers who were fluent in French and Zulu. She believed that the services offered by the institution and the DU definitely improved over the years, but still had to be developed further to bring visually impaired students to a level of equality with their sighted counterparts.

Further, the volunteer programme was inconsistent as different chapters on tape were read by different volunteers who sometimes had accents that could not be understood. There had been times when she ended up with 20 cassettes that were not numbered and were often hard to follow due to different reading styles, tones and accents. There was a big social gap between students who were visually impaired and those who were sighted.

She found that most of the visually impaired students congregated in the DU with other disabled students as they found it difficult to interact on a social level with sighted students. Many of the sighted students were ignorant about visual impairment and thus did not know how to, or want to approach the visually impaired students.

The four case studies above were students who were interviewed in 2005 and were from institutions that have under-resourced DUs. (A list of questions answered by visually impaired students at an interview is attached as Appendix 'U'). It can be accepted that those students attending the two institutions that were considered to have adequate human and technological resources, did not experience similar problems as regards ignorance of lecturers, timeous conversion of print material, inadequate assistive devices, and the like. Hence, any DU being established or developed should focus on alleviating the problems highlighted in these case studies so that visually impaired students are supported in an inclusive educational environment.

The author argues that the possible impact of natural variance on the performance of visually impaired students cannot be ignored. Even able bodied students differ in their academic capabilities and performance. Hence it must be appreciated that all visually impaired students have different experiences and different levels of academic success. This may be attributed to various factors, such as, their own natural level of intelligence and ability to be proactive and assertive, to help them overcome limitations.

9.5. CHALLENGES CONFRONTING VISUALLY IMPAIRED STUDENTS AT TERTIARY INSTITUTIONS

It is evident that the challenges that confront visually impaired students differ in some aspects from the challenges confronting visually impaired learners at school. Inaccessible physical environments, inaccessible curriculums, inadequate assessment instruments, being taught by over-burdened, unaware

and untrained lecturers are some of the challenges that are to a great degree, the same.

The research indicates that visually impaired students can cope in an inclusive tertiary environment, with adequate support, services, training, awareness and specialised equipment. The overwhelming majority of tertiary institutions are not yet equipped to cater adequately for the needs of visually impaired students, which leads to student drop-outs, low pass rates and severe difficulties in coping with the academic syllabus. After an analysis of the four case studies above and the responses of coordinators of the seven tertiary institutions, the following are some of the identified challenges that need to be overcome to facilitate overall inclusion at tertiary institutions:

9.5.1. FUNDING

Funding DUs was a great challenge and although the tertiary institutions funded the salaries of the director/coordinator and limited equipment, more staff and expensive technological equipment was required. Fund raising drives were essential and while they were initiated in some institutions, it was impossible to initiate them in others due to lack of staffing capacity. The limited funding available to DUs posed a challenge to the unit acquiring the expensive human resources and technological equipment required by visually impaired students

9.5.2. TIMEOUS AND EFFECTIVE CONVERSION OF PRINT MATERIAL INTO READABLE FORMATS

A primary function of the unit is to assist to make printed text accessible in a format that is user-friendly and suitable to individual students. For this conversion process to occur speedily and accurately, advanced technological equipment and sufficient and adequately trained staff to handle such equipment are essential. 'For blind and partially sighted students, access to

courses in higher education is dependant on technology and an effective outcome relies on the support that the student receives from the educational institution.' [32] More often than not students receive large printed, scanned, recorded or brailled notes and/or books only a few days before a test or assignment whilst their sighted colleagues have access to those notes and books one month or more before test and assignment due dates. These problems are compounded when students need to acquire reading materials from the reserve section in the library. They then have further challenges of finding someone to assist them to locate the relevant material, and then to find someone who is willing to photocopy the material before it is finally scanned, edited, brailled and/or recorded.

Many of the poorer and less developed institutions have insufficient access technology and soundproof rooms for recording. As a result the study and research process is tedious and long as everyone cannot use the few computers and scanners simultaneously. The limited number of staff employed at the DU places undue responsibility on the coordinator of the unit. Some institutions employ what is referred to as contract workers who are changed every year so that there posts do not become permanent. This requires new personnel to be trained which results in time and skilled human resources being lost at the beginning of every year. This is a crucial time for students as all reading material is received and needs to be converted. Other institutions are reliant almost completely on a volunteer system that has proved to be ineffective over the years. There has to be a more concerted effort on the part of institutions to purchase the necessary technology and assistive devices, build soundproof rooms, and employ more staff to help manage the effective functioning of the unit.

The ideal would be for all DUs in tertiary institutions to be adequately resourced so that they can cater for the needs of all students who are visually impaired. The reality however, is that human and technological resources are limited and very costly. It is therefore dependant on the relevant institution to determine whether they can afford to place these items on the budget and the extent to which they are willing to go. Institutions have various pressing

concerns and priorities to meet. Students with disabilities are a minority, and their requirements are very costly. Once again policy trade-offs need to be made to cope with the practical reality of limited available resources, various interests, varying needs and capabilities and a range of priorities.

9.5.3. TRAINING

Most students who enter a tertiary institution do not know the functions of advanced technology or how to use it to gain the best possible benefits the equipment has to offer. Training in the use of equipment is a huge challenge that has to be overcome. Training must be accommodated in the budget to enable students to have appropriate access to technology. At the moment a huge challenge is ensuring that training is 'needs based rather than system based and it should focus on meeting the particular needs of the individual rather than introducing the user to the whole range of technical features of the device.' [33]

9.5.4. CONDUCTING RESEARCH

Students who enroll for Honours, Masters or Doctoral programmes have another challenge. These degrees require extensive research and reading. The visually impaired student has to find a sighted person who is familiar with the library to assist with locating relevant books and journal articles. This task is very time consuming and frustrating as excerpts of each book or article must be read quickly to ascertain whether the student requires the book or not. If this is not done, very often the student is stuck and loses out on time again, as unnecessary books and articles may be scanned or recorded, resulting in the student reading through unnecessary information. These difficulties and inconveniences result in the student having a backlog and being unable to meet deadlines for other courses.

It is inevitable that the sighted assistant plays a vital role in the research process, as s/he chooses the books s/he thinks are required. Further, the visually impaired student requires constant sighted help to access documentary sources, scanning and reading print material which is not in electronic form. Such assistance is also required when the researcher goes to do field work, which almost always is in unfamiliar surroundings and during the collation of data collected where answered questionnaires were hand written.

Visually impaired students have to pay their sighted assistants when the tertiary institution does not provide such assistants. What has, however, made this challenge less arduous, is the introduction of the information highway and being able to search on the World Wide Web. A broad array of information can be retrieved from the Internet, which makes reliance on sighted assistance in print archives less necessary. However, it should be noted that not all web sites are accessible to the visually impaired as the voice reading software is unable to recognise and read certain electronic formats.

9.5.5. NO OFFICIAL POLICY ON DISABILITY

The majority of tertiary institutions don't have official policy documents on disability. The author can not help but presume that this is an indication of the institution's lack of commitment to students with disabilities. Further, prospective and current students with disabilities are at a disadvantage as they are unaware of their rights and the institution's responsibilities. They have no right of recourse as their entitlements are not outlined in any document, and thus are forced to accept any quality of support and/or services the institution offers them even if it is inferior and not in accordance with the spirit and purport of *The Higher Education And Training Act* and EWP6.

9.5.6. UNAWARE AND UNTRAINED LECTURERS

It is crucial that lecturers realise that, 'the important starting point is not really the person's barrier (or what causes it) but what that person needs in order to display and develop her skills to the same extent as others. People with similar barriers do not have similar needs.'[34] One of the vital challenges is that lecturers are oblivious to the needs of visually impaired students. They have no training in teaching these students and often forget they are in the class. Using hand gestures, nodding and shaking of the head when responding, writing on the board and not repeating what is being written are some of the difficulties visually impaired students have to deal with.

Students have difficulties when lecturers do not stick to the syllabus as set out in the course outline, as they may in all likelihood not have the print material scanned or read timeously. Lecturers do not liaise with the DU and often fail to organise test questions in a readable format and arrange specific test venues for the students. Very often a visually impaired student finds after a week's studying that s/he has to wait hours and sometimes even days after the scheduled time of the test before s/he actually gets to write the test. This is disruptive to the student as s/he is forced to miss other lectures whilst waiting to write the test, and often ends up with two tests on one day if s/he is forced to write the test on another day.

Lecturers are unaware of how technology assists visually impaired students. They fail to understand how electronic copies of books and notes that are emailed to the student assist them, preferring to concern themselves with issues relating to copyright. They also underestimate how mere signposting of relevant articles and readings helps students immensely with visual impairment as it lightens the load of converting into readable formats. [35]

9.5.7. CURRICULUM AND ASSESSMENT

Course content, teaching methods and assessment methods were designed for the able bodied student. Departments and faculties therefore have to be flexible and adapt course content and assessment processes for visually impaired students. If these adaptations to the curriculum and assessments are not made, students with visual impairments who wish to enroll may be discouraged from enrolling for that course and students who are enrolled in the course may be forced to drop out. Examples of non-user-friendly material include pictures, diagrams, power point presentations, video clips, subtitled films, and the like. All data interpretation where the student has to rely on the interpretation of a sighted assistant is challenging and disadvantageous.

Lecturers are reluctant to make adaptations to materials and assessment. They are of the mistaken view that it would be a daunting, time-consuming task. 'One of the lessons of the Australian experience, (Australia is 10 years ahead of the UK in terms of legislation in higher education) is that assessment, rather than access or admission procedures, is likely to be one of the key areas where disabled students will feel discriminated against, hence there is a need to start reviewing and adapting assessment strategies and techniques as soon as possible.' [36]

9.5.8. CROSS-CAMPUS DEPARTMENTAL AWARENESS

Another challenge is to bring about awareness to all departments and faculties. This requires a joint effort and should not be seen as the responsibility of the DU alone. Currently, especially in institutions with no official policy statement on disability, the responsibility for accommodating students with disabilities is not accepted by various departments across campus. For example, the various academic departments, library staff, admissions office, examinations office, student housing, student fees and financial department believe that it is not their official responsibility to assist students with visual impairments. Simple things like scanning material,

assisting with research, locating books, filling in forms, organising venues for examinations is thrown onto the lap of the DU. When academic departments and other departments across campus do assist in some way, it is because they choose to do so, rather than because it is part of their responsibilities.[37] This results in the DU being over-burdened by the large number of disabled students and the limited staff at the unit. This results in inadequate and poor service delivery to students with disabilities.

9.5.9. STUDENTS INITIATIVE AND INDEPENDENCE

Another challenge is for institutions to refrain from spoon-feeding disabled students. Reasonable accommodations must be made for them, but not to the extent that they get preferential treatment and results that they do not deserve. How does one make adaptations to the curriculum of a course and assessment techniques if it is clear that the student would not have achieved the learning outcome of the course? The challenge is to encourage students to become more assertive and to take the initiative to obtain the support they require, instead of being dependant on the DU or other departments. Students must not develop a sense of entitlement because of their impairment, for example, handing in essays late all the time and being exempt from certain parts of a course unnecessarily. A balance has to be struck between doing too little and doing too much. There needs to be proper guidelines to determine what reasonable accommodations should be made.

9.5.10. SOCIAL CHALLENGES

Research indicates that disabled students often find that the manner in which the campus population reacts to them is a major obstacle to inclusion in their institutions. Stereotyped beliefs and stigmas about the capabilities of persons who are visually impaired, the amount of assistance they should receive as opposed to the assistance they do in fact need, tasks and assignments that can be adapted to acquire the desired learning outcome, and the

disassociation or over-helpful stance taken by their sighted peers are all factors that have a negative impact on ensuring the overall inclusion of visually impaired students. Further, certain prejudices and misconceptions surrounding visual impairment that have been learned or acquired from parents, friends and religious groups tend to ensure that their relations and socialisation are governed and determined by these prejudices and attitudes.

The sighted student population is unaware of how to interact with visually impaired students. 'Adults have very real prejudices and misconceptions about blindness, probably largely based on fear and ignorance and lack of any first-hand experience with a blind person. Because they feel uncomfortable, they tend to avoid any situation where they might have to be involved with "one of them," or "people like that."'[38] Stereotypical beliefs of what visually impaired persons are capable of still exist and are due largely to ignorance. For example, most students generally approach a visually impaired student when they think that s/he requires help. It is very rare that students would strike up a conversation with a visually impaired student without thinking about the disability first. 'Although individuals often want to be helpful to the student with a visual impairment, they often do not know what to do. Some do nothing at all. Others use a trial and error strategy, sometimes being helpful and, other times failing to accomplish much that is productive. Still others do too much, creating a debilitating dependence.' [39] Visually impaired students are unaware of any visual communication like a smile from another student and thus probably appear to be anti-social to students who are trying to make the effort. [40]

Further, as most visually impaired students came from special schools and thus have had little or no interaction with sighted students, they generally find it difficult to integrate and interact freely with them, and most feel more at ease when they are with other visually impaired and other disabled students in the safe haven of the DU. 'Segregated education has entrenched a way of thinking that tends to perpetuate the segregation of people with disabilities throughout their life.' [41] They feel different to their sighted counterparts and felt that sighted students did not want to socialise with them because they were

ignorant and held the belief that students with visual impairments were not normal or super intelligent. This is usually the case with first year students for these social barriers tend to fade once the student population becomes accustomed to having the visually impaired students present. [42]

9.5.11   LEGISLATIVE REDRESS

There is no enactment dealing directly with the rights of persons with disabilities and consequently no Act dealing directly with educational rights of persons with disabilities. In the USA, the Americans with Disabilities Act, was passed in July 1990. This enabled students attending tertiary institutions and those wanting to attend tertiary institutions to seek legislative redress from the Courts when they felt that they were being discriminated against by the institution. In South Africa students have not attempted this method as they are unsure of their rights.

Even in the U.S.A there was great imprecision of phrases such as reasonable accommodations as it appeared in case law and statutes. This was problematic and caused frustration for administrators and students. Administrators argued that the law was vague as it related to how far tertiary institutions must go to cater for the needs of disabled students, whilst the unclear wording left students confused as to what they could expect from the tertiary institutions. Students in the USA however had the protection and safety net of the Americans with Disabilities Act, which made provisions for the award of compensatory damages, attorney's fees, and civil penalties, which gave the students an incentive to enforce their rights if they felt they were being discriminated against. [43]

The author argues that the only way to ensure that the educational rights of students are protected is for visually impaired students to seek legislative redress from the Courts. As mentioned in chapter 5, enforceability of one's rights in South Africa is a major challenge. Where legislation is vague with costs of legal representation and legal processes being so high, students and

parents of learners who are visually impaired are deterred from enforcing their rights against tertiary institutions and schools.

9.6. CONCLUSION

The DOE and the CHE must prioritise the rights and needs of disabled students in the tertiary education sector. They must portray to all tertiary institutions in South Africa their firm commitment to ensure the development and non-discrimination of these students. Education policies should aim at re-affirming the needs of disabled students at tertiary institution level and in doing so, should uphold the constitution and its fundamental values and its respect and protection of human rights.

Following from the challenges highlighted in the previous section of this chapter, a discussion on suggestions on how tertiary institutions can try and transcend them is detailed in appendix 'T'. Certain guidelines and explanations are articulated to assist tertiary institutions establish systemic everyday practices to make teaching and learning more manageable and accessible. These are merely a guide and important factors such as financial, human and technological resource availability and/or constraints have not been factored into the equation. Consequently, they are purely indicative and suggestive.

END NOTES

1 . Howell C, 2005, page 18;

2 . Department of Education, Education White Paper 6, July 2001, page 54;

3 . Howell C, 2005, page 68;

4 . Office of the Deputy President, White paper on an Integrated National Disability Strategy, November, 1997, page 37;

5 . Refer to Appendix 'U' which is a list of questions that were answered in interviews with students in 2005;

6 . Ibid;

7 . Ibid;

8 . Cain S, and Orme R, 2001, page 4;

9 . Department of Education, Education White Paper 6, July 2001, page 6;

10. Refer to Appendix 'V' which is a list of questions answered in interviews with coordinators of disability units;

11. UNESCO, Overcoming Exclusion through Inclusive Opportunities in Education, 2001, Section iii, page 5;

12. Office of the Deputy President, White paper on an Integrated National Disability Strategy, November, 1997, page 2;

13. Department of Education, "Consultative Paper, First Steps:" Section 1.39, page 25;

14. Department of Education, "Quality Education for all, overcoming barriers to Learning and Development" 1998, page 126;

15. South African National Council for the Blind, Support to Schools Programme, 2002, page 17;

16. Howell C, 2005, page 21;

17. Department of Education, " National Plan for Higher Education", 2001, page 28;

18. Department of Education, "Consultative Paper, First Steps", Section 4.3.2, page 9;

19. Department of Education, Education White Paper 6, July 2001, section 3.11.1, page 43;

20. Ibid, section 15, page 20;

21. South African National Council for the Blind, Support to Schools Programme, 2002, page 15;

22. Department of Education, Education White Paper 6, July 2001, section 15.63, page 22;

23. Department of Education, Education White Paper 6, July 2001, section 2.2.5.2, provides that "The ministry will also make recommendations to higher education institutions regarding minimum levels of provisions for learners with special needs…" and section 2.2.5.3 "It will not be possible to provide relatively expensive equipment and other resources, particularly for blind and deaf students, at all higher education institutions. Such facilities will therefore have to be organised on a regional basis", page 31;

24. Howell C, "Higher Education Monitor: South African Higher Education Responses to Students with Disabilities. Equity of Access and Opportunity ?", 2005, Monitoring and Evaluation Directorate (CHE);

25. Department of Education, Education White Paper 6, July 2001, section 22.1.4, page 28;

26. Howell C, 2005, page 65;

27. Ibid;

28. Ibid;

29. Ibid, page 24;

30. Ibid, pages 40-41;

31. Developed institutions are those institutions which have adequate support structures and services available for disabled students; Developing institutions are those institutions that have some support structures and services available for disabled students, though they are inadequate; Under-developed institutions refers to those institutions that have no or minimal support structures and services for disabled students which can be seen as poor or non-existent;

32. Cain S, and Orme R, 2001, page 1;

33. Ibid, page 3;

34. University of South Africa, 2000, page 2, accessed at :
   http://www.unisa.ac.za/Default.asp?Cmd=ViewContent&ContentID=15141 ;

35. Refer to Appendix 'U' which is a list of questions that were answered in interviews with students in 2005;

36. Lomine, L, 2002, page 22;

37. Howell C, 2005, page 35;

38. Scott E.P, 1982, page 41;

39. American Foundation for the Blind, "Educating Students with Visual Impairments for Inclusion in Society", page 6; accessed in 2007at: http://www.afb.org/Section.asp?SectionID=44&TopicID=189&DocumentID=1444 ;

40. Scott E.P, 1982, page 31;

41. Porter G.L, 2001, page 13;

42. Refer to Appendix 'U' which is a list of questions that were answered in interviews with students in 2005;

43. Milani A.A, 1996, pages 1, 17 and 18.

CONCLUSION

In this concluding chapter, a summary of the key findings of the thesis is provided. An update of the progress and challenges of the implementation process from 2006 to 2008 - which was the time lapse between the research conducted in the field and the year of submission of this thesis - is also discussed.

The objective of this thesis was to explicate and interrogate the content of the inclusive education policy passed in 2001 in South Africa. Particular emphasis was placed on the implications the policy has for visually impaired learners and students. The research also aimed to investigate the concerns and views of key role players most affected by the implementation of the policy. Comparisons were also drawn between the international experience and what the policy in South Africa envisages. Problems with the content of the policy and challenges which delayed its implementation were identified, and recommendations on how to overcome these challenges were proposed by the author after analysing the data obtained.

The primary focus was on inclusive education at school, with a single chapter focusing on inclusionary policies and practice in tertiary institutions. All 9 chapters, read in conjunction with each other, succeed in describing the legislative, policy and theoretical framework within which inclusive education is situated. The policy was examined within two models of disability, and the rights-based, needs-based and the capabilities approaches. As inclusive education is situated within social rights theory in South Africa, the policy is examined within the contours of social rights theory, pinpointing its limitations in consideration of the practical enforceability of rights, need evaluation, policy trade-offs and financial and human resource constraints.

The chapters concentrated on establishing the following:
- The historical, political, social and legal context that gave rise to the policy of inclusive education in South Africa;

- The specific educational needs of visually impaired learners and students;

- The experiences of other countries which have successfully included visually impaired learners in mainstream schools;

- What advantages inclusive education has for visually impaired learners as compared to special education;

- The models of disability and political theory within which inclusive education is situated;

- The strengths and flaws of the content of legislative and policy documents on inclusive education;

- The experiences of visually impaired learners attending mainstream and special schools;

- The perceptions and views of principals and teachers at special, and mainstream schools;

- The experiences of schools selected to be field test FSSs or SSRCs;

- The practical challenges which hampered the implementation of inclusive education in practice;

- What would be a workable model for the practical implementation of inclusive education;

- The level of accountability of the DOE and the Government in implementing inclusive education policy;

- The experiences of tertiary institutions as they relate to the implementation of an inclusive education environment; and

- The experiences of, and challenges faced by, visually impaired students at tertiary institutions.

The main argument of this thesis is that it is acknowledged worldwide that inclusive education is the preferred education system. This was evident as 94 countries endorsed the Salamanca Statement which promoted inclusion, as discussed in Chapter 1. However, it is also accepted that inclusive education is not suitable for all learners with special needs as each learner has unique individual needs and capabilities which may also transcend similarity of

impairment and disability. An analysis of EWP6 reveals that the policy makers viewed disabled learners as a single grouping without addressing the distinct needs and capabilities of learners with different disabilities and the type of support they may require. A type of "one size fits all" approach was adopted which international and national experiences have indicated is ineffective. Further, the amount of support and resources required by learners with different disabilities vary in nature and have different cost implications. The author argues that the degree of support and cost of resources required by visually impaired learners, more especially those that are functionally and educationally blind, are very high. For details on the equipment and human resource support required, refer to chapter 7.

Although the author supports the philosophy underlying the right to inclusive education, she cannot ignore the problems around entrenched Bills of Rights taking the form of normative wish lists which tend to presume away the problems of practical implementation and unintended consequences. Furthermore, it must be recognised that although placing visually impaired learners in inclusive schools has enjoyed some success in several countries, South Africa's particular historical, social, economic and political context cannot be ignored when considering the content of the policy and its implementation. The author is of the view that unless norms and standards are established and an assessment of resource availability and competency is conducted, an obscure picture of what support and services can be provided for learners with different disabilities under an inclusive education system may be created.

The research indicated that there are definitely advantages to implementing an inclusive education system. The major advantage is that inclusion provides those hundreds of thousands of disabled children who are out of school access to basic education. [1] It further indicated that special schools still play a major role in providing education to disabled learners, though they are unable to cater for the majority of them due to capacity, infrastructural and resource constraints. [2] It is clear that many learners still require individual attention and specialist support services that only a special school can provide. In these

circumstances, inclusion will not be appropriate, and differentiation is required. Hence, the author argues that a dual education system may better serve the needs of learners as it allows for a variety of options. Consequently, if there is a need for more special schools to be built, this must be done. Adopting a policy which provides that no special schools will be built in the future is not an appropriate answer in the South African context. Rather, whether more special schools should be built must be determined according to the evaluation of needs of learners with disabilities and the existence and capacity of specialised resource centres in the different provinces.

Inclusive education seems to be the route both developed and developing countries are choosing. Countries in the developed world seem to have effective support structures in place to help learners cope in inclusive educational settings. However, it should be noted that a dual education system of special and mainstream schools still exists in many countries, even in the developed world. [3] It has been accepted that inclusive education is not available to, or suitable for, all learners. It is evident that although South Africa has adopted an inclusive education policy, it has not chosen a model that is being used by those countries where inclusive education practices are working. Rather, South Africa has adopted the resource school approach which countries like the UK are abandoning. [4] Further, the developed models rely primarily on facilitators and itinerant support staff; however, such personnel are not provided for to serve on DBSTs in EWP6.

Consistent with the South African Constitution, inclusive education is situated within a social rights theoretical framework. As discussed in Chapter 3, the social rights approach has the advantage of ensuring a set of individual freedoms and entitlements on the one hand, and courting the risk of merely amounting to a normative wish list which cannot be enforced in practice, on the other. Currently, visually impaired learners can exercise their right to attend the school of their choice, irrespective of whether it is a mainstream or a special school. They can rely on the SASA, *the Constitution* and *the Promotion of Equality and Prevention of Unfair Discrimination Act.* This reliance is based on the fact that every learner has the right to basic

education and not to be discriminated against on any grounds. The problem however is that they will not be guaranteed the support services they require through the agency of the State. This is due to the fact that the inclusive education policy outlined in EWP6 is a policy document with a 20 year implementation plan, and is currently not legally enforceable. Hence, all the priorities and principles promising support and services to disabled learners and students outlined in EWP6 cannot be given legislative reliance, and further can only be implemented using the model of inclusion specified in EWP6.

Furthermore, as the term "reasonably practicable" referred to in the SASA is not defined, a loophole for the DOE and schools to escape their obligation to provide support is present. Hence, until a precedent is created in Courts in South Africa establishing the meaning of "reasonably practicable", there is uncertainty as to the actual rights and obligations of learners, schools and the DOE. The author argues that until an Inclusive Education Act is passed in law, clearly defining the level of support and magnitude of resources that must be provided to learners with different disabilities, the social rights approach does not help disabled learners receive the appropriate educational support they require. The author recommends that when the State passes an Inclusive Education Act, it must make provision for increased specialist human resource capacity and competencies in the DOE, DBSTs and schools. Further, improved school infrastructural and physical environments must be in place, budget allocations must be made, and an inclusive culture must be instilled in communities at large. As long as these concerns are not addressed, an Inclusive Education Act will not serve its intended purpose.

It has been established that the DOE was not able to implement its goals as outlined in EWP6 within the prescribed time frames. [5] What the DOE was supposed to achieve by 2003 was initially delayed to occur by 2006, and thereafter further delayed to occur by 2009. [6] It is clear that the entire process of implementation is likely to be delayed further as the DOE cannot give expression to its long term goals as outlined in EWP6. Limited funding, the lack of competent personnel available to determine how funds should be

utilised, the limited capacity of human resources to provide training to teachers, the lack of norms and standards, as well as skills and competencies to fill positions in DBSTs and the un-readiness of schools have jointly contributed to the DOE's failure to meet its objectives set out in EWP 6.

Despite the fact that all the selected schools who participated in the field test were poor and under-resourced, it was clear that some schools were a lot worse off than others as regards staff, infrastructure and resources. It was evident that all the selected schools had existing problems which needed urgent attention and to implement inclusive education would be an additional burden to them. The author argues that the DOE needs to focus on uplifting and improving all selected schools to a similar level so that they would be able to offer a similar and effective service to disabled learners across the country. Other mainstream schools with fewer socio-economic problems must also be selected as FSSs if the DOE intends to continue with the FSS model described in EWP6. The delays and disagreements between the DOE and the Sisonke Consortium regarding the development of concept and support documents have also resulted in training programmes being postponed, thus hampering implementation.

Despite the existence of EWP6 and its prescribed inclusive education model, objectives and 20-year implementation plan, many visually impaired children are attending mainstream schools. It is evident that the nature and success of inclusionary practices at schools differ considerably from one to another. Aside from the support requirements differing from learner to learner, the attitudes and willingness of schools, principals, and teachers to accept and accommodate learners with visual impairments also vary. Inclusionary practices currently in place are not uniformly implemented nationally and do not use the DBST model suggested in EWP6. School officials appear not to have confidence in this model and appeared to favour a facilitator and itinerant teacher model of providing support services.

The four case studies on inclusive practices in schools indicated that learners from middle class or upper middle class backgrounds managed fairly well in

the mainstream school. Parents were able to afford to pay for the resources required by the learners and where necessary were also able to pay for a facilitator. Two of the learners were well adjusted and coping well in the mainstream school. Both these schools were former model C schools and required parents to provide children with the additional support and resources needed. The partially sighted learner needed a moderate degree of support and was able to cope with assistive technology in the classroom. The totally blind learner on the other hand needed to have a facilitator with him in the classroom with other types of assistive technology. The fact that these learners are coping in their neighbourhood schools indicates that with the availability of appropriate resources and an adequate amount of support, visually impaired learners will cope in inclusive settings. The author argues that the option of mainstream neighbourhood integration may be more effective than the option of restricting disabled learners to a FSS in a district, as one school will be less likely to be overloaded with learners with various barriers to learning, but will allow for load distribution. Further, internationally and nationally, neighbourhood integration is proving to be the preferred approach and facilitators have proved to be instrumental in supporting functionally and educationally blind learners in inclusive schools.

The three other learners mentioned in the case studies were not so fortunate. One of them who attended the former model C school, despite being assisted by a facilitator, could not cope and left to attend a school abroad. The other learner was partially sighted and despite the willingness of teachers to assist him where possible, and other learners accepting and embracing him, he could not cope. His inability to cope may be attributed to his sub-economic background, his poor eyesight, his unsupportive parents, the lack of assistive devices, and/or the fact that teachers could not always assist him because of large class sizes.

The fourth case study which discussed the experience of a totally blind learner who was not accepted by a mainstream school because she could not afford a facilitator, and by a special school for the visually impaired because she did not live on their bus route, clearly indicates the helpless situation

many parents are currently in. They clearly have no option but to hope that a mainstream school accepts their child or that the special school for the visually impaired can, in light of their own resource constraints, provide the child with the support s/he requires.

Principals and teachers employed at special schools for the visually impaired have similar concerns. They claimed that there would be a need for teachers at mainstream schools to ensure that learners do not "disappear among the masses" resulting in their specialised needs being overlooked. They further agreed that a large amount of human, infrastructural and technological resources needed to be invested in special and mainstream schools to enable them to assume their roles and responsibilities in terms of EWP6. Many of the special schools are currently under-resourced to serve their current learner population and require more funding and human resources as it is. It was established that not all teachers employed at special schools for the visually impaired have qualifications in special needs education, nor do all the staff know how to read Braille or support partially sighted learners with different eye conditions. Teachers at mainstream schools are not ready to assume the role of supporting learners with disabilities. They believe that they do not have the training or the knowledge to provide educational support to these learners in classes with learners who already have learning difficulties and are hard to manage.

The research indicated that there were various challenges to the implementation of EWP6. The major challenges include, lack of funding, insufficient personnel to drive the process, an unwieldy bureaucracy, insufficient measures to initiate ECD programmes for the visually impaired, untrained educators, improperly constituted DBSTs, violence and other related problems at school and the lack of skills and capacity of human resources. All of these challenges were discussed in detail in chapter 7. Further, since the passing of EWP6, there was a cumulative period of two years in which there was no Director of Inclusive Education. The position of director of the inclusive education directorate has been filled by three different people from 2005 to 2008, which impacts on continuity and consistency. [7]

There is arguably a culture of expectation by South Africans that "the State should provide." However, with the State required to provide in so many different areas, one cannot help but question, if this expectation is feasible and reasonable. It is clear that policy cannot be driven by the State or central Government alone. The policy process involves various "actors" who contribute to its successful implementation. Similarly, the DOE cannot be expected to drive the inclusive education process alone. Rather, the various provinces have to assist with the implementation process at grassroots level. Further, provinces need to take initiatives to implement inclusive education in accordance with the needs and capacity of their particular province. There certainly cannot be a unified national implementation strategy, as what may be effective in one province, might not be effective in another.

The research indicated that in the sphere of inclusive education, the significant assistance that NGOs can offer the State cannot be ignored. The private sector also needs to be consulted and persuaded to join the effort to assist with implementation. South Africa has a long history of involvement of community and NGO activists in various projects. Mechanisms need to be devised to ensure that NGOs and the private sector assist with the implementation of inclusive education. However, one must guard against a moral hazard as the State may, in the face of continued assistance from the NGO, private and community sectors, and then start to withdraw from their responsibilities in the long term.

The model of inclusive education as described in EWP6 needs to be amended in certain crucial aspects. The model proposed by the author is outlined in chapter 8. Inclusive education needs to be prioritised on the Treasury's agenda and the DOE. Neither the 2005-2006, nor the 2006-2007 annual reports of the DOE, provide for budgetary allocation for inclusive education. There is a reliance on donor funding. These funds, however, have not been effectively utilised by the DOE. Economists together with DOE officials, skilled experts in the field of special needs education, NGOs, parents

and teachers will need to work together to design a budget and effective implementation plans.

It was established that the needs and concerns of visually impaired students attending tertiary institutions are in many respects different to those of visually impaired learners at school. There is a move by tertiary institutions to provide support and services to students with disabilities. It is clear that the degree of support differs between the various institutions. Some institutions are better developed in this regard and address the needs of the disabled reasonably well, whilst others are confined to make provisions available within more limited budgets, with others making no provision at all. Tertiary institutions are autonomous and have to make policy trade-offs to manage their own resource constraints. Hence, the CHE cannot impose sanctions on tertiary institutions who fail to make provisions for disabled students. Challenges to most visually impaired students include not receiving print information in readable formats timeously and not having access to assistive technology and proper assessment instruments.

As the research in the field was conducted in 2005 and 2006, a final interview was conducted with the director of inclusive education and a DOE official in June 2008. The purpose of the interview was to establish how implementation of the policy has progressed within the two year period, and what challenges still hamper implementation. A transcript of the interview is attached as appendix 'X'. The following information was drawn from the interview:

The DOE official at the interview said, 'It wouldn't be strange if your research showed that there was not enough progress. There was insufficient money, and not even the donor funding was enough to do what we set out to do.' [8] It was stated however, that the DOE is still committed to implement inclusive education, although there were more delays and the Minister of Education has officially extended the completion of the field test from 2006 to 2009.

It was confirmed that as at June 2008, only funds by foreign donors, namely Finland and Sweden had been used to implement the objectives outlined in

EWP6. Cumulatively an amount of 66 million rands was donated; however, whilst awaiting Treasury approval, this amount dwindled to 56 million rands because of fluctuations of the currency exchange rate. The donor funds were given to South Africa in 2004 but were only utilised in 2006 and are still being used in 2008.

EWP6 indicated that the fiscal package would not be increased for the initial stage of implementation. Rather, funds in the special needs education budget and donor funding would be relied upon. However, in 2006, it was realised that this arrangement was not working. This resulted in the DOE making bids to the National Treasury to increase the budget for the sector. The bid was for funding to improve the quality of existing special schools. The audit conducted on the state of special schools indicated that money was urgently needed to provide better infrastructure, facilities and trained teachers especially to those special schools that catered for previously disadvantaged groups. Treasury granted this bid and the budget for special schools was increased. In 2007 the DOE's bid provided for a further expansion of the special needs education budget to strengthen the quality of special schools to convert them into resource centres, and to also implement other provisions of EWP6.

As at June 2008, there was approximately six million rands of the donor funding remaining. A large portion of the money was used by the Sisonke consortium, with some of the funds used to make physical improvements to special schools. Only minimal improvements were made to the 30 field test FSSs to the extent of building ramps. The DOE was supposed to engage a tender to make further improvements to the 30 field test FSSs; however, the Minister of Education felt that the money should rather be used to make physical improvements to the 30 field test special schools instead, as the need was greater. 'It's taking so long with the special schools because some of them were in such bad shape that they needed to be "re-built."' [9] The objective was to upgrade these 30 special schools to make them model sites. However, when a cost analysis was done on how much it would cost to refurbish the 30 special schools, it was estimated at 42 million rands and there was only 11 million rands allocated in the budget. Hence, only 12

special schools could be refurbished. These improvements only refer to the physical buildings and not to the training of human resources or purchasing of assistive devices. The DOE is relying on the provinces to use their particular budgets to re-build and/or refurbish the other 18 field test special schools. 'This process has led to an increased awareness of the fact that you can no longer build schools that are not accessible to all learners.' [10]

In 2007 the DOE conducted training with funds given by the Swedish donors. The training focused on two issues: firstly on training the special school teacher to become a resource teacher. They wanted to instill the idea of the Swedish model of highly specialised low vision teachers and how they could also play a role beyond their school. Secondly, the training focused on training teachers on low vision and the specific needs of different low vision sufferers.

Further, the DOE has finalised the SIAS document. They are now ready to start training on a whole new approach on how to screen and assess children. They began training on the SIAS document with one core group in 2007. It is anticipated that the participants of this central training will assist with training in the various provinces and districts. 'This will now enable us to have knowledge of the funds that will be required for their support. Nothing could be done until systemic shifts on how to assess children were made.' [11] Norms are currently being developed based on the results of the screening and assessments. The provinces cannot do anything without norms because they will be unable to structure DBSTs or make appointments to any posts in DBSTs. EWP6 stated that norms would be developed based on the results of the field test. Hence, provinces could argue that there is no framework and no norms, and consequently that it is impossible to fund the project.

'We are not implementing EWP6 to the letter. Rather, we are adapting our stance according to the experiences from the field test to date.' [12] An interpretation of EWP6 and the SIAS manual indicates that the school at which a learner can enrol depends on the level of support s/he requires. Hence, if it is presumed that visually impaired learners require a high level of support, they would, according to EWP6 and the SIAS manual, have to attend

a SSRC. The SIAS manual has actually been revised because of recommendations from the field test. For example, 'we are now trying to steer clear from the level of support as the determinative of which school learners can attend as outlined in the SIAS manual. Rather, the district concerned must determine how best it can support a child at any school irrespective of the level of support required.' [13] Another suggestion by the DOE which was not outlined in EWP6 is that for every 12 learners with high needs there must be one extra post. 'It would be good if we get one learning support specialist in each school who can drive the ILST and the DBST. This is the closest we have come to what is being done in Brazil where they have one learning support specialist in all 200 000 schools.' [14]

It is intended that the 30 field test FSSs start admitting learners in 2009. However, the teachers in these FSSs do not have training on how to teach learners in accordance with their particular disabilities. Although, the Director of Inclusive Education in 2005 indicated that there would be training for teachers on how to teach learners with different disabilities, this is no longer the case. It is not the DOE's intention to train on every disability. 'My assumption is you don't get trained on something before you need to do it. You rather get training as you go along. It is not the DOE's primary role to train teachers. We are engaging more with the universities to set up courses and training.' [15] There is a new SAQA accredited course on inclusive education. At the moment KZN is giving all the special schools the SAQA accredited training. There is a tender out from the KZN province itself. 'I do think that there is a lack of courses of specialisation on different or particular disabilities that the universities should start introducing again. We cannot train people in Braille. If you want to be a history teacher then you go and do a course in history.' [16] The author argues that this sort of thinking is what underscores the lack of understanding of the unique needs of visually impaired learners. One cannot conflate mastering a reading and writing medium such as Braille with learning a subject like history. If teachers are expected to teach learners with diverse learning needs, then just as teachers are able to read and write using print, so too, should they have knowledge on how to read and write Braille and use sign language. This would be even

more of a necessity if itinerant support teachers and facilitators are not provided to support visually impaired learners. This, of course, would have even further resource implications.

The director of inclusive education indicated that he was appointed in January 2008 after the position had been vacant for a number of months. He said, 'although systems and programmes are in place and extensive work has been done, there is still an enormous amount of work that has to be done to facilitate effective and speedy implementation of inclusive education.' [17] The DOE itself is not the primary implementing agent. Rather, the provinces are responsible to implement the policy. An understanding of how inclusive education is conceptualised and how it cascades from Government to the various local schools is required. Widespread advocacy and specialist training on SIAS, Braille literacy, sign language etc is still needed.

A great challenge is a loss of institutional memory. 'The people who are only getting involved in the process now do not know how disabled people supported and struggled to bring about an inclusive education system. People in the rural areas said that inclusive education would enable them to have access to education.' [18] EWP6 provided for implementation to occur incrementally and systematically; however, because people cannot see the results yet, the perception is that the DOE has not made progress. A great challenge to the DOE is that there is no or very little movement on the ground. There needs to be commitment from the top and the bottom for effective results. Further, the DOE found that NGOs have not been helping with implementation as much as they could be. 'On the contrary I find that the disability organisations are a bit of a drag on the progress as they are negative and are constantly moaning and griping that inclusive education is not going to work. Their voices do not fit in with the disability voices in many international countries.' [19]

There is still a lack of capacity at provincial level. In the provinces, most of the heads of inclusive education in the DOE are not at director level. They do not have a voice on senior management, and cannot raise the profile of inclusive education when its time to discuss the budget.

'I think systematically we are still a marginalised unit. Only in KZN is inclusive education under the Director General's office. KZN is ahead of the other provinces when it comes to budgeting and has much more of a political commitment to implement inclusive education. This is not the case for other provinces. Inclusive education is just another sub-sector dealing with a few special schools. Very often one director is in charge of various sub-directorates which are national priorities. One director cannot be expected to drive so many national priorities. This splits the focus.' [20]

The DOE official further stated, 'I don't think that there is anything in EWP6 that we will not implement in terms of the details of structure and functions. It all depends on our sister directorate (in the provinces) who has to develop norms for districts. We are describing the functions that are needed for inclusive education to be operational, but we can never prescribe to a province on how their organograms should look. We need provinces to become more proactive. Sometimes provinces use no norms as an excuse not to be proactive.' [21] However, it must be noted that money has been used in the provinces on non-recurring expenses such as training and advocacy. Although there was no funding specifically allocated in the provincial budget for inclusive education, money was used from areas where there was surplus funds in the budget allocated to strengthen special schools.

The watershed came in the budget speech of February 2008, where funds were allocated for the development of FSSs for the first time. The Minister of Finance increased the budget for special needs education and an additional amount was given to the DOE to implement inclusive education as outlined in EWP6 and the SIAS document. The Minister of Finance said that funding will be provided to:

> 'expand the resources and support to offer quality education and
> support to learners who experience barriers to learning in the identified
> 135 special schools and the 30 full service schools by providing, by
> March 2009:

- Infrastructure upgrading and maintenance of special schools
- a full complement of non-teaching staff at special schools
- learning and teaching support materials, assistive devices and transport at special schools
- training in specialised areas of curriculum differentiation, screening, identification, assessment and support, including Braille training and South African sign language at special schools and full service Schools according to needs.' [22]

This was a political shift as it was the first time that Treasury had made provision specifically for the implementation of EWP6, and the SIAS training manual which are the key guiding documents on inclusive education. 'In the next four years there is going to be a large injection of funds. None of these funds budgeted for inclusive education has been used as at June 2008. The total of the 2008-2009 budget for special schools and inclusive education is 3, 3 billion. The Minister gave a budget base line of 1, 7 billion rands. It is difficult to estimate how much the whole programme will cost at this stage.' [23]

Despite the euphoria displayed by the DOE regarding the budgetary developments, there is still great skepticism by educational analysts. Russell Wildeman, education analyst at the Institute for Democracy of South Africa says, 'the provincial education departments have a history of failing to deliver on big capital projects due to lack of skilled personnel. It is not uncommon to find two people responsible for driving a huge project for the entire and often vast province. This amounts to setting them up for failure for it is practically impossible to implement these.' Elsie Calitz, MD of the Association for the Education and care of Young Children is concerned about province's ability to 'ring-fence' money earmarked for grade R. She says, 'I can shout all I can, but this budget is not going to make much of a difference, as more properly trained people are needed, as well as clear priorities on how the money will be spent by provinces.' [24] This skepticism is understandable, as, as set out in chapter 8, the track record of the DOE, the lack of an implementation plan, its lack of accountability and the unspent donor millions all contribute to key role players not having any confidence that the DOE will deliver.

In light of the findings of the research in this work, it is evident that since its inception in 2001 to the end of the research period, 2006, the envisaged progress outlined in EWP6 was not achieved. It is also evident that the DOE recognised that there are flaws in the contents of EWP6, and hence it cannot be implemented to the letter. However, it must be acknowledged that despite the shortfalls, the delays and lack of progress in the implementation process, there has been progress between 2006 and 2008. In particular, the provision for inclusive education in the budget by the Minister of Finance, the finalisation of the SIAS manual, the commencement of central training on the SIAS manual and the intended major improvements to be made to special schools should be noted. Once norms and standards are developed, the DOE, DBSTs, schools, learners with barriers to learning, and other role players should be able to develop a clearer understanding of what to expect from the inclusive education system as regards rights, responsibilities and support.

The fact that education should occur in inclusive settings is outlined in the UN Convention on the Rights of People with Disabilities which has been ratified by South Africa. Hence, South Africa's commitment to implement an inclusive education system is recognised internationally. This ratification indicates Government's commitment to inclusive education, thereby illustrating that the development of an inclusive education system is a "fait acompli", regardless of the timeframe.

END NOTES

1 . Department of Education, Education White Paper 6, July 2001, section 1.3.8, page 16;

2 . Ibid;

3 . Dawkins J, 1991, page 11; and American Foundation for the Blind's Josephine L.Taylor Leadership Institute,

   Education work group article, page 3, Accessed in 2007, at:

   http://www.afb.org/Section.asp?SctionID=44&TopicID=189&DocumentID=1444;

4 . Dawkins J, 1991, page 22;

5 . Department of Education, Education White Paper 6, July 2001, section 3.11.1, pages 41-42;

6 . Refer to Appendix 'X', which is the transcript of an interview held in June 2008, with the Director of inclusive education

   and a Department of Education official;

7 . Ibid;

8 . Ibid;

9 . Ibid;

10. Ibid;

11. Ibid;

12. Ibid;

13. Ibid;

14. Ibid;

15. Ibid; Refer to Appendix 'F', a transcript of an interview held with a principal of a field test FSS;

16. Ibid;

17. Ibid;

18. Ibid;

19. Ibid;

20. Ibid;

21. Ibid;

22. Department of Finance, 2008, Budget Speech by the Minister of Finance, page 11, expanded in detail in the

   Education Budget vote 13, page 230;

23. Refer to Appendix 'X', which is the transcript of an interview held in June 2008, with the Director of Inclusive Education

   and a Department of Education official;

24. Mohlala T, and Dibetle M, 21 February 2008, at: http://www.mg.co.za/article/2008-02-21-billions-4-education-but-how-

will-it-be-spent-53k-

BIBLIOGRAPHY

1.   Abass H, "*How are Special Education Needs Met in Terms of Copyright Restrictions: Practical Approaches and Challenges*", 2005, Unpublished Paper, Presented at a Conference of the South African Library for the Blind in Port Elizabeth, South Africa.

2.   Accountancy South Africa, *"The Public Finance Law: Have they Improved Public Accountability?"*, December 2007 at: http://findarticles.com/p/articles/mi_qa5377/is_200712/ai_n21300006;

3.   American Foundation for the Blind, "*Educating Students with Visual Impairments for Inclusion in Society*", accessed in 2007, at: http//www.afb.org/Section.asp?SectionID=44&TopicID=189&DocumentID=1444;

4.   American Foundation For The Blind Message Board, 2004 at: http://www.afb.org/jvib_message_board.asp .

5.   Ankiah G, "*Has the Government delivered on socio-economic rights?*" 2002, Masters Dissertation, University of the Witwatersrand.

6.   Ary D, Jacobs L.C, Razavieh A, and Sorensen C.K, "*Introduction to Research in Education*", 2002, Wadsworth Publishing Company, Belmont, California.

7.   Babbie J.M, "*The Practice of Social Research*", 1998, Oxford University Press, Oxford.

8.   Bailey C, "*Cops Arrest School Kids for Possession of Weapons*", 26 August 2005, Cape Argus, Cape Town.

9.   Barnes C, and Mercer G, (Eds), "*Implementing the Social Model of Disability: Theory and Research*" 2004, The Disability Press, Leeds.

10.   Bassa C.M, "*Welcoming address*", *Education of the Visually Handicapped*, South African National Council for the Blind, Conference Proceedings, Divisions for Coloured and Indian Blind, 1975, Durban, published by the South African National Council for the Blind, Pretoria.

11.   BBC News, "*School Inclusion Can Be Abuse*", Report on an article "The Cost of Inclusion" by MacBeath J, Galton M, Steward S, MacBeath A, and Page C, at: http://news.bbc.co.uk/1/hi/education/4774407.stm Accessed on15 January 2008, (last updated on 16 May 2006),

12.   Behr A.L, "*Education in South Africa*", 1966, Van Schaik Ltd, Pretoria.

13. Behr A.L, "*Education in South Africa*: *Origins, Issues and Trends: 1652 – 1988*", Academica, Pretoria.

14. Bickman L, and Rog D.J, (Eds), "*Applications of Case Study Research*" Second Edition, Applied Social Research Methods Series Volume 34, 2003, Sage Publications Inc, Thousand Oaks, California.

15. Blaine S, "No Funding Closes Learning Centres", 21 August 2007, at: http://www.businessday.co.za/articles/topstories.aspx?id=BD4A544355

16. Bleakney A, "*Blind Students face barriers to learning",* February 2002, The Daily Illini, Illinois.

17. Bogdan R.C, & Biklen S.K, "*Qualitative Research for Education: An Introduction to Theory and Methods*", Third Edition, 1998, A Viacom Company, USA.

18. Booth T & Potts P, (Eds) "*Integrating Special Education*", 1983, Basil Blackwell Publisher Limited, England.

19. Buultjens M, Dallas M, and Stead J, "*Promoting Social Inclusion of Pupils with Visual Impairment in Mainstream Schools in Scotland*", International Council for Education of People with Visual Impairment, www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-buultjens.htm.

20. Cain S, & Orme R, "*Ensuring provision for students with a visual impairment using technology*", 2001, Interactions Volume 5, Number 3, Royal National Institute for the Blind, UK.

21. Campbell J, & Oliver M, "*Disability Politics: Understanding Our past, Changing Our Future*", 1995, Routledge, London.

22. Christensen C, & Rizvi F, (Eds) "*Disability and the Dilemmas of Education and Justice*", 1996, Open University Press, Buckingham.

23. Cohen L, Manion L, & Morrison K, "*Research Methods in Education*", (5th Ed), 2001, Routledge, New York.

24. Colditz P, "*Implementation of Education Policy*", 2005, Paper Delivered at the Focus Quality Education Conference, hosted by Blind SA in Worcester, South Africa.

25. The *Constitution of the Republic of South Africa*, 1996, Government Printers, Pretoria.

26. Crane T, & Wolff J, (Eds) "*Routledge Philosophy: A Guidebook to Hume on Morality*", University College, London.

27.   Cubberley E.P, "*The History of Education*", 2004, Kessinger Publishing, USA.

28.   Dawkins J, "*Models of Mainstreaming for Visually Impaired Pupils*", 1991, Royal National Institute for the Blind, London.

29.   de Bruin S, "*Grade 1 Pupil Raped at Primary School*", November 2005, The Plainsman Community Newspaper, Cape Town.

30.   De Klerk C, "*The Skills and Competencies that Learners with Visual Impairments Need*", 2005, Paper Delivered at the Focus Quality Education Conference, hosted by Blind SA in Worcester, South Africa.

31.   Denscombe M, "*The Good Research Guide for Small Research Projects*" 1998, Open University Press, Buckingham.

32.   Department of Education, "*White Paper on Education and Training*" Notice 196 of 1995, Department of Education, Pretoria.

33.   Department of Education, "*Interim Policy for Early Childhood Development*," 1996, Department of Education, Pretoria.

34.   Department of Education, "Education White Paper 3: A Programme for the Transformation of Higher Education", 1997, Government Printers, Pretoria.

35.   Department of Education, "*Quality Education for all: Overcoming Barriers to Learning and Development*", Report of the National Commission on Special Needs in Education and Training and National Committee on Education Support Services (NCSNET/NCESS), 1998, Pretoria.

36.   Department of Education, "*Consultative Paper 1 - On Special Education: Building An Inclusive Education And Training System, First Steps*", 1999, Government Printers, Pretoria.

37.   Department of Education, "*Education White Paper 5 on Early Childhood Education: Meeting the Challenge of Early Childhood Development in South Africa*", 2001, Government Gazette, Government Printers, Pretoria.

38.   Department of Education, "*Education White Paper 6: Special Needs Education: Building an Inclusive Education and Training System*," 2001, Government Printers, Pretoria.

39.   Department of Education, "*National Plan for Higher Education*", 2001, (b), Department of Education, Pretoria.

40.   Department of Education, "*Curriculum Adaptation Guidelines of the Revised National Curriculum Statement*", June 2005, Draft Unpublished Manuscript.

41.   Department of Education "*Conceptual and Operational Guidelines for the Implementation of Inclusive Education: Special Schools as Resource Centers*", June 2005, Unpublished Manuscript.

42.   Department of Education, "*Conceptual and Operational Guidelines for the Implementation of Inclusive Education: Full-Service Schools*," June 2005, Unpublished Manuscript.

43.   Department of Education, "*Conceptual and Operational Guidelines for the Implementation of Inclusive Education: District-Based Support Teams*", June 2005, Unpublished Manuscript.

44.   Department of Education, "*Draft National Strategy for Screening, Identification, Assessment and Support*", 2006, Unpublished Manuscript.

45.   Department of Education, "*Annual Report 2006-2007*", 2007, Department of Education, Pretoria.

46.   Department of Education KZN, "*A Discussion Document*", February 2005, Department of Education KZN, Durban.

47.   Doyal L, & Gough I, "*A Theory of Human Need*", 1991, Macmillan, Basingstoke.

48.   DPSA (Disabled People South Africa), "*An empowerment tool: Pocket guide on disability equity*", 2001, DPSA Parliamentary Office, Cape Town.

49.   Edwards C, and Middlemiss S, "*Closing the Gap: Creating a Shared Vision of Security Sector Reform*", 2006, accessed on 31 August 2007 at: http://www.ssronline.org/edocs/demos_ssr_workshop_report.pdf .

50.   Engelbrecht P, Green L, Naicker S, & Engelbrecht L, (Eds) "I*nclusive Education in South Africa*", Third edition, 1999, Van Schaik Publishers, Pretoria.

51.   Gasparetto M.E.R.F, Temporini E.R, Carvalho K.M.M, and Kara-Jose N, "*A Head Teacher's Perception Regarding the Needs of Teachers to Work in Inclusive Education with Low Vision Students*", 2001, International Council for Education of People with Visual Impairment, accessed at: http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-gasparetto1.htm .

52.   Gasparetto M.E.R.F, Temporini E.R, Carvalho K.M.M, and Kara-Jose N, "*Inclusive Education of the Low Vision Student: Teachers' Pedagological Conduct*", 1999, International Council for Education of People with Visual Impairment, accessed at: http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-gasparetto2.htm.

53.   Giddens, A, "*Modernity and self-identity. Self and society in the late modern age*" 1991, Cambridge. Polity Press.

54.   Gomm R, Hammersley M, & Foster P, (Eds) "*Case Study Methods: Key Issues, Key Texts*", 2000, Sage Publications, London.

55.   Gordon A, "*The Non-Uniformity of the Visually Handicapped School Population*", Education of the Visually Handicapped, South African National Council for the Blind, Conference Proceedings, Divisions for Coloured and Indian Blind, 1975, Durban, published by the South African National Council for the Blind, Pretoria.

56.   Govender P, "*Education Funding of 323 Million Down Drain*", 4 November 2007, Sunday Times, Johannesburg.

57.   Gulliford R, & Upton G, "*Special Educational Needs*", 1992, Routledge, London and New York.

58.   Hamilton L.A, "*The Political Philosophy of Needs*", 2003, Cambridge University Press, Cambridge.

59.   Hanushek E.A, "*The Evidence on Class Size*" 1998, W. Allen Wallis Institute of Political Economy, University of Rochester, New York.

60.   Hatlen P, American foundation for the Blind, Journal article, 1996, at: http://www.afb.org//Section.asp?SectionID=44&SubTopicID=48DocumentID=2115 .

61.   Hatlen P, "*The System is not Working, and we have no Obvious Solutions*", American Foundation for the Blind, Journal article, 2004, at: http://www.afb.org//Message_board_replies2.asp?TopicID=650&FolderID=13 .

62.   Hawker, D, & Prince, N, "*Boy Stabbed at Primary School*", February 2006, Cape Argus, Cape Town.

63.   Hegarty S, & Pocklington K, with Lukas D, "*Educating Pupils with Special Needs in the Ordinary School*", 1981, NFER-Nelson Publishing Company, Windsor, Berkshire, U.K.

64.   Heyhood A, "*Politics*", Second Edition, 2007, Palgrave MacMillan, London.

65. Hill M, (Ed) "*The Policy Process: A Reader*", 1997, Prentice Hall/Harvester Wheatsheaf, London, U.K.

66. Hill M, "*The Policy Process in the Modern State*", 1997, Prentice Hall/ Harvester Wheatsheaf, London, U.K.

67. Hogwood B, and Gunn L, "*Why 'perfect implementation' is unattainable*", in Hill M, The Policy Process, (A Reader), 1997, Prentice Hall/Harvester Wheatsheaf, London, U.K.

68. Hooker R, "*The Divine Right of Kings*", 1996, page 1, (Accessed on   ) at: http://www.wsu.edu/~dee/GLOSSARY/DIVRIGHT.HTM .

69. Howell C, "*Higher Education Monitor: South African Higher Education Responses to Students with Disabilities. Equity of Access and Opportunity*?" 2005, Council for Higher Education, Pretoria.

70. Hudson B, "*Michael Lipsky and street-level bureaucracy: A neglected perspective*", in Hill M, The Policy Process, (A Reader), 1997, Prentice Hall/Harvester Wheatsheaf, London, U.K.

71. Institute for Transport Studies, "*Barriers to Implementation*", 2005, University of Leeds, at: http://www.konsult.leeds.ac.uk/public/level1/sec10/index.htm .

72. Jamieson M, Parlett M, & Pocklington K, "*Towards Integration: A Study of Blind and Partially Sighted Children in Ordinary Schools*", 1977, NFER –Nelson Publishing Company Ltd, England and Wales.

73. Kassiem A, "*Teachers Scared to go to Class: 25% of Cape Schools Unsafe*", August 2005, The Cape Times, Cape Town.

74. Kruk B, & Lindgren I, "*How Do We Use Sound When Teaching Pupils with Visual Impairments*?", 2002, International Council for Education of People with Visual Impairment, Accessed at: http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-kruk.htm .

75. Landsberg E, (Ed). "*Addressing barriers to learning: A Southern African Perspective*", 2005, Van Schaik, Pretoria.

76. Lewi-Dumont N, "*Reverse Mainstreaming in a First Grade: A Good Way to Learn Together*", 1999, National Centre for Specialised Teachers' Training, France, Accessed at: http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-lewi-dumont.htm .

77. Lipsky M, "*Street-Level bureaucracy. An Introduction*", in Hill M, The Policy Process, (A Reader), 1997, Prentice Hall/Harvester Wheatsheaf, London, U.K.

78. Lomine L, "*Designing more Inclusive Forms of Assessment and Integrating Disability Issues into the Curriculum*", in LINK 3, 2002, Oxford.

79. Louis Braille School, accessed on 31 May 2007, at: http://louisBrailleschool.org/resources/louis-Braille/valentin-hauy/ .

80. Low C, "*The case for moderate inclusion and the end of ideology"*, revised version of "A defence of moderate inclusion and the end of ideology" in Cigman, R, (Ed.), "Included or Excluded*?*", 2006, Routledge, London.

81. Low C, "*Have disability rights gone too far*?" City Insights Lecture, 3 April 2001, City University, London.

82. Macfarlane D, "*National Literacy Guru Resigns*", November 2007, The Mail & Guardian, Johannesburg.

83. Matomela D,"*MEC Defends Special Schools' Subsidy Cut*", in The Herald, 30 November, 2007, Avusa Media, Port Elizabeth.

84. McMillan J.H, and Schumacher S, "*Research in Education: A Conceptual Introduction", (5th edition)*, 2001, Longman, New York.

85. Mason J, "*Qualitative Researching*", Second Edition, 2002, Sage Publications Ltd, London.

86. Mason H, and McCall S, with Arter C, McLinden M, and Stone J, "*Visual Impairment: Access to Education for Children and Young People*", 1997, David Fulton Publishers Ltd, London.

87. Milani A.A, "*Disabled Students in Higher Education. Administrative and Judicial Enforcement of Disability Law*", 1996, Journal of College and University Law, Volume 22, Number 4.

88. Minister of Finance, "*National Budget Speech, 2006-2007*", 2007, Department of Finance, Pretoria.

89. Minister of Finance, "*National Budget Speech, 2008-2009*", 2008, Department of Finance, Pretoria.

90. Mohlala T, and Dibetle M, "Billions for Education, but how will it be spent'?, 2008, Mail & Guardian online, at : http://ww2.mg.co.za/article/2008-02-21-billions-for-education-but-how will-it-be-spent .

91. Neuman W.L, "*Social Research Methods*", 1997, Allyn and Bacon, Boston.

92. Nussbaum M.C, "*Disability, Nationality, Species Membership*", 2006, The Belknap Press, Cambridge, Massachusetts.

93. Office of the Deputy President, "*White Paper On An Integrated National Disability Strategy*", 1997, Government Printers, Pretoria.

94. Office of the Governor-General, "*Blind Persons Act 11 of 1936",* 1936, Government Printers, Cape Town.

95. Office of the Governor-General, "*Vocational Education and Special Schools Act 43* of 1937", 1937, Government Printers, Cape Town.

96. Office of the Governor-General, "*Separate Development Act* of 1948", 1948, Government Printers, Cape Town.

97. Office of the President, "*South African Schools Act No 84 of 1996*", 1996, Government Printers, Pretoria.

98. Office of the President, "*Further Education and Training Act 98 of 1998*", 1998, Government Printers, Pretoria.

99. Office of the President, "*Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000*", Government Printers, Cape Town.

100. Office of the President, "*Higher Education Amendment Act 54 of 2000*", 2000, Government Printers, Pretoria.

101. Office of the President, "*Education Law Amendment Act 57 of 2001*", 2001, Government Printers, Pretoria.

102. Office of the President "*Higher Education Act 55 of 1999*", 1999, Government Printers, Pretoria.

103. Office of the President, "*Higher Education Amendment Act 38 of 2003*", 2003, Government Printers, Pretoria.

104. Office on the Status of Disabled Persons, "*Towards a Barrier-Free Society*", November 2002, SAHRC Report.

105. Olmstead J, "*Itinerant Teaching: Tricks of the Trade for Teachers of Blind and Visually Impaired Students*", 1991, American Foundation for the Blind, New York.

106. Pahad E.G, "*Awareness raising with regard to transport, health care, accessibility and education*", Address by the Minister in the Presidency on International Day of Disabled Persons, 2006, Accessed in December 2007, at:
http://www.thepresidency.gov.za/show.asp?type=sp&include=minister/sp/2006/sp1203847.htm.

107. Pogrund R.L, and Fazzi D.L, (Eds), "*Early Focus: Working With Young Children who are Blind or Visually impaired and Their Families*", 2002, AFB Press, American Foundation for the Blind, New York.

108. Porter G.L, "*Disability and Inclusive Education*", 2001, A Paper prepared for the InterAmerican Development Bank Seminar on Inclusion and Disability, Santiago, Chile.

109. Rowland W, "*World Blind Union Definition of Blindness*," 2003, Unpublished article by the President of the World Blind Union.

110. Roos J, "*Legal and Ethical Aspects of Inclusive Education*", 2005, Unpublished Paper presented at the Education Conference of the South African National Council for the Blind in Johannesburg, South Africa.

111. Sarantakos S, "*Social Research*", (Second Edition), 2001, MacMillan Publishers, Australia.

112. Schoeman G.H, "*South Africa: Moving from a centralised and segregated education system to a decentralised and inclusive education approach*", 2002, accessed July 2006, at: http://www.icevi.org/publications/ICEVI-WC2002/papers/01-topic/01-schoeman.htm .

113. Scholl G, (Ed), "*Foundations of Education for Blind and Visually Handicapped Children and Youth: Theory and Practice*", 1986, American Foundation for the Blind, Inc. New York.

114. Scott E.P, "*Your Visually Impaired Student: A Guide for Teachers*", 1982, University Park Press, Baltimore.

115. Smit B, "*Primary school teachers' experiences of education policy change in South Africa*", 2001, unpublished thesis, University of Pretoria.

116. Smith G, and May D, "*The Artificial Debate between Rationalist and Incrementalist. Models of Decision Making*", In Hill, M, The Policy Process, (A Reader), 1997, Prentice Hall/Harvester Wheatsheaf, London, U.K.

117. South African National Council for the Blind, 'Divisions for Coloured and Indian Blind, Conference Proceedings: "*Education of the Visually Handicapped*"', 1975, published by the South African National Council for the Blind, Pretoria.

118. South African National Council for the Blind "*Support to Schools Programme*", October 2002, Booklet, Pretoria.

119. Sub-Regional Seminar on Inclusive Education, "*The Declaration of Bamako*," 2002, Sponsored by the Canadian International Development Agency, Bamako, Mali.

120. Sukhraj P, '*John Rawls, From the Metaphysical "A Theory Of Justice" to the Quasi-Political " Political Liberalism*"', Masters Thesis, 2002, University of KwaZulu Natal, Durban.

121. Taylor S.J, and Bogdan R, "*Introduction to Qualitative Research Methods*", Third edition, 1998, John Wiley & Sons, Inc, USA.

122. The Organisation for Economic Co-operation and Development (OECD), "*The Education of the Handicapped Adolescent*", 1981. Paris, France.

123. The Palmer Development Group, "*Free Basic Water Implementation Strategy: A Case Study*", 2001, Department of Water Affairs and Forestry, at: http://www.dwaf.gov.za/Dir_WSS/TariffTool/docscr/Casestud/Hermanus%20Case-study%20final%20(3.1).doc .

124. The United Nations Educational, Scientific and Cultural Organisation. (UNESCO), "*Special Needs in the Classroom*," 1994, Jessica Kingsley Publishers Ltd, United Kingdom.

125. The United Nations Educational, Scientific and Cultural Organisation (UNESCO), "*From Special Needs Education to Education for All. A Discussion Document*", Tenth Steering Committee Meeting, Unpublished manuscript, 1999, UNESCO, Paris, France.

126. The United Nations Educational, Scientific and Cultural Organisation, (UNESCO), "*Support Materials for Managers and Administrators*", 2001, UNESCO, Paris, France.

127. The United Nations Educational, Scientific and Cultural Organisation, (UNESCO), "*Overcoming Exclusion through Inclusive Approaches in Education - A Challenge and a Vision*", Conceptual Paper for the Education Sector, 2001, UNESCO, Paris, France.

128. The World Bank, "*World Bank list of economies*", 2006, World Bank Group, Washington DC, USA.

129. Thomas, R.M, "*Blending Qualitative and Quantitative Research Methods in Theses and Dissertations*", 2003, Corwin Press Inc., Sage Publications Ltd, California, United States of America.

130. University of Cape Town, "*Students study campus access problems for the disabled*", http://www.uct.ac.za/news accessed in January, 2003.

131. University of South Africa, "*UNISA Policy*" 2000, Accessed under the Bureau for   Student Counselling and Career Development at: http://www.unisa.ac.za/Default.asp?Cmd=ViewContent&ContentID=15141 .

132. University of the Witwatersrand, "*Policy on Disability*", 2000, University of the Witwatersrand, Johannesburg.

133. University of Natal, "*Policy on Disability*", 2001, University of Natal, Durban.

134. Van der Ross R.E, "*The Educational value of Conferences for Teachers of the Blind*", South African National Council for the Blind, Conference Proceedings, Divisions for Coloured and Indian Blind, 1975, Durban, published by the South African National Council for the Blind, Pretoria.

135. Van Sittert T, "*Curriculum Changes and Specific Teacher Training: Challenges of the National Curriculum Statement*", Unpublished Paper, 2005, Worcester, South Africa.

136. Vaughan, V.H, "*The Story of the South African National Council for the Blind: 50 Years of Service 1929-1979*", 1979, The South African National Council for the Blind, Pretoria.

137. Villeneuve P, "*Education for Handicapped Children*", 1970, The United Nations Educational, Scientific and Cultural Organisation, (UNESCO), Paris, France.

138. Wade B, and Moore M, "*Experiencing Special Education*", 1993, Open University Press, Buckingham.

139. Wiersema R, and Schilling T, "*Policy Trade-offs*", 2005, A Blog on the Powell Center for Economic Literacy site, accessed on 25 May 2007, at: http://www.valuingeconomics.blogspot.com/2005_12_01_archive.html .

140. Willoughby D, "*Your School Includes a Blind Student*", Second edition, 1981, National Federation of the Blind Inc, Baltimore, Maryland.

141. Wolffe K, "*Career Education for Students with Visual Impairments*", 1996, Review, 28(2), American Foundation for the Blind, New York.

142. Wikipedia, 2004, http://en.wikipedia.org/wiki/Anthony_Giddens .

143. World Wide Web internet sites definitions of some terms were sourced at: http://schools.coe.ru.ac.za/wiki/Former_Model_C_Schools and http://www.businessdictionary.com/definition/middle-class.html .

GLOSSARY OF ACRONYMS

ADD	Attention Deficit Disorder
CSIE	Centre for Studies on Inclusive Education
CHE	Council for Higher Education
DfES	Department for Education and Skills
DOE	Department of Education
DOL	Department of Labour
DUs	Disability Unit(s)
DPSA	Disabled People South Africa
DBSTs	District-based Support Team(s)
ECD	Early Childhood Development
EWP1	Education White Paper 1 of 1995
EWP5	Education White Paper 5 of 2001
EWP6	Education White Paper 6 of 2001
FSIs	Full Service Institution(s)
FSSs	Full Service School(s)
HE	Higher Education
IEP	Individual Education Plan
IDEA	Individuals with Disabilities Education Act
INDS	White Paper on an Integrated National Disability Strategy 1997
ILST	Institutional Level Support Team
ICEVI	International Council for Education of People with Visual Impairment
LSEN	Learners with Special Education Needs
MEC	Member of the Executive Committee
NEPA	National Education Policy Act
NAPTOSA	National Professional Teachers' Organisation of South Africa
NGOs	Non-Governmental Organisation(s)
OECD	Organisation for Economic Co-operation and Development
O&M	Orientation and Mobility
OBE	Outcomes Based Education
OHPs	Overhead Projector(s)

RNIB	Royal National Institute of Blind People
SGB	School Governing Body
SIAS	Screening, Identification, Assessment and Support
SAFCD	South African Federal Council on Disability
SANABP	South African National Association of Blind and Partially Sighted Persons
SANCB	South African National Council for the Blind
SANLI	South African National Literacy Initiative
SASA	South African Schools Act 84 of 1996
SSRCs	Special Schools as Resource Centre(s)
THE CONSTITUTION	The Constitution of the Republic of South Africa 1996
UK	United Kingdom
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USA	United States of America
UCT	University of Cape Town
UKZN	University of KwaZulu Natal
UNISA	University of South Africa
UWC	University of the Western Cape
UNIVEN	University of Venda
VI	Visually impaired
WITS	University of the Witwatersrand
WBU	World Blind Union

Education WHITE PAPER 6

Special Needs Education

Building an Inclusive Education and Training System

EDUCATION WHITE PAPER 6

Special Needs Education
Building an inclusive education and training system

July 2001

Enquiries and/or further copies:

ELSEN Directorate
Department of Education
Sol Plaatjie House
123 Schoeman Street
PRETORIA
Private Bag X895
PRETORIA 0001

Tel: (012) 312 5074 / 312 5505
Fax: (012) 312 5029 / 325 7207
E-mail: mahlangu.e@doe.co.za

Design & Layout: Triple CCC Advertising and Research

CONTENTS PAGE

RESPONSE TO SUBMISSIONS RECEIVED IN RESPONSE TO
CONSULTATION PAPER NO 1: SPECIAL NEEDS EDUCATION -
BUILDING AN INCLUSIVE EDUCATION AND TRAINING SYSTEM

INTRODUCTION BY THE MINISTER OF EDUCATION

When I announced the Implementation Plan for Tirisano, I noted with regret that our national and system-wide response to the challenge of Special Education would be delayed, but brought to the public as soon as we had analysed the comment on the Consultative Paper (Department of Education. Consultative Paper No. 1 on Special Education: Building an Inclusive Education and Training System. August 30, 1999). I am, therefore, glad to announce our response in this White Paper.

I am especially pleased that I have had the opportunity to take personal ownership of a process so critical to our education and training system which begun some five years ago in October 1996 with the appointment of the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services. I say this because I am deeply aware of the concerns shared by many parents, educators, lecturers, specialists and learners about the future of special schools and specialised settings in an inclusive education and training system. They share these concerns because they worry about what kind of educational experience would be available to learners with moderate to severe disabilities in mainstream education. I understand these concerns, especially now, after I have observed what a difference special schools can make when they provide a quality and relevant learning experience.

In this White Paper, we make it clear that special schools will be strengthened rather than abolished. Following the completion of our audit of special schools, we will develop investment plans to improve the quality of education across all of them. Learners with severe disabilities will be accommodated in these vastly improved special schools, as part of an inclusive system. In this regard, the process of identifying, assessing and enrolling learners in special schools will be overhauled and replaced by structures that acknowledge the central role played by educators, lecturers and parents. Given the considerable expertise and resources that are invested in special schools, we must also make these available to neighbourhood schools, especially full-service schools and colleges. As we outline in this White Paper, this can be achieved by making special schools, in an incremental manner, part of district support services where they can become resources for all our schools.

I am also deeply aware of the anxieties that many educators, lecturers, parents and learners hold about our inclusion proposals for learners with special education needs. They fear the many challenges that may come with inclusion - of teaching, communication, costs, stereotyping and the safety of learners - that can be righted only by further professional and physical resources development, information dissemination and advocacy. We also address these concerns in this White Paper.

Beginning with 30 and expanding up to 500 schools and colleges, we will incrementally develop full-service school and college models of inclusion that can, in the long term, be considered for system-wide application. In this manner, the Government is demonstrating its determination that through the development of models of inclusion we can take the first steps of implementing our policy goal of inclusion.

This White Paper, together with Education White Paper 5 on Early Childhood Development, completes an extraordinary period of seven years of post-apartheid policy development and policy making outlined in Education White Paper 1 on Education and Training that began in the final quarter of 1994. It is a policy paper that took us more time to complete than any of the five macro-systems policies that it follows upon. This means that is has benefited the most from our early experience and knowledge of the complex interface of policy and practice.

It is, therefore, another post-apartheid landmark policy paper that cuts our ties with the past and recognises the vital contribution that our people with disabilities are making and must continue to make, but as part of and not isolated from the flowering of our nation.

I hold out great hope that through the measures that we put forward in this White Paper we will also be able to convince the thousands of mothers and fathers of some 280,000 disabled children - who are younger than 18 years and are not in schools or colleges - that the place of these children is not one of isolation in dark backrooms and sheds. It is with their peers, in schools, on the playgrounds, on the streets and in places of worship where they can become part of the local community and cultural life, and part of the reconstruction and development of our country. For, it is only when these ones among us are a natural and ordinary part of us that we can truly lay claim to the status of cherishing all our children equally.

Race and exclusion were the decadent and immoral factors that determined the place of our innocent and vulnerable children. Through this White Paper, the Government is determined to create special needs education as a non-racial and integrated component of our education system.

I wish to take this opportunity to invite all our social partners, members of the public and interested organisations to join us in this important and vital task that faces us: of building an inclusive education system. Let us work together to nurture our people with disabilities so that they also experience the full excitement and the joy of learning, and to provide them, and our nation, with a solid foundation for lifelong learning and development. I acknowledge that building an inclusive education and training system will not be easy. What will be required of us all is persistence, commitment, co-ordination, support, monitoring, evaluation, follow-up and leadership.

Professor Kader Asmal, MP
Minister of Education

1. In this White Paper we outline what an inclusive education and training system is, and how we intend to build it. It provides the framework for establishing such an education and training system, details a funding strategy, and lists the key steps to be taken in establishing an inclusive education and training system for South Africa.

2. In October 1996, the Ministry of Education appointed the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services to investigate and make recommendations on all aspects of 'special needs and support services' in education and training in South Africa.

3. A joint report on the findings of these two bodies was presented to the Minister of Education in November 1997, and the final report was published by the Department of Education in February 1998 for public comment and advice (Report of National Commission on Special Needs in Education and Training and National Committee on Education Support, Department of Education, 1997).

4. The central findings of the investigations included: (i) specialised education and support have predominantly been provided for a small percentage of learners with disabilities within 'special' schools and classes; (ii) where provided, specialised education and support were provided on a racial basis, with the best human, physical and material resources reserved for whites; (iii) most learners with disability have either fallen outside of the system or been 'mainstreamed by default'; (iv) the curriculum and education system as a whole have generally failed to respond to the diverse needs of the learner population, resulting in massive numbers of drop-outs, push-outs, and failures; and, (v) while some attention has been given to the schooling phase with regard to 'special needs and support', the other levels or bands of education have been seriously neglected.

5. In the light of these findings, the joint report of the two bodies recommended that the education and training system should promote education for all and foster the development of inclusive and supportive centres of learning that would enable all learners to participate actively in the education process so that they could develop and extend their potential and participate as equal members of society.

6. The principles guiding the broad strategies to achieve this vision included: acceptance of principles and values contained in the Constitution and White Papers on Education and Training; human rights and social justice for all learners; participation and social integration; equal access to a single, inclusive education system; access to the curriculum, equity and redress; community responsiveness; and cost-effectiveness.

7.   The report also suggested that the key strategies required to achieve this vision included: (i) transforming all aspects of the education system, (ii) developing an integrated system of education, (iii) infusing 'special needs and support services' throughout the system, (iv) pursuing the holistic development of centres of learning to ensure a barrier-free physical environment and a supportive and inclusive psycho-social learning environment, developing a flexible curriculum to ensure access to all learners, (v) promoting the rights and responsibilities of parents, educators and learners, (vi) providing effective development programmes for educators, support personnel, and other relevant human resources, (vii) fostering holistic and integrated support provision through intersectoral collaboration, (viii) developing a community-based support system which includes a preventative and developmental approach to support, and (ix) developing funding strategies that ensure redress for historically disadvantaged communities and institutions, sustainability, and - ultimately - access to education for all learners.

8.   Based on the recommendations in the joint report, the Ministry released a Consultative Paper (Department of Education. Consultative Paper No. 1 on Special Education: Building an Inclusive Education and Training System. August 30, 1999). The submissions and feedback of social partners and the wider public were collated and have informed the writing of this White Paper.

9.   In this White Paper, we outline the Ministry of Education's commitment to the provision of educational opportunities in particular for those learners who experience or have experienced barriers to learning and development or who have dropped out of learning because of the inability of the education and training system to accommodate their learning needs. We recognise that our vision of an inclusive education and training system can only be developed over the long term and that the actions we will take in the short to medium term must provide us with models for later system-wide application. Our short-term to medium-term actions will also provide further clarity on the capital, material and human resource development, and consequently the funding requirements, of building an inclusive education and training system.

10. We also define inclusive education and training as:

•   Acknowledging that all children and youth can learn and that all children and youth need support.
•   Enabling education structures, systems and learning methodologies to meet the needs of all learners.
•   Acknowledging and respecting differences in learners, whether due to age, gender, ethnicity, language, class, disability, HIV or other infectious diseases.
•   Broader than formal schooling and acknowledging that learning also occurs in the home and community, and within formal and informal settings and structures.

- Changing attitudes, behaviour, teaching methods, curricula and environment to meet the needs of all learners.
- Maximising the participation of all learners in the culture and the curriculum of educational institutions and uncovering and minimising barriers to learning.

11. The Ministry appreciates that a broad range of learning needs exists among the learner population at any point in time, and that where these are not met, learners may fail to learn effectively or be excluded from the learning system. In this regard, different learning needs arise from a range of factors including physical, mental, sensory, neurological and developmental impairments, psycho-social disturbances, differences in intellectual ability, particular life experiences or socio-economic deprivation.

12. Different learning needs may also arise because of:

- Negative attitudes to and stereotyping of difference.
- An inflexible curriculum.
- Inappropriate languages or language of learning and teaching.
- Inappropriate communication.
- Inaccessible and unsafe built environments.
- Inappropriate and inadequate support services.
- Inadequate policies and legislation.
- The non-recognition and non-involvement of parents.
- Inadequately and inappropriately trained education managers and educators.

13. In accepting this inclusive approach we acknowledge that the learners who are most vulnerable to barriers to learning and exclusion in South Africa are those who have historically been termed 'learners with special education needs,' i.e. learners with disabilities and impairments. Their increased vulnerability has arisen largely because of the historical nature and extent of the educational support provided.

14. Accordingly, the White Paper outlines the following as key strategies and levers for establishing our inclusive education and training system:

- The qualitative improvement of special schools for the learners that they serve and their phased conversion to resource centres that provide professional support to neighbourhood schools and are integrated into district-based support teams.
- The overhauling of the process of identifying, assessing and enrolling learners in special schools, and its replacement by one that acknowledges the central role played by educators, lecturers and parents.

- The mobilisation of out-of-school disabled children and youth of school-going age.
- Within mainstream schooling, the designation and phased conversion of approximately 500 out of 20,000 primary schools to full-service schools, beginning with the 30 school districts that are part of the national district development programme. Similarly, within adult basic, further and higher education, the designation and establishment of full-service educational institutions. These full-service education institutions will enable us to develop models for later system-wide application.
- Within mainstream education, the general orientation and introduction of management, governing bodies and professional staff to the inclusion model, and the targeting of early identification of the range of diverse learning needs and intervention in the Foundation Phase.
- The establishment of district-based support teams to provide a co-ordinated professional support service that draws on expertise in further and higher education and local communities, targeting special schools and specialised settings, designated full-service and other primary schools and educational institutions, beginning with the 30 districts that are part of the national district development programme.
- The launch of a national advocacy and information programme in support of the inclusion model focusing on the roles, responsibilities and rights of all learning institutions, parents and local communities; highlighting the focal programmes; and reporting on their progress.

15. The development of an inclusive education and training system will take into account the incidence and the impact of the spread of the HIV/AIDS pandemic and other infectious diseases. For planning purposes the Ministry of Education will ascertain, in particular, the consequences for the curriculum, the expected enrolment and drop-out rates and the funding implications for both the short and long term. The Ministry will gather this information from an internally commissioned study as well as from other research being conducted in this area.

WHAT IS AN INCLUSIVE EDUCATION AND TRAINING SYSTEM?

## 1.	Context

Special needs education is a sector where the ravages of apartheid remain most evident. Here, the segregation of learners on the basis of race was extended to incorporate segregation on the basis of disability. Apartheid special schools were thus organised according to two segregating criteria, race and disability. In accordance with apartheid policy, schools that accommodated white disabled learners were extremely well-resourced, whilst the few schools for black disabled learners were systematically underresourced.

Learners with disability experienced great difficulty in gaining access to education. Very few special schools existed and they were limited to admitting learners according to rigidly applied categories. Learners who experienced learning difficulties because of severe poverty did not qualify for educational support. The categorisation system allowed only those learners with organic, medical disabilities access to support programmes.

The impact of this policy was that only 20% of learners with disabilities were accommodated in special schools. The World Health Organisation has calculated that between 2.2 % and 2.6 % of learners in any school system could be identified as disabled or impaired. An application of these percentages to the South African school population would project an upper limit of about 400,000 disabled or impaired learners. Current statistics show that only about 64,200 learners with disabilities or impairments are accommodated in about 380 special schools. This indicates that, potentially, 280,000 learners with disabilities or impairments are unaccounted for.

The results of decades of segregation and systematic underresourcing are apparent in the imbalance between special schools that catered exclusively for white disabled learners and those that catered exclusively for black disabled learners. It is, therefore, imperative that the continuing inequities in the special schools sector are eradicated and that the process through which the learner, educator and professional support services populations become representative of the South African population, is accelerated.

In this White Paper we outline how the policy will:

- Systematically move away from using segregation according to categories of disabilities as an organising principle for institutions.

- Base the provision of education for learners with disabilities on the intensity of support needed to overcome the debilitating impact of those disabilities.

- Place an emphasis on supporting learners through full-service schools that will have a bias towards particular disabilities depending on need and support.

- Direct how the initial facilities will be set up and how the additional resources required will be accessed.

- Indicate how learners with disability will be identified, assessed and incorporated into special, full-service and ordinary schools in an incremental manner.

- Introduce strategies and interventions that will assist educators to cope with a diversity of learning and teaching needs to ensure that transitory learning difficulties are ameliorated.

- Give direction for the Education Support System needed.

- Provide clear signals about how current special schools will serve identified disabled learners on site and also serve as a resource to educators and schools in the area.

The National Disability Strategy condemns the segregation of persons with disabilities from the mainstream of society. It emphasises the need for including persons with disabilities in the work-place, social environment, political sphere and sports arenas. The Ministry supports this direction and sees the establishment of an inclusive education and training system as a cornerstone of an integrated and caring society and an education and training system for the 21st century.

1.1 Introduction

1.1.1 Our Constitution (Act 108 of 1996) founded our democratic state and common citizenship on the values of human dignity, the achievement of equality and the advancement of human rights and freedoms (Section 1a). These values summon all of us to take up the responsibility and challenge of building a humane and caring society, not for the few, but for all South Africans. In establishing an education and training system for the 21st century, we carry a special responsibility to implement these values and to ensure that all learners, with and without disabilities, pursue their learning potential to the fullest.

1.1.2 In building our education and training system, our Constitution provides a special challenge to us by requiring that we give effect to the fundamental right to basic education for all South Africans. In Section 29 (1), it commits us to this fundamental right, viz. 'that everyone has the right to a basic education, including adult basic education ...'

1.1.3 This fundamental right to basic education is further developed in the Constitution in Section 9 (2), which commits the state to the achievement of equality, and Sections 9 (3), (4) and (5), which commit the state to non-discrimination. These clauses are particularly important for protecting all learners, whether disabled or not.

1.1.4 The Government's obligation to provide basic education to all learners and its commitment to the central principles of the Constitution are also guided by the recognition that a new unified education and training system must be based on equity, on redressing past imbalances and on a progressive raising of the quality of education and training.

1.1.5 In line with its responsibility to develop policy to guide the transformation programme that is necessary to achieve these goals, the Ministry of Education has prepared this White Paper for the information of all our social partners and the wider public. This policy framework outlines the Ministry's commitment to the provision of educational opportunities, in particular for those learners who experience or have experienced barriers to learning and development or who have dropped out of learning because of the inability of the education and training system to accommodate the diversity of learning needs, and those learners who continue to be excluded from it.

1.1.6 The White Paper outlines how the education and training system must transform itself to contribute to establishing a caring and humane society, how it must change to accommodate the full range of learning needs and the mechanisms that should be put in place.

1.1.7   Particular attention shall be paid to achieving these objectives through a realistic and effective implementation process that moves responsibly towards the development of a system that accommodates and respects diversity. This process will require a phasing in of strategies that are directed at departmental, institutional, instructional and curriculum transformation. It will also require the vigorous participation of our social partners and our communities so that social exclusion and negative stereotyping can be eliminated.

1.2 The White Paper Process

1.2.1   This White Paper arises out of the need for changes to be made to the provision of education and training so that it is responsive and sensitive to the diverse range of learning needs. Education White Paper 1 on Education and Training (1995) acknowledged the importance of providing an effective response to the unsatisfactory educational experiences of learners with special educational needs, including those within the mainstream whose educational needs were inadequately accommodated.

1.2.2   In order to address this concern within its commitment to an integrated and comprehensive approach to all areas of education, the Ministry appointed a National Commission on Special Needs in Education and Training and a National Committee on Education Support Services in October 1996. A joint report on the findings of these two bodies was presented to the Minister in November 1997, and the final report was published in February 1998. The Ministry released a Consultative Paper (Department of Education. Consultative Paper No. 1 on Special Education: Building an Inclusive Education and Training System. August 30, 1999) based to a large extent on the recommendations made to the Minister in this report.

1.2.3   The Consultative Paper advocates inclusion based on the principle that learning disabilities arise from the education system rather than the learner. Notwithstanding this approach, it made use of terms such as 'learners with special education needs' and 'learners with mild to severe learning difficulties' that are part of the language of the approach that sees learning disabilities as arising from within the learner. There should be consistency between the inclusive approach that is embraced, viz. that barriers to learning exist primarily within the learning system, and the language in use in our policy papers. Accordingly, the White Paper adopts the use of the terminology 'barriers to learning and development'. It will retain the internationally acceptable terms of 'disability' and 'impairments' when referring specifically to those learners whose barriers to learning and development are rooted in organic/medical causes.

1.2.4   A detailed report on the Department's response to submissions generated by the Consultative Paper can be found in Annexure A.

1.3 The Current Profile and Distribution of Special Schools and Learner Enrolment

1.3.1   Based on data from our Education Management Information System (EMIS)(Department of Education, Pretoria), the following is the distribution of special schools, learner enrolment and individual learner expenditure across all provincial departments of education.

Provinces	No of Special Schools	No of Learners in Special Schools	% of Learners in Special Schools	% of Total No of Special Schools in Province	Per Learner Expenditure
Eastern Cape	41	6 483	0.28%	10.79%	13 746
Free State	19	3 127	0.40%	5.00%	22 627
Gauteng	96	25 451	1.62%	25.26%	11 049
KwaZulu-Natal	58	7 631	0.28%	15.26%	21 254
Mpumalanga	15	2 692	0.29%	3.95%	17 839
Northern Cape	8	1 392	0.68%	2.11%	15 749
Northern Province	19	4 250	0.23%	5.00%	16 609
North West	42	4 364	0.46%	11.05%	13 015
Western Cape	82	9 213	0.96%	21.58%	28 635
Totals	**380**	**64 603**	**0.52%**	**100.00%**	**17 838**

1.3.2   From national census data on disabled persons we can further see the extent of disparities in the provision of education for learners with disabilities.

Census data: Distribution of disabled persons per category per province.

Prov	Sight	Hear-ing	Physi-cal	Mental	Multi-ple	Not speci-fied	Total	% per prov	% of popu-lation
EC	161898	68531	115717	41432	35997	38604	462179	17.39	1.14
FS	133614	33045	41960	13947	16461	18127	257154	9.68	0.63
Gaut	211769	59868	69936	24033	26030	63906	455542	17.14	1.12
KZN	183758	76034	129894	42646	24895	44863	502090	18.89	1.24
MP	98322	31895	41381	12211	9019	19085	211913	7.97	0.52
NC	18529	6083	9052	3791	2403	7137	46995	1.77	0.12
NP	113088	51416	60078	22578	16019	33690	296869	11.17	0.73
NW	129442	37571	54706	17768	16913	23134	279534	10.52	0.69
WC	40603	18965	35051	14146	6499	30174	145438	5.47	0.36
TOT	1091023	383408	557775	192552	154236	278720	2657714	100.0	6.55
% per disabi-lity	41.05	14.43	20.99	7.25	5.80	10.49	100.00		
% per popula-tion	2.69	0.94	1.37	0.47	0.38	0.69	6.55		

1.3.3. Analysis of the data reveals the extent of the disparities in provision for learners with disabilities, for example:

- The incidence of disabilities in the Eastern Cape constitutes 17.39% of the disabled population, yet the province has only 10.79% of the total number of special schools.
- Gauteng has 17.14% of the disabled population but has 25.26% of the schools.
- The Western Cape has 5.47% of the disabled population but has 21.58% of the schools.

1.3.4 This mismatch between needs and provision is a direct result of previous apartheid policies that allocated facilities on a racial basis. These policies also centralised provision within the Western Cape and Gauteng so that, today, the vast majority of learners attend residential special schools in a province other than their own since no facilities are available in their province of residence.

1.3.5 A comparison between the overall incidence of disabilities and the number of learners accommodated in school also reveals stark disparities, for example:

- 0.28% of learners in the Eastern Cape are enrolled in special schools, yet the overall incidence figure for the population of disabled persons (of all ages) is 17.39%.
- This pattern is repeated across provinces, indicating that significant numbers of learners who - based on the traditional model - should be receiving educational support in special schools are not getting any.
- While the national total incidence figure for disabilities (of all ages) is 6.55%, the total number of learners in special schools is 0.52%.

1.3.6 The data further demonstrates that learner expenditure on learners with disabilities also varies significantly across provinces, ranging from R11,049 in Gauteng to R28,635 in the Western Cape and R22,627 in the Free State. While this distribution of learner expenditure demonstrates inefficiency in the use of resources, it also demonstrates the absence of a uniform resourcing strategy and national provisioning norms for learners with disabilities.

1.3.7 In an inclusive education and training system, a wider spread of educational support services will be created in line with what learners with disabilities require. This means that learners who require low-intensive support will receive this in ordinary schools and those requiring moderate support will receive this in full-service schools. Learners who require high-intensive educational support will continue to receive such support in special schools.

Population selected	Total	Using WHO min of 2.2%	Using WHO max of 2.6%
A: Total population age 7 – 15 using Census '96 shows learners in compulsory age	8,291,000	182,000	216,000
B: Total population age 6 – 5 using Census '96 shows inclusion of Grade R	9,225,000	203,000	240,000
C: Total school population age 6 – 18 Using Census '96	11,734,000	258,000	305,000
D: Total population in public + independent ordinary + special schools, 1999, DoE figures	12,378,000	272,000	322,000
E: D + Grade R cohort from B	13,312,000	293,000	346,000

1.3.8 Based on the calculations in the table above and taking into account the number of learners who are currently accommodated in special schools, viz. 64,603, our estimate of a reasonable expectation, before adjustments for growth, of disabled learners who are out of school is 260,000. Our estimate of the upper limit of out-of-school disabled learners is 280,000.

1.4 What is Inclusive Education and Training?

1.4.1 In this White Paper inclusive education and training:

- Are about acknowledging that all children and youth can learn and that all children and youth need support.
- Are accepting and respecting the fact that all learners are different in some way and have different learning needs which are equally valued and an ordinary part of our human experience.
- Are about enabling education structures, systems and learning methodologies to meet the needs of all learners.
- Acknowledge and respect differences in learners, whether due to age, gender, ethnicity, language, class, disability or HIV status.
- Are broader than formal schooling and acknowledge that learning also occurs in the home and community, and within formal and informal modes and structures.
- Are about changing attitudes, behaviour, teaching methodologies, curricula and the environment to meet the needs of all learners.
- Are about maximising the participation of all learners in the culture and the curricula of educational institutions and uncovering and minimising barriers to learning.
- Are about empowering learners by developing their individual strengths and enabling them to participate critically in the process of learning.

1.4.2 It is clear that some learners may require more intensive and specialised forms of support to be able to develop to their full potential. An inclusive education and training system is organised so that it can provide various levels and kinds of support to learners and educators.

1.4.3 Believing in and supporting a policy of inclusive education are not enough to ensure that such a system will work in practice. Accordingly, we will evaluate carefully what resources we already have within the system and how these existing resources and capacities can be strengthened and transformed so that they can contribute to the building of an inclusive system. We will also decide on where the immediate priorities lie and put in place mechanisms to address these first.

1.4.4   In this White Paper we also distinguish between mainstreaming and inclusion as we describe below:

'Mainstreaming' or 'Integration'	'Inclusion'
Mainstreaming is about getting learners to 'fit into' a particular kind of system or integrating them into this existing system.	Inclusion is about recognising and respecting the differences among all learners and building on the similarities.
Mainstreaming is about giving some learners extra support so that they can 'fit in' or be integrated into the 'normal' classroom routine. Learners are assessed by specialists who diagnose and prescribe technical interventions, such as the placement of learners in programmes.	Inclusion is about supporting all learners, educators and the system as a whole so that the full range of learning needs can be met. The focus is on teaching and learning actors, with the emphasis on the development of good teaching strategies that will be of benefit to all learners.
Mainstreaming and integration focus on changes that need to take place in learners so that they can 'fit in'. Here the focus is on the learner.	Inclusion focuses on overcoming barriers in the system that prevent it from meeting the full range of learning needs. The focus is on the adaptation of and support systems available in the class-room.

1.5 Building an Inclusive Education and Training System: The First Steps

1.5.1   The Ministry accepts that a broad range of learning needs exists among the learner population at any point in time, and that, where these are not met, learners may fail to learn effectively or be excluded from the learning system. In this regard, different learning needs arise from a range of factors, including physical, mental, sensory, neurological and developmental impairments, psycho-social disturbances, differences in intellectual ability, particular life experiences or socio-economic deprivation. Different learning needs may also arise because of:

- Negative attitudes to and stereotyping of differences.
- An inflexible curriculum.
- Inappropriate languages or language of learning and teaching.
- Inappropriate communication.
- Inaccessible and unsafe built environments.
- Inappropriate and inadequate support services.
- Inadequate policies and legislation.
- The non-recognition and non-involvement of parents.
- Inadequately and inappropriately trained education managers and educators.

In accepting this approach, it is essential to acknowledge that the learners who are most vulnerable to barriers to learning and exclusion in South Africa are those who have historically been termed 'learners with special education needs', i.e. learners with disabilities and impairments. Their increased vulnerability has arisen largely because of the historical nature and extent of the educational support provided.

1.5.2 As will be obvious from a reading of the factors contributing to the diverse range of learning needs, it is possible to identify barriers to learning operative within the learner or the education and training system. These may also arise during the learning process and be temporary, and can be addressed through a variety of mechanisms and processes. Interventions or strategies at different levels, such as the classroom, the school, the district, the provincial and national departments and systems, will be essential to prevent them from causing learning to be ineffective. Interventions or strategies will also be essential to avoid barriers to learning from contributing to the exclusion of learners from the curriculum and/or from the education and training system.

Human resource development for classroom educators

Classroom educators will be our primary resource for achieving our goal of an inclusive education and training system. This means that educators will need to improve their skills and knowledge, and develop new ones. Staff development at the school and district level will be critical to putting in place successful integrated educational practices. Ongoing assessment of educators' needs through our developmental appraisal, followed by structured programmes to meet these needs, will make a critical contribution to inclusion.

1. In mainstream education, priorities will include multi-level classroom instruction so that educators can prepare main lessons with variations that are responsive to individual learner needs; co-operative learning; curriculum enrichment; and dealing with learners with behavioural problems.
2. In special schools/resource centres, priorities will include orientation to new roles within district support services of support to neighbourhood schools, and new approaches that focus on problem solving and the development of learners' strengths and competencies rather than focusing on their shortcomings only.

---

3. In full-service schools, priorities will include orientation to and training in new roles focusing on multi-level classroom instruction, co-operative learning, problem solving and the development of learners' strengths and competencies rather than focusing on their short-comings only.

4. Education support personnel within district support services will be orientated to and trained in their new roles of providing support to all teachers and other educators. Training will focus on supporting all learners, educators and the system as a whole so that the full range of learning needs can be met. The focus will be on teaching and learning factors, and emphasis will be placed on the development of good teaching strategies that will be of benefit to all learners; on overcoming barriers in the system that prevent it from meeting the full range of learning needs; and on adaptation of and support systems available in the classroom.

5. Management and governance development programmes will be revised to incorporate orientation to and training in the management and governance implications of each of the categories of institutions within the inclusive education and training system, viz. special, full-service and mainstream. Training will focus on how to identify and address barriers to learning.

1.5.3   This approach to addressing barriers to learning and exclusion is consistent with a learner-centred approach to learning and teaching. It recognises that developing learners' strengths and empowering and enabling them to participate actively and critically in the learning process involve identifying and overcoming the causes of learning difficulties. The approach is also consistent with a systemic and developmental approach to understanding problems and planning action. It is consistent with new international approaches that focus on providing quality education for all learners.

What are curriculum and institutional barriers to learning and how do we remove these?

One of the most significant barriers to learning for learners in special and 'ordinary' schools is the curriculum. In this case, barriers to learning arise from different aspects of the curriculum, such as:

- The content (i.e. what is taught).
- The language or medium of instruction.
- How the classroom or lecture is organised and managed.
- The methods and processes used in teaching.
- The pace of teaching and the time available to complete the curriculum.
- The learning materials and equipment that is used.
- How learning is assessed.

> **What can be done to overcome these barriers and who will assist institutions in doing it?**
> The most important way of addressing barriers arising from the curriculum is to make sure that the process of learning and teaching is flexible enough to accommodate different learning needs and styles. The curriculum must therefore be made more flexible across all bands of education so that it is accessible to all learners, irrespective of their learning needs. One of the tasks of the district support team will be to assist educators in institutions in creating greater flexibility in their teaching methods and in the assessment of learning. They will also provide illustrative learning programmes, learning support materials and assessment instruments.

1.5.4 Embracing this approach as the basis for establishing an inclusive education and training system does not mean that we should then proceed to declare it as policy and hope that its implementation will proceed smoothly within all provincial systems and all education and training institutions. Rather, the successful implementation of this policy will rely on a substantive understanding of the real experiences and capabilities of our provincial systems and education and training institutions, the setting of achievable policy objectives and priorities over time and regular reporting on these. Successful policy implementation will also rely on the identification of key levers for policy change and innovation within our provincial systems and our education and training institutions.

1.5.5 It is this approach that lies at the heart of this White Paper: a determination to establish an inclusive education and training system as our response to the call to action to establish a caring and humane society, and a recognition that within an education and training system that is engaging in multiple and simultaneous policy change under conditions of severe resource constraints, we must determine policy priorities, identify key levers for change and put in place successful South African models of inclusion.

1.5.6 Against this background, we identify within this White Paper the following six key strategies and levers for establishing our inclusive education and training system:

1.5.6.1 The qualitative improvement of special schools and settings for the learners that they serve and their conversion to resource centres that are integrated into district-based support teams.

The place and role of special schools in an inclusive education system

As we described earlier, special schools currently provide, in a racially segregated manner, education services of varying quality.

1. While special schools provide critical education services to learners who require intense levels of support, they also accommodate learners who require much less support and should ideally be in mainstream schools.

2. When implementing our policy on inclusion we will pay particular attention to raising the overall quality of education services that special schools provide.

3. We will also ensure that learners who require intense levels of support receive these services since mainstream schools will be unable to provide them.

4. In addition to these roles, special schools will have a very important role to play in an inclusive system. The new roles for these schools will include providing particular expertise and support, especially professional support in curriculum, assessment and instruction, as part of the district support team to neighbourhood schools, especially 'full-service' schools. This role also includes providing appropriate and quality educational provision for those learners who are already in these settings or who may require accommodation in settings requiring secure care or specialised programmes with high levels of support.

5. Improved quality of special schools will also include the provision of comprehensive education programmes that provide life-skills training and programme-to-work linkages. Here is an example of how a special school can operate a resource centre in its district.

A special school has specialised skills available among its staff and has developed learning materials to specifically assist learners with visual impairments. There may also be facilities for Braille available at the school. The professional staff at this school, as part of their role in the district support team, could run a training workshop in their district for other educators on how to provide additional support in the classroom to visually-impaired learners. The special school could produce learning materials in Braille and make them available through a lending system to other schools in the district. The school could also set up a 'helpline' for educators or parents to telephone in with queries.

6. But what will be done to help special schools take on this additional role? The White Paper explains that, to assist special schools in functioning as resource centres in the district support system, there will be a qualitative upgrading of their services.

7. We will focus especially on the training of their staff for their new roles. This process of upgrading will take place once we have completed our audit of the programmes, services and facilities in all 378 special schools and independent special schools.

1.5.6.2 The mobilisation of the approximately 280,000 disabled children and youth outside of the school system.

1.5.6.3 Within mainstream schooling, the designation and conversion of approximately 500 out of 20,000 primary schools to full-service schools, beginning with the 30 school districts that are part of the national District Development Programme. Similarly, within adult basic, further and higher education, the designation and establishment of full-service educational institutions. The eventual number of full-service institutions (beyond the target of 500) will be governed by our needs and available resources.

What are full-service schools and colleges and how do we intend establishing them?

Full-service schools and colleges are schools and colleges that will be equipped and supported to provide for the full range of learning needs among all our learners.

1. It will be impossible in the medium term to convert all 28,000 schools and colleges to provide the full range of learning needs. Notwithstanding this, it will be important to pursue our policy goal of inclusion through the development of models of inclusion that can later be considered for system-wide application.

2. Full-service schools and colleges will be assisted to develop their capacity to provide for the full range of learning needs and to address barriers to learning.

3. Special attention will be paid to developing flexibility in teaching practices and styles through training, capacity building and the provision of support to learners and educators in these schools.

But how will this be done?

4. The Ministry, in collaboration with the provincial departments of education, will designate and then convert a number of primary schools throughout the country into what are called 'full-service' schools.

5. These are schools that will be equipped and supported to provide for a greater range of learning needs.

6. The programmes that are developed in the 'full-service' schools will be carefully monitored and evaluated. The lessons learnt from this process will be used to guide the extension of this model to other primary schools, as well as other high schools and colleges.

What kind of support will these schools receive?

7. The support they will receive will include physical and material resources, as well as professional development for staff.

---

8. They will also receive special attention from the district support teams so that they can become beacons of our evolving inclusive education system.

Which schools will become 'full-service' schools?
9. Initially, we will select at least one primary school in a selection of 30 school districts. Based on lessons learnt from this sample, 500 primary schools will later be selected for conversion into 'full-service' schools. When identifying the 500 schools, particular attention will be paid to the mobilisation of community and parent participation so that all social partners and role players can become part of the process of developing these schools.

1.5.6.4 Within mainstream education, the general orientation and introduction of management, governing bodies and professional staff to the inclusion model, and the targeting of early identification of disabilities and intervention in the Foundation Phase.

1.5.6.5 The establishment of district-based support teams to provide a co-ordinated professional support service that draws on expertise in further and higher education and local communities, targeting special schools and specialised settings, designated full-service and other primary schools and educational institutions, beginning with 30 school districts.

1.5.6.6 Finally, we will prioritise the implementation of a national advocacy and information programme in support of the inclusion model focusing on the roles, responsibilities and rights of all learning institutions, educators, parents and local communities and highlighting the focal programmes and reporting on their progress.

1.6 HIV/AIDS and Other Infectious Diseases

1.6.1 The development of an inclusive education and training system must take into account the incidence and the impact of the spread of HIV/AIDS and other infectious diseases.

1.6.2 For planning purposes, the Ministry will need to ascertain, in particular, the consequences for the curriculum, the expected enrolment and drop-out rates and the funding implications in both the short and long terms.

1.6.3 The Ministry will attempt to gather this information from an internally commissioned study, as well as from other research being conducted in this area.

In the next chapter we elaborate on these six strategies and levers for change that constitute the core of our policy framework for establishing an inclusive education and training system.

2.1 Introduction

2.1.1   The central objective of this White Paper is to extend the policy foundations, frameworks and programmes of existing policy for all bands of education and training so that our education and training system will recognise and accommodate the diverse range of learning needs.

2.1.2   The most significant conceptual change from current policy is that the development of education and training must be premised on the understanding that:

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

- Many learners experience barriers to learning or drop out primarily because of the inability of the system to recognise and accommodate the diverse range of learning needs typically through inaccessible physical plants, curricula, assessment, learning materials and instructional methodologies. The approach advocated in this White Paper is fundamentally different from traditional ones that assume that barriers to learning reside primarily within the learner and accordingly, learner support should take the form of specialist, typically medical interventions.

- Establishing an inclusive education and training system will require changes to mainstream education so that learners experiencing barriers to learning can be identified early and appropriate support provided. It will also require changes to special schools and specialised settings so that learners who experience mild to moderate disabilities can be adequately accommodated within mainstream education through appropriate support from district-based support teams including special schools and specialised settings. This will require that the quality of provision of special schools and specialised settings be upgraded so that they can provide a high-quality service for learners with severe and multiple disabilities.

2.1.3   We are persuaded that the inclusion of learners with disabilities that stem from impaired intellectual development will require curriculum adaptation rather than major structural adjustments or sophisticated equipment. Accordingly, their accommodation within an inclusive education and training framework would be more easily facilitated than the inclusion of those learners who require intensive support through medical interventions, structural adjustments to the built environment and/or assistive devices with minimal curriculum adaptation. Given the serious human resource constraints in the country and the demands for justice, there is an onus on the Government to ensure that all human resources are developed to their fullest potential. In the long run, such a policy will also lead to a reduction in the Government's fiscal burden as the inclusive education and training system increases the number of productive citizens relative to those who are dependant on the state for social security grants.

2.1.4   The central features of the inclusive education and training system put forward in this White Paper are:

- Criteria for the revision of existing policies and legislation for all bands of education and training, and frameworks for governance and organisation.
- A strengthened district-based education support service.
- The expansion of access and provision.
- Support for curriculum development and assessment, institutional development and quality improvement and assurance.
- A national information, advocacy and mobilisation campaign.
- A revised funding strategy.

2.1.5   It is also essential to acknowledge that many of the barriers to learning that we are drawing attention to in this White Paper are being tackled within many other national and provincial programmes of the Departments of Education, Health, Welfare, and Public Works in particular.

2.1.6   To illustrate, in the case of the Department of Education, the COLTS programme previously, and now the Tirisano programme, the District Development Programme, Curriculum 2005, the Language-in-Education Policy, Systemic Evaluation (of the attainment of Grade 3 learners), the HIV/AIDS Life Skills Programme and the joint programmes with the Business Trust on school efficiency and quality improvement, are examples of programmes that are already seeking to uncover and remove barriers to learning experienced in mainstream education.

2.1.7   The Department of Public Works is implementing a job creation project to provide ramp access for learners on wheelchairs to schools.

2.1.8 The Department of Health is implementing an Integrated Nutrition Strategy including the Primary Schools Nutrition Project to provide learners from poor families with a nutritious meal. The Department also provides free health care for children younger than six years, while the Technical Guidelines on Immunisation in South Africa (1995) provide for children younger than five years to be prioritised for nutritional intervention.

2.1.9 The Department of Social Development prioritises the provision of social development services to children under five years. The Department also provides a child support grant for needy children younger than seven years.

2.1.10 All of these programmes will be enhanced by policies and programmes being advocated in this White Paper.

2.1.11 Accordingly, in this White Paper, the Ministry puts forward a framework for transformation and change which aims to ensure increased and improved access to the education and training system for those learners who experience the most severe forms of learning difficulties and are most vulnerable to exclusion.

2.1.12 This will, of necessity, require that we focus our attention on those learners in special schools and settings and those in remedial or special classes in ordinary schools and settings.

2.1.13 However, while we must focus our efforts on improving the capacity of the education and training system to accommodate learners who experience the various forms of learning difficulties, our focus will require the transformation and change of the entire education and training system for us to be able to accomplish these objectives and to enable mainstream education and training to recognise and address the causes and effects of learning difficulties in 'ordinary' classes and lecture halls.

2.1.14 Transformation and change must therefore focus on the full range of education and training services: the organisations - national and provincial departments of education, further and higher education institutions, schools (both special and ordinary); education support services; curriculum and assessment; education managers and educators; and parents and communities.

2.2 The Framework for Establishing an Inclusive Education and Training System

2.2.1 **Education and training policies, legislation, advisory bodies and governance and organisational arrangements**

2.2.1.1 In order for the Ministry to establish an inclusive education and training system, it will review all existing policies and legislation for general, further and higher education and training so that these will be consistent with the policy proposals put forward in this White Paper. The South African Schools Act (1996), the Higher Education Act (1997), the Further Education and Training Act (1998), the Adult Basic Education and Training Act (2000) and the accompanying White Papers already provide the basis for the establishment of an inclusive education and training system. Accordingly, the Ministry will require all advisory bodies to provide it with advice on how to implement the policy proposals contained in this White Paper. The Ministry will also review the memberships of all advisory bodies to ensure that appropriate expertise and representation enable these bodies to advise the Minister and Members of the Provincial Executive Councils responsible for Education on goals, priorities and targets for the successful establishment of the inclusive education and training system.

2.2.1.2 In revising policies, legislation and frameworks, the Ministry will give particular, but not exclusive, attention to those that relate to the school and college systems. Policies, legislation and frameworks for the school and college systems must provide the basis for overcoming the causes and effects of barriers to learning. Specifically admission policies will be revised so that learners who can be accommodated outside of special schools and specialised settings can be accommodated within designated full-service or other schools and settings. Age grade norms will be revised to accommodate those learners requiring a departure from these norms as a result of their particular learning needs. Simultaneously, the Ministry will collaborate with the Ministries of Health and Social Development to design and implement early identification, assessment and education programmes for learners with disabilities in the age group 0-9 years. Boarding facilities and transport policies and practices will be reviewed on the understanding that the neighbourhood or full-service school should be promoted as the first choice.

2.2.1.3 In respect of reform schools and schools of industry, the Ministry will collaborate with the Ministry of Social Development and the provincial departments of education to ensure that children and youth awaiting trial in these schools are provided with a supportive and effective learning and teaching environment, and that appropriate assessment practices and clear criteria and guidelines for their placement are established.

2.2.1.4 In higher education institutions access for disabled learners and other learners who experience barriers to learning and development can be achieved through properly co-ordinated learner support services, and the cost-effective provision of such support services can be made possible through regional collaboration. Institutional planning is now a critical part of national planning for higher education, and higher education institutions will be required to plan the provision of programmes for learners with disabilities and impairments through regional collaboration. This is now a requirement of the National Plan for Higher Education.

2.2.1.5 An aspect of the development of learning settings that the Ministry will give urgent attention to is the creation of barrier-free physical environments. The manner in which the physical environment, such as buildings and grounds, is developed and organised contributes to the level of independence and equality that learners with disability enjoy. The physical environment of most ordinary schools and learning settings is not barrier-free and even where this is the case, accessibility has not been planned. Accordingly, space and cost norms for buildings, including grounds, will focus on the design and construction of new buildings, as well as the renovation of existing buildings. These actions will be undertaken in collaboration with the Ministry of Public Works and provincial departments of public works.

2.2.1.6 In beginning to implement the policy proposals put forward in this White Paper, it will be essential to match the capacity of Government with the roles proposed for it. Professional development programmes will focus on the development of effective leadership in policy, administration and programme implementation, the establishment of management information systems, and the development of competencies necessary for addressing severe learning difficulties within all branches and sections of the national and provincial departments of education.

2.2.1.7 The National Norms and Standards for School Funding will apply to the new Inclusive Education and Training System and its application will be customised to ensure equity and redress.

2.2.2 **Strengthening education support services**

2.2.2.1 The Ministry believes that the key to reducing barriers to learning within all education and training lies in a strengthened education support service.

2.2.2.2 This strengthened education support service will have, at its centre, new district-based support teams that will comprise staff from provincial district, regional and head offices and from special schools. The primary function of these district support teams will be to evaluate programmes, diagnose their effectiveness and suggest modifications. Through supporting teaching, learning and management, they will build the capacity of schools, early childhood and adult basic education and training centres, colleges and higher education institutions to recognise and address severe learning difficulties and to accommodate a range of learning needs.

2.2.2.3 At the institutional level, in general, further and higher education, we will require institutions to establish institutional-level support teams. The primary function of these teams will be to put in place properly co-ordinated learner and educator support services. These services will support the learning and teaching process by identifying and addressing learner, educator and institutional needs. Where appropriate, these teams should be strengthened by expertise from the local community, district support teams and higher education institutions. District support teams will provide the full range of education support services, such as professional development in curriculum and assessment, to these institutional-level support teams.

2.2.2.4 The Ministry will also investigate how, within the principles of the post-provisioning model, designated posts can be created in all district support teams. Staff appointed to these posts can, as members of the district support team, develop and co-ordinate school-based support for all educators.

2.2.2.5 The Ministry recognises that the success of our approach to addressing barriers to learning and the provision of the full range of diverse learning needs lies with our education managers and educator cadre. Accordingly, and in collaboration with our provincial departments of education, the Ministry will, through the district support teams, provide access for educators to appropriate pre-service and in-service education and training and professional support services. The Ministry will also ensure that the norms and standards for the education and training of educators, trainers and other development practitioners include competencies in addressing barriers to learning and provide for the development of specialised competencies such as life skills, counselling and learning support.

2.2.2.6 Special schools and settings will be converted to resource centres and integrated into district support teams so that that they can provide specialised professional support in curriculum, assessment and instruction to neighbourhood schools. This new role will be performed by special schools and settings in addition to the services

that they provide to their existing learner base. In order to ensure that special schools and settings are well prepared for their new role, we will conduct an audit of their current capacities and the quality of their provision, raise the quality of their provision, upgrade them to resource centres and train their staff to assume these new roles as part of the district support team.

2.2.2.7 In revising and aligning our education support service, we will focus our efforts on establishing a co-ordinated education support service along a continuum from national through to provincial departments of education, through to schools, colleges, adult and early childhood learning centres, and higher education, which is sensitive to and accommodates diversity, with appropriate capacities, policies and support services.

2.2.3 **Expanding provision and access**

2.2.3.1 A central feature of our programme to build an inclusive education and training system is the enrolment of the approximately 280,000 disabled children and youth of compulsory school-going age that are not accommodated in our school system.

2.2.3.2 The Ministry will put in place a public education programme to inform and educate parents of these children and youth, and will collaborate with the Department of Social Development to develop a programme to support their special welfare needs, including the provision of devices such as wheel chairs and hearing aids.

2.2.3.3 To accommodate these children and youth of school-going age, we will, in collaboration with the provincial departments of education, designate and then convert, as a first step, primary schools to full-service schools, beginning in those school districts that form part of the national schools district development programme. Eventually, we expect to designate and convert to a full-service school at least one primary school within each of our school districts, taking into account the location of the special schools/resource centres. These full-service schools will be provided with the necessary physical and material resources and the staff and professional development that are essential to accommodate the full range of learning needs. In this manner, we will expand provision and access to disabled learners within neighbourhood schools alongside their non-disabled peers.

2.2.3.4 Together with the provincial departments of education, the Ministry will monitor the successes and impact of these pilot schools closely to inform the expansion of the model to other primary and high schools.

2.2.3.5 With the collaboration of the provincial departments of education and school governing bodies, full service schools will be made available to adult learners as part of public a adult learning programmes.

2.2.4 Further education and training

2.2.4.1 The Ministry will link the provision of education to learners with disabilities stemming from impaired intellectual development and who do not require intensive support to the general restructuring of the further education and training sector currently being under-taken.

2.2.4.2 It is likely that a similar model to that proposed for general education will be developed for technical colleges, namely that there will be dedicated special colleges which will mirror the full-service schools in the general education sector.

2.2.5 Higher education

2.2.5.1 The National Plan for Higher Education (Ministry of Education, February 2001) commits our higher education institutions to increasing the access of learners with special education needs. The Ministry, therefore, expects institutions to indicate in their institutional plans the strategies and steps, with the relevant time frames, they intend taking to increase enrolment of these learners.

2.2.5.2 The Ministry will also make recommendations to higher education institutions regarding minimum levels of provision for learners with special needs. However, all higher education institutions will be required to ensure that there is appropriate physical access for physically disabled learners.

2.2.5.3 It will not be possible to provide relatively expensive equipment and other resources, particularly for blind and deaf students, at all higher education institutions. Such facilities will therefore have to be organised on a regional basis.

2.2.6 Curriculum, assessment and quality assurance

2.2.6.1 Central to the accommodation of diversity in our schools, colleges, and adult and early childhood learning centres and higher education institutions, is a flexible curriculum and assessment policy that is accessible to all learners, irrespective of the nature of their learning needs. This is so since curricula create the most significant barrier to learning and exclusion for many learners, whether they are in special schools or

settings, or 'ordinary' schools and settings. These barriers to learning arise from within the various interlocking parts of the curriculum, such as the content of learning programmes, the language and medium of learning and teaching, the management and organisation of classrooms, teaching style and pace, time frames for completion of curricula, the materials and equipment that are available, and assessment methods and techniques. Barriers to learning and exclusion of this kind also arise from the physical and psycho-social environment within which learning occurs.

2.2.6.2 Accordingly, new curriculum and assessment initiatives will be required to focus on the inclusion of the full range of diverse learning needs. A key responsibility of the district support teams will be to provide curriculum, assessment and instructional support to public adult learning centres, schools and further education institutions in the form of illustrative learning programmes, learning support materials and assessment instruments.

2.2.6.3 As described earlier, the prevailing situation in special schools and settings and in remedial classes and programmes is inappropriate, and in general fails to provide a cost-effective and comprehensive learning experience for participating learners. In taking the first steps in building an inclusive education and training system, we will review, improve and expand participation in special schools/resource centres and full-service institutions. The Ministry believes that these programmes should provide a comprehensive education, and should provide life skills and programme-to-work link-ages. As described earlier, these programmes will also be required to provide their services to neighbourhood schools. Attention will also be given to those programmes and settings that accommodate learners requiring secure care, specialised programmes and/or high levels of support to ensure that these are provided in an appropriate and cost-effective manner, and that they provide for the psycho-social needs of these learners.

2.2.6.4 Institutional development will therefore focus on assisting educational institutions to recognise and address the diverse range of learning needs among learners. While we provide a framework for educational practices that are consistent with the establishment of an inclusive education and training system in this White Paper, we will focus on and prioritise special schools/resource centres and full-service schools and colleges that provide education services to learners most profoundly affected by learning barriers and exclusion.

2.2.6.5 The Ministry fully appreciates the importance of assessment and interventions during the early phases of life. It is during the pre-schooling years that hearing and vision-testing programmes should reveal early organic impairments that are barriers to learning.

Community-based clinics are in the best position to conduct an initial assessment and plan a suitable course of action in conjunction with parents and personnel from various social services such as education. In order to ensure the continuity of such services throughout learning, the Ministry recognises that it is essential that links be established between community-based clinics and other service providers and the education and training system. Once learners have entered the formal education system, school-based support teams should be involved centrally in identifying 'at risk' learners and addressing barriers to learning. To achieve this important objective, the Ministry shall work closely with the Ministries of Social Development and Health, and the provincial departments of education. With respect to the school system, early identification of barriers to learning will focus on learners in the Foundation Phase (Grades R-3) who may require support, for example through the tailoring of the curriculum, assessment and instruction.

2.2.6.6 Together with the Department of Public Works, we will make a special effort to develop sites of learning that provide physical access to most learners - in terms of buildings and grounds, beginning with designated full-service institutions.

2.2.6.7 Materials and equipment, in particular devices such as hearing aids and wheelchairs, will be made progressively accessible and available to those learners who cannot gain access to learning because of a lack of appropriate resources. In this respect, our primary focus shall be on the designated full-service institutions.

2.2.6.8 Assessment processes will address barriers to learning and current policies and practices will be reviewed and revised to ensure that the needs of all learners are acknowledged and addressed.

2.2.6.9 Existing quality assurance mechanisms at all levels of education and training, and at all sites of learning, will facilitate the development of quality education for all learners, including those who are disabled.

2.2.7 **Information, advocacy and mobilisation**

2.2.7.1 Public awareness and acceptance of inclusion will be essential for the establishment of an inclusive society and the inclusive education and training system put forward in this White Paper. Uncovering negative stereotypes, advocating unconditional acceptance and winning support for the policies put forward in this White Paper will be essential to the establishment of the inclusive education and training system.

2.2.7.2 Accordingly, the Ministry will launch an information and advocacy campaign to communicate the policy proposals contained in this White Paper, including the rights, responsibilities and obligations attached to these. The Ministry will also continue its discussions with national actors and role-players to win their support for the policy of inclusion and to review rights, responsibilities and obligations attached to these. One of the central thrusts of the advocacy campaign will be to target parents, since they are regarded as an important form of support.

2.2.7.3 Special attention will be given to the mobilisation of community support for the designation of full-service institutions and the conversion of special schools to resource centres.

2.2.7.4 As part of its information, advocacy and mobilisation campaign, and subject to the expansion of provision and access described in this White Paper, the Ministry will target the recruitment of those learners of compulsory school-going age who are not yet accommodated in our schools. Similarly, the Ministry will target the recruitment of learners to the designated public adult learning centres, and further and higher education institutions as these are established.

2.2.8   **HIV/AIDS and other infectious diseases**

2.2.8.1 The Ministry will, on an ongoing basis, analyse the effects of HIV/AIDS and other infectious diseases on the education system, and develop and implement appropriate and timely programmes.

2.2.8.2 These programmes will include special measures, such as strengthening our information systems, establishing a system to identify orphans, co-ordinate support and care programmes for such learners, put in place referral procedures for educators, and develop teaching guidelines on how to support orphans and other children in distress.

2.2.8.3 In this regard, the Ministry will work closely with provincial departments of education and the Departments of Social Development, Health and the Public Service Administration.

2.3 Funding Strategy

2.3.1   The funding strategy outlined in this White Paper needs to be adequately resourced to ensure successful implementation.

2.3.2   In Chapter 3 we describe the proposed funding strategy for the policies advocated in this White Paper.

Chapter 3

3.1 Introduction

3.1.1   The system of educational provision for learners with special needs inherited from the apartheid era is clearly both inefficient and inequitable. Its inefficiency is reflected, firstly, in the maldistribution of learners, with three provinces (Gauteng, Western Cape and KwaZulu-Natal) having 236 of the 380 special schools (62%) and 65% of learners. Given the centralisation during apartheid, learners from all over the country were required to attend schools in these provinces depending on the nature of their needs. However, it is evident that educational provision in the other provinces has also not been cost-effective. For instance, in the North West province 42 schools cater for just over 4, 000 learners, a learner:school ratio of 104, while in Gauteng the learner:school ratio is approximately 265.

3.1.2   Secondly, individual learner costs of provision by province vary widely from R11,000 a year in Gauteng to R23,000 in the Free State and R28,600 in the Western Cape. These discrepancies are due largely to the racial organisation of special schools, with schools for whites most highly resourced. Additionally, these variances probably also reflect other inefficiencies in provision.

3.1.3   The system has been historically iniquitous because the focus of provision has been on the white population and remains inadequate for the black population, particularly for Africans in rural areas and small towns. As stated earlier, the segregation of learners on the basis of race was extended to incorporate segregation on the basis of disability. The challenge therefore is to transform the current system to make it more efficient, more equitable and more just.

3.1.4   The policy proposals described in the White Paper are aimed at developing an inclusive education and training system that will ensure that educational provision for learners with special needs is largely integrated over time into what are currently considered to be 'ordinary schools'.

3.2 Critical Success Factors

3.2.1   The development of the inclusive education and training system, and in particular, the development of appropriate funding strategies, must take account of various factors that will impact on the nature of, and the extent to which such a system can be developed. Foremost amongst these factors are human resource, fiscal and institutional capacities.

3.2.2   The high, although improving learner:educator ratios are putting a considerable burden on all professionals in the education system, both in teaching and management. Expanding access and provision to disabled children and youth of school-going age that are currently out of school implies a steep increase in demands placed on these professionals. Given current financial capacity (see below), as well as the inability of the education system to produce adequate numbers of such individuals in the short term, progress towards the inclusive education and training system will be dependent heavily on more effective usage of current skills in the 'special needs' sector. This is a fundamental proposition of the White Paper.

3.2.3   In the context of the current low growth rate of the South African economy and the relatively large slice of the budget that is allocated to education in nominal terms, it is unlikely that significantly more public resources in real terms will be allocated to the sector in the next few years.

3.2.4   The policies outlined in this White Paper will lead to the more cost-effective usage of resources in the long term when the proposed model is fully operational. However, in the short-term it is clear that additional funding will be required for 'special needs' education - such funding will have to be sought from a range of sources, in particular the provincial education budgets and donor funding, both local and international.

3.2.5   Since provincial governments will have responsibility for the implementation of most of the policies outlined in this White Paper, it will be important to note that provincial governments have only now recovered from considerable over-expenditure in 1997/98 in the social services sector. While over-expenditure during this period in education, in particular on personnel costs and a net increase in pupil enrolment, dramatically reduced expenditure on critical programmes such as special education, early childhood development and adult basic education and training, better financial planning and management have now produced credible budgets and expenditure patterns. The confident but progressive establishment of an inclusive education and training system as outlined in this White Paper must therefore also be understood against this background.

3.2.6   The White Paper recognises the continued existence of these fiscal realities and capacities and thus proposes a realistic time frame of 20 years for the attainment of the inclusive education and training system.

3.2.7   However, it is important that the limited financial resources available for the education and training of individuals with barriers to learning are targeted to those with the greatest need. Thus, some degree of targeting on the basis of poverty/income/socio-economic status will be required.

3.2.8   A third set of factors critical to the success of the proposed system relates to the development of appropriate institutional structures for delivery. The current system of provision is both cost-ineffective and excludes individuals with barriers to learning from the mainstream of educational provision. The White Paper proposes a mix of institutional structures of district support systems incorporating special schools as resource centres and full-service schools to meet the challenges of provision within an inclusive system. The costs of implementing such a system of institutional structures, especially in the transitional phase, will need to be investigated.

3.3 Current Expenditure Patterns

3.3.1   In the fiscal year 2000/01 just under three percent (2.82%) of the total education budget, or approximately R1.25 billion, was allocated to special schools. This figure was slightly down from 1999/2000 (2.85%) and is projected to remain constant for the next two years of the MTEF cycle.

3.3.2   In 2000/01, provincial expenditure on special schools was projected to vary from a low of 1.49% in North West to a high of 6.98% in the Western Cape.

3.4 Expanding Access and Provision

3.4.1   It is estimated that during the apartheid area, only about 20 percent of learners with disabilities were accommodated in special schools. As stated earlier, approximately 280,000 learners are unaccounted for in the system. It is likely that some of them are in mainstream schooling where their needs are not being catered for. However, the majority of them are probably not in the schooling system at all. The mobilisation of these out-of-school children and youth represents one of the big challenges in the development of the inclusive education and training system.

3.4.2   Expanding access and provision on this scale implies a need for considerable resources, particularly staffing. At the current average staffing ratios in special schools of around 1:10 (ranging from 1:6 to 1:16), expanding the system on the conventional model will be impossible. However, it is expected that in an inclusive education and training system, as the majority of individuals with barriers to learning are integrated into 'full-service' schools so as to achieve a 'natural' geographical distribution of such learners as opposed to the current distorted pattern resulting from apartheid, a more efficient system will result with respect to the usage of both limited financial resources and specialist staff. When schools are fully inclusive, a situation should ensue that on average, a school's population will comprise no more than a small percentage of individuals with special education needs. Given these small absolute numbers of learners in a school, it makes sense for specialist educators not to be based at each school, but as the White Paper outlines, at the district level to be drawn upon by each school as required.

3.5 Costs Attached to Expanding Access and Provision

3.5.1   A large proportion of the additional costs in the short to medium term relates to:

- Providing for the approximately 280,000 children and youth not in the education system; and
- converting primary schools (and later, secondary schools and colleges) to full-service schools, eventually at least one such school in each school district in the country.

3.5.2   Both of the above have funding implications relating to the provision of necessary physical and material resources, as well as staff and requisite professional development. In addition, in respect of the recruitment of out-of-school learners, sustained information, advocacy and mobilisation will need to be undertaken.

3.6 Funding Strategy

3.6.1   As stated earlier, the inclusive education and training system will include a range of different institutions, including special schools/resource centres and designated full-service and other schools, public adult learning centres and further and higher education and training institutions. The vision and goals articulated in this White Paper reflect a 20-year developmental perspective.

3.6.2   For the short to medium term, that is the first five years, a three-pronged approach to funding is proposed, with new conditional grants from the national government, funding from the line budgets of provincial education departments and donor funds constituting the chief sources of funding.

3.6.3   A funding approach that separates personnel and non-personnel resources will be adopted. The generation and distribution of personnel resources will be determined through the post-provisioning process, while the School Funding Norms will govern the generation and distribution of non-personnel resources.

3.7 Conditional Grants

3.7.1   New conditional grant funding from the national Government is proposed for non-personnel funding for the first five years. In particular, such funding will be used for two purposes. Firstly, it will be used in both special and full-service schools to provide the necessary facilities and other material resources needed to increase access for those currently excluded. Secondly, it will be used to provide some of the non-educational resources that will be required to ensure access to the curriculum, such as medication, devices such as wheelchairs, crutches, hearing aids, guide dogs, interpreters and voice-activated computers, and social workers.

3.7.2   Further investigation will be undertaken by the Ministry regarding the magnitude of these expenditures and how they can be phased in over the next five-year period.

3.8 Budgets of the Provincial Education Departments

3.8.1   The budgets of provincial education departments will need to be reviewed and reformulated to meet some of the needs of the proposed inclusive education and training system.

3.8.2   The audit of programmes offered by existing special schools will help inform the development of a spectrum of programme costs varying from cheapest to most expensive.

3.8.3   In respect of staffing, the objective of the post-provisioning strategy is to allocate posts in accordance with the actual educational support needs of the learners concerned and not, as is the case currently, on the basis of category of disability. The revised resourcing model will create a dedicated pool of posts for the educational support system.

3.8.4   The achievement of this objective necessitates a revision of the current post-establishment model. Such a revision will focus on the development of an appropriate post-distribution mechanism, guidelines for post utilisation and structural and organisational arrangements to ensure flexibility in the deployment of posts. Particular attention will be given to optimising the expertise of specialist support personnel, such as therapists, psychologists, remedial educators and health professionals.

3.8.5   Teaching posts will be allocated to all schools in terms of the existing post-distribution model. In filling these posts, school management is obliged to ensure that the learners who 'generated' the posts are adequately catered for through appropriate and effective educational programmes.

3.8.6   A pool of posts for the district support teams and special schools/resource centres to provide support to schools will be created in terms of a formula related to the differing levels of programme costs. These posts will be top-sliced from the total pool of posts in a province before the post-distribution model is applied to schools.

3.8.7   These posts, together with those traditionally allocated to provincial education support services, will thus form a pool of specialists with appropriate expertise and experience. Posts will therefore be utilised for the deployment of resource persons that can provide direct interventionist programmes to learners in a range of settings, and/or serve as 'consultant-mentors' to school management teams, classroom educators and school governing bodies.

3.8.8   It should be emphasised that no real increase in the fiscal envelope is envisaged in this staffing strategy in the short to medium term. What is being proposed here is a much more cost-effective use of specialist educators than is currently the practice.

3.9 Donor Funding

3.9.1   Donor funding will be mobilised for short-term activities. Two such activities are described in the White Paper:

- The audit of existing state special schools, as well as independent special schools; and
- the national information, advocacy and mobilisation campaign to expand access to those previously excluded.

3.10 Further Education and Training and Higher Education

3.10.1   With regard to further education and training, the Ministry will undertake a study to determine the costs attached to the establishment of full-service further education and training colleges that mirror the general education sector. As stated earlier, the Ministry will link the learning of individuals with disabilities stemming from impaired intellectual development and who do not require intensive support to the general restructuring of the further education and training sector currently being undertaken by the Department. The funding arrangements for these full-service colleges will, therefore, constitute a sub-set of the broader funding strategy for the further education and training sector.

3.10.2   The National Plan for Higher Education requires higher education institutions to increase the participation of learners with special education needs. The Ministry, therefore, expects institutions to indicate in their institutional plans the strategies and steps, with related time frames, they intend taking to increase enrolment of these learners. The Ministry will also make recommendations to higher education institutions regarding minimum levels of provision for learners with special needs. However, all higher education institutions will be required to ensure that there is appropriate physical access for physically disabled learners. It will not be possible to provide relatively expensive equipment and other resources, particularly for blind and deaf students, at all higher education institutions. Such facilities will therefore have to be organised on a regional basis.

3.11 The Time Frame

3.11.1   As stated earlier, a realistic time frame of 20 years is proposed for the implementation of the inclusive education and training system. This implementation plan can be broken down as follows:

- **Immediate to short-term steps (2001-2003). The necessary steps will include:**
  a) Implementing a national advocacy and education programme on inclusive education.
  b) Planning and implementing a targeted outreach programme, beginning in Government's rural and urban development nodes, to mobilise disabled out-of-school children and youth.
  c) Completing the audit of special schools and implementing a programme to improve efficiency and quality.
  d) Designating, planning and implementing the conversion of 30 special schools to special schools/resource centres in 30 designated school districts.

e) Designating, planning and implementing the conversion of thirty primary schools to full service schools in the same thirty districts as (d) above.

f) Designating, planning and implementing the district support teams in the same 30 districts as (d) above.

g) Within all other public education institutions, on a progressive basis, the general orientation and introduction of management, governing bodies and professional staff to the inclusion model.

h) Within primary schooling, on a progressive basis, the establishment of systems and procedures for the early identification and addressing of barriers to learning in the Foundation Phase (Grades R-3).

- **Medium-term steps (2004-2008). The major steps will include:**

    i) Transforming further education and training and higher education institutions to recognise and address the diverse range of learning needs of learners, especially disabled learners.

    j) Expanding the targeted community outreach programme in (b) from the base of Government's rural and urban development nodes to mobilise disabled out-of-school children and youth in line with available resources.

    k) Expanding the number of special schools/resource centres, full-service schools and district support teams in (d), (e) and (f) in line with lessons learnt and available resources.

- **Long-term steps (2009-2021):**

    l) Expanding provision to reach the target of 380 special schools/resource centres, 500 full-service schools and colleges and district support teams and the 280,000 out-of-school children and youth.

3.12 Summary

3.12.1 The funding strategy that is proposed in this White Paper is a realistic one that takes into account the country's fiscal realities. The important features of this strategy are its emphasis on cost-effectiveness and exploiting the economies of scale that result from expanding access and provision within an inclusive education and training system.

3.12.2 For the short to medium term, that is the first eight years, a three-pronged approach to funding is proposed, with new conditional grants from the Government, funding from the line budgets of provincial education departments and donor funds constituting the chief sources of funding.

3.12.3 Further investigations will be undertaken by the Ministry regarding the magnitude of these expenditures and how they can be phased in over the five-year period.

3.12.4 In order to develop a feasible implementation plan for the envisaged 20-year period, a number of research tasks will need to be undertaken. Such research will inform the development of the implementation plan, particularly in respect of the financial, human resource and institutional constraints identified earlier. Research will include the following:

- Costing of an ideal district support team.
- Costing the conversion of special schools to special schools/resource centres.
- Costing of an ideal full-service school.
- Costing of a 'full service' technical college.
- Determining the minimum levels of provision for learners with special needs for all higher education institutions.
- Devising a personnel plan.
- Costing non-personnel expenditure requirements.

ESTABLISHING THE INCLUSIVE EDUCATION AND TRAINING SYSTEM

4.1 Our Long-term Goal

4.1.1   Our long-term goal is the development of an inclusive education and training system that will uncover and address barriers to learning, and recognise and accommodate the diverse range of learning needs.

4.1.2   This long-term goal is part of our programme to build an open, lifelong and high-quality education and training system for the 21st century.

4.1.3   The inclusive education and training system will include a range of different institutions, including special schools/resource centres and designated full-service and other schools, public adult learning centres and further and higher education and traing institutions.

4.1.4   The vision and goals outlined in this White Paper reflect a 20-year developmental perspective.

4.2 Our Short-term to Medium-term Goals

4.2.1   Our short-term to medium-term goals will focus immediately on addressing the weaknesses and deficiencies of our current system and on expanding access and pro-vision to those of compulsory school-going age who are not accommodated within the education and training system. In this manner, we will begin to lay the foundations for the kind of education and training system we wish to build over the next 20 years.

4.2.2   Below, we outline the strategic changes that will be introduced over the next eight years in more detail. These focus on the revision of all policies, legislation and structures that are necessary to facilitate the transformation process. This period will also include a public awareness and advocacy campaign, the development of appropriate and necessary capacities and competencies at all levels of the system and the rationalisation and efficient combination of limited resources. It will also include the development of those mechanisms within the system that are central to increasing access, accommodating diversity and addressing barriers to learning. This period will also see the development of the district and learning institutional-based support system and the establishment of evaluation and monitoring measures.

4.3 Strategic Areas of Change

4.3.1   Building capacity in all education departments

4.3.1.1 The Department of Education and the nine provincial departments of education will play a critical role, particularly over the next eight years, in laying the foundations of the inclusive education and training system. This will require the establishment of an effective management, policy, planning and monitoring capacity in the Department of Education, under senior departmental leadership, to guide and support the development of the inclusive education and training system.

4.3.1.2 Since the provincial departments of education will play a key role in building institutional capacity and in managing the introduction of the inclusive education and training system, the Department of Education will assist provincial education departments in developing effective management systems and capacity in respect of strategic planning, management information systems, financial management and curriculum development and assessment.

4.3.1.3 As provided for in the Constitution, the Minister of Education will, on the principles of co-operative governance, determine national policy, norms and standards for establishing the inclusive education and training system, and will, together with the nine Members of the Provincial Executive Councils responsible for education, oversee the laying of the foundations of the inclusive education and training system.

4.3.2   Strengthening the capacities of all advisory bodies

4.3.2.1 All advisory bodies will play a critical role in providing advice to the Minister of Education on the goals, priorities and targets for the establishment of the inclusive education and training system.

4.3.2.2 Accordingly, the Ministry will review, and where appropriate, strengthen the memberships of these advisory bodies so that they can provide appropriate and timely advice on these matters.

4.3.2.3 The memberships of provincial advisory bodies will similarly be reviewed and where appropriate, strengthened.

4.3.3 Establishing district support teams

4.3.3.1 In collaboration with the provincial departments of education, we will strengthen the education support service that will have at its centre the new district-based support teams. These teams will comprise staff from provincial district, regional and head offices and from special schools. Their primary function will be to evaluate and, through supporting teaching, build the capacity of schools, early childhood and adult basic education and training centres, colleges and further and higher education institutions to recognise and address severe learning difficulties and to accommodate a range of learning needs.

4.3.3.2 District support teams will, firstly, be established in the 30 districts that form part of the District Development Programme and, on the basis of lessons learnt, expanding these to the remaining school districts may be considered.

4.3.4 Auditing and improving the quality of and converting special schools to resource centres

4.3.4.1 In collaboration with the provincial departments of education, we will complete a quantitative and qualitative audit of education provision of all 380 public special schools and independent special schools with a view to improving the quality of their services.

4.3.4.2 Also, based on the outcomes of these audits, special schools will be converted to resource centres that will have two primary responsibilities. Firstly, the new resource centres will provide an improved educational service to their targeted learner populations. Secondly, they will be integrated into district support teams so that they can provide specialised professional support in curriculum, assessment and instruction to designated full-service and other neighbourhood schools.

4.3.4.3 The conversion of special schools to resource centres will necessitate their upgrading and the training of their staff for their new roles as part of district support teams.

4.3.4.4 Conditions of service and the post-provisioning model for educators will be reviewed to accommodate the approaches put forward in this White Paper - district support teams, special schools/resource centres and full-service educational institutions - while retaining the services of specialist personnel as far as is possible.

4.3.5 Identifying, designating and establishing full-service schools, public adult learning centres, and further and higher education institutions

4.3.5.1 In collaboration with the provincial departments of education, and beginning in the 30 districts that form part of the District Development Programme, we will identify and designate primary schools for conversion to full-service schools so that we can expand provision and access to disabled learners within neighbourhood schools. Based on lessons learnt, at least one primary school per district will be designated as a full-service school. Full-service schools will be provided with the necessary physical, material and human resources and professional development of staff so that they can accommodate the diverse range of learning needs.

4.3.5.2 In the further education and training sector, the Ministry will link the provision of education to learners with disabilities stemming from impaired intellectual development and who do not require intensive support, to the general restructuring of the further education and training sector currently being undertaken by the Ministry. It is likely that a similar model to that proposed for general education will be developed for colleges, namely that there will be dedicated special colleges that will mirror the full-service schools in the general education sector.

4.3.5.3 In the higher education sector, and as part of the National Plan for Higher Education, the Ministry will require all higher education institutions to indicate in their institutional plans the strategies and steps, with related time frames, they intend taking to increase enrolment of learners with special education needs. The Ministry will undertake investigations and make recommendations to higher education institutions regarding minimum levels of provision for learners with special needs. However, all higher education institutions will be required to ensure that there is appropriate physical access for all physically disabled learners. At the level of education provision, it will be fiscally possible to provide relatively expensive equipment, particularly for blind and deaf students, at only some of the higher education institutions. Such facilities will have to be rationalised on a regional basis.

4.3.6 Establishing institutional-level support teams

4.3.6.1 At the institutional level, we will assist general and further education and training institutions in establishing institutional-level support teams. The primary function of these teams will be to put in place properly co-ordinated learner and educator support services that will support the learning and teaching process by identifying and addressing learner, educator and institutional needs. Where appropriate, institutions should strengthen these teams

with expertise from the local community, district support teams and higher education institutions. District support teams will provide the full range of education support services, such as professional development in curriculum and assessment, to these institutional-level support teams.

4.3.7 Assisting in establishing mechanisms at community level for the early identification of severe learning difficulties

4.3.7.1 In collaboration with the provincial departments of education and the Ministries of Health and Welfare, the Ministry will investigate how learners that experience severe barriers to learning during the pre-school years can be identified and supported. Mechanisms and measures to be investigated will include the role of community-based clinics and early admission of such learners to special schools/resource centres and full-service and other schools.

4.3.7.2 In collaboration with the provincial departments of education, the Ministry will investigate measures to raise capacity in primary schools for the early identification and support of learners who experience barriers to learning and require learning support.

4.3.8 Developing the professional capacity of all educators in curriculum development and assessment

4.3.8.1 We will require that all curriculum development, assessment and instructional development programmes make special efforts to address the learning and teaching requirements of the diverse range of learning needs and that they address barriers to learning that arise from language and the medium of learning and instruction; teaching style and pace; time frames for the completion of curricula; learning support materials and equipment; and assessment methods and techniques.

4.3.8.2 District support teams and institutional-level support teams will be required to provide curriculum, assessment and instructional support in the form of illustrative learning programmes, learner support materials and equipment, assessment instruments and professional support for educators at special schools/resource centres and full-service and other educational institutions.

4.3.8.3 The norms and standards for teacher education will be revised where appropriate to include the development of competencies to recognise and address barriers to learning and to accommodate the diverse range of learning needs.

4.3.8.4 The 80 hours annual in-service education and training requirement of the Government in respect of educators, will be structured in such a manner that they include the requirement to complete courses relating to policies and programmes put forward in this White Paper.

4.3.9 Promoting quality assurance and quality improvement

4.3.9.1 The Ministry will require that all quality assurance bodies created for the education sector develop their programmes of quality assurance, taking into account the current and future access to and provision of educational services for learners with disabilities, including how special schools/resource centres, full-service and other educational institutions can uncover and address barriers to learning.

4.3.10 Mobilising public support

4.3.10.1 In collaboration with the provincial departments of education, the Ministry will launch an information and advocacy campaign to communicate the policy proposals contained in this White Paper, including the rights, responsibilities and obligations attached to these.

4.3.10.2 The Ministry will also continue its discussions with all national community-based organisations, NGOs, organisations of the disabled, health professionals and other members of the public who will play a central role in supporting the building of the inclusive education and training system.

4.3.10.3 At the institutional education level, partnerships will be established with parents so that they can, armed with information, counselling and skills, participate more effectively in the planning and implementation of inclusion activities, and so that they can play a more active role in the learning and teaching of their own children, despite limitations due to disabilities or chronic illnesses.

4.3.11 HIV/AIDS and other infectious diseases

4.3.11.1 The Ministry will, on an ongoing basis, analyse the effects of HIV/AIDS and other infectious diseases on the education and training system.

4.3.11.2 The Ministry will develop and implement appropriate and timely programmes, including strengthening our information systems, establishing a system to identify orphans, co-ordinate support and care programmes for such learners, put in place referral procedures for educators, and develop teaching guidelines on how to support orphans and other children in distress.

4.3.11.3 In this regard, the Ministry will work closely with provincial departments of education and the Departments of Social Development, Health and the Public Service Administration.

4.4.12   Developing an appropriate funding strategy

4.4.12.1 The funding strategy that is proposed in this White Paper is a realistic one that takes into account the country's fiscal capacity. The important features of this strategy are its emphasis on cost-effectiveness and exploiting the economies of scale that result from expanding access and provision within an inclusive education and training system.

4.4.12.2 For the short to medium term (that is, the first eight years) a three-pronged approach to funding is proposed, with new conditional grants from the national government, funding from the line budgets of provincial education departments and donor funds constituting the chief sources of funding.

4.4.12.3 Further investigation will be undertaken by the Ministry regarding the magnitude of these expenditures and how they can be phased in over the eight-year period.

RESPONSE TO SUBMISSIONS RECEIVED IN RESPONSE TO CONSULTATION PAPER NO 1: SPECIAL NEEDS EDUCATION - BUILDING AN INCLUSIVE EDUCATION AND TRAINING SYSTEM

1. In response to this Consultative Paper, 59 written submissions by individuals, organisations, institutions and many national and provincial departments were received. Disappointingly, only one of these submissions advised on higher education, and none on the education sub-systems of early childhood, adult basic and further education and training.

2. Since many of the submissions argued passionately in favour of or against the key principles and policy framework put forward in the Consultative Paper, the Ministry chose to provide these, as well as responses in summary form below.

Premature implementation of policy recommendations

3. Public comment drew attention to the premature and disorderly implementation of the joint policy recommendations of the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services in some provinces despite the absence of national policy, and highlighted the indiscriminate closure and threat of closure of special schools. The Ministry acknowledges that these actions have created uncertainty about the future of these institutions and have worsened the already rapidly declining quality of provision described in the Consultative Paper. The Ministry has already taken steps to reverse this situation.

Terminology

4. Many submissions put forward the view that the Consultative Paper represented a retreat from the joint report of the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services and that it was beset with contradictions. In this respect, the submissions argued that the Consultative Paper embraced the groundbreaking approach of the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services that learning difficulties do not only reside in learners but also reside within the learning system. Typically of this approach, physical plants, curricula, assessment, learning materials and instruction are outdated and provide

inadequate access for most learners, and as many as 70% of learners face such daily 'barriers', resulting in many being pushed out or dropping out of the learning system (Department of Education. Quality Education for All: Overcoming Barriers to Learning and Development. Joint report of the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services. February 1998).

5.   Despite embracing this groundbreaking approach, these submissions suggested that the Consultative Paper opts to use outdated terminology such as 'learners with special education needs' and 'learners with mild to severe learning difficulties', which are signifiers of the 'deficit' or 'medical' model in which barriers to learning are assumed to reside primarily within the learner. Also, the strategy of targeting 'learners with mild to severe learning difficulties' put forward in the Consultative Paper was argued to be outdated since most learners within mainstream education experience 'barriers to learning'. Instead of targeting a minority of learners, the focus should be moved to the entire learning system and the 'barriers' that exist there. In this manner, these submissions maintained, the Consultative Paper moves away from the recognition that 'barriers' to learning reside primarily in the learning system where they should be removed. We respond fully to this criticism below.

6.   Public comment also indicated preference for the groundbreaking terminology put forward by the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services, arguing that this terminology - 'barriers to learning and development' for signifying that barriers exist primarily within the learning system - was already widely in use by many specialists and practitioners, a reflection of the wide consultation held and consensus developed by the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services.

7.   The Consultative Paper proposed an implementation strategy that prioritises the upgrading and conversion of all 378 special schools and specialised settings and their inclusion within new district-based support teams, increasing access to learners outside of the education and training system and the optimal use of limited resources. For these to be accomplished, the Consultative Paper put forward proposals for the revision of all education and training policies and legislation, including curriculum, assessment, quality assurance and funding, the strengthening of the special education needs capacities of all advisory bodies, the creation of barrier-free learning environments, the provision of appropriate professional development to education managers, educators and support personnel and the mobilisation of parents and communities behind inclusion. Most of the public comment focused on the ranking of these priorities and actions.

8.   Many submissions supported the idea of giving priority to special schools and specialised settings for qualitative improvement as a first step towards their expanded roles within an inclusive system. These submissions pointed to the premature implementation of the inclusive model resulting from the premature implementation of the policy recommendations of the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services. In this respect, they drew attention to the closure of some special schools and threats to the closure of others, the scaling down of funding to these schools and settings by some provincial departments of education, all of which have created uncertainty about their future, thus exacerbating the declining quality of provision. They suggested that immediate main-streaming would result in learners in these special schools and settings receiving an even worse education, given the challenges facing mainstream schools such as high learner:classroom and high learner:educator ratios. The submissions suggested that the competencies required to support these learners in mainstream education would represent another barrier to learning for these learners.

9.   Many submissions put forward the view that strengthening specials schools and specialised settings would be a retrogressive approach and that these schools and settings should either be incorporated immediately as resource centres into district-based support teams or be abolished and learners admitted to neighbourhood schools. The submissions suggested that many disabled children are outside of any learning institution; others suggested that most learners who experience barriers to learning and exclusion are within mainstream schooling and receive little or no education support. Accordingly, they suggested that the focus on special schools and specialised settings is misplaced. Instead, policy should target the approximately 400,000 disabled children who receive no education and training and the approximately 70% of learners in main-stream education who receive little or no education support services, yet experience barriers to learning and exclusion. These submissions suggested that learners attending special schools and specialised settings should be accommodated within local neighbourhood schools, thus ending the isolation and stigmatisation of disabled learners. Moreover, the high-cost, high-intensive resources allocated to special schools and specialised settings should be used more efficiently within an inclusive, single, main-stream education and training system. It is suggested that the high costs of hostels and transport associated with special schools and settings would be eliminated in this manner.

10.	Several submissions requested clarification about what is meant by 'an inclusive education and training system'. From one such submission came the following advice that is embraced. Inclusive education and training:

- Are about acknowledging that all children and youth can learn and that all children and youth need support.
- Are about enabling education structures, systems and learning methodologies to meet the needs of all learners.
- Acknowledge and respect differences in learners, whether due to age, gender, ethnicity, language, class, disability, HIV status, etc.
- Are broader than formal schooling and acknowledge that learning also occurs in the home and community, and within formal and informal manners.
- Are about changing attitudes, behaviour, methodologies, curricula and environments to meet the needs of all learners.
- Are about maximising the participation of all learners in the culture and the curriculum of educational institutions and uncovering and minimising barriers to learning.

Other comments

11. The following are further important suggestions or proposals:

- 'Full-service' schools should be designated in each district for the implementation of the inclusion model, especially since it is unimaginable how all 29,000 public schools could all provide the full range of physical and material resources required - e.g. Braille writers, voice synthesisers, hearing aids and adapted information and communications technologies - and the staff to accommodate the full range of diverse learning needs.
- Learners who require education support through, for example, the tailoring of curriculum, instruction and assessment should be identified early, and for this purpose the Foundation Phase (Grades R-3) should be prioritised.
- Since learners are more independent after the Foundation Phase, implementation of the inclusion model or mainstreaming of learners should begin after Grade 3.
- Special schools and settings should be converted to resource centres that provide specialised professional support in curriculum, assessment and instruction to neighbourhood schools in addition to serving their own expanding learner bases.
- For the inclusive model to work, designated posts should be created in all schools for the development and co-ordination of school-based support for all educators.

- Instead of rhetorically stating that the new outcomes-based curriculum accommodates all learners within a single learning programme, district-based support teams should provide curriculum, assessment and instruction support in the form of illustrative learning programmes, learning support materials and assessment instruments to special schools and specialised settings.
- The needs of parents of disabled learners or learners at risk should be taken into account and they should be provided with information, counselling and skills to support their children.

12. All these submissions have enriched and contributed valuably to this White Paper.

13. It is worth noting that the policy framework put forward in this White Paper addresses the full range of diverse learning needs within all bands of the education and training system. The policy framework is therefore neither limited to the traditional special education domain nor to general school education. The Ministry believes that, for the agenda outlined in this White Paper to be pursued successfully, we must recognise that learning difficulties are located and experienced within all bands of education and training - general, further and higher education and training - and across the curriculum and instruction.

14. In addressing these matters, we restate what we recorded in the Consultative Paper, namely that, in addressing these matters, the White Paper builds upon those processes that are aimed at facilitating transformation at the critical points of the system. The White Paper is released at a time when policy development is completed or at an advanced stage for all bands of education and training. The intention is therefore not to replace these policies with a new set such as those included here. Rather, it is to revise these, since these policy development processes have not all fully benefited from the review and advisory process on education for learners with special education needs. Accordingly, this White Paper extends rather than replaces critical projects such as Curriculum 2005, the Ministry's five-year Tirisano plan, the development of new quality assurance policies, methods and instruments, the norms and standards for teacher education, the higher and further education planning processes and the development of effective education management and governance capacity across the system.
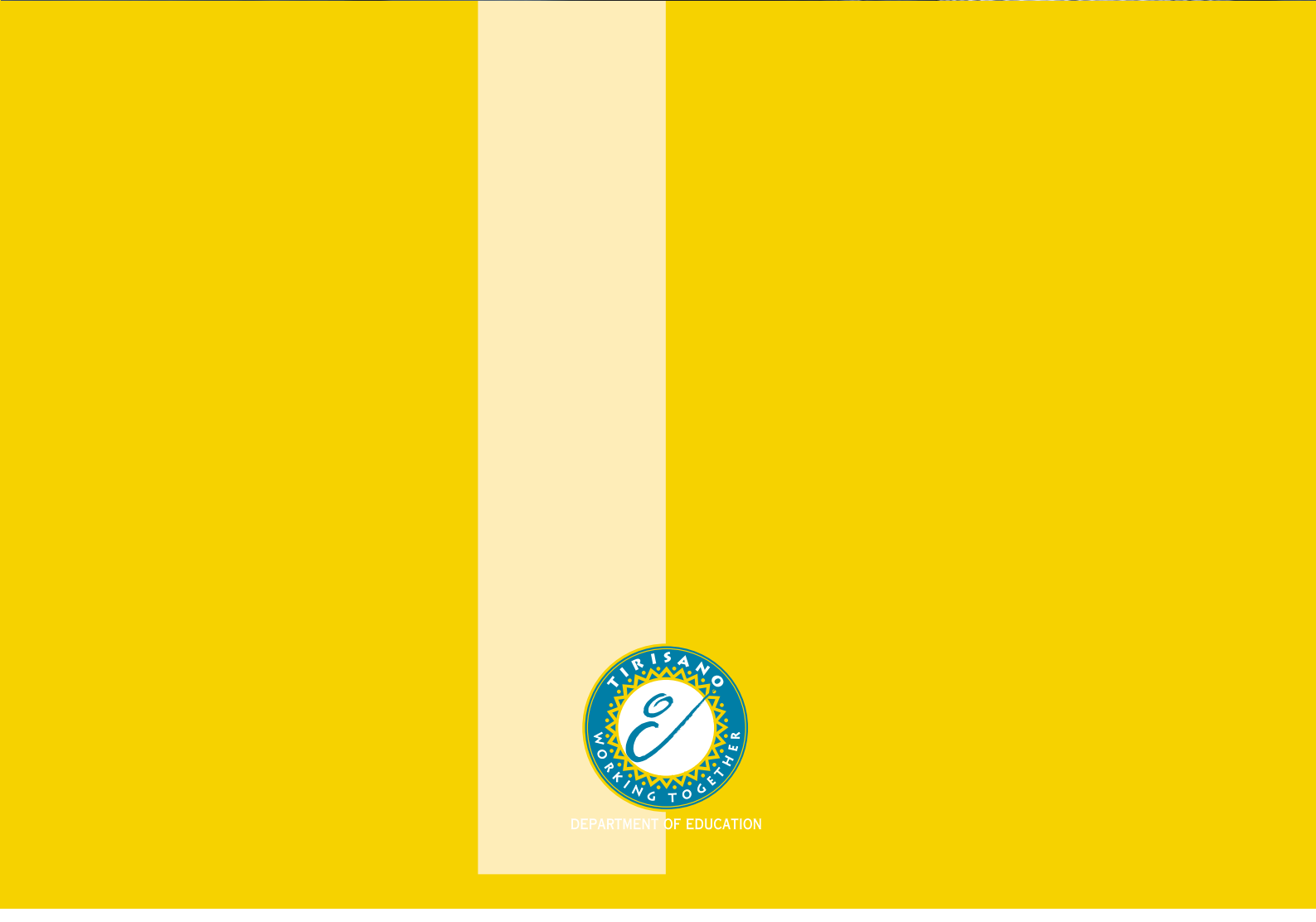
APPENDIX B

1. Re: "The system is not working, and we have no obvious solutions" says Dr. Phil Hatlen (Posted by I mackechnie on 03/30/2005).

As a Special Education Director, I agree with Dr. Hatlin. We provide both self-contained classrooms and inclusion settings for students within the county where the SC School for the Deaf and the Blind is located. I have seen the improvement in self-esteem of students who can attend classes with other students who are visually impaired and blind. The responses, by new students, are overwhelming to being on the Student Council, being selected to be a cheerleader, member of a goalball team or star in a play. These activities are everyday reality at the school. "In public school settings, these activities are a dream!" said Mary. While some students attend a class in the local high school, they still have other students to have lunch with who are visually impaired or they can choose whatever friends they wish. These students then can participate in the after school events on campus at the School for the Blind. One mother said, "I watched my daughter cry one too many times when she was in that other school, as she was never invited to birthday parties, spend the night or other gatherings. Here at SCSDB, she always has a friend to do things with, if she wishes!

2. Re: "The system is not working, and we have no obvious solutions" says Dr. Phil Hatlen Posted by debee on 02/27/2005.

I hope Phil Hatlen will be able to see this public response: I attended public school all twelve years, when mainstreaming was still an experiment back in the early 1960s. I was bused to another district with a resource room, but I was the only blind child who did not have other disabilities. I spent most of my time in ordinary classes. My parents took social skills very seriously. Blindisms were squelched by the time I was seven and I joined both scouts and 4-H. I was expected to bring my little sighted friends home to play. I

was not allowed to be with blind children because they were "weird" and hence a bad influence. At recess, other little girls played hop-scotch, tag or tether-ball; I stood forlornly in a corner of the yard, and waited for it to be over. I was teased, and it hurt, but I don't remember hurting more than other kids. I do remember that other kids could be very nice to me but nobody wanted to become my best friend.

Outwardly, by the time I was in middle school, I appeared successful. As a teenager, I won many leadership and youth achievement awards. I was president of my 4-H club and at fifteen even won a coveted summer job working as a counselor at a camp for sighted children. I was held up as an example of a blind child who would become a successful adult. But I hated every minute of the social life imposed on me by my parents. Other kids worked together in study hall, but I couldn't join because I didn't know where they were in their printed textbooks. I hated bumping in to other naked young women in the locker room, or trying to find an empty seat in the noisy, crowded cafeteria. Other kids were always laughing, poking each other and pointing at something I couldn't observe.

We had group songs, and calisthenics, chants and signals, and I was only dimly aware of what I was supposed to do and couldn't follow the group. I knew most everyone learned new skills by watching and imitating, and I was painfully aware that I couldn't imitate -- I didn't (and still to this day) do not know how to do the hokey-pokey because nobody has ever shown me. I didn't know the latest dances, the newest styles or which boys were cute; I was different and it never went away!

My parents were lucky that I was too scared to try drugs and that my addiction to reading science fiction prevented me from having time to get in to trouble. I carried on a secret life of which my parents were unaware. All through middle and high school I exchanged cassette tapes and Braille letters with thirty-five other teenagers in schools for the blind across the U.S. I enthralled my correspondents with tales of the mainstreamed teenage life, while they sustained me with stories of ordinary days at schools for the blind. In my fantasies I was in

that world, where I had close friends like me and where I belonged. In this world, I didn't have to guess at what was written on the board, the teachers knew how to teach me sewing, and the kids told me what everyone was laughing about.

After graduating, I rebelled and found a way to attend a school for the blind at last. I became an exchange student and entered the thirteenth grade at the Institute for the Blind in Marburg Germany. Being among other blind people was my dream come true. My parents were right - some of the kids were weird, but not everyone. All the kids fully included me, even though with my funny accent and quaint customs I was a weird American. At the German Institute for the Blind, for the first time in my life, I did not feel like an outsider. As another blind teen I was more at home there than I had ever been in American schools.

When I returned to America I was a different young adult. I had been a unique person at the school for the blind in a positive way, and it banished all my shyness and fear. I quickly moved on to college and into my own apartment, and without any parental pressure eagerly nurtured a wide circle of friends both sighted and blind. Boys fell in love with me, both blind and sighted and finally, at twenty-one, I was no longer isolated. I feel sure I could not have coped enough in public school to have appeared outwardly well-adjusted if it were not for my secret pen pal refuge. And without my insistence on attending a school for the blind before college, I doubt I would have changed. Without my parents, I would have withdrawn in to my own world and lived on as a lonely adult.

Today, two decades later, I have worked as a technical support specialist, computer trainer for court reporters, a software engineer and a technical writer. Though I still consider myself an introvert, my performance reviews regularly praise my abilities as a team player and leader. Yet even now, I can walk into a room of colleagues all pointing excitedly at something onscreen, or join a group of co-workers hovering over the blueprints to the new building where our department is moving, and that feeling of terrible isolation sweeps over me once again. In my mind, I am back in the seventh grade, with the math teacher's endless chalk scrape scraping across the board, the flutter of notes being passed

between whispering kids in the back row, and I know this is a world for the sighted where I will never fully belong.

Do I feel this way because my school for the blind experience was only one year, and it happened after my personality was pretty much formed? I don't know. But I do know that it is my feeling of belonging with other blind friends that has made it possible for me to make friends with the sighted. And it is also my occasional feeling of isolation still that makes me sure Phil Hatlen is right!

APPENDIX C

Here follows a list of schools for the visually impaired, taken from the SA National Council for the Blind's Biennial Report, 2004-2005. All these schools were at the time member organisations of the Council.

Western Cape:

Pioneer School for the Blind in Worcester;
Athlone School for the Blind in Bellville South.

Eastern Cape:

Khanyisa School for the Blind in Kwadwesi, Port Elizabeth;
Efata School for the blind and Deaf in Umtata;
Zamokuhle Senior secondary School in Bizana.

Northern Cape:

Re-Tlameleng School in Kimberley.

Free State:

Bartimea School for the Deaf and Blind in Selosesha;
Thiboloha School for the Blind and Deaf in Witsieshoek.

KwaZulu Natal:

Arthur Blaxall School in Pietermaritzburg;
Ethembeni School in Hillcrest.

Gauteng:

Sibonile School in Klip Rivier;
Prinshof School for the Blind in Pretoria;
Filadelfia Secondary School in Soshanguve;
S'Nethemba School for the Deaf and Blind in Kathlehong. Since 2006 this school accepts only learners who are hard of hearing and no blind learners, and therefore does not form part of the schools for the visually impaired referred to in this thesis.

Limpopo:

Bosele School for the Deaf and Blind in Nebo;
Letaba School for the Handicapped in Tzaneen;
Setotolwane LSEN Secondary School in Polokwane;
Tshilidzini Special School in Shayandima;
Siloe School in Polokwane.

Mpumalanga:

Silindokuhle School for the Blind in Kwalugedlane.

APPENDIX D

Census 2001 tables on disability

Total population by disability and province

	Sight	Hearing	Communication	Physical	Intellectual	Emotional	Multiple	Sub Total: Disability	No disability	Total Population
South Africa	577096	313585	75454	557512	206451	268713	257170	2255982	42563796	44819778
Eastern Cape	86893	51499	12640	98106	35786	47135	40206	372265	6064498	6436763
Free State	59965	26270	5088	36305	13015	19751	24982	185376	2521399	2706775
Gauteng	91304	39318	10188	84917	32970	37847	35067	331611	8505567	8837178
KwaZulu-Natal	110937	67004	17971	123853	45451	55883	49489	470588	8955429	9426017
Limpopo	69727	44542	9799	53883	26223	35013	29715	268903	5004739	5273642
Mpumalanga	49431	27927	5777	41753	13343	21224	22738	182194	2940797	3122990
Northern Cape	12050	5357	1429	13454	3234	4522	6926	46972	775755	822727
North West	62507	25174	6130	51490	16189	25346	24386	211223	3458127	3669349
Western Cape	34282	26492	6432	53752	20239	21991	23661	186850	4337485	4524335

Disability by age

	Sight	Hearing	Communication	Physical	Intellectual	Emotional	Multiple	Sub Total: Disability	No disability	Total Population
0-4	15976	15346	3812	12227	9491	6961	7510	71321	4378494	4449816
5-9	26322	27281	7036	17592	17478	11271	12358	119338	4734217	4853555
10-14	35234	30733	6916	20923	25144	14712	15762	149424	4912494	5061917
15-19	38905	26034	6540	23299	26241	17715	17578	156312	4825409	4981721
20-24	31891	20588	5749	25447	20089	19643	14019	137426	4157097	4294523
25-29	30966	19961	6003	32843	18475	24201	14352	146801	3788137	3934939
30-34	31202	19249	5446	37610	16361	25831	13817	149516	3191385	3340901
35-39	34372	19509	5584	44348	15666	27722	14223	161424	2910346	3071770
40-44	39237	18316	5070	49520	14038	26933	14709	167824	2451641	2619465
45-49	43886	16463	4668	51854	11105	23198	15600	166774	1920605	2087380
50-54	43435	15381	4110	51559	9214	19511	16254	159464	1478556	1638020
55-59	38320	13372	3444	47091	6707	15197	14936	139066	1066200	1205266
60-64	39397	15035	3294	41936	5583	12535	15910	133691	931602	1065294
65-69	34756	13474	2469	30233	3838	8160	14363	107292	680635	787927
70-74	34122	13837	2138	26950	3041	6333	15747	102167	529303	631469
75-79	23213	10596	1326	18100	1814	3818	12942	71808	295729	367537
80-84	21741	10439	1130	15149	1390	3049	13972	66870	204076	270945
85+	14121	7972	718	10832	778	1923	13120	49464	107869	157333
Total	577096	313585	75454	557512	206451	268713	257170	2255982	42563796	44819778

Disability by gender

	Male	Female	Total
Sight	245682	331415	577096
Hearing	147605	165980	313585
Communication	40068	35386	75454
Physical	281100	276412	557512
Intellectual	107522	98929	206451
Emotional	142949	125764	268713
Multiple	117118	140052	257170
Sub Total: Disability	1082043	1173939	2255982
No disability	20351997	22211799	42563796
Total Population	21434040	23385737	44819778

Disability by population group

	Black African	Coloured	Indian or Asian	White	Total
Sight	506884	30245	9044	30923	577096
Hearing	257077	19299	4346	32863	313585
Communication	62480	5752	1431	5791	75454
Physical	436203	53786	12795	54728	557512
Intellectual	162570	17394	4133	22354	206451
Emotional	227150	21445	4564	15555	268713
Multiple	202012	20757	4923	29479	257170
Sub Total: Disability	1854376	168678	41235	191693	2255982
No disability	33561790	3825827	1074232	4101947	42563796
Total Population	35416166	3994505	1115467	4293640	44819778

Figures greater than 0 and less than 4 are randomised to preserve confidentiality
Users of these data should refer to the extract from the SA Stats Council Census
sub-committee report at http://www.statssa.gov.za/extract.htm

Income: Users are warned to use this variable with caution
and to be aware of its limitations. Census 2001 collected income
information from one question on individual income without probing
about informal income, enterprise profits or income in kind.
As a result, the census income is understated for most of the
population. Further direct comparisons with other data sets cannot be made. The
main reason for releasing this variable in the data is to show pattersn and trends,
rather then precise estimates.

APPENDIX E

QUESTIONNAIRE FOR VISUALLY IMPAIRED LEARNERS AT SPECIAL SCHOOLS

Instructions: Please provide answers to the following questions. Please tick the correct option where required.

Section A

Personal Information

1. Gender

Male		Female	

2. Race

Black		White		Indian		Coloured		Other	

3. Age ……………………………………………………………………………………….

4. Economic Class

Upper Class	Middle Class	Working Class	Sub-economic

5. Eye Condition

Blind		Partially sighted.	

Section B

Education Information

6. What grade are you in?..

7. From what grade did you attend this school?………………………………………….

8. Did you attend a mainstream school prior to enrolling at this school?

Yes		No	

9. If the answer to 8 above was yes, in what grade did you move to the special

school? ………………………………………………………………………………

10. What were the reasons for your transfer from the mainstream school?

……………………………………………………………………………………….

Section C

(ONLY IF YOUR ANSWER TO 8 ABOVE WAS YES, MUST YOU COMPLETE THIS SECTION)

Experiences of learners who attended mainstream schools:

11. What was your overall experience at the mainstream school?

…………………………………………………………………………………….

…………………………………………………………………………………….

12. What difficulties did you have?

…………………………………………………………………………………….

…………………………………………………………………………………….

13. Were you taught in the same class with all other learners?

Yes		No	

14. How many learners were there in your class? ………………………………….

15. Did the educators give you individual attention during the lesson?

Yes		No	

16. Did your educators use models and tactile communication in their explanations?

Yes		No	

17. Did your educators use the chalkboard when giving you notes or doing calculations?

Yes		No	

18. If the answer to 16 above is yes, was this method of instruction beneficial or a hindrance to you? ……………………………………………………………………

Section D

(All learners must complete this section.)

Experiences of Learners at Special Schools

19. How many learners are there in your class? …………………………………………

20. Do your educators give you individual attention during the lesson?

Yes		No	

21. Do your educators use models and tactile communication in their explanations?

Yes		No	

22. Do your educators use the chalkboard when giving you notes or doing calculations?

Yes		No	

23. If the answer to 21 above is yes, was this method of instruction beneficial or a hindrance to you? ……………………………………………………………………

24. Are you taught Braille even if you are partially sighted?

Yes		No	

25. If your answer to 23 above was yes, what was the reason for this?

…………………………………………………………………………………………

26. At what age are you taught to read and write Braille? ………………………….

Section E

(Answer the questions applicable to yourself depending on whether you use visual or non-visual methods of learning.)

Resources

27. Do you receive text books and class notes in Braille?

…………………………………………………………………………………………

…………………………………………………………………………………………

28. Does your school supply your Braille paper and Perkins braillers?

………………………………………………………………………………………….

………………………………………………………………………………………….

29. Do you own your personal Perkins brailler?..

30. If the answer to 28 above was no, can your parents afford to buy one for you?

…………………………………………………………………………………………

31. Do you own a voice synthesized computer? ………….…………………………

32. If the answer to 30 above was no, can your parents afford to buy one for you?

…………………………………………………………………………………………

33. Are you given text books and class notes in large print?

…………………………………………………………………………………………

34. What equipment do you have access to at the school: low vision aids/ lastrons/ close circuit televisions?..

……………………………………………………………………………………………

35. Are there provisions made for adequate and suitable lighting to accommodate your visual needs?...

……………………………………………………………………………………………

36. Do you feel the number of pupils in your class affects the quality of education and degree of attention you receive from your teacher?

……………………………………………………………………………………………

THANK YOU FOR ANSWERING THIS QUESTIONNAIRE.

APPENDIX F

INTERVIEW WITH THE PRINCIPAL OF A FIELD TEST FULL SERVICE SCHOOL

1. When was this school established?

   1986.

2. How many learners are there at the school?

   900.

3. Approximately how many learners are there in each class?

   Fifty.

4. In which academic year was the school chosen to be one of the thirty pilot schools?

   In 2002. In a nutshell, we were identified as a full service school by the Department. Currently we have our existing learners that we've had since being identified as a full service school.

5. What were the perceptions and attitudes of educators in the school as regards this development? Were they reluctant/apprehensive/eager/divided?

   They dive into something and they leave us to swim without a paddle. The staff is willing to accept challenges, but we need to know where we going. You can't just go somewhere without any direction because that is not the way we run this school. They (the Department) use catch phrases which in my opinion shouldn't be used because we are not sufficiently trained to implement their expectations. We are still waiting to be told which category of learners a mainstream school can accommodate.

6. Did you have any concerns regarding the successful implementation of the transformation of your school into a full-service pilot school? What were these?

None of us, without exception, have specialised training. As part of our discussion, we wanted to know, (if) you put a learner here who needs therapy, who is going to do the therapy, when and how? Is it expected of us to take this learner in our car to (the field test special school as resource centre)? Their challenge is that they have their existing learners which forms part of their time- table and they can't accommodate our learners in their time- table.

7. How many learners who experience barriers to learning and learners with disabilities have been registered at the school since it became one of the designated pilot schools?

Currently only in grade R I have taken in one child with a disability. Other than that our challenges to learning barriers are poverty, social conditions, gangsterism, drugs etc .

8. What kinds of disabilities do they have, and what are their diverse needs?

Down Syndrome. The learner did not end up staying here, because it is not as simple as they are putting it out to be, in that we do not have additional human resources.

9. How many of the learners are visually impaired?

We have none.

10. If the registration of visually impaired learners has been limited, what do you attribute this to?

It is status quo in terms of admission of learners to this particular school. In terms of XXX being the resource school, it is also status quo as to (their) being identified as the special school as resource center. We have had no enrolments of blind children.

11. Do you expect the numbers of visually impaired learners to increase in the future? If yes, when do you expect it to take place?

None expected, we only expect those with physical disabilities.

12. Have there been improvements made to the school since it became a pilot school as regards changes to the physical environment, resource allocation, i.e. human, infrastructural, technological and capital?

In terms of transformation, the only things that have happened are we have got wheel chair ramps and we've adapted the toilets. We don't have children in wheel chairs.

13. How many educators are employed at the school? How many are employed by the Education Department as compared to governing body posts?

We have 26 teachers, three of whom were appointed by the SGB. I got 1 teacher per classroom and that is it. I am fortunate as I am going to get 4 teacher assistants to improve literacy and numeracy. These assistants would be used in the foundation phase to assist the teachers to increase numeracy and literacy levels at the school and also to work in a language enrichment program.

14. How many of the educators had qualifications, expertise and/or experience in teaching visually impaired learners?

Our current staff is basically trained as educators, ie (They) have HDE and JP qualifications. I have done remedial.

15. Since the school became a pilot school, have the educators undergone training or other courses as to how to teach visually impaired learners? What sort of training?

   No, there has been no training. To date we just have a title "full service school". They use the word full service school very happily and very merrily, but we are not a full service school. What we have done has been on our own and prior to being a full service school in terms of learners who have learning barriers, we provide for it through our learner support and through our educators. They just give three days orientation and then they expect the teachers to know what to do. Orientation is not training.

16. Who does the training of the educators and how often?

   The in-service training is done by us. We do our own in-service training.

17. Are district-based support teams helpful and do they play a pro-active role in acquiring resources, liaising between you and special schools and assisting educators and learners?

   DBst's try, but the problem is that they do mass meetings. You can only do so much with so few people. They need to put the resources where it's needed. There is an overloaded head office doing bugger all. They don't even understand the concept of decentralisation. We have been requesting that they do site-based training. Each school's situation is different. Can't give a generic, i.e. different conditions and contexts exist in each school. You need to give those educators what they need. Find out what our teachers at our school need. Don't give us two to three hour workshops and waste our time because you might just be telling us what we already know. Head office is useless. It is easy for them to just give deadlines but they don't come and see how we are operating. We don't get anything from the department. The department had this wonderful vision. They gave us everything in writing. They gave us this wonderful rollout but nothing has happened yet. We need to do more with a whole lot more.

18. Who would be responsible for ordering Braille and large print textbooks and the like?

No one has been identified, we don't have capacity.

19. What type of support do you receive to ensure that, should there be visually impaired learners, that they become proficient in the reading and writing of Braille, orientation and mobility techniques, skills of daily living and social interaction skills, and from whom?

We need to be realistic. We cannot cope with kiddies who are physically challenged in the extreme because we don't have the expertise or the human resources. We don't have the therapists and things. We cannot care for children who are mentally disabled to the extreme because we don't have the expertise or the human resources. We do remedial group work. We do not have the human resources to go one on one. We need to make the best of what we have.

20. Do you have Perkins Braillers and low vision aids for all the visually impaired learners at the school?

No. We are inclusive because we cater for the diversity that we have at our school currently. So if I get a visually impaired learner, it would be my problem to sort out. I haven't heard the word Perkins Brailler before. The Department of Education would require me to play the most important role to order text books and the like. (The) School has to make it happen.

21. Do non-governmental organizations get involved with assisting you in the implementation process?

No. No-one has come forward (or) contacted us.

22. Are the parents of the learner with the disability playing an active role in the curricular and extra-curricular activities of their child?

We have had only one child from (the special school as resource centre). That did not last. The parents were not involved with us. Our contact was with the principal of (that school).

23. What are the attitudes of parents of non-disabled learners as regards the school accommodating learners with disabilities and diverse needs?

There has been no interaction.

24. What is your overall view on inclusive education, highlighting the strengths and weaknesses that you foresee as regards visually impaired learners receiving a quality education?

The strength is (that it is) a good idea, a challenge to mainstream teachers & principals, something new, visually impaired (learners) would be a great challenge. (The weakness is) in terms of transformation, the only thing that's happened is we have got wheel chair ramps and we've adapted the toilets. We don't have children in wheel chairs (at this school). In terms of the interaction between a full service school and a resource school it is basically non-existent. Why is it non-existent - you must ask the Department. Yes, we've had discussions in terms of understanding the concept of (a) resource centre, concept of full service school. Yes we've had one case study and it ended there. There is no capacity.

25. Do you think if the numbers of disabled learners and learners with diverse needs increase, there might be problems with the practical and effective implementation of the policy as regards budgetary constraints, the provision of support services, qualified educators, and technological and assistive devices?

Yes, there would be problems. Our classes are currently too big so more numbers, would mean more problems. A child who cannot see is going to need a totally different style of teaching. But I will not turn a learner away. We as a school will try and make the necessary arrangements. I strictly work on a first come first served basis. We don't turn any child away. The only criteria is capacity. I don't see why we should discriminate against any child.

26. Do you receive any assistance from the special school in the district?

Their challenge is that they have their existing learners who form part of their time table and they can't accommodate our learners in their time table. We also need to be realistic and I thank God that I haven't been faced with that situation yet. I would make it work. The principal of xxx and I get on very well so we will   make it work. I can go to (the special school as resource centre) and tell one of them to come and show us how it works.

APPENDIX G

INTERVIEW WITH THE PRINCIPAL OF A SPECIAL SCHOOL AS RESOURCE CENTRE

1. What is your current learner population?

   192. We have a range of learning disabilities; those who don't need high intensity classrooms were small for only cerebral palsy learners. Now we have a space problem.

2. Where do they come from?

   All surrounding areas. Although some areas don't fall into our EMDC, we see to them.

3. Do you have boarders?

   No.

4. How do your learners travel to school?

   We bus the children in everyday. We get a subsidy from the department and we use what money we can for transport. All of these schools were started by the Cerebral Palsy association. Our transport also limits learners. So although we might have space in the classroom we have no transport. The budget the Provincial Education Department gives us we use to run all the operational costs of the school. We are a section 21 school and we have to provide for all our needs.

5. What is the socio-economic background of your learners?

Our learners come from low socio economic backgrounds. We cater for all race groups and language groups such as English, Afrikaans and Xhosa.

6. Do you charge school fees?

Yes, but most of our parents are not in a position to pay.

7. Do you have any visually impaired learners?

No. Our disability demographics from last year's statistics are: Profoundly deaf: 1. hard of hearing: 4, cerebral palsy, 107, epileptic: 1, learning disability 82, multi disabled: 1, other: 4, mildly intellectually disabled: 10. Some of these have changed (for this year). With the blind, we feel that we are not adequately resourced, so we don't want to admit blind learners. We don't have the capacity. The one deaf child we took was because her secondary disability was deafness and the school for the deaf did not want to take her.

8. Are there children who would be able to go to a mainstream school and manage with other fully-abled children?

At the moment we have no learners that were placed in the full service school. Every learner that we did refer to the full service school was not accepted. Our teams go and follow up with the children. These teams will do this in the afternoons. We invite schools to come. We feel that enough talking and developing awareness helps.

9. What about visually impaired children?

No visually impaired children.

10. Has the DOE given you any training / workshops or literature on how you should
go about when admitting other disabilities?

No, nothing. They were supposed to start training last year which has not
happened. This training is supposed to be for teachers at special schools and full
service schools.

11. Have they told you how they are going to strengthen your school?

We have been told nothing. They just sent architects over who did not ask us
anything. We put in the ramps ourselves. We would need extra resources. They,
however, don't ask us what we need.

12. How old is the youngest learner in the school?

Four years old, going on five.

13. Are there any learners who are older than the required age for the classes they
are in?

We don't accept older learners. We send them to other places where they can be
catered for.

14. What awareness programs do you have?

Parents learn about the school through the EMDC and by word of mouth. From the
school through clinics, i.e. referral system after assessments. Also parents who go
to private therapists are sometimes referred, and we get referrals from Red Cross
hospital.

15. What facilities do you have at the school?

We have a library with donated books, a computer room which is going to be upgraded, i.e. Telkom donated the computers, but it was installed in an inaccessible room. The wheel chairs can't fit through the doors. They did do training but they did not ask us for our advice. Aisles between the rows are so narrow. They didn't provide us with switches or anything. We use it for computer literacy. We have a therapy section, hall, surgery, resource room for educators and gymnasium.

16. What about sport and recreation?

We really do not offer sport. The hall is a gym where we have gym activities.

17. How many teachers do you have who are DOE funded and how many governing-body funded, if any?

We have 24 teachers which are all Department of Education posts. There are also five assistants i.e. as part of operational costs from budget they give me.

18. Will there be an increase of the number of teachers when the school becomes a resource centre?

Nothing like that.

19. Do any of your teachers have special needs qualifications?

Most of them have mainstream qualifications. One has remedial teaching certificate, I have a diploma in neuro-disabilities, i.e. broad range of disabilities. We have a teacher who was at a school for the blind for a while, but our teachers would need extra training.

20. Are the teachers reluctant to take on inclusive education?

Yes, the one session that we did have with the staff there reflected that there was a lot of resistance. We are also going through a change in curriculum. We are focusing on development within our school educators themselves. The additional training would be over and above our own internal development. We feel that we can only support the educators out there. We cannot give one on one support. It doesn't even work like that in our own school. We don't have the capacity.

21. Do you see any problems arising with different disabilities in the same class?

Yes, as we don't have the capacity. I can't find people to fill in speech therapy posts and while I am looking they took away the posts. They have not said they going to increase teachers (at the school). We do need more therapists.

22. What do you think about the district based support team model?

The policy is ahead of the managers, we are better suited to deal with learners with physical and learning disabilities. We can't help the district with every disabled learner.

23. Does your school have the capacity to extend your service to full service schools?

We have no specialised equipment over and above those that we need. We don't have an equipped bus. We don't have resources to accommodate blind and deaf (learners). We have no sound proof room to do assessment. In 2002 they did a survey with us, however we haven't received any feedback. The audit itself was handled badly. We have an observation room or a therapy room.

24. Are parents involved in extra curricular activities of their children?

No extra-curricular activities are held at the school. Parents generally do not like to be involved.

25. Do you know what is going to be your role as a special school as a resource centre?

No. We had meetings with role players. It is very difficult to get staff together. There is reluctance from the full service school to take on learners that we have referred. They said that they are not ready for them yet. Some schools have taken learners by themselves, and we then just follow up and see if they need assistance.

26. Do you believe that at this stage, you will be able to enroll learners with other disabilities, who require high intensity support like blind learners? I.e. for which you haven't got resources or specialisation?

No. We have ramps, which we put in ourselves. We need more and bigger classrooms, and we will need training and more teachers.

27. Do you think teachers in mainstream will be able to give attention to all disabled learners?

They are not ready. They will need assistants to help the teachers. The teacher would need the assistant in the class. Look at disabilities in the class and the needs. I think the biggest barriers are attitudes. There is a pilot project on, but it hasn't really taken place yet. Assistants must be trained to support learners in the class. Parents who can't afford fees are not even willing to come and help at the school. We need a lot of capacity building with parents.

APPENDIX H

INTERVIEW WITH THE PRINCIPAL OF A FIELD TEST FULL SERVICE SCHOOL

1. When was this school established?

    1987.

2. How many learners are there at the school?

    1168.

3. Approximately how many learners are there in each class?

    Fifty

4. In which academic year did the school get chosen to be one of the thirty pilot schools?

    In 2003.

5. What were the perceptions and attitudes of educators in the school as regards this development? Were they reluctant/apprehensive/eager/divided?

    First they were reluctant. They were asking why our school? Then they were convinced by the Department because of the records that we showed, ie that we were a good school. They accepted it, but on the grounds that they received support and assistance from the Department of Education.

6. What did the Department tell you about your new role in inclusive education?

We were only told about white paper 6. We don't know anything else. We only know that people like you are coming over and interviewing me. They haven't told us what kind of learners we going to admit.

7. Did you have any concerns regarding the successful implementation of the transformation of your school into a full-service pilot school? What were these?

We are not prepared for anything. They just gave us an introduction on white paper 6. They just did a lecture. Just me, my deputy and the governing body representative. They were concerned with how we understood inclusive education. The staff has not had any further training. They are asking me how inclusive we are. We are inclusive even now, i.e. we have learners who do not have any parents, also learners who have barriers to learning. However, we haven't taken any steps to be deeply inclusive. We have had no support. If we admit these learners we would not get support.

8. How many learners who experience barriers to learning and learners with disabilities have been registered at the school since it became one of the designated pilot schools?

We haven't admitted any learners that are inclusive. They have given us some money to prepare ramps which have been built. It's only the ramps that have been built for inclusive education. There is nothing else and we do not have physically disabled children.

9. Do you have any learners who experience learning barriers or disabilities since you became a full service school?

Yes, only learners who have learning difficulties, ie no disabilities, and also two who were hard of hearing learners. They were assessed but we had to admit them anyway. One was not profoundly deaf, we admitted him and then he was taken back to the

special school as resource centre this year. We do not even know what the results were of the assessments of those two children.

10. Was this because he could not cope?

No, I think it was because the school was too far from his family. We admitted another child who was in grade 2 last year September, but that child was very stubborn. This year they have removed that child.

11. How were those (hard of hearing) children managing with the other learners?

He was very aggressive. Maybe because it was a new environment.

12. Has the special school as resource centre been liaising with you to support any disabled learners you enroll at your school?

The special school concerned has not given us any support. They have their own problems. There is nothing coming back from the Department of Education. I met the principal of the special school and he told me that there is nothing coming back from the Department on his side as well. Everybody is frustrated. My teachers ask me, why don't they remove this programme from our school to another school? I am sure if they received the training required and the support from the EMDC, things will be moving. We cannot have inclusive education with no support. We won't be ready without support.

13. How did you cope with these learners?

Although we did admit these learners, they did not last long at our school and were taken back by the special school. We did not know what needs those two children had, and we just took them in and treated them as ordinary learners

14. Do you expect to enroll visually impaired learners in the future? If yes, when do you expect it to take place?

No we do not expect that. We expect learners with moderate disabilities, that is learners in wheel chairs or learners who have ADD, and not learners who require signing and Braille, because we haven't been exposed to that.

15. Have there been improvements made to the school since it became a pilot school as regards changes to the physical environment, resource allocation, i.e. human, infrastructural, technological and capital?

Only physical changes to the environment have been made, ie ramps. There has been an increase in resources, ie only interviews. It's very frustrating for me and the staff. I seem like a fool. I am trying to be positive for the staff so they can also be positive, but really it's too much for me.

16. How many educators are employed at the school?

We are supposed to have 27 but we are applying for 4 more so that we will have 31. We haven't yet been given these 4 extra teachers. They haven't become permanent posts.

17. How many of the educators had qualifications, expertise and/or experience in teaching visually impaired learners?

Not for disabled learners but for remedial learners. We do have one teacher who did a module on special education but has not practiced.

18. Are district-based support teams helpful and do they play a pro-active role in acquiring resources, liaising between you and special schools and assisting educators and learners?

   Nothing. They have only come to interview me. They are only coming for information. They haven't informed us who will serve on the DBST and what they can do for us.

19. Who would be responsible for ordering Braille, large print textbooks and so on, should you enrol visually impaired learners?

   Given the limited number of teachers, we won't have a person who will handle ordering Braille books and the like. That person will come from outside.

20. What are the attitudes of parents of non-disabled learners as regards the school accommodating learners with disabilities and diverse needs?

   We told the parents at the school that we have been chosen to be a pilot school. We have received no feedback from them, as I am sure it's because we haven't implemented it yet and they don't know what to expect.

21. What is your overall view on inclusive education, highlighting the strengths and weaknesses that you foresee as regards visually impaired learners receiving a quality education?

   I think it's a good idea. It's a challenge to us because it is something we are not familiar with. So there will be challenges because the teachers have been dealing with the same kind of learners with the same curriculum. So we will be learning something new in education and something where we know that it is our future in education because we know that our government intends for all our schools to be inclusive. We are hopeful that at this stage we will be advanced. It will be very difficult and a great challenge to us to accept blind learners as we haven't been exposed to facilities and resources needed by visually impaired learners. e.g. Braille.

22. Do you think if the numbers of disabled learners and learners with diverse needs increase, there might be problems with the practical and effective implementation of the policy as regards budgetary constraints, the provision of support services, qualified educators, and technological and assistive devices?

Definitely, the more numbers we have the more problems we'll have.

23. Will disabled learners get preference to admission over able bodied learners?

When we have more experience. Mainly learners with moderate disabilities will be admitted.

APPENDIX I

INTERVIEW WITH THE PRINCIPAL OF A SPECIAL SCHOOL AS RESOURCE CENTRE

1. What is your current learner population?

   182.

2. Where do they come from?

   All over, within a 50 kilometer radius.

3. Do you have boarders?

   No.

4. How do your learners travel to school?

   We use our own transport and private transport to transport our learners.

5. What is the socio-economic background of your learners?

   Our learners come from low socio-economic backgrounds. 90 percent of parents are unemployed. Usually in a family of seven, there is one deaf child. Sometimes you will find out that deaf child staying with granny. Don't know where biological mother. Therefore we have to work very closely with social services. Also we try by all means to get funds and donations whereby we try and buy uniforms for that learner, or food parcels i.e. depending on needs of the learner.

6. Do you charge school fees?

   Parents pay school fees. Since school started in 1988 transport is ten rands. It does not matter how far from the school. Fifteen rands a month for fees and ten rands for transport. Also government subsidises the transport. Most of our subsidy goes on the transport. That is why we decided to privatise the transport in two suburbs.

7. Do you have any deaf blind learners?

   No. We have been a school for the deaf since it was established in 1988. We then later discovered that there was a school down the road, a special school for learning difficulties, when inclusive education began; they had a long waiting list. We had empty classrooms. It was unfair for those learners to stay at home whilst we had empty classrooms. We started taking them at the age of 14. We have six technical stations, sewing, hairdressing, welding, spray painting, carpeting etc. we discovered that those learners were competent. So we are sharing our resources with the special school. They are in a separate class from the deaf, i.e. academically. However, in the practical section they are together. We send learners who won't manage in grade 9, to the skills training section and they will also receive the get (their) certificates. We have until grade 8 and then next year will be grade 9. Those who cannot progress academically will go to skills section in our school, and those who can; we will send them to school in Worcester.

8. Why don't you combine deaf learners with slow learners in the classroom?

   (The) Deaf learner needs signing (language), and slow learners need talking (verbalising). In the foundation phase (pre-primary), and grade R, there is a teacher and a deaf assistant who are helping with signing.

9. Are there children who would be able to go to a mainstream school and manage with other hearing children?

There are few, i.e. a very small percentage. They are hard of hearing and not profoundly deaf. We can send them when they are very young. Not when they are too old. If the learner is profoundly deaf, the teacher will not have the time to manage with the learner. If the teacher does not have a deaf assistant to sign for the deaf learner, then it would be difficult. Even if a learner is hard of hearing, it is best to have a deaf assistant, otherwise the teacher would have to take time to fill in the gaps, for the child would have missed some things.

10. What about visually impaired Children?

Blind children will require lots of talking, whereas deaf children would require seeing. Teachers would need thorough training to cope with catering for different needs.

11. Has the DOE given you any training / workshops or literature to follow when admitting learners with other disabilities?

The Department said before we embark on the program we will get training. They said training will begin in February this year. It is February already and we haven't heard anything.

12. Have they told you how they are going to strengthen your school?

They looked at the resources, i.e. ramps, looked at whether the environment is suitable for other disabilities. We have 20 computers that were donated by Telkom. We do have a Brailler. We are having a few (Braille) lessons from blind people. We are preparing ourselves. We would need training on how to teach learners with other disabilities. We also have two or three autistic learners.

13. How old is the youngest learner in the school?

   Three years old.

14. Are there any learners who are older than the required age for the classes they are in?

   Yes about 45 percent are older. We get late beginners. Let's say they are staying with (their) granny and granny did not know about the school. They are not aware and send the kids to school late.

15. What awareness programs do you have?

   Parents learn about the school through deaf awareness, posters in clinics, hospitals, on the road. Also through the Karel du Toit school in Tygerberg. They say to parents that a learner is not a candidate for them and then send them to us. We do signing and they do speech.

16. From what grade do you do sign language?

   There must be a deaf assistant from foundation phase because we as educators do not know how to sign. It is not our language.

17. What facilities do you have at the school?

   We have a library at the school.

18. What about sport and recreation?

   We have facilities for soccer, netball, golf and drama.

19. How many teachers do you have who are DOE funded and how many governing-body funded, if any?

   We have 25 teachers. All department education posts. We also have deaf assistants. 3 of them are being paid by the Department of Education. There is a need for more, i.e. we have been told we will get five more.

20. Do any of your teachers have special needs qualifications?

   Most of the teachers have special needs qualifications. They are trained to teach deaf children. None have any experience with blind children. They would definitely need training to teach children with other disabilities. We are going to hear what is going to happen.

21. Are the teachers reluctant to take on inclusive education?

   Yes, we are reluctant, but what are we supposed to do? It is our learners who are staying at home (if they are not taken in).

22. Do you see any problems arising with different disabilities in the same class?

   Learners are the same. There needs might be different. We would need assistants in the class. No teacher would manage with having different disabilities with different needs (in the same class).

23. What do you think about the district based support team model?

   They will have to provide assistants if they want quality education, more teachers and assistants. I don't think personnel who are going to come once a week is going to manage it.

24. Does your school have the capacity to extend your service to full service schools?

Yes. We did it for xxx. We also assisted a crèche. We give them moral support. Also learners from the surrounding schools, they do come here for testing, only for deaf learners. We will need more development as regards other disabilities. We are ok with deaf learners and learners who have ADD. We are networking with autistic schools. We have got two or three (autistic) learners. A teacher and assistant went to the school for autism for a week to see how they function.

25. Are parents involved in extra curricular activities of their children?

Yes, to a certain extent.

26. Do you know what is going to be your role as a special school as a resource center?

Things will be explained once we go to workshops and get training. It was briefly explained initially. We are going to be inclusive, and we going to be a resource center to other schools where support is needed. We are the only school in (this area) that has a psychologist, nurse and so forth.

27. Do you believe that at this stage, you will be able to enroll learners with other disabilities, who require high intensity support like blind learners, for which you haven't got resources or specialisation?

We will need thorough training, otherwise we will not be able to do justice to the children. We don't foresee any problems with having learners with varying disabilities, but we need resources and staffing and assistants for the needs are different. The Department is giving extra staff with additional special learners. If staff is added (and more) assistance added, and parents build strong relationship with school, then it won't be a problem. We can't work alone. Need more staff.

APPENDIX J

INTERVIEW WITH THE PRINCIPAL OF A FIELD TEST FULL SERVICE SCHOOL

1. When was this school established?

   The primary school was established in 1979.

2. How many learners are there at the school?

   567

3. Approximately how many learners are there in each class?

   On average there are 30 learners to a class.

4. In which academic year was the school chosen to be one of the thirty pilot schools?

   The school was informed that we were selected to be one of the field test full service schools in 2003 and we were told that we would have to admit learners with disabilities at the school and we would be supported by and receive training from the department of education.

5. What were the perceptions and attitudes of educators in the school as regards this development? Were they reluctant/apprehensive/eager/divided?

   Although we are keen to admit learners who are visually impaired immediately, as we see it as a challenge, our educators have received no actual training on how to teach learners who are blind or partially sighted. The voice software that was donated to us has not been installed on the computers. Our coordinators have no idea as to what actual resources will be required, where to order text books from or have them Brailled

and what extra skills learners who are visually impaired would have to learn. We feel that children who are blind don't merely need computer training at foundation phase.

6. Did you have any concerns regarding the successful implementation of the transformation of your school into a full-service pilot school? What were these?

Yes. We readily admit that it will be practically impossible to teach learners who are visually impaired subjects that require a large visual element as there are large numbers in the class and we have to maintain discipline and thus would not be able to give visually impaired learners individual attention. We believe that we will solve this problem by teaching learners who are visually impaired and other learners who need individual attention in a separate classroom. We believe that this will be the only way to afford a quality education to learners who are visually impaired in subjects requiring vision unless we are supplied with a class aid/facilitator in the classroom to help the educator assist learners who are visually impaired.

7. How many learners who experience barriers to learning and learners with disabilities have been registered at the school since it became one of the designated pilot schools?

Since we became a field test full service school, only a few learners with learning barriers were admitted at the school.

8. What kinds of disabilities do they have, and what are their diverse needs?

There have been no children with physical or sensory disabilities admitted at the school.

9. How many of the learners are visually impaired?

None. Although there was a great amount of talk with the district based support team and the NGO in the area whereby it was indicated that there would be learners who were visually impaired admitted at the school, these admissions have not occurred.

10. What do you attribute this to?

As coordinator of inclusive education at the school I believe that learners with visual impairments would be referred to us by the nearby clinic, although at present there are several learners who are visually impaired attending other special schools that cater for learners with varying disabilities or special schools for the visually impaired which are situated 50 to 100 kilometers from our district. We are keen to accept learners who are visually impaired. However, parents are not comfortable sending their children to the full service schools.

11. Do you expect the numbers of visually impaired learners to increase in the future? If yes, when do you expect it to take place?

Not immediately.

12. Have there been improvements made to the school since it became a pilot school as regards changes to the physical environment, resource allocation, i.e. human, infrastructural, technological and capital?

Although some architects did come to the school in 2005, no ramps or changes to the physical environment have been made to make the school more physically accessible and user friendly to all learners.

13. How many educators are employed at the school by the Department as compared to governing body posts?

We have 20 teachers, all DOE employed.

14. How many of the educators had qualifications, expertise and/or experience in teaching visually impaired learners?

There are none that we are aware of.

15. Since the school became a pilot school, have the educators undergone training or other courses on how to teach visually impaired learners? What sort of training?

   There was nothing specific. The staff has attended a few workshops where the contents of Education White Paper 6 and the document on "Screening, Identification, Assessment and Support" were discussed. They just give us lectures. The staff does not like these workshops as they are held after school hours when they are tired. They want to be given training that will assist them in the practical world of the classroom, rather than just being told what is contained in documents.

16. Who does the training of the educators and how often?

   What we receive cannot be called training.

17. Are district-based support teams helpful and do they play a pro-active role in acquiring resources, liaising between you and special schools and assisting educators and learners?

   No NGO or District Based Support Team personnel will be able to assist with everyday work as it occurs in the classroom. Although the district based support team liaises with us on a regular basis, we realise that their personnel would not be able to help us as they themselves did not have any personnel who knew Braille or are trained and would not be able to come to the school daily to teach the child and the educators.

18. Who would be responsible for ordering Braille and large print textbooks and the like?

   No one has been identified. We as coordinators have no idea as to what actual resources will be required, where to order text books or have them Brailled and what extra skills learners who are visually impaired would have to learn.

19. What type of support do you receive to ensure that, should there be visually impaired learners, that they become proficient in the reading and writing of Braille, orientation and mobility techniques, skills of daily living and social interaction skills, and from whom?

We have received none as yet.

20. Do you have Braillers and low vision aids for all the visually impaired learners at the school?

We have no assistive devices for visually impaired learners.

21. Do non-governmental organisations get involved with assisting you in the implementation process?

We have had contact with the NGO in our area, and we realise that we would require the constant support of the NGO in order to cope with these learners once they are enrolled.

22. Are the parents of the learners with barriers to learning playing an active role in the curricular and extra-curricular activities of their children?

There is very little assistance from parents with learner's activities

23. What are the attitudes of parents of non-disabled learners as regards the school accommodating learners with disabilities and diverse needs?

We find that stigmas and stereotypes are still present. They did not want their children to go to school with 'abnormal' children. They say to us that we are now paying more attention to these learners who have problems than to their children.

24. What is your overall view on inclusive education, highlighting the strengths and weaknesses that you foresee as regards visually impaired learners receiving a quality education?

We are so under-resourced we do not see it working as set out. We may decide to teach those that are visually impaired in separate classrooms.

25. Do you think if the numbers of disabled learners and learners with diverse needs increase, there might be problems with the practical and effective implementation of the policy as regards budgetary constraints, the provision of support services, qualified educators, and technological and assistive devices?

There will be, given the lack of training and resources, as well as lack of educators. If the number of learners who are disabled increases, I don't think they will be able to learn in the same classes. The department is just saying inclusive education, inclusive education, but sometimes even with these learners who have learning barriers, sometimes we have to take them out of the classroom because they have special needs over and above the others.

26. Are you receiving any assistance from special schools in the province?

We have a good relationship with the special school aligned with our school, and they have referred some learners with learning barriers, but they are so under-resourced that they would not be able to provide the support that we will so obviously require.

APPENDIX K

INTERVIEW WITH THE PRINCIPAL OF A SPECIAL SCHOOL AS RESOURCE CENTRE

1. What is your current learner population?

   We have a learner population of 117.

2. Where do they come from?

   Our learners are mostly from this township, and the areas around here.

3. Do you have boarders?

   No. All are day scholars.

4. How do your learners travel to school?

   As it is situated in the township, most learners are brought here on foot, or by car where parents have that facility.

5. What is the socio-economic background of your learners?

   100 percent of the learners are black and come from the surrounding areas in the township. They all fall into the sub-economic group.

6. Do you charge school fees?

   No.

7. Do you have any blind learners?

   No, but there are learners who are partially sighted and have cerebral palsy and one or two with physical impairments. We believe that all learners who are blind would attend a full service school and only learners who are mentally challenged and blind would be required to attend our school once it becomes a special school/resource center.

8. Are there children who would be able to go to a mainstream school and manage with other fully-abled children?

   The primary disability of our learners is that they are severely intellectually challenged. No assessment has shown that they would cope in mainstream schools.

9. What is the number of classes and the number of learners per class?

   There are six classes and there are between 20-25 learners in a class.

10. Has the DOE given you any training / workshops or literature on what to do when admitting learners with other disabilities?

    We have not had any training, but our educators have attended workshops hosted by the district based support team which involved lecture presentations on inclusive education and White paper 6. The staff at the school has attended other schools where they have educated staff on how to identify learners who are severely intellectually impaired.

11. Have they told you how they are going to strengthen your school?

To date the department has done nothing to strengthen our school to enable it to assume the role of resource center. It is clear that in light of the state of the school at the moment, large amounts of funding is required to improve it to enable us to call it a school first, before it can become a resource center. We are under-developed compared to the white schools that are already there. I understand that they want to put us to that level, but it will take a lot of money.

12. What awareness programs do you have?

Not enough awareness is being done. We rely on clinics to refer children and the assessments done by the psychologist would determine that they come to our school. Very often, and even after the assessment by the psychologist has concluded that a learner should be placed at our school, the parents of such learners and the learners themselves still want to go to a mainstream school because of the stigmas surrounding special schools. In very severe cases parents rather take their children to special schools far away from their homes instead of sending them to this special school in the township which is situated 5 minutes away from their houses. They have no confidence in the quality of education their children would receive at this school. The community needs to be educated and made aware of the conditions of the disability.

13. What facilities do you have at the school?

We have nothing. Our school is so small, it's like a crèche. There are only 6 classrooms in our school, which are very small. There is no staff room and educators are forced to use empty classrooms to eat their lunch. The principal, and the school's administration clerk share an office due to lack of space. There is only one computer at the school which is used by the administration clerk which still uses Windows 95 as an operating system. Our school received no computers

from the corporate sector. The school does not have a library, music room or a sports field. All assemblies, concerts and events are held outside in the open. Our educators take the learners to open fields outside the school for any sort of sport and recreation. There are no ramps and other adaptations in the school which makes accessibility a problem.

14. What about sport and recreation?

   We do not do anything like that, except a little PT.

15. How many teachers do you have who are DOE funded and how many governing-body funded, if any?

   Our educator population is six. The school governing body cannot afford to employ any educators although we desperately need more educators.

16. Will there be an increase of the number of teachers when the school becomes a resource centre?

   We were not told so,

17. Do any of your teachers have special needs qualifications?

   Most of the educators do have a diploma in special education needs.

18. Are the teachers reluctant to take on inclusive education?

   In our experience of educating mainstream educators, we have found that educators are very reluctant to teach learners with varying disabilities. We are keen to take on learners with varying disabilities, and we are also very willing to assume the role of resource center, but we are clearly not ready to do so.

19. Do you see any problems arising with having learners with different disabilities in the same class?

   Yes, there will be problems.

20. Do you ever turn away learners?

   All learners are assessed by the educational psychologist and learners are only turned down if it is concluded that they are not severely intellectually impaired.

21. What do you think about the district based support team model?

   We have a good working relationship with the psychologists from the district based support team, but we always have to wait a long while for services because the psychologists have such a large case load. They don't come as we wish, but they have many, many schools to see to. So we do not see how no facilitators will work.

22. Does your school have the capacity to extend your service to full service schools?

   No. I have explained how few educators we have. They believe that they will be consultants who travel to other schools to assist educators and learners at those sites.

23. Are parents involved in extra curricular activities of their children?

   Parents do not play an active role in the curricular and extra-curricular activities of the learners. The reason for this is that some are illiterate; others work, whilst others are simply not interested.

24. Do you know what is going to be your role as a special school as a resource centre?

We were not told, but we will not be able to cater for learners with other disabilities at the moment not only because our staff of six would require training on how to teach learners with varying disabilities but also because of the fact that we are so under-resourced ourselves.

25. Do you believe that at this stage, you will be able to enroll learners with other disabilities, who require high intensity support like blind learners, i.e. for whom you haven't got resources or specialisation?

We were told by the district people that because we got the teacher aides in our classrooms, they are going to be trained to take care of the classes while we (the educators) are moving up and down.

26. Do you think teachers in mainstream will be able to give attention to learners with all disabilities?

No.

27. Do you get co-operation from the Field Test Full Service School in your area?

We have a good working relationship with them, but we find that our schools are too far from each other. We find that instead of us sending learners to them, they are sending more learners to us.

APPENDIX L
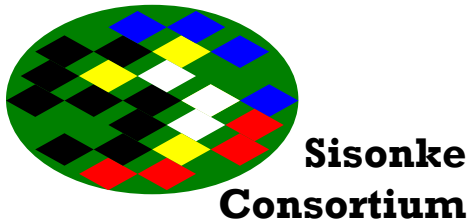
Sisonke Consortium

TENDER NUMBER RTI665 CP:

**HUMAN RESOURCE DEVELOPMENT FOR THE FIRST STAGE OF
IMPLEMENTING EDUCATION WHITE PAPER
PROVINCIAL QUARTERLY PROGRESS REPORT**

11.05.05

TENDER NUMBER RTI665 CP:

HUMAN RESOURCE DEVELOPMENT FOR THE FIRST STAGE OF IMPLEMENTING EDUCATION WHITE PAPER QUARTERLY PROGRESS REPORT

1. Period covered by this report   January-March 2006

2. Report submitted by: Thabisile Levin

3. Submission date   11 May 2006

4. Introduction and background

As part of the first stage of supporting the implementation of an inclusive education system the Department of Education (DoE) contracted the Sisonke consortium to provide training in:

- 30 primary schools that will be converted into Full Service Schools
- 30 special schools that should be converted into Resource Centres
- 30 District-based Support Teams (DBSTs)
- all 4 reform schools

As part of project implementation activities, a framework and operational plan was developed by the consortium and approved by the DoE. The following results were outlined in the plan:

1. A brief report on the human resource development implications of White Paper 6
2. A report on the current human resource situation in institutions and structures affected by White Paper 6
3. Field-test training materials
4. All staff in targeted schools and districts to trained on the SIAS and Curriculum Adaptation.
5. A detailed and comprehensive research-based report that outlines processes followed in the implementation of the project, highlights strengths and weaknesses of the implementation processes, as well as implications and strategy guidelines for human resource development for implementing White Paper 6.

The aim of this report is to give an account of how project activities during this quarter have contributed to the achievement of project results stipulated above. It does this by outlining activities that have been planned and undertaken, progress made, risks that were encountered and how they were addressed and plans and issues to be considered in the next quarter.

This report has to be read in conjunction with the following accompanying documents:

- Training methodology
- Minutes of meetings
- Draft SIAS units

5. Activities planned and undertaken for this quarter

In this quarter project activities have focused mainly on results 2, 3 and 5. The table below outlines activities that were planned and undertaken during this reporting time. The table also outlines targeted activities for the next quarter.

Result	Planned activities	Progress	Future plans
Result 2 A report on the current human resource situation in institutions and structures affected by White Paper 6	Finalise the draft composite situation analysis report	The research team finalised codes development of school and district instruments in January 2006. Instruments were coded; the process was quality assured, data captured and analysis undertaken in the same month.	Report to be circulated to the consortium prior to training so that they use the information to guide training
	Communicate draft research findings to the DoE and Sisonke partners	The draft report was developed around 14 February after frequency tables had been generated from the data. The draft was presented at the DoE meeting (15 February), Consortium meeting and to the Research Team meeting (17 February), where a decision was to be taken about who will write up which section based on expertise and available analysed data. Selected research team members did a write up and circulated it to the Research Team on 17 March for comments and inputs and these were incorporated to the main report.	Report to be used to guide the development of the HRD strategy. Presenting the research findings and report in a consortium meeting hopefully to take place in May 2006.
	Develop training monitoring and reporting plan, tools and team	Selected members of the research team developed the monitoring plan and tools and these were presented at the research team meeting held on 23 March at JET. Comments were made and the plan was revised accordingly and circulated to research members and the Project Manager. Instruments were also developed at the same time as the plan but are in the process of being finalised.	To forward monitoring tools to consortium members in particular the provincial coordinators and DoE. To train consortium members on how to use the monitoring tools
	Monitoring and reporting on all the	This activity was planned to take place along side the training. It was therefore not carried out due to the DoE not approving the	Training on SIAS will be resumed in June according

	following training activities: • Briefing session for Core Facilitators • Training of trainers Management and Logistical support for the research	SIAS training manual and the re-scheduleing of the training. A consortium meeting in which the monitoring and reporting on the training was discussed was organised and facilitated (see annexure 1 for record of this meeting). A research team meeting in which the draft finding of the situation analysis and the monitoring and reporting process for the training was organised and facilitated.(see annexure 2 for a record of this meeting)	to the developed plan. Inherent in the training is monitoring and evaluation followed by support visits to designated sites to track the extent of implementation. The monitoring and evaluation will be conducted by the Research Team
Result 4a All staff in targeted schools and districts is trained on the SIAS .	Development of training methodology Final production of SIAS training manual	The training methodology has been developed following a consultative process. The methodology has been submitted to the DoE and partners. Details of the methodology are included in the training plan document (see annexure 3). The final production of the SIAS training was put on hold following the department's disapproval of this document. The consortium in consultation with the DoE agreed on a plan of improving the SIAS document (see annexure 4). Although printers were already booked, this had to be cancelled as a result.	The training methodology and plan has to be communicated to the targeted provinces, district and schools through the National DoE Provincial coordinators to communicate revised and approved plan to provincial training teams

	Training on the SIAS Manual: ● Briefing session for Core Facilitators ● Training of trainers	The training materials were to have been finalised early in this quarter and the training in the sites was to have begun.	To improve on the SIAS and follow the new production schedule (see Annexure 4)
		The year commenced with the materials development team awaiting formal feed back from the DoE on draft materials that had been handed over to them in December 2005; Draft 2 of the SIAS manual and Draft 2 of the ILP Manual. Feedback was also awaited to the letter sent to the department in November 2005, concerning the use of specialist terminology regarding "disability" and related matters. In the absence of such feedback, the materials development team proceeded to work towards completion of the manuals by the agreed upon submission date of 24 February 2006. Feedback to the letter was finally received on 15 February, and other formal feedback to Draft 2 of the manual on Monday 20 February. It must be recorded here that, the delayed feedback placed the materials development process under extreme pressure. This delay prompted the Sisonke materials development coordinator to raise this issue in a letter to the DoE dated 22 February – to date no response has been received. Final drafts of the SIAS materials were submitted to the Department on Friday 24 February, 2006.	To finalise the SIAS training manual
		Unfortunately the Department did not approve the materials as submitted, and instructed the consortium to go back to the drawing board and produce a further draft of the SIAS materials.	
		By the end of this reporting period, no feedback had been received whatsoever from the Department on Draft 2 of the ILP materials.	

		Improving the SIAS training manual	Although almost all the provincial coordinators had made the necessary arrangements for the SIAS training, The training was subsequently cancelled and rescheduled.	
			Following the DoE not approving the training manual a plan and schedule for improving the SIAS training manual was discussed and agreed in consultation with DoE.	
			This plan included the selection of 4 consortium members who were tasked with improving the SIAS training manual	
			The team met for a week to rework on the SIAS training manual (See annexure 4 for record of this writing week)	
			Completed draft SIAS units have been sent to the DoE to consortium members and partners for comments.	
			The overwriting process has also begun	
			Details of SIAS improvement process is included in the Training Material Development report	
			A consortium meeting in which training was discussed was organised and facilitated (see annexure 1 for record of this meeting).	
			Following the DOE disapproval of the SIAS training manual a consortium meeting was organised and facilitated. The aim for this meeting was to develop a consortium's consolidated response to the DoE feedback on the SIAS training manual (see	

		annexure 5 for record of this meeting). In addition to these consortium meetings 7 consortium members attended and participated in a DoE meeting where a plan on how to improve the SIAS training manual as well as rescheduling of training was discussed and agreed on (see annexure 6 for record of this meeting). At provincial level most provincial coordinators have: • Finalised their provincial plan training plans • Selected training teams and briefed them on the training schedule • Identified training venues • communicated changes in the training schedule to provincial DoE officials and training teams	To carry out training on the re-scheduled dates (see annexure 3 Training methodology for training reschedule) Coordinators to forward provincial training teams to central coordination and these will be forwarded to DoE and provincial DoE coordinators DoE to provide list of provincial DBSTs to participate in the training
Result 5 A detailed and comprehensive research-based process report and HRD strategy		Almost all the activities that have been planned and carried out during the lifespan of this project which includes this quarter are structure in a way that they contribute to the result no 5.	

6 Project disbursements
Report to be submitted separately pending finalisation of invoice processing.

7 Challenges and issues for consideration during the next quarter
The following are some of the challenges that we encountered during this quarter and some suggestion on how to address these challenges.

Keeping to scheduled time frames

Difficulties in keeping to the time frames as stipulated in the operational plan for this project have posed a challenge in that training has to reschedule. For some of the provinces this may pose a further difficulty as there is a possibility that this training may clash with planned NCS training. While this is not a major risk, (NCS training is targeting the FET band and not the primary schools targeted by the HRD inclusive education project), it still needs to be noted that the same district official may be required to participate in both the NCS and HRD training. The provincial DoE Inclusive Education coordinators with assistance from national DoE may have to provide support in this regard so as to ensure that the training takes place as scheduled.

The unfortunate delays in the commencement of training may have an impact on how people on the ground view the DoE's commitment to the implementation of inclusive education. The various delays in implementing the inclusive education policy make it particularly difficult to sustain the enthusiasm and interest of personnel within the province as well as the team. The consortium supported by the DoE will have to discuss and agree on a strategy on how to deal with this. There is a need to communicate these delays to schools and districts in a sensitive manner.

Consortium members and some DoE provincial personnel have raised concerns that the delay in the commencement of training has resulted in a having to condense training in the second half of the year. This is not ideal as the participants will have limited time to reflect on and consolidate training.

Almost all the provincial coordinators report that the delays hampers working relationships between the provincial personnel and the Sisonke provincial coordinators.

Delays in communicating re-scheduling of project activities results in fruitless expenditure on already stretched project budget.

As noted in previous project reports, changes in planned activities although not desirable are at time inevitable. It is however, important that the consortium and the national DoE agree and communicate changes on time to provinces and targeted schools.

Although the DoE not approving SIAS training manual has had some negative impact it has provided some opportunities to improve on some project activities. This includes the improvement of the SIAS training manual, the training methodology, the development of the monitoring and reporting process and tool for the training, the alignment of the findings of the situation analysis to the training methodology and logistical arrangements for the training.

DoE delayed inputs to project activities

The DoE delays in providing feedback poses a risk in that it delays project deliverables. There is therefore a need to address this issue. The consortium could assist in ensuring that they keep to stipulated project deadlines and if delays are envisaged by either the DoE or the consortium, they should be communicated on time.

Reactive management of the project

The reactive management style adopted by the project has resulted in constantly managing crisis rather than engaging in forward looking planned management. This has contributed in losing track of project deliverables and compromising their quality. There is an urgent need for the consortium management, DoE and CSIR to stop and take stock of current project status with the view of charting the project back on track. Once the project is on track, there remains a need to ensure that there is constant monitoring and tracking of project milestones.

Late payment and non-payment of service providers

Almost all consortium members stated that the late payment and non-payment of invoices and inaccuracies in payment poses yet another challenge and hopefully it will be resolved. The consortium considers this as a matter of utmost urgency as it is extremely difficult for service providers to continue working on the project without payment and this impact negatively on the project deliverables. Non-payment and late payment of service providers violates the Public Finance Management Act. The appointment of a project manager in charge of ensuring that payments are made on time may assist in dealing with this challenge. There is also an attempt to ensure that all invoices and supporting documents for payment are forwarded to the DoE on time so as to facilitate payment on time.

Limited communication between the different project components

Although the project is structured in a way that the different teams within the project should inform each other, as the project implementation progresses there has been limited communication between the teams especially the materials development and research teams. Strategies are being put in place to further enhance communication between the various teams. They include the following:

- Key team members are to participate in consortium meetings where all project activities are discussed
- There is proposal for the team leaders to participate in weekly project management meetings
- The different teams need to be familiar with the work of other teams and provide input
- Project activities to be constantly communicate to all the team leaders who will in turn communicate to the various teams

Activities planned for the next quarter

The following activities are planned for the next quarter:

Result 1:   Finalise Result 1

Result 2:   Finalise the Situation analysis report

Result 4:   Finalise production and distribution of SIAS

                 Finalise list of DBSTs

                 Finalise list of trainers

                 Enhancing the research team

                 Communicate training dates to provinces which includes teacher unions

Work on the Inclusive Learning Programme Manual
Training on the SIAS Manual:
   Briefing session for Core Facilitators
   Training of trainers
   Begin orientating all in targeted sites on the SIAS
   Finalise monitoring training monitoring tools
   Monitor and report on the training/field-test

Provide Management and logistical support for project implementation including addressing the outlined challenges.

Annexure

Annexure 1

Minutes of consortium meeting (02.03.06)

TENDER NUMBER RTI665 CP: HUMAN RESOURCE DEVELOPMENT FOR THE FIRST STAGE OF IMPLEMENTING EDUCATION WHITE PAPER 6 ON INCLUSIVE EDUCATION

**SISONKE CONSORTIUM MEETING
HELD AT JET EDUCATION SERVICES
ON 2 MARCH 2006**

Present:	Carla Pereira, Gill Lloyd, Ian Moll, Judy McKenzie, Meryl Glaser, Laetitia Brummer, Harriet Loebenstein, Moira Higgerty, Willemien Kleijn, Nevina Smith, Gloria Madiba, Juan Bornman, Thabisile Levin (Chair), Blantina Shoko, Sarah Rule, Zaytoon Amod, Thelma Dibakwane (Note taker)
Apologies:	Saeeda Anis, Nick Taylor

Workshop Purpose:	***To Report and discuss project status*** ***To Discuss and agree on training methodology*** ***To Discuss and agree on research/tracking and quality*** ***Assuring the training***

TL welcomed everyone present at the workshop and requested that everyone introduce themselves officially for noting purposes.

A suggestion was made that the minutes of 28 September 2005 be tabled on 3 March to enable members to read through the minutes, as minutes were only distributed on 2nd March 2006.

Discussions and decisions made

WHO	WHAT	WHEN
Carla	***Preliminary findings of the Situational Analysis on Baseline Research*** Partners were taken through the Presentation by Carla. The following questions emerged from the above discussion: *The meaning of INCLUSION very important *Judy mentioned that Qualitative data in	

	Special schools is not aggregated into grades * TL wanted to know which part of Research will INFORM the training methodology * TL we need to outline how the training will be monitored as this information needs to be included in the training methodology to be presented in the next DoE and CSIR Meeting	
MATERIALS DEVELOPMENT REPORT –CHAIR IAN MOLL		

TL
 	
Ian
 	
NS & TL
 	
TL
	Main Issues for Discussion:
	   1) Piloting Exercise
	   2) Address Communication between DoE/JET
	   3) Address Materials
	The following concerns were raised by Ian:
	* DoE failed to give feedback late December 2005
	*Formal feedback to be received from DoE by 8 March 2006
	* Possibility that DoE will not be happy with materials produced
	* Only formal feedback received from DoE is letter from Lucy Moyane
	
	The following issues emerged from the discussion:
	*Propose on how to respond positively on how to solve problem raised by Dept.
	*What can be done with what is available to carry process of training forward?
	*Dept at no stage checked or corrected misunderstandings
	*Do materials meet contractual obligation of DoE?
	*That the process be regarded as a *field test(mutual agreement)*
	*Nevina & Thabisile to intervene with Dept to schedule a meeting before 8 March 2006
	
	TRAINING will be DONE at the ff:
	   1. Specialised schools
	   2. Full Service Schools
	   3. DBST
		8 March 2006
		
		Before 8 March 2006

TL	A skeleton programme be done prior to 13 March 2006 for presentation to the Dept	Before 13 March 06

TRAINING PLAN FOR TENDER NUMBER RTi665 CP – Chair Sarah Rule		
Purpose of training • Include SIAS & ILP • Monitor & Evaluate Research component of HRD Strategy		

METHODOLOGY		
Ian	Learning spirals/material design Participants encouraged to engage to become part of the research process	
	To orientate trainers to training content & use of training material	16 & 17 March 06
	Follow-up visits between the 2 training dates (add Deborah Hunts narrative)	Specific dates available from Prov Co-ordinators

TRAINING OF FACILITATORS		

It was noted that training will take place in all targeted sites.
 Who = All
 Sites = 2 to 4 sites
 Training will include:
   1. Core Facilitators
   2. Provincial Co-ordinators
   3. Specialists
		16 & 17 March 06

TRAINING OF TRAINERS
 This will consist of:
   1) Training of Trainers @ Provincial Level
   2) Provincial Staff & District Staff
   3) Instructional Leaders
		27 & 30 March 06

BRIEFING OF FACILITATORS (2 DAYS) **Purpose:** • Orientate participants of training. • Finalisation of draft structure of Train the Trainer **TRAINING OF TRAINERS (2 DAYS)** **Purpose:** • Micro-planning for Provincial processes on the basis of the frame that has been put into place. **Who**: Provincial Co-ordinators, Specialists and Provincial		

Facilitators (max 3 including Co-ordinators) Orientate participant to manual i.e. roles and responsibilities. Participants as per D Hunt's communication to DBST. Gill suggested that the training process be revisited mid-way through the process and at the end of the process for monitoring purposes.	

DAY 2   3 MARCH 2006

Present: Saeeda Anis, Thabisile Levin, Juan Bornman, Gloria Madiba,
Willemien Kleijn, Sarah Rule, Zaytoon Amod, Gill Lloyd,
Laetitia Brummer, Meryl Glaser, Harriet Loebenstein,
Judy McKenzie, Ian Moll, Sheila Drew, Nevina Smith,
Carla Pereira, Ray Basson, Blantina Shoko, Nick Taylor

Chairperson: Judy McKenzie

Note taker: Thelma Dibakwane

Nick welcomed everyone present on the second day of the workshop and mentioned that the following issues were concerns for the Sisonke Project:

1) Financial, Administration and Management of the Sisonke Project is in a complete mess. He apologized for this and admitted responsibility for not ensuring that the project is managed properly
2) Invoices have been submitted to the DoE for payment and that no payment has been received from the DoE thus far
3) JET will pay all outstanding invoices whilst waiting for DoE to transfer money into the JET account.
4) Deborah Hunt will not be involved in the Sisonke Project. Thabisile Levin as previously planned will take over the management of the project and Nevina Smith will take over the Administration of the Sisonke Project looking after the finances and logistical aspects of the project.
5) DoE unhappy with the quality of the materials developed thus far. TL to assist in sorting out this matter.
6) NT is aware that Co-coordinators are unhappy in the manner in which the Sisonke Project is managed and he would not like to see any Co-coordinators leave the project at any stage. NT would like to see all Co-coordinators work together for the success of the Project.

Ian responded by saying that there has also been substantial incoherence from the Department as well.

Saeeda mentioned that the Dept returned both files that were sent to them for invoicing stating that the Dept was not happy with the manner in which invoices were submitted. Some of the reasons stated by the Dept were:

- Supporting documentation not attached to invoices
- Number of days not correctly calculated
- NS has 15 queries to sort out that the Dept has picked up from the invoices that were submitted. Need to work out revised invoices for the Dept
- Saeeda mentioned that JET has a very good working relationship with the Finance Dept at DoE.
- The Dept has still not paid JET an amount of approx R500 000 spent on the Sisonke Project
- Hopes that the Dept will review discrepancies soon in order to release payment.

Sarah mentioned that invoices go into a void and there is no feedback from JET and therefore do not know where problems are encountered on invoices. Saeeda agreed that this has happened in the past but now Nevina will go through the invoices and if she encounters any problems on the invoices, she will communicate with the Co-coordinators.

T Levin raised a concern that if payment on invoices is not handled, this will result in the project losing skilled people as people need to paid for their services

Saeeda mentioned that she sent out 11 contracts and only 2 Coordinators have signed and returned their contracts. She also mentioned that in a meeting held with L Moyane two weeks ago at Birchwood Hotel, JET motivated for more money, but the DoE rejected the motivation saying that the project has not spent money allocated to them at present. She further stated that project must at least try and spend 75% of the allocated money by September 2006.

The Minutes of 28 September 2006
The minutes of 28 September were read and adopted and seconded by Sarah Rule.

Training Programme
A draft training programme was circulated to all members present at the meeting. This was a 3 day training programme compiled by Ian Moll.

The following issues came out of the programme discussed:

That the training team should consist of:
- Members of DBST
- Partners (which will comprise of field test team)
- Must have knowledge of NCS
- Experience working with Special schools
- Have experience in Barriers in Learning (BIL)
- Inclusion
- Management
- Adult Education Skills
- CAAC, Braille, South African Sign Language (S.A.S.L)
- Language Ability

On-Site Support Visits (How does it fit into methodology)
Purpose
- To help trainees to contextualize the training received from workshops
- Problem solve some of the difficulties
- Follow-up of assignments
- Building relationships between the 3 different sites of learning and DBST
- Provide Support and Encouragement
- Structure – a) travel time
  b) Observation
  c) Feedback & discussion of observation
- Follow-up on focus both on materials and training
- Follow-up support ILST, SGB & support staff
- DBST to be visited first
- Part of visit to deal with day to day activities

FINANCES
Problems with Invoices
Nevina mentioned that she picked up the following problems with invoices:
- No timesheets were submitted with invoices
- Hours not claimed properly
- Timesheets to be completed electronically (preference)
- Each Co-coordinator to submit one timesheet per month
- Nevina to e-mail a revised invoice formula to Co-coordinators (6 March 2006)
- Include VAT reg no (if VAT registered)
- Per diem amount per day = R180.00
- Do not need to submit slips on per diem amount
- Per diem only for food
- Cannot charge VAT on Direct costs
- A flat rate per month for telephone costs which amounts to R200.00 (if gone over the R200.00 limit, please submit printout) for claiming purposes
- If claiming flat rate on telephone, submit proof
- Invoices to be submitted on a Letterhead with banking details

PROVINCIAL TRAINING
It was suggested that a central venue be used for Provincial Training. Approximately 7 provinces mentioned that they make use of a central venue.

Saeeda suggested that a log book be kept for teachers who have been paid for attending training.
She also mentioned that she will look for the contracts that were sent in by other Partners (which she could not find)
Partners to send in signed PDF version of contract to Saeeda by 10 March 2006.

TRACKING & QUALITY ASSURANCE
- That monitoring should have a reflective quality to it.
- No clear answers on how researchers can be used

The following suggestions were made on Monitoring:

Purpose: Identify strength and weaknesses

- Use Adapted Index as positive test in one of the schools
- Sampling – stratified sample
- Research team in Gauteng to put together a quality assurance document before 17 March 2006 (Gill Lloyd & Ray)

SUMMARY DECISIONS

- 1 or 2 page document on situational analysis by (4th & 5th March 2006)
- Briefing Program – TOT
- Programme for Roll-out
- Members of disability groups assist in providing expert trainers, where necessary bring from outside and cover costs

CONTRACTS

- All Partners to sign and send PDF contract and forward to Saeeda by 10/03/2006
- Research local team to develop monitoring and reporting process training by 15/03/06
- Reporting formats for site visits by 15/03/06
- Coordinators to send names of participants for briefing session by 7/03/06
- Nevina to send updated template by 6/03/2006
- Nevina to communicate changes on invoices with Partners
- All February invoices to be submitted by 9/03/06
- Nevina to forward set dates for Provincial Consortium meetings to all Partners

Annexure 2   Minutes of research team meeting

**TENDER NUMBER RTI665 CP:
HUMAN RESOURCE DEVELOPMENT FOR THE FIRST STAGE OF IMPLEMENTING
EDUCATION WHITE PAPER QUARTERLY PROGRESS REPORT**

Research Team Meeting

Date: 17 February 2006

Present: Carla Pereira; Leena Green; Sue Philpott; Moses Simelane; Gill Lloyd;
Deborah Hunt and Tsakani

1. Moses welcomed everyone present and so did Deborah.

2. Minutes of previous meeting: Leena had made comments but Tsakani had not, so
    there is a need to follow up on the progress.

3. Sue questioned why there was no continuity in the research team

4. Progress update by Carla:
    o Data capturing (situational analysis)
       She explained how the coding of instruments was carried out
       Each code developed should be regarded as a variable
       Data analysis according to DoE will have to be at a provincial and district level
       Direct words of respondents need to be captured

5. Gill:
    o To researchers it is important to capture responses at 'first person' level not at
       'third person' as it seems to have been the case in the situational analysis.
       This to be recorded as a limitation in the report.

6. Carla continued to report that district data capturing was going to start on that day (17
    February)

7. The research team suggested an aggregation by province since this would help the
    DoE to plan, strategise and implement appropriately

8. Carla referred the team to the an attached example of a coded school questionnaire for
    the team to have an idea about the coding process

9. Leena suggested that the analysis should be organised and summarised according to
    themes so that it will be easy to follow.

10. There was concern regarding whether the information gathered would be fed back to
    schools. A strategy will have to be designed maybe for now consideration may have to
    be given to taking the information with during orientation to give schools the picture as
    things stand.

11. A decision will have to be taken around reporting and the level to which the breakdown could be taken.

12. **Snapshot**: Leena suggested that a cutting and pasting of responses was necessary. Carla projected the snapshots on some of the schools Leena was referring to, which JET had already started creating.

13. Schools should get a snapshot about themselves because that is where training should start. The research team was impressed by the fact that JET had already developed the snapshots.

14. According to Carla, Deborah had suggested that the snapshots be sent to the provincial coordinators but that researcher impression not to be fed back to schools together with snapshots.

15. **Proposed Report Template**:

   o In terms of attitudinal questions, it is important to note that it cannot be just positive or negative, but it could be that schools are just raising concern
   o Sue asked whether the reporting was going to be focused on findings without reflecting on what WP 6 says (actual analysis) – it's important for this analysis to happen before conclusions/recommendations.
   o Chapter 1 (a paragraph) to reflect on what the literature suggests and then link this to what findings are suggesting
   o Tables will be provided as annexure
   o In reporting, limitations regarding the tool, researchers themselves etc, need to be mentioned
   o Recommendations: questions that need to be asked are: did this achieve objectives? Is it consistent with the proposal that was sent to DoE?
   o Sue suggested that a table on researchers per province need to be attached as an annexure to the report.
   o There should be an indication about the role of provincial coordinators during data collection.
   o It's important to plan how existing information may be used instead of duplicating processes and/or reinventing the wheel. Otherwise collection of similar information over and over can incense people who have to provide that it. Institutions where the needed information exists may have to be identified.
   o Feedback to schools may not be overemphasised if we are to eliminate irritation from the side of the schools because that shows that someone has done something about information that schools have provided.
   o There should be clarity in terms of what will be done by Sisonke and by DoE (provincial EMDGs)
   o It's usually useful to do the findings and analysis together to avoid repetitions, and conclusively drawing implications from findings from a particular theme
   o Data verification (QA) has to be done and linked to the Ethics Document
   o Recommendations may need to be discussed according to themes.

16. **HRD**:

   o The strategy may have to link up to other systems that are already in place.
   o One characteristic of action research is that it keeps changing, implying that it is flexible and therefore allows for deviations from an earlier agreed-upon approach.
   o HRD is the most complicated area. When new pointers arise, it's an admission of failure to acknowledge that a new direction is emerging.
   o Importantly, the focus of the project should never be lost, even against increasing demands by the department, which implies tat research sub-goals should always be held in view.
   o Reporting per theme from different sources could be useful.
   o Carla also projected the inventory (file of collected evidence).
   o In sending the evidence, maybe a filtering of the items could be useful instead of sending everything.
   o On an ongoing basis, a list should be kept of what has been sent to people (checklist)

17. **Announcements**:

   o The next NCCIE meeting will be held on 2nd March and the team have to present the draft findings situation analysis
   o The next Consortium meeting will be on 3rd March
   o The next research team meeting will be on 14 March

18. Meeting closed.

Annexure 3   Training plan
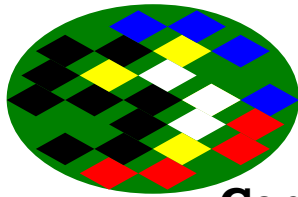
Sisonke Consortium

TENDER NUMBER RTI665 CP: HUMAN RESOURCE DEVELOPMENT FOR THE FIRST STAGE OF IMPLEMENTING EDUCATION WHITE PAPER 6 ON INCLUSIVE EDUCATION

TRAINING PLAN

Date: 05-04-06

1   Introduction

This document outlines the training plan for the Human Resource Development (HRD) for the first stage of implementing Education White Paper 6 on inclusive education project. In order to facilitate its presentation the following topics are discussed:

- A brief background to the project
- Current HR Status
- Overall Aim of the training
- Training Methodology

    Principles guiding the training

    Type of training

    Broad time frame

- Detailed description of the training

    Orientation of training team to the training materials

    Training of trainers

    Orientation of all on target sites

    Follow up on site support

- Monitoring, evaluation and reporting

2   Background

 As part of the first stage of translating the inclusive education policy into a programme of action, the DoE contracted the Sisonke consortium to develop training materials and train all personnel in the following selected targeted sites:

- 30 primary schools that are to be converted into full service schools
- 30 special schools that are to be converted into Resource Centres
- 30 District-based Support Teams (DBSTs)
- All 4 reform schools.

(See annexure 1 for a list of all the participating sites and personnel)

The Screening Identification Assessment and Support (SIAS) and the Inclusive Learning Programmes (ILP) training manuals developed by the Sisonke Consortium in consultation with the Department of Education are the core documents that will be used in the training. Prior to the training, a study aimed at understanding the current human resource capacity in targeted

sites was undertaken. The current training takes into cognisance, acknowledges and utilises some of the findings of this study. A summary of some of these findings are outlined under 'Current Status' below.

3   Current Status

The draft training plan acknowledges and utilises the findings of the Situational Analysis baseline research. The research findings have major implications for the training content, design and methodology some of which are outlined below.

The training should:

- **Provide detailed and in-depth orientation on inclusion**

  Preliminary research findings show a <u>strong</u> need for this, coupled with a need for understanding the practicalities of implementation. The literature review warns that inclusion should be seen as an entirely new way of thinking about the education of those experiencing barriers to learning and not simply as a different model for special education delivery.

  The literature review of the situation analysis report suggests that one of the theoretical assumptions of the inclusive education movement that will inform the nature of the training provided concerns <u>the role of cultural and social mediation</u> in human development. An understanding of learning as the active construction of meaning by mediators and learners in dialogue suggests <u>a less passive role for learners and an acknowledgement of the importance of context.</u> The fact that trainers should model inclusion and consultation throughout the training process is further emphasised by the literature review. It expands on this principle by saying that the presence of individuals from different professional backgrounds at the training sessions should offer an opportunity to trainers to allow participants to experience the benefits of collaboration.

- **Mediate to participants' clarification of professional roles and responsibilities** (particularly those of the ILST, DBST and SGB) **within an inclusive educational situation**. Just 6% of schools participating in the Situational Analysis said that the ILST was effective and fully functional. 27% of these schools reported that no support was provided by the DBST or district) to their school. In fact, the preliminary findings show that fully functional DBST's are not present in most provinces. Only 36% of the responses to the questionnaire for the Situational Analysis indicated that the ILST and the DBST collaborated well with each other. A mere 3% of schools reported that their

SGB's participated in planning for inclusive education or established intersectoral links to facilitate an effective process of learner support.

- **Provide participants with some skills that they may use to begin to implement inclusive practices within their different roles.**

  The literature review points out that the difficulty of altering role expectations should not be underestimated in that participants may interpret the proposed change as a threat to their identity as competent professionals and parents can easily believe they are being short-changed in some way.

- **Equip participants with some skills that they can use to begin to identify barriers to learning, assess and support learners.**

  The research resources used show that the new definition of educational support is centrally important within the South African approach to inclusive education. The importance of the teacher's role as the foundation for support to learners is emphasized.

  In-schools, however, on-site support systems that can assist teachers need equal attention. Particularly, the findings indicate that training needs to highlight the role of the SGB in this regard.

  It is part of the collaborative aspect of supportive inclusive education Teachers cannot always manage to overcome all the challenges on their own. The whole school staff is involved in support activities.

  While the findings show that many of the schools are attempting to identify barriers to learning, they will need to be trained in the use of the standardised forms endorsed by the Department of Education. Most schools do not have an assessment policy.

- **Equip participants with skills to manage diversity within a learning environment.**

    The preliminary findings reflected a strong indication from respondents that training on how to cope in the classroom is desperately needed. Lack of skills to handle particular, identified barriers at school level was another challenge.

    The literature review report recommends that selected specialist skills should be provided if this is a particular request. But the literature review also says reassuringly that research seems to imply that collaborative teamwork can, over time, empower teachers for specific situations.

- **Equip participants with skills to collaborate and consult effectively.**

    Trainers need to be aware that training should show teachers how to work effectively with school systems, engage in collaborative problem solving and negotiate, facilitate and co-ordinate changes. The review states that these skills are "essential for collaboration with special education personnel, administrators and parents" in order to "construct and maintain positive relationships with all those concerned about the education of a particular child, and to be able to articulate and justify their practice to the school community."

    A mentoring programme is apparently in place in 26% of the schools. Collaboration of all kinds is a central principle of the inclusive education approach and the findings indicate that teachers need to be encouraged in orientation sessions to find time in the future for the sharing of best practices amongst themselves.

    Intersectoral collaboration was acknowledged by schools in the Situational Analysis as an important area. Links were reported with other departments (health, social development, SA Police Services).

    Respondents admitted that collaborative links should be targeted in order to improve access to services, amenities, resources and/or products. The findings show that some of the challenges experienced by schools include:

Time, non-availability of members, poor communication, <u>ignorance of whom to approach</u>, work overload and <u>ignorance on how to establish links</u>

The findings indicate further that schools need information of offerings by other sectors, greater parental involvement and more commitment by all stakeholders. They appear to need mediation of experiences of <u>meaningful</u> collaboration.

- **Be learner centred and participatory.**

    Research findings suggest that this model of training delivery is more favoured than the cascading model of training. An action research dimension has been built into this project that recognises the potential role of participant involvement in research activities as being a change strategy. The purpose of action research is to *assist people in extending their understanding of their situation and thus resolving problems that confront them* (Stringer 1999. Draft Monitoring and Tracking document, February 2006.)

- **Acknowledge prior learning and use this to enhance further learning**.

    Existing good practices and experiences of target beneficiaries can be recognised in orientation sessions focused on developing inclusive education programmes to ensure that existing practices are recognised and to model the benefits of this experience to participants. (An assets-based approach could even enrich the materials themselves.)

- **Build participants' confidence by respecting and utilising their input.**

    Orientation sessions need to be aware that in general, the staff at schools are experiencing many challenges such as: lack of skills (48%); low morale (39%); staff shortages (26&); illness (24%); heavy workloads (33%); stress; lack of support to implement inclusion at school level (WP 6 compliance) (3%) and confusion around models of implementation and how to get support.

    The literature review recommends that trainers need to understand that it is important to build teachers' confidence and belief in their own creativity so that they are enabled

to develop effective practice "bit by bit in the light of experience and insight rather than by training in a specific method".

Further, the literature review argues strongly for "a professional empowerment dimension" in the training process that "focuses on the development of self-efficacy and perceived control and encourages participants' own vision and energy". The reason given is that "it can be overwhelming for a single or a small number of professionals to be change agents within a system that is resistant to change".

- **Provide supported hands-on experience.**
  17% of responses to the Situational Analysis questions showed that <u>actual experience</u> in working with learners experiencing barriers to learning was most useful in previous training sessions. Other schools indicated their disillusion with previous training sessions, because of the <u>lack of follow-up support</u>. A number of schools reported that the <u>training was not tailored to their needs</u>. These preliminary findings suggest that future training sessions would do well to incorporate the following <u>key areas</u> into the <u>orientation and/or training programme:</u>

  * How to deal with learners of mixed abilities
  * How to develop inclusive learning programmes
  * Curriculum pacing and coverage
  * The development of Learning and Teaching Support Materials(LTSM)
  * Roles and responsibilities of support staff

The findings of the situation analysis will be used to guide the logistics of the training in regards to, among others: allocation of trainers, provision training materials, catering and for other logistical purposes.

4   Overall Aim of the training

In line with the project objectives and findings from the situation analysis, the overall aim of the training is to support the first phase of the implementation of an inclusive education system. This is done through the orientation of targeted participants to inclusive practices as well as facilitating the development of skills among participants. This will in turn enable them to practically begin to implement inclusive practices in their respective sites. The training is also

aimed at tracking, identifying and documenting lessons that will be included in the Human Resource Development Strategy as well as strengthening the SIAS strategy.

5   Methodology

a) Principles guiding the training

In line with the overall project plan, conceptualisation and design of the training manuals and the research approach, the training methodology will be guided by a constructivist and adult learning theories.

The pedagogic approach of the training manuals is built on the core constructivist idea that new understandings depend on, and arise out of, activity. They are not simply given to experience, nor are they simply told to participants. The contents of the manuals are all designed in such a way as to require *systematic engagement* with designed activities. The learning approach follows a learning cycle in which activities are central - this cycle is represented by Figure 1 below.

Each section of the manual has a key portfolio task designed to help participants draw together the learning through all the activities in the units that make up the section. The training envisaged by the Sisonke Consortium requires that these portfolios are developed in the future in order to consolidate the learning of the training sessions.

Reflection (leading to new knowledge)

New activity

Response to activity (discussion of issues raised in activity)

Reflection (leading to new knowledge)

New activity

Response to activity (discussion of issues raised in activity)

Content to frame activity

Activity
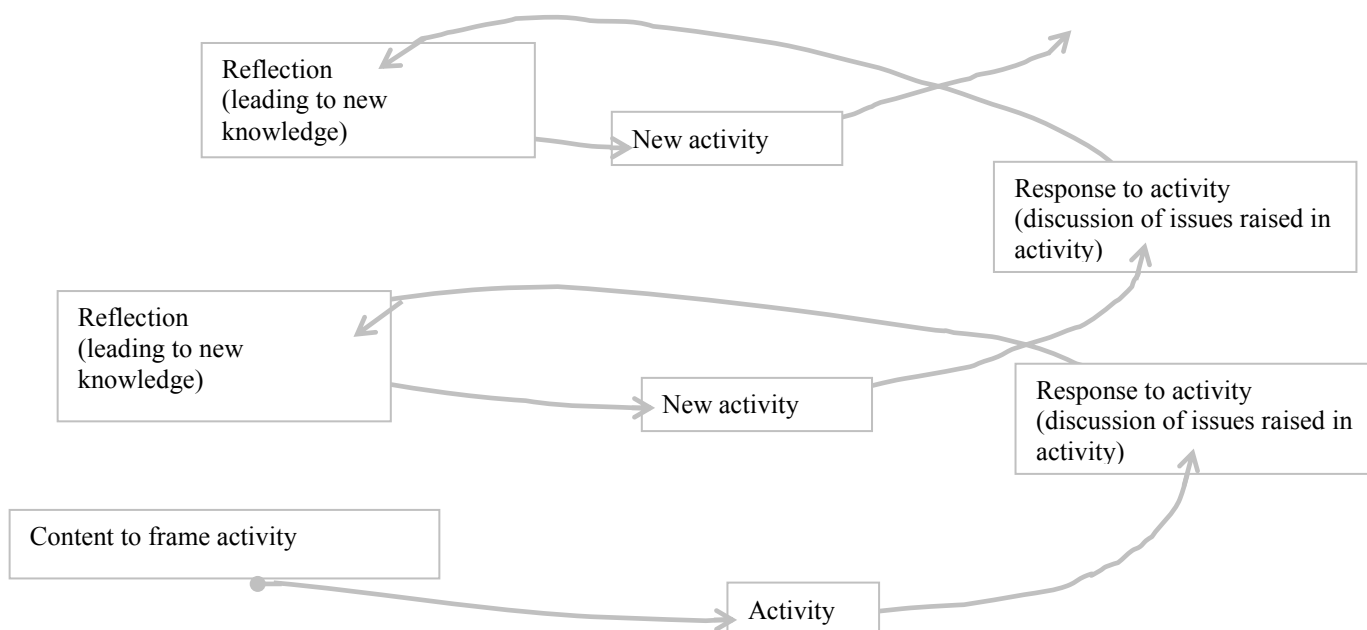
Fig 1: The learning Cycle that Structures the Pedagogic Approach of the Manuals

The training will:
- Guide rather than direct.

- Respond flexibly to changes in needs and conditions, and be prepared to adapt strategies in order to meet training objectives;

- Respect and value all inputs;

- Ensure there is no discrimination;

- Model inclusive practices;

- Promote innovation, and act as agents for change without undermining delivery on the ground.

- Ensure that participants are actively engaged in the learning and research process and are not passive recipients of knowledge;

- Ensure that experiences brought into the training sessions are viewed valuable resources, respected and used in order to enhance learning;

- Activity based;

- Acknowledge that adults are self-directed learners and attempt to provide them with a purpose/motivation for involvement in the learning/training process;

- Encourage participants to be responsible for their own learning;

- And encourage adult participants to relate the learning to their own tasks, jobs and roles in life.

b) Type of training

The time allocated for the training allows participants to be orientated to the innovative way of assessing and supporting learners and learning as well the development and implementation of inclusive learning programmes. Therefore the training will largely be aimed as a mere orientation to the SIAS and ILP.

The training model provides for a total of:

16 hours face to face training per TOT participant per manual

21 hours of face to face orientation per participant per manual

15 hours of self study per manual

32 hours of follow up on site support per institution

c) Broad time frame

Outlined below are training schedules for both manuals.

SCHEDULES FOR TRAINING ON THE DRAFT STRATEGY ON SCREENING, IDENTIFICATION, ASSESSMENT AND SUPPORT IN THE 30 NODAL AREA DISTRICTS OF THE INCLUSIVE EDUCATION FIELD TEST

TRAINING TARGET AUDIENCE	PROVINCES AND DISTRICTS INVOLVED	PROPOSED DATES WITHIN WHICH TRAINING WILL TAKE PLACE
Orientating trainers to the training content and use of training materials Sisonke provincial coordinators and trainers	**All provinces**	8-9 June 2006 (2 days)
Train the trainer session: Members of District-based support teams, selected instructional leaders from designated schools	**All provinces:** Designated 30 District Based Support Teams, 30 Full-Service Schools, 30 Special Schools/Resource Centres	19-20 June 2006 (2 days)
Training of all staff in institutions	**All Provinces** Designated 30 District Based Support Teams, 30 Full-Service Schools, 30 Special Schools/Resource Centres	26-28 June 2006 (3days)
Follow up on site support	**All targeted sites**	Week 4 August –Week 1 September Provincial coordinators to provide specific dates after the training. (4 days per site)

SCHEDULE FOR TRAINING ON THE GUIDELINES FOR INCLUSIVE LEARNING PROGRAMMES IN THE 30 NODAL AREA DISTRICTS OF THE INCLUSIVE EDUCATION FIELD TEST

TRAINING TARGET AUDIENCE	PROVINCES AND DISTRICTS INVOLVED	PROPOSED DATES WITHIN WHICH TRAINING WILL TAKE PLACE
Orientating trainers to the training content and use of training materials	**All provinces**	7-8 September (2 days)
Train the trainer session: Members of District-based support teams, selected instructional leaders from designated schools	**All provinces:** Designated 30 District Based Support Teams, 30 Full-Service Schools, 30 Special Schools/Resource Centres	12 – 13 September (2 days)
Training of all staff in institutions	**All Provinces** Designated 30 District Based Support Teams, 30 Full-Service Schools, 30 Special Schools/Resource Centres	27 – 29 September (3 days)
Follow up on site support	**All targeted sites**	Week 5-6 February 2007 Provincial coordinators to provide specific dates after the training. (4days per site)

d) Training process

As outlined above the training on the SIAS will precede training/orientation on the Inclusive Learning Programmes. However, it needs to be noted that any lessons learnt from the SIAS training will be used to enhance training/orientation on the Inclusive Learning Programme. Both training will follow the same sequence of events and this is outlined below.

- Training of trainers
- Training of DBST and Instructional leaders
- Orientation of all

- Follow up and onsite Support

The training will include face to face discussions, individual and group work, self study as well as on site follow up support. Detailed description of the training programme is outlined below

6 Detailed description of training

a) Briefing of core-facilitators on the training materials

Prior to the implementation of each training manual, an orientation session for the Sisonke provincial coordinators and some key provincial trainers will be facilitated on the days outlined above. The purpose of this session will be to:

- Orientate the participants to the content of the training and the training approach of the training manuals. This is to ensure that there is consistency in training implementation across the nine provinces.
- To Finalise the programmes for the TOT sessions

Participants will include:

- All provincial coordinators
- Core provincial facilitators - a maximum of 4 per province (this number to include provincial coordinators
- Trainers with specialised skills such as skills of SASL, Braille and AAC

A detailed training programme will be provided after the DoE has approved the training manuals.

b) Training of trainers/ DBST/Instructional leaders

Following the briefing meeting there will be training of all the trainers (TOT) in the provinces. The purpose of the training is to:

- Orientate all participants to the training manual
- Train participants on how to use the training manuals for training
- Discuss roles and responsibilities
- To finalise a micro plan for the broad orientation for all participants in the targeted sites

Participants to the TOT will include approximately 10 Sisonke trainers per province (to include a member of the research team and materials development team), 60 DBST members, 60 Instructional Leaders as well provincial personnel. It is important that provincial personnel, members of the DBST and Instructional Leaders (IL) form part of this training so as ensure sustainability. Provincial Inclusive Education Coordinators will assist in the selection of the DBST and IL.

A detailed training programme will be provided after the DoE has approved the training manuals.

c) Orientation of all on target sites

This will take place after the TOT. The general purpose of the orientation is to:

- Orientate all staff at the identified institutions orientation of targeted participants to inclusion as well as facilitating the development of skills among participants. This will in turn enable them to practically begin to implement inclusive practices.
- Monitor the quality of the training identify and document lessons that will be included in the Human Resource Development Strategy that can be used for future implementation of and inclusive education system.
-

Participants at the training will include:

- Educators from the 3 targeted sites of learning (Special Schools as Resource Centres, Full Service Schools and Reform Schools)
- School Support Staff
- Members of the DBST
- Therapy and medical support staff
- Members of the ILST
- Members of the School Governing Bodies

Approximately 15 trainers with a combination of required skills knowledge and attitude as outlined in the tender document will be used for training. The orientation will be largely district based with the different participants from the various sites of learning sharing the same training

with the DBST. Depending on what is feasible within a province it may be possible to separate or cluster districts. This is partly aimed at ensuring that there is sharing of ideas.

A detailed training programme will be provided after the DoE has approved the training manuals.

d) Follow up on site support

This will take place following the orientation of all participants in the targeted sites. The purpose of the follow up on site support is to:

- Assist trainees to contextualise the training received from the workshop
- Follow up on assignment/s given at the training
- Provide support and encouragement to trainees
- Facilitate the building of working relations between and among personnel from different sites of learning and the DBST
- Provide support to trainees when addressing some of the day to day difficulties related to the training input
- Determine extent to which knowledge and skills mediated at the workshop are being used
- To draw lessons that may be incorporated into the Human Resource Development Strategy

Details of the follow up on site support structure/ programme will be discussed and finalised during the last day of orientation/ training and at a training meeting that will follow immediately after the orientation.

However, the programme will include discussion on how trainees have successfully used some of the training input, difficulties encountered, observations of inclusive practices and discussion focused on assignments. On site support will be aimed not only on educators but other role players within the school setting. These include: ILST, SGB, SMT and Therapist and other Support staff.

On site support for DBST to happen prior to support provided to sites of learning. The DBST will be part of the on site support team supporting and monitoring the schools.

7 Training teams

This team will be composed of Sisonke trainers, some members of the DBST and ideally "Instructional Leaders" identified by provincial and district personnel.

Selected trainers will have members with one or combination of the following knowledge, experience, skills and attitudes:

- Knowledge of NCS
- Knowledge of inclusive education policy
- Knowledge and experience in the field of education transformation in general and inclusive education in particular
- Knowledge of adult education and skills of training adults
- Knowledge and skills working in a school environment
- Be supportive of an inclusive approach to education
- Positive about inclusion
- Have experienced barriers to learning
- Knowledge and skills in change management, curriculum differentiation and inclusive approach to assessment
- Experience in working in or with special schools
- Some teaching experience
- Good analytic reporting skills

8 Monitoring, Evaluation and Reporting on the training

In this project, monitoring and evaluation are understood as processes subsumed under the broad heading of Research. This document should thus be read in conjunction with the research proposal already submitted, dated January 2006, and is consistent with section 4.4.2 thereof.

The overall aim of the data collection is to ascertain internal and external impressions of the effectiveness of the training materials and process in terms of orienting participants towards the approach to assessment recommended by the Department of Education for an inclusive education system.

The timing of the Monitoring and Evaluation Plan, as shown below, depends largely on the training timetable. The research team will work closely with the provincial coordinators.

The design of the research tools (or instruments) has been guided by the evaluation tools used in the DANIDA project.

Data collection overview

Phase 1: Briefing of core trainers (2 days)   JUNE 2006

Nature of data	Instrument	Process	Number of researchers needed
Independent observer impressions	Rating scale (RT1)	Observation of briefing session at beginning and end (2 x minimum of 1 hour samples over the 2 days: i.e., min of 1 hour on 1st day & min of 1 hour on 2nd day).	1
Participants' (core trainers) Impressions	Participant Questionnaire (RT2)	15 min slot at end of training session (on day 2) – administered by 1 research team member at central venue where briefing will be taking place to all trainee trainers present	1
Trainers' impressions	Trainer Questionnaire (RT3)	15 min slot at end of training session (on day 2) – administered by 1 research team member at central venue where briefing will be taking place to all SAIDE trainers present	1

Phase 2: Training of Trainers in each of the 9 provinces (2 days)   <mark>JUNE 2006</mark>

Nature of data	Instrument	Process	Number of researchers needed
Independent observer impressions	Rating scale (RT1)	1 cluster/district workshop/ training session per province to be observed by 1 research team member per province. (at least 3 x minimum of 1 hour samples over the 2 days).	9 (min of 1 per province)
Participants' (provincial trainers) Impressions	Participant Questionnaire (RT2)	15 min slot at end of training session (on day 2) – administered to all trainees in sampled site by 1 research team member at training venue where TOT taking place.	9 (min of 1 per province)
Core Trainers' impressions	Trainer Questionnaire (RT3)	15 min slot at end of training session (on day 2) – administered to all trainers in sampled site by 1 research team member at training venue where TOT taking place.	9 (min of 1 per province)

Phase 3: Broad orientation (3 days)   <mark>JULY 2006</mark>

Nature of data	Instrument	Process	Number of researchers needed
Participants' impressions (trainees)	Short 3-question questionnaire to inform training process	To be administered to all trainees by all trainers in all provinces (i.e, action research). This will be done 3 times: - once at end of 1st day, - once at end of 2nd day, - once at end of 3rd day.	0

Independent observer impressions	Rating scale (RT1)	Researcher to collaborate closely with provincial coordinator. This can be done as follows: • One training initiative per province purposively sampled to include a range of different contexts (i.e, selecting different kinds of sites in different provinces) will be visited by one researcher, who will conduct 3 x 1 hour observations over the 3 days.	9 (min of 1 per province)
Participants' impressions (trainees)	Participant Questionnaire (RT2)	15 min slot at end of training session (on day 3) – administered to all trainees in sampled site by researchers at training venue where orientation taking place.	9 (min of 1 per province)
Provincial Trainers' impressions	Trainer Questionnaire (RT3)	15 min slot at end of training session (on day 3) – administered to all trainers in sampled site by researchers at training venue where orientation taking place.	9 (min of 1 per province)
Provincial Trainers' perceptions/ viewpoints	Semi structured Interview (RT4)	Interviews conducted over 3 days (i.e., at least 1 interview with each of three different trainers per province).	9 (min of 1 per province)
Participants' perceptions/ viewpoints	Semi structured Interview (RT5)	At least 3 interviews conducted over3 days (i.e., at least 1 interview with different stakeholders such as teachers, SGB members, principals, district officials).	9 (min of 1 per province)
Supporting documentation	Trip reports by trainers	All trainer reports all provinces – copy sent to JET post orientation session.	0
Supporting documentation	Provincial coordinator reports	All provincial reports (focussing specifically on training aspect) all provinces – copy sent to JET post orientation session.	0

Phase 4: Follow up support (4 days per school) <mark>AUGUST 2006</mark>

Nature of data	Instrument	Process	Number of researchers needed
Focus group discussion (participant impressions)	Timeline (RT7) + FG interview guidelines (RT 8)	Focus group discussion at each sample site on basis of timeline (at least 2 researchers to be present – one to facilitate and the other to scribe and may need interpreters or video taping) During visit, this will be conducted with a group consisting of teachers, parents, learners, SMT, DBST members, ILST members, etc As DBSTs will be critical components of the follow up support, at least 2 DBST members will be invited to participate in the focus group discussions	18 (min of 2 per province)
Supporting documents	Sample of selected portfolio tasks	During the site visits, a sample of selected portfolio tasks will be collected – at least 2 tasks per site.	9 (minimum of 1 per province)

Data analysis

Rating scale data will be analysed using SPSS and Excel.
Qualitative data will be analysed in terms of themes.

Reporting

The following reports will be compiled:

- For Briefing Session: one brief report
- For Training Of Trainer: one brief report for each province i.e., 9 reports in total.
- For Broad Orientation: one brief report for each province i.e., 9 reports in total.
- For Follow up site support: one brief report for each province i.e., 9 reports in total.
- One integrated report

Validity and reliability of the data

Following the principles of action research, most of the data is in the form of participant self-reports. The data thus both provide information useful for future planning and offer an opportunity for participants to take ownership of the process and reflect on what has been accomplished and what still needs to be put in place. A small independent observation dimension has been added as an additional form of monitoring.

Where data are collected from all participants the appropriate statistical analysis will provide a description of the population identified by the DoE. Where data are sourced from purposive sampling[1] their justification will be the range of informants and the richness of the detail provided. The use of multiple sources of data and different forms of data collection are means of promoting the accuracy of the data, and the inclusion of a variety of perspectives. Should the findings be consistent with those of others in similar situations this will add to the confidence that can be placed in them.

This research is conducted as a form of action research, which means that reliability is not a criterion in the sense of repeated measures, since it is to be expected that individuals and situations will change over time.

Research ethics

All data will be collected and analysed following the ethical guidelines in the document already submitted entitled, *Research Principles and Ethics,* dated September 2005.

---

[1] The sampling of orientation sessions will be determined in collaboration with the provincial coordinator. The sampling of school sites to be visited during the follow up visits will also be done in conjunction with the provincial coordinator.

Annexure 4   Report of SIAS writing team workshop

Introduction

Following the failure of the Sisonke Consortium to secure the approval of the Department of Education for the final draft of the SIAS Training Manual, presented on Friday 24ᵗʰ February according to agreed upon project deadlines, the initial deadline date for printing of 8 March was abandoned. The Consortium then negotiated new timeframes with the Department for the roll–out of training later this year.

Because the submitted materials had been judged inadequate, a decision was made to produce a fourth draft of the SIAS Manual. Time being short, the strategy adopted was to bring a team of selected expert writers together in an intensive writing workshop to rework the material by the end of March, so that SAIDE would be able complete an initial edit by the 20 April. The purpose was to respond to DoE instructions to bring materials even more into articulation with the Draft National Guidelines document on SIAS, and to iron out a perceived commitment to the "medical model of disability" in the materials that had been submitted. There were also a range of minor comments that the writer's workshop was asked to respond to.

The list of participants was as follows:

- Elaine Harcombe, charged with overwriting Units 1 and 2

- Judy Mackenzie. Charged with overwriting Units 3 and 6

- Harriet Loebenstein, charged with overwriting Units 4 and 5 (replaced Laetitia Brümmer, who was unable to attend for personal reasons at the last minute).

- Sheila Drew, facilitator and overwriter.

- Marie Schoeman (DoE, Monday only)

- Eva Mahlangu (DoE, Monday only)

- Thabisile Levin (Project Manager, part time)

- Ian Moll (Materials Development Coordinator, part time)

THE WORKSHOP

Prior to the workshop, ideas about how to respond to the DoE's latest requirements regarding the SIAS manual had been discussed in the consortium. These included ideas from the previous week's consortium meeting, ideas from the meeting held at the DoE on Wednesday 22 march, and informal that had taken place amongst the newly appointed Draft 4 writing team. Although Laetitia Brümmer had signaled her last minute unavailability, she nonetheless was able to produce a draft case study in advance to contribute to the process.

The workshop itself followed a structured programme designed to meet the above aims (see Appendix A for the programme). Each day was carefully planned to yield the necessary product but was designed in such a way that they were interactive and involved each participant in

ongoing formative writing of the materials. The following writing brief had been circulated at the beginning of the process:

- Introduce a new case study on Xoliswa – a child with neither an impairment nor disability, but who experiences barriers to learning related to poverty, HIV and other family issues. This can run through as a case study highlighting school, situational issues that ILST and DBST can deal with in the appropriate sections. Possibly have all the children in the case studies attending the same school.
- Switch unit one and unit two. Deal with social model and medical model first with Xoliswa, and introduce Neo in unit 2.
- Use existing appropriate activities to highlight the use of the 'instruments' in the National Strategy SIAS document.

The participants came together on the Monday morning at the JET offices in Braamfontein, Johannesburg. The first day-and-a half was spent planning the overall writing tasks in line with DoE requirements, and allocating different aspects of the task to those present. The remainder of the week was spent carrying out the work in an intensive writing environment.

It was agreed with DoE representatives present on the Monday that materials would be sent to them as new drafts were finalized during the writing process, both during the week itself and during the editing process that would be carried out by SAIDE in the subsequent week. This was done by Thabsile Levin and Sheila Drew. No immediate responses were received from the Departmental officials during the writing week, but they did make a commitment to respond to the general style and content of the emerging Draft 4 during the course of the following week.

OUTCOMES OF THE WORKSHOP

The workshop succeeded in its objectives. By the end of the final day (Friday) all the writers had produced new drafts of all sections, and integration process across all the Units had been commenced in discussions between the various writers. Sisonke project managers felt that it was now possible to proceed according to timeframes that had been agreed with the DoE at the meeting in Pretoria on 22 March 2006. Feedback from the DoE and consortium members to Draft 4 was eagerly awaited.

Appendix a: programme

	Monday	Tuesday	Wednesday	Thursday	Friday
08h00 – 13h00	Roles and responsibilities Brainstorm where gaps exist How to fill the gaps Re-structuring of existing material **Tea as and when needed** Who will do what? Re-iterate instructional design Time frame for the week Logistics	Writing of Units 1, 2, 3 and 4 begins. **Tea as and when needed** Plenary to check progress / run threads through manual / check concerns.	Writing of Units 5, 6 and 7 begins. **Tea as and when needed** Plenary to check progress / run threads through manual / check concerns.	**Tea as and when needed** Discuss edit to Facilitator's Notes and structure	**Tea as and when needed** Final edit
Lunch: 13h00 – 13h45					
13h45 – 17h00	Read draft Xoliswa case study (to be written developed by Laetitia before Monday) Additions / amendments to case study **Tea as and when needed** Begin editing allocated units.	Continue Units 1, 2, 3 and 4 **Tea as and when needed**	Continue Units 5, 6 and 7 **Tea as and when needed**	**Tea as and when needed** Plenary to tie whole manual together	**Tea as and when needed** Final plenary and closure

**TENDER NUMBER RTI665 CP: HUMAN RESOURCE DEVELOPMENT FOR THE FIRST STAGE
OF IMPLEMENTING EDUCATION WHITE PAPER 6 ON INCLUSIVE EDUCATION**

MINUTES OF SPECIAL CONSORTIUM MEETING ON **16 March 2006**

VENUE: Devonshire Hotel – Jorissen Street, Braamfontein

Purpose of the meeting: *To report, discuss and prepare consolidated response to DoE comments*
on the SIAS
To discuss and develop plan for improving on the SIAS document
To Discuss and agree on re-scheduling of project activities for 2006/7

Present

Zaytoon Amod - ZA
Elaine Harcombe - EH
Thabsile Levin - TL
Nevina Smith - NS
Saeeda Anis - SAP
Judy McKenzie- JM
Harriet Loebenstein - HL
Laetitia Brummer - LB
Ian Moll - IM
Sheila Drew- SD
Thelma Dibakwane - TD
Gloria Madiba- GM
Sarah Rule- SR
Meryl Glaser- MG
Blantina Shoko- BS

TIME	SESSION	Key discussions and decisions
10h00-10h15	Welcome and introducing meeting aims and objectives	Saeeda welcomed all and introduced the purpose of the meeting. The agenda was adopted with I minor change where Ian requested not to chair one of the sessions as he had to do a lot of reporting back. In order to facilitate the discussions Saeeda proposed the following: - Outline of the process and deadlines for the production of the training materials - The content of their responses as it relates to the materials The proposal was accepted.

| 10h15-11h30 | reporting, discuss and prepare consolidated response to DoE comments on the SIAS training manual | An outline of the material development process chronology of events from July last year until 9 March 2006 when the materials were not approved by the DoE was presented. This was followed by a discussion on this process. Some of the key issues raised during this discussion included:

While the consortium has not been able to keep to the planned schedule, the DoE needs to take responsibility on the poor management of the material production process especially with regards to not providing timeous feedback on drafts and not providing a clear brief on the contents of the materials.

Concern about the DoE tendency not to respond to communication with the consortium. This in particular relating to the letter sent to the Chief Director Lucy Moyane and the materials development coordinator Dr Ian Moll.

The consortium needs to also accept responsibility of its limitations in management of the project as a whole which includes materials development process especially the delayed scheduling of the production process

It was noted that that despite the difficulties it needs to be noted that the DoE is the client. Regardless of what has happened, the question remains, what is the way forward?

After much heated debates there was an agreement that the consortium need to improve the SIAS training manuals |
|---|---|---|
| 10h15-13h00 | Discuss and develop plan for improving the SIAS document | The meeting then looked and discussed the comments and recommendations as per the final letter from the DoE point by point. While there was clarity on most concerns raised by the Department there were some points that were noted that required clarity so that they are addressed appropriately. These include the following:

Page 1. – The issue of the preamble will be raised with the DoE.
Page 2. – No clarity about the statement
Page 6 – Clarity (examples to be given to us)
Page 7 – Clarity (examples to be given to us)
Page 8 – Referencing – Harvard reference system used
Page 10 – Needs to be explained. Extracts where the theoretical claims are made – has not been pointed out |

		There was an agreement that as a consortium we need to put in place a process that can work taking into account what has happened before. This includes developing an action plan to be used to improve on the SIAS manual as well as the ILP. Ian raised the point that neither him nor Sheila has the required content knowledge expertise required for improving on the SIAS manual. It was also agreed that some of the writers that were involved in the initial production of the manual may not have the required content knowledge expertise. Therefore, the consortium needs to select writers who will improve the manual. Ian will still be responsible for coordinating the production process and editing and Sheila will assist with the overwriting. It was agreed that: Judy, Elaine, Laetitia , were to work on improving the SIAS manual incorporating the DoE comments Ian to contact Nelisiwe Zondi and request her to be part of the team Sheila will be part of the team but will only be involved in the overwriting IM to continue to coordinate the materials development process Thabisile to participate in the process to provide oversight support Ian to prepare a clear brief for the writers All the writers to get together for 5 days in a central place and work on the manual. Nevina to organise this writing workshop Request the DoE that personnel from the department who are familiar with SIAS manual to be present at the writing workshop Specific units will be allocated to particular writers. Feedback received from DoE and Thabsile during the writing week so as to speed up the process. Sheila to ensure that the brief is being followed. Every unit to be emailed to DoE for comments as it is being completed.
13h00-13h45	**LUNCH**	
13h45-15h30	To discuss and agree on re-scheduling of project activities for 2006/7	During this session the meeting used this session to discuss and develop a revised plan for the production of the training materials and rescheduling of training. (see annexure 1 for revised plan)
15h30-16h00	Tea and discussing way forward	As a way forward the following were agreed on: TL to prepare a response letter to DoE comments on the SIAS Sheila, Elaine, Judy, Nevina, Thabsile and Saeeda to attend DoE

		22.03.06 meeting where consortium's response to SIAS comments is discussed. This is to ensure that as writers they have a clear understanding how the manual needs to be enhanced as well as the processes involved TL and NS to communicate outcome of that meeting to members of the consortium immediately after the meeting so that they can communicate agreed on schedule with provinces and training teams.

Annexure 1
Revised draft production schedule

SIAS Manual – production and training

Date	Action	Responsibility	Comments
27 – 31 March 2006	Materials team workshop	SAIDE/JET	As units completed, it is submitted to the DoE for comment
31 March 2006	DoE to confirm dates and inform provinces of training	DoE	Copies to be sent to all provincial coordinators
7 April 2006	Rough draft sent to consortium members for comment and feedback	SAIDE	
11 April 2006	Comments to SAIDE from consortium members	Provincial coordinators	
20 April 2006	Draft submitted to DoE	SAIDE/JET	
26 April 2006	Approval/recommendations from DoE	DoE	Should there be recommendations, this should not take longer than 3 days as there should not be many if the DoE is involved in the process throughout
8 May 2006	Final version to print	JET	
8 – 9 June 2006	National Briefing Session	JET/SAIDE	The session will be taped for the deaf interpreters and facilitators
19 – 20 June 2006	Training of Trainers	Provincial Coordinators	
10 -12 July 2006	SIAS Orientation	Provincial Coordinators	
August - September	Support visits	Provincial Coordinators	This should be from 1st week August to 1st week September

Inclusive Learning Programme – production and training

Date	Action	Responsibility	Comments
31 March 2006	Feedback from DoE regarding Draft 2 of ILP	DoE	
To be decided	Materials writing team workshop	SAIDE	
To be decided	Rough draft to consortium members for comment	SAIDE	
To be decided	Responses from the consortium members	Provincial coordinators	
23 June 2006	Final submission to DoE	SAIDE/JET	
17 July 2006	Final approval from DoE	DoE	
31 July 2006	Final version to print	JET	
7 – 8 September 2006	National Briefing Session	JET/SAIDE	
12 – 13 September 2006	Train the Trainer	Provincial Coordinators	
27 – 29 September 2006	ILP Orientation	Provincial Coordinators	
October 2006	Support visits	These to be clarified and approved by DoE	
February 2007	Support visits		

APPENDIX M

THE RESPONSE OF A PRINCIPAL AT A SPECIAL SCHOOL FOR THE VISUALLY IMPAIRED

(NB. This transcript is verbatim. To protect the anonymity of the school, I have changed mention of the school to this school. Reference to other schools changed to xxx or yyy.)

1.   How long have you been in the employ of the Department of Education?

        For more than twenty years.

2.   Have you been principal in a mainstream school prior to heading a special school?

        Yes, as a teacher as well as principal in mainstream school.

3.   For how many years?

        5 years

4.   How long have you been principal of a school for visually impaired learners?

        I am four years at this school, but was never a teacher in this school.

5.   (a) If applicable, what was your position prior to becoming principal?

        I was a teacher in a mainstream school. I have a fair amount of experience at mainstream schools. There are big classes and no support. Also, they sit with big discipline problems, gangster problems, and also socio-economic problems.

(b) Do you think visually impaired learners would manage in the mainstream school?

Definitely not. Teachers are not fully equipped to work with the blind or partially sighted. Another thing is the name calling, i.e. bats. Teachers themselves are not equipped, and in order to cover their inability to help the learner with special education need they may join the other children in name-calling and making fun of them. This is another problem I have with the education system. There are no universities or colleges which enable a student to be educated in how to work with the blind or partially sighted. When people come to this school they get training. They must learn Braille. I.e. no courses at the universities for teachers, thus teachers have to come to the school and learn these things.

6.   (a) What is your current Learner Population?

330

(b) What is the ratio of day learners to boarders?

Currently we bus in 220 day learners so the day learners are about 70 percent and the boarders twenty five percent, with parents who bring their own kids or kids coming on their own about five percent of the learner population. Last year we started a vocational stream. The vocational stream is where we took kids who were earmarked for schools for skills. There is still a problem in South Africa with the fact that there are too few schools for skills development. We had workshops here at the school. We were approached by the department to help out, so we took in 25 kids of theirs last year, and we took our kids blind and partially sighted, both boys and girls and joined them in that stream with those 25 kids. So those 25 are not visually impaired, i.e. they are only intellectually impaired. This year we took in another 18 of them. That stream is currently 58 kids including our kids.

(c) How does that seem to be working?

Quite fine. Kids are quite happy because they were faced with the same problems that our blind and partially sighted kids had at their previous schools. They were called stupid; names etc. teachers couldn't cope with them. They gave disciplinary problems at those schools since they couldn't cope with the academic work. But since we are doing 70 percent practical work and 30 percent academic work, there is no longer so much pressure on them.

7.   Has there been an increase or decrease in numbers since 1994?

Yes, definitely an increase. When I started here we had 278 kids now we have 330. This is at least a fifteen to twenty percent increase.

8.   What do you think caused this increase?

We took in kids from xxx who were on a waiting list, as well as blind kids who were on a vocational stream, plus pupils from xxx for grades 10, 11 and 12.

9.   How is the learner population constituted according to race?

Black about 35 percent.
White about one percent.
Indian about one percent.
Coloured about 63 percent.

10.   How is the learner population constituted according to economic standing?

Upper Class- nil.
Middle Class – nil.
Working Class - five percent.
Sub economic - 95 percent.

The parents who can afford it send their kids to yyy. It is still very racial; they take some of our kids but only those who can pay. If they can't pay, they come to this school for the Blind.

11. How is the learner population constituted according to gender?

Male - sixty percent.
Female - forty percent.

12. How is the learner population constituted according to disability?

Totally Blind - 25 percent.
Partially sighted - 40 percent.
Deaf – nil.
Blind & Deaf – five percent.
Multi disabled - 20 percent.
Intellectually impaired - ten percent.

13. Are there any learners with visual and learning disabilities? If so, how many?

Yes, about thirty-three, or ten percent.

14. How old is the youngest learner at the school?

The youngest learner is about four. He might still be in nappies. I must check if he is off nappies. The multi-disabled youngsters are still on nappies.

15. What percentage of learners are older than the required age for their grade?

Most of them are. I would say 50 percent.

16. What do you think this is attributed to?

There is a lack of awareness and knowledge by parents. The ignorance of parents, the ignorance of the community causes them to send them late to school.

17. From your liaison with parents of new learners, how did parents learn about the school and its services?

Previously only blind and partially sighted pupils were allowed, i.e. from start to matric. They then meet other blind learners, and by the time they leave they are adults. They marry, and the end product is another blind child or partially sighted child. So they go to the same clinics, same hospitals as they did, education management and then on to this school.

18. How often do you come across parents who are reluctant to place their children in your school?

Seldom. Those who are reluctant don't want to accept their child's disability.

19. What causes this reluctance in parents?

Ignorance, they don't know it will be better for the child to be here at a special school catering to his special needs. As I have said, there is a lack of knowledge of special schools.

20. In what sort of area is the school situated?

Urban area. It is a very big school in square metres. A large number of our kids are from rural areas. They learn about the school from social workers and rehabilitation workers.

21.   How big is the school property in square metres?

        The grounds are a few hectares. It is a very big school with large grounds and hostels.

22.   What buildings are on the school property?

        There are hostels, workshop, chapel, class rooms, hall, sound studio, auditorium, call centre and computer room, swimming pool, library, soccer fields, Braille centre, board-room and gymnasium.

23.   What is your teacher population?

        A total of 48

24.   Have you ever had to turn away learners for lack of accommodation?

        No. We never turn learners away because of (lack of) accommodation.

25.   Have you ever had to turn away learners for other reasons? If so, what are those reasons?

        We take all visually impaired learners and have now started taking multi-disabled as well. We only turn them away due to age restrictions set by the DOE.

26.   What happens to those turned away from this special school for the blind?

        If they are older than 18 we must reapply for admission. Usually we succeed.

27.   (a) The aim of White Paper 6 of 2000 was to strengthen special schools to make them resource centers for full service neighbourhood schools. What steps, if any has government taken to jump-start the process?

We are in the process, i.e. we already took in intellectually impaired pupils, disabled kids from xxx, plus our multi disabled kids.

(b) Don't you think this is moving away from specialising in visually impaired education?

No, we are going to curb it. We can't extend the number of intellectually impaired learners to more than 25 percent, for the school was established for blind and partially sighted learners. Our SGB is against admission of more than 25 percent. The reason for this is to support education for blind and partially sighted kids. If I want funds from the SGB, then I have to keep 70 percent blind and partially sighted. It doesn't matter how many blind or partially sighted learners we have, doesn't matter how full our school is, we will always take them in.

28.   What specialised equipment do you have?

Braille printers, braillers, lastrons, Tieman readers, close circuit television, reading room, two computer rooms, Jaws and Zoomtext, library and desk lamps. The Occupational Therapists have lots of low vision equipment and assistive devices.

29.   Is this adequate to cater for the number of learners at the school, as well as for those attending a full service neighbourhood school, or a mainstream school where no such equipment exists?

Yes. But (the equipment is) not adequate to cater for the whole district, i.e. not for full-service and mainstream schools.

30. What percentage of teachers at the school has qualifications in special education needs?

Most get in service training. A few have a special needs education diploma. But it is better to have training at the school.

31. What sport and recreational facilities do you have at the school?

(We do) gym, there is a pool, goal ball, athletics, and blind cricket. Five of our kids are flying to (the) USA, i.e. for goal ball. They wouldn't have these opportunities if (they) were in mainstream. Two of our pupils participated in Paralympics and received medals. They also went to world games in Adelaide, i.e. 5 gold medals for athletics. We also have a choir and a band.

32. (a) Do you offer orientation and mobility services and skills of daily living to help learners become more independent outside the classroom?

Yes, we have two mobility instructors. We have an Occupational Therapist to teach skills of daily living.

(b) What else does the Occupational Therapist do?

She goes and explain to teachers in the class how to help the kids. They also go for the revised curriculum statement. We have one occupational therapist for high school and one for primary school.

33. Does your school have the capacity to extend these services to visually impaired learners in full service neighbourhood schools, and mainstream schools?

No. That is too big a load. O & M's (instructors) don't have periods free to do this sort of thing.

34. What implications do you believe inclusive education has for visually impaired learners?

It will be a disadvantage to them. They will disappear into (the) masses.

35. Do you believe visually impaired learners will cope and have access to a quality and equal education in an inclusive classroom?

No. They will not get the quality education that they would at a special school.

36. What are the problems you see them encountering?

The numbers would be the problem. They won't get individual attention, or resources. They won't be able to process the documents for the child. If our school has to Braille it then we will charge them.

37. Will these problems be overcome in an inclusive classroom?

We won't be able to overcome the problems. If they would be able to overcome it, we would need close liaison between other schools and ourselves. We would need close linkage, increased resources, increased capacity of special schools.

38. How will they be resolved?

It would be difficult to resolve.

39. How are the teachers and learners coping with the O.B.E. system?

Quite fine. We however, need to adjust all our materials for our kids. Due to the change in curriculum, new books need to be brailled. We are struggling to let our learners have the material in Braille on time because Braille services in South Africa cannot keep up with the demand. OBE gives teachers more leeway. With OBE teachers have more

freedom. In the old system, you must only teach what is laid down. Can add and leave out things in mainstream school.

40.   Will OBE be more beneficial or more of a hindrance to learners with visual impairment in an inclusive classroom?

Might help him. Child would disappear in the group. He won't have to give any input Doesn't have to do anything extra special, because everyone will get the same mark. Won't be able to give (them) individual attention.

41.   Do you think that teachers in a mainstream school will be able to give learners the necessary attention, given the large numbers, diverse needs and diverse disabilities of certain learners?

No. They can hardly give mainstream learners the attention now that they need, what still when they have special needs learners in their classrooms.

42.   (a) Would there be a great difference between partially sighted and totally blind learners and how they would cope in an inclusive classroom?

Yes, but depends on what grade they are. Try to keep them separate up to grade 3 even up to grade 6. But now with the decreasing number in the blind kids and we have small numbers of blind kids then we combine them in the higher grades.

(b)What was the reason for keeping them apart?

Blind kids need more attention. Can leave the partially sighted, i.e. they need less attention than blind. This tends to neglect needs of partially sighted or the blind.

43. Will there be some subjects more problematic than others?

Yes. Mathematics, physics and technology are more problematic. Instead of biology, we do physiology. Physiology is more theoretical as compared to biology.

44. How are learners transported to school?

By bus which is subsidised. Hostel is also subsidised by DOE.

45. Is the school subsidised?

Yes.

46. Is the hostel subsidised?

Yes, but they pay R150 a month for transport. They would be able to send to mainstream schools but are unable to provide necessary support.

47. Would the majority of parents be able to afford sending their visually impaired child to mainstream schools?

It would be cheaper to go to a mainstream school. But it won't be able to provide the necessary support.

48. (a) Are the parents involved in the Curricular and extra- curricular activities of their children?

No

(b) In your opinion, would parents be able to cope with the additional assistance they have to give their children with reading, research, transportation etc?

No, they won't be able to give the support.

49.   Would your school be able to assist and serve as a resource center for the better part of your province?

Yes definitely, but with extra support. There are phases in the school: multi-handicap phase, vocational stream, intermediate phase, junior secondary school and senior secondary. To give our students an edge on life, i.e. because they need to after matric go out and compete with able bodied persons for jobs. In order to give them an advantage in life, we have our telephony courses that we do here at the school. We have a work preparation section, i.e. junior and senior for those who can't perform academically, i.e. factory work. Teaching them how to do jobs, how to complete them (properly), and when they turn eighteen (we) place them in protective workshops where they can earn money.

Less than 10 percent of the kids go to tertiary institutions. Reason for this is that our kids are lazy. Further, once they turn eighteen, they get a disability grant and feel they don't need to work. When they reach matric and they do telephony they get a certificate so they can get a job. We got (a) database of our kids, and when we see jobs we phone and tell the kids to fax their CV's. Lots of our kids are working in police stations and state departments as receptionists etc. few sent to technikon. Currently a few former pupils attend xxx university. Those who can't afford to go to university; we started two new streams for post matric pupils at the school. We got a sound studio here. They can apply to Department of Labour for bursary and then they can do a one-year course in sound studio. Same for call centre. We have a fully equipped call centre at the school worth more than a million rands at the school. We give them opportunity to get a job. Course is 3 months for call center. When they get 1,040 rands from Department of Labour and placed in call centre, they are paid for transportation. I.e. so get learnership. (They) lose a percentage of their grant. Once they work full time in call centre, then they don't qualify for grant. Get a lot of donors who sponsored the sound studio and call centre. Up to 2003, the call centre and sound studio formed part of the school, but from 1 January we appointed executive director who manages the braille centre, sound studio and call centre. So now the school association runs that. Very hard for me to manage all the staff, i.e. teaching, non-teaching etc of the school and staff of these three centres. We also applied to be an ABET center. We are waiting

for it to become official that they will start an abet center. Long list of pupils waiting to do matric, i.e. all adults. Also got a market garden at the school. Market garden must provide fresh produce to the hostel. Also taught maintenance, gardening, upholstery, welding, built a jet master fireplace, sheet metal work. That's one stream.

Next stream domestic work, i.e. cooking, cleaning hostels, peal vegetables, laundry, iron and wash, class assistants, send them on courses where they can get a certificate, i.e. so can get job in crèche or class assistant in preprimary. Can work as house aid. Lots of the kids need vocational training. This stream however, cannot go beyond 30 percent.

50.   What if you get more visually impaired persons wanting to do vocational?

Then we will phase out intellectually impaired learners. (Some of our) Teachers went to Netherlands to get ideas, and came here and implemented it. When they took in the multiple disabled kids they realised they need to expand. We concentrate on life skills first before they send them to pre-primary. With the 200 kids in the hostel it was costing 800 thousand a year. That is why we phased out the hostel. Most kids are now local, so it's easy to transport. Only a few from other areas. We got a radius for 200km that we travel. Our vehicles travel that far, i.e. drop kids at weekends.

APPENDIX N

LIST OF QUESTIONS FOR INTERVIEW WITH PRINCIPALS OF SPECIAL SCHOOLS FOR THE VISUALLY IMPAIRED

1. How long have you been in the employ of the Department of Education?

2. Have you been principal in a mainstream school prior to heading a special school?

3. If yes, for how many years?

4. How long have you been principal of a school for visually impaired learners?

5. If applicable, what was your position prior to becoming principal?

6. (a) What is your current Learner population?

    (b) What is the ratio of day learners to boarders?

7. Has there been an increase or decrease in numbers since 1994? How much in percentage?

8. What do you think this increase / decrease can be attributed to?

9. How is the learner population constituted according to race?

10. How is the learner population constituted according to economic standing?

11. How is the learner population constituted according to gender?

12. How is the learner population constituted according to disability?

13. Are there any learners with visual and Learning disabilities? If so how many?

14. How old is the youngest learner at the school?

15. What percentage of Learners is older than the required age for their grade?

16. What do you think this can attributed to?

17. From your liaison with parents of new learners, how did parents learn about the school and its services?

18. How often do you come across parents who are reluctant to place their children in your school?

19. What causes this reluctance in parents?

20. Is the school situated in an urban/semi-urban/rural area?

21. How big is the school property in square metres?

22. What buildings are on the school property?

23. What is your teacher population?

24. Have you ever had to turn away learners for lack of accommodation? If so, how often?

25. Have you ever had to turn away learners for other reasons? If so, what are those reasons?

26. What happens to those turned away from this special school for the blind?

27. The aim of white paper 6 of 2001 was to strengthen special schools to make them resource centers for full service neighbourhood schools. What steps if any has government taken to jump start the process?

28. What specialied equipment do you have at the school?

29. Is this adequate to cater for the number of Learners at the school, as well as for those attending a full service neighbourhood school or a mainstream school where no such equipment exists?

30. What percentage of teachers at the school has qualifications in special education needs?

31. What sport and recreational facilities do you have at the school?

32. Do you offer orientation and mobility services and skills of daily living to help learners become more independent outside the classroom?

33. Does your school have the capacity to extend these services to visually impaired learners in full service schools, and mainstream schools?

34. What implications do you believe inclusive education has for visually impaired learners?

35. Do you believe visually impaired learners will cope and have access to a quality and equal education in an inclusive classroom?

36. If no, what are the problems you foresee them encountering?

37. Will these be overcome in an inclusive classroom?

38. If yes, how will they be resolved?

39. How are the teachers and learners coping with the OBE system?

40. Will OBE be more beneficial or more of a hindrance to learners with visual impairment in an inclusive classroom?

41. Do you think that teachers in a main stream school will be able to give all learners the necessary attention, given the large numbers, diverse needs and diverse disabilities of certain learners?

42. Would there be a great difference between partially sighted and totally blind learners and how they would cope in an inclusive classroom?

43. Will there be some subjects more problematic than others?

44. Are learners transported to school?

45. If bused (taxi) is this service subsidized by the school, or the state?

46. Is the school subsidized?

47. If the greater number of learners are boarders, is the hostel subsidised?

48. Would the majority of parents be able to afford sending their visually impaired child to mainstream schools?

49. (a) Are the parents involved in the Curricular and extra- curricular activities of their children?

   (b) In your opinion, would parents be able to cope with the additional assistance of reading, research, transportation etc. that they would have to give their children?

50. Would your school be able to assist and serve as a resource center for the better part of your province?

APPENDIX O

QUESTIONAIRE FOR TEACHERS IN SCHOOLS FOR VISUALLY IMPAIRED LEARNERS

Instructions:

Please provide answers to the following questions.

Please tick the correct option where required.

1. How long have you been teaching in the employ of the Department of Education?

Less than 5		5		10		15		20		More than 20	

2. Have you taught in a mainstream school prior to teaching in a special school?

Yes		No	

3. If Yes, for how many years?

Less than 5		5		10		15		20		Less than20	

4. How long have you been teaching visually impaired learners?

Less than 5		5		10		15		20		Less than20	

5. Do you have special qualifications for example a diploma in special needs education?

Yes		No	

6. If the answer to the question in 5 above was yes, do you believe that your teaching methods, technique and experience was enhanced and improved by obtaining these specialised qualifications?

Yes		No	

Why?

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

7. If the answer to the question in 5 above was no, do you believe that such specialised qualifications may assist you with improving your teaching methods, techniques and experience when teaching visually impaired learners?

Yes		No	

Why ?

………

………

8. Has your experience of teaching at a mainstream school been different compared to teaching at a school for the visually impaired?

Yes		No	

9. If the answer to the question in 8 above was yes, please supply a brief outline what were these differences?

………

………

………

10. Do you believe that the main reason for the difference in your experience of teaching visually impaired learners as compared to mainstream learners was due to the learners at the special school being visually impaired?

Yes		No	

11. In your experience of teaching both at a mainstream school and at a special school for the visually impaired, do you believe that visually impaired learners would be able to cope and have access to equal and quality education in an inclusive classroom in a mainstream school?

Yes		No	

Why ?

………

………

………

12. If the answer to the question in 11 above is yes, at what grade should partially sighted learners be integrated into the inclusive classroom?

………

………

13. If the answer to the question in 11 above is yes, at what grade should totally blind learners be integrated into the inclusive classroom?

………

………

14. If there is a difference in your answers to the questions in 12 and 13 above, why do you believe that this disparity is necessary?

……………………………………………………………………………………………………
……………………………………………………………………………………………………
……………………………………………………………………………………………………
………………………………………………………………………………

15. In your experience do you believe that such inclusivity will be able to work adequately and effectively in some subjects as compared to others?

Yes		No	

16. If your answer to the question in 15 above is yes, which subjects would be more problematic than others, and why?

……………………………………………………………………………………………………
……………………………………………………………………………………………………
……………………………………………………………………………………………………
………………………………………………………………………………………

17. How would you describe parental interest, involvement and participation in both the curricular and extra-curricular activities of the learners: active/satisfactory/minimal/none.

……………………………………………………………………………………………………
……………………………………………………………………………………………………
……………………………………………………………………………………………………

18. To what do you attribute your answer to question 17 above: disinterest/elevated economic and social status/poor economic and social status/professional/illiteracy/ignorance. (Feel free to add any other attributes in the space provided.)

……………………………………………………………………………………………………
……………………………………………………………………………………………………
……………………………………………………………………………………………………
………………………………………………………………………………

19. Taking into account the economic distribution of parents of learners you have at the school at present, would they be able to afford specialised equipment such as close circuit televisions and voice synthesised computers, required by their partially sighted and totally blind children which may assist them to cope in an inclusive classroom in a mainstream school?

Yes		No	

20. Do you believe that teachers in a mainstream school will be able to give adequate attention to visually impaired learners in an inclusive classroom housing approximately 50 other learners some of which may have other mental, learning and physical disabilities?

Yes		No	

21. Do you believe that visually impaired learners would be given the special attention required in extra- curricular activities to enable them to develop their full potential in different types of sport and recreational activities as they are given in a special school for the visually impaired?

Yes		No	

22. Would the partially sighted learners be able to participate in sport with the rest of the mainstream population?

Yes		No		Maybe	

23. Would the totally blind learners be able to participate in sport and other recreational activities with the rest of the mainstream population?

Yes		No		Maybe	

24. If your answers to 22 and 23 above were no or maybe, would this (a) instill the feeling of difference and inequity in the minds of both visually impaired learners and mainstream learners from early childhood, or

(b) Would it alert learners to the fact that certain learners have impairments which make it impossible for them to compete directly with them, or (c) both these options.

a		b		a + b	

APPENDIX P

QUESTIONAIRE FOR TEACHERS IN MAINSTREAM SCHOOLS

Instructions:

Please provide answers to the following questions.

Please tick the correct option where required.

1. How long have you been teaching in the employ of the Department of Education?

Less than 5		5		10		15		20		More than 20	

2. Which school are you teaching at?

………………………………………………………………………………….

3. Is this a secondary or primary school?

…………………………………………………………………………………..

4. Have you always taught in a mainstream school?

Yes		No	

5. If the answer to the above is no, which school or institution did you teach at?

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

6. Do you have special qualifications to teach in a mainstream school? If so, what are your qualifications?

Yes		No	

………
………
………
…….

7. What gender are you?

Male		Female	

8. What area is the school situated in?

Urban		Semi-Urban		Rural	

9. What province is the school situated in?
……………………………………………………………………………………….

10. How is the school population constituted in terms of :

a) Race:

Black		White		Indian		Coloured		Other	

b) Economics:

Upper Class	%	Middle Class	%	Working Class	%	Sub-economic	%

c) Gender

Male	%	Female	%

d) Disability:

Fully able	%	Physically disabled	%	Visually disabled	%

11. How many learners are there in your class?
………………………………………………………………………………………………….

12. Do you find that some learners require individual attention?

Yes		No	

13. If yes, in the light of the total number in your class, can you afford to give this individual attention to some of the learners, within the designated time for the period?

Yes		No	

……
……

14. Have you heard of the concept of inclusive education?

Yes		No	

15. If the answer to the question in 14 above was yes, do you understand what the concept means?

Yes		No	

16. If yes, briefly give an outline of your understanding of the concept.

………
………
……………………………………………………………………………………………………

17. Do you agree with the underlying philosophy of inclusive education?

Yes		No	

Why?

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

18. Has the Department of Education held workshops to explain the concept of inclusive education?

Yes		No	

19. Has the department of Education advised you on how to deal with learners with disabilities?

Yes		No	

20. Has the department of Education advised you on where to seek support and assistance for disabled learners in the classroom?

Yes		No	

21. If the answer to the above was yes, have you sought support /assistance for disabled learners in the classroom?

Yes		No		Not applicable	

22. If the answer to the above was yes, has the special schools and district support and assistance programmes helped you and disabled learners in your classroom?

Yes		No		Not applicable	

23. What implications, negative or positive, does inclusive education have for (a) mainstream learners, and (b) disabled learners, especially visually impaired learners?

(a)………………………………………………………………………………………………..
………………………………………………………………………………………………..

(b)………………………………………………………………………………………………
…………………………………………………………………………………………………

24. Do you believe the positive implications will outweigh the negative?

Yes		No	

How ?

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

25. In your teaching experience, do /did you have visually disabled learners in your class?

Yes		No	

26. If yes, what is the cause of his/her disability?

…………………………………………………………………………………………………

27. How much vision does/ did the learner have?

…………………………………………………………………………………………………

28. Is/was the learner able to cope fully in the inclusive classroom?

Yes		No	

Elaborate:

…………………………………………………………………………………………………
…………………………………………………………………………………………………

29. Did / does the learner require extra assistance /modifications / devices to help him / her?

Yes		No	

30. If so, what extra assistance/modifications / devices did he or she need?

....

....

31. Are / were the parents of the learner able to afford the purchase of such devices or resources?

Yes		No	

If the answer to the above is no, how did the learner receive the necessary services and support required?

....

....

32. In your experience, do you have the time to assist a visually disabled learner with subjects like mathematics, science, biology where sight is required?

Yes		No	

33. If yes to the above, do you have the experience to work with a visually disabled learner?

Yes		No	

34. If yes to the above, are you qualified in any way to work with visually disabled learners?

Yes		No	

35. In your experience would you have the time, inclination, resources and expertise to:

a) Always remember that there is a visually disabled learner in your class?

Yes		No	

b) Read aloud whilst writing on the board, in order for the learner to follow?

Yes		No	

c) Order the proper Braille, large print textbooks in advance, get tests brailled or enlarged, explain diagrams, graphs and the like?

Yes		No	

36. If the answers are yes, why?

………

37. If the answers are no, why not?

………

38. Do you consider, from your experience, that your feelings, as expressed above, are those that the majority of educators are feeling in the profession?

Yes		No	

39. Do you believe that teachers will be able to perform better and afford extra attention to learners if they are offered incentives?

Yes		No	

40. Should a course on special education needs be compulsory as part of the curriculum of the B.Ed or higher diploma in education?

Yes		No	

41. Do you think this compulsory course would make the practical experience of educators in the classroom any easier when having to teach learners with various disabilities in their classes?

Yes		No	

If so, why? ………………………………………………………………………………………………
……

42. With Outcomes Based Education in place, and considering the various activities and everyday practical experiences, could a visually disabled learner receive quality education in an inclusive school?

Yes		No	

43. If the answer is no, what are the problems that would be encountered?

……
……
………

44. Bearing in mind the fact that all learners have the right to be included as equal members of society, even in education, and the practical day to day experiences in the class room, do you believe that the teachers would be able to do justice to visually impaired learners in the classroom?

Yes		No	

Why?……………………………………………………………………………………………………
……..

45. How would you describe the discipline of the children in you classroom.

Excellent		Good		Could improve		Poor	

46. In light of the character and ethos in your school, do you think able-bodied learners in the classroom would be inclined to assist and include their visually disabled peers?

Yes		No	

47. Have there been instances of rape and/sexual abuse/harassment/severe indiscipline in your school?

Yes		No	

48. Are the community and parents active participants in school activities?

Yes		No	

49. Taking into account the resources capital, infrastructural and human, would visually disabled learners be able to participate in recreational and sporting activities offered by the school?

Yes		No		Yes and No		Not applicable	

50. Is the physical environment user friendly for visually disabled learners?

Yes		No		Yes and No	

Thank You.

APPENDIX Q
World Bank list of economies (July 2006)

	Economy	Code	Region	Income group	Lending Category	Other
1	Afghanistan	AFG	South Asia	Low income	IDA	
2	Albania	ALB	Europe & Central Asia	Lower middle income	Blend	
3	Algeria	DZA	Middle East & North Africa	Lower middle income	IBRD	
4	American Samoa	ASM	East Asia & Pacific	Upper middle income	..	
5	Andorra	ADO	..	High income: nonOECD	..	
6	Angola	AGO	Sub-Saharan Africa	Lower middle income	IDA	
7	Antigua and Barbuda	ATG	..	High income: nonOECD	IBRD	
8	Argentina	ARG	Latin America & Caribbean	Upper middle income	IBRD	
9	Armenia	ARM	Europe & Central Asia	Lower middle income	IDA	
10	Aruba	ABW	..	High income: nonOECD	..	
11	Australia	AUS	..	High income: OECD	..	
12	Austria	AUT	..	High income: OECD	..	EMU
13	Azerbaijan	AZE	Europe & Central Asia	Lower middle income	Blend	
14	Bahamas, The	BHS	..	High income: nonOECD	..	
15	Bahrain	BHR	..	High income: nonOECD	..	
16	Bangladesh	BGD	South Asia	Low income	IDA	
17	Barbados	BRB	Latin America & Caribbean	Upper middle income	..	
18	Belarus	BLR	Europe & Central Asia	Lower middle income	IBRD	
19	Belgium	BEL	..	High income: OECD	..	EMU
20	Belize	BLZ	Latin America & Caribbean	Upper middle income	IBRD	
21	Benin	BEN	Sub-Saharan Africa	Low income	IDA	HIPC
22	Bermuda	BMU	..	High income: nonOECD	..	
23	Bhutan	BTN	South Asia	Low income	IDA	
24	Bolivia	BOL	Latin America & Caribbean	Lower middle income	Blend	HIPC
25	Bosnia and Herzegovina	BIH	Europe & Central Asia	Lower middle income	Blend	
26	Botswana	BWA	Sub-Saharan Africa	Upper middle income	IBRD	
27	Brazil	BRA	Latin America & Caribbean	Lower middle income	IBRD	
28	Brunei Darussalam	BRN	..	High income: nonOECD	..	
29	Bulgaria	BGR	Europe & Central Asia	Lower middle income	IBRD	
30	Burkina Faso	BFA	Sub-Saharan Africa	Low income	IDA	HIPC
31	Burundi	BDI	Sub-Saharan Africa	Low income	IDA	HIPC
32	Cambodia	KHM	East Asia & Pacific	Low income	IDA	
33	Cameroon	CMR	Sub-Saharan Africa	Lower middle income	IDA	HIPC
34	Canada	CAN	..	High income: OECD	..	
35	Cape Verde	CPV	Sub-Saharan Africa	Lower middle income	IDA	
36	Cayman Islands	CYM	..	High income: nonOECD	..	
37	Central African Republic	CAF	Sub-Saharan Africa	Low income	IDA	HIPC
38	Chad	TCD	Sub-Saharan Africa	Low income	IDA	HIPC
39	Channel Islands	CHI	..	High income: nonOECD	..	
40	Chile	CHL	Latin America & Caribbean	Upper middle income	IBRD	

41	China	CHN	East Asia & Pacific	Lower middle income	IBRD	
42	Colombia	COL	Latin America & Caribbean	Lower middle income	IBRD	
43	Comoros	COM	Sub-Saharan Africa	Low income	IDA	HIPC
44	Congo, Dem. Rep.	ZAR	Sub-Saharan Africa	Low income	IDA	HIPC
45	Congo, Rep.	COG	Sub-Saharan Africa	Lower middle income	IDA	HIPC
46	Costa Rica	CRI	Latin America & Caribbean	Upper middle income	IBRD	
47	Côte d'Ivoire	CIV	Sub-Saharan Africa	Low income	IDA	HIPC
48	Croatia	HRV	Europe & Central Asia	Upper middle income	IBRD	
49	Cuba	CUB	Latin America & Caribbean	Lower middle income	..	
50	Cyprus	CYP	..	High income: nonOECD	..	
51	Czech Republic	CZE	Europe & Central Asia	Upper middle income	..	
52	Denmark	DNK	..	High income: OECD	..	
53	Djibouti	DJI	Middle East & North Africa	Lower middle income	IDA	
54	Dominica	DMA	Latin America & Caribbean	Upper middle income	Blend	
55	Dominican Republic	DOM	Latin America & Caribbean	Lower middle income	IBRD	
56	Ecuador	ECU	Latin America & Caribbean	Lower middle income	IBRD	
57	Egypt, Arab Rep.	EGY	Middle East & North Africa	Lower middle income	IBRD	
58	El Salvador	SLV	Latin America & Caribbean	Lower middle income	IBRD	
59	Equatorial Guinea	GNQ	Sub-Saharan Africa	Upper middle income	IBRD	
60	Eritrea	ERI	Sub-Saharan Africa	Low income	IDA	HIPC
61	Estonia	EST	Europe & Central Asia	Upper middle income	..	
62	Ethiopia	ETH	Sub-Saharan Africa	Low income	IDA	HIPC
63	Faeroe Islands	FRO	..	High income: nonOECD	..	
64	Fiji	FJI	East Asia & Pacific	Lower middle income	IBRD	
65	Finland	FIN	..	High income: OECD	..	EMU
66	France	FRA	..	High income: OECD	..	EMU
67	French Polynesia	PYF	..	High income: nonOECD	..	
68	Gabon	GAB	Sub-Saharan Africa	Upper middle income	IBRD	
69	Gambia, The	GMB	Sub-Saharan Africa	Low income	IDA	HIPC
70	Georgia	GEO	Europe & Central Asia	Lower middle income	IDA	
71	Germany	DEU	..	High income: OECD	..	EMU
72	Ghana	GHA	Sub-Saharan Africa	Low income	IDA	HIPC
73	Greece	GRC	..	High income: OECD	..	EMU
74	Greenland	GRL	..	High income: nonOECD	..	
75	Grenada	GRD	Latin America & Caribbean	Upper middle income	Blend	
76	Guam	GUM	..	High income: nonOECD	..	
77	Guatemala	GTM	Latin America & Caribbean	Lower middle income	IBRD	
78	Guinea	GIN	Sub-Saharan Africa	Low income	IDA	HIPC
79	Guinea-Bissau	GNB	Sub-Saharan Africa	Low income	IDA	HIPC
80	Guyana	GUY	Latin America & Caribbean	Lower middle income	IDA	HIPC

81	Haiti	HTI	Latin America & Caribbean	Low income	IDA	HIPC
82	Honduras	HND	Latin America & Caribbean	Lower middle income	IDA	HIPC
83	Hong Kong, China	HKG	..	High income: nonOECD	..	
84	Hungary	HUN	Europe & Central Asia	Upper middle income	IBRD	
85	Iceland	ISL	..	High income: OECD	..	
86	India	IND	South Asia	Low income	Blend	
87	Indonesia	IDN	East Asia & Pacific	Lower middle income	Blend	
88	Iran, Islamic Rep.	IRN	Middle East & North Africa	Lower middle income	IBRD	
89	Iraq	IRQ	Middle East & North Africa	Lower middle income	IBRD	
90	Ireland	IRL	..	High income: OECD	..	EMU
91	Isle of Man	IMY	..	High income: nonOECD	..	
92	Israel	ISR	..	High income: nonOECD	..	
93	Italy	ITA	..	High income: OECD	..	EMU
94	Jamaica	JAM	Latin America & Caribbean	Lower middle income	IBRD	
95	Japan	JPN	..	High income: OECD	..	
96	Jordan	JOR	Middle East & North Africa	Lower middle income	IBRD	
97	Kazakhstan	KAZ	Europe & Central Asia	Lower middle income	IBRD	
98	Kenya	KEN	Sub-Saharan Africa	Low income	IDA	
99	Kiribati	KIR	East Asia & Pacific	Lower middle income	IDA	
100	Korea, Dem. Rep.	PRK	East Asia & Pacific	Low income	..	
101	Korea, Rep.	KOR	..	High income: OECD	IBRD	
102	Kuwait	KWT	..	High income: nonOECD	..	
103	Kyrgyz Republic	KGZ	Europe & Central Asia	Low income	IDA	HIPC
104	Lao PDR	LAO	East Asia & Pacific	Low income	IDA	
105	Latvia	LVA	Europe & Central Asia	Upper middle income	IBRD	
106	Lebanon	LBN	Middle East & North Africa	Upper middle income	IBRD	
107	Lesotho	LSO	Sub-Saharan Africa	Lower middle income	IDA	
108	Liberia	LBR	Sub-Saharan Africa	Low income	IDA	HIPC
109	Libya	LBY	Middle East & North Africa	Upper middle income	IBRD	
110	Liechtenstein	LIE	..	High income: nonOECD	..	
111	Lithuania	LTU	Europe & Central Asia	Upper middle income	..	
112	Luxembourg	LUX	..	High income: OECD	..	EMU
113	Macao, China	MAC	..	High income: nonOECD	..	
114	Macedonia, FYR	MKD	Europe & Central Asia	Lower middle income	IBRD	
115	Madagascar	MDG	Sub-Saharan Africa	Low income	IDA	HIPC
116	Malawi	MWI	Sub-Saharan Africa	Low income	IDA	HIPC
117	Malaysia	MYS	East Asia & Pacific	Upper middle income	IBRD	
118	Maldives	MDV	South Asia	Lower middle income	IDA	
119	Mali	MLI	Sub-Saharan Africa	Low income	IDA	HIPC
120	Malta	MLT	..	High income: nonOECD	..	
121	Marshall Islands	MHL	East Asia & Pacific	Lower middle income	IBRD	
122	Mauritania	MRT	Sub-Saharan Africa	Low income	IDA	HIPC
123	Mauritius	MUS	Sub-Saharan Africa	Upper middle income	IBRD	
124	Mayotte	MYT	Sub-Saharan Africa	Upper middle income	..	
125	Mexico	MEX	Latin America & Caribbean	Upper middle income	IBRD	
126	Micronesia, Fed. Sts.	FSM	East Asia & Pacific	Lower middle income	IBRD	
127	Moldova	MDA	Europe & Central Asia	Lower middle income	IDA	
128	Monaco	MCO	..	High income: nonOECD	..	
129	Mongolia	MNG	East Asia & Pacific	Low income	IDA	
130	Morocco	MAR	Middle East & North Africa	Lower middle income	IBRD	
131	Mozambique	MOZ	Sub-Saharan Africa	Low income	IDA	HIPC

132	Myanmar	MMR	East Asia & Pacific	Low income	IDA	
133	Namibia	NAM	Sub-Saharan Africa	Lower middle income	IBRD	
134	Nepal	NPL	South Asia	Low income	IDA	HIPC
135	Netherlands	NLD	..	High income: OECD	..	EMU
136	Netherlands Antilles	ANT	..	High income: nonOECD	..	
137	New Caledonia	NCL	..	High income: nonOECD	..	
138	New Zealand	NZL	..	High income: OECD	..	
139	Nicaragua	NIC	Latin America & Caribbean	Lower middle income	IDA	HIPC
140	Niger	NER	Sub-Saharan Africa	Low income	IDA	HIPC
141	Nigeria	NGA	Sub-Saharan Africa	Low income	IDA	
142	Northern Mariana Islands	MNP	East Asia & Pacific	Upper middle income	..	
143	Norway	NOR	..	High income: OECD	..	
144	Oman	OMN	Middle East & North Africa	Upper middle income	..	
145	Pakistan	PAK	South Asia	Low income	Blend	
146	Palau	PLW	East Asia & Pacific	Upper middle income	IBRD	
147	Panama	PAN	Latin America & Caribbean	Upper middle income	IBRD	
148	Papua New Guinea	PNG	East Asia & Pacific	Low income	Blend	
149	Paraguay	PRY	Latin America & Caribbean	Lower middle income	IBRD	
150	Peru	PER	Latin America & Caribbean	Lower middle income	IBRD	
151	Philippines	PHL	East Asia & Pacific	Lower middle income	IBRD	
152	Poland	POL	Europe & Central Asia	Upper middle income	IBRD	
153	Portugal	PRT	..	High income: OECD	..	EMU
154	Puerto Rico	PRI	..	High income: nonOECD	..	
155	Qatar	QAT	..	High income: nonOECD	..	
156	Romania	ROM	Europe & Central Asia	Upper middle income	IBRD	
157	Russian Federation	RUS	Europe & Central Asia	Upper middle income	IBRD	
158	Rwanda	RWA	Sub-Saharan Africa	Low income	IDA	HIPC
159	Samoa	WSM	East Asia & Pacific	Lower middle income	IDA	
160	San Marino	SMR	..	High income: nonOECD	..	

161	São Tomé and Principe	STP	Sub-Saharan Africa	Low income	IDA	HIPC
162	Saudi Arabia	SAU	..	High income: nonOECD	..	
163	Senegal	SEN	Sub-Saharan Africa	Low income	IDA	HIPC
164	Serbia and Montenegro	YUG	Europe & Central Asia	Lower middle income	Blend	
165	Seychelles	SYC	Sub-Saharan Africa	Upper middle income	IBRD	
166	Sierra Leone	SLE	Sub-Saharan Africa	Low income	IDA	HIPC
167	Singapore	SGP	..	High income: nonOECD	..	
168	Slovak Republic	SVK	Europe & Central Asia	Upper middle income	IBRD	
169	Slovenia	SVN	..	High income: nonOECD	..	EMU
170	Solomon Islands	SLB	East Asia & Pacific	Low income	IDA	
171	Somalia	SOM	Sub-Saharan Africa	Low income	IDA	HIPC
172	South Africa	ZAF	Sub-Saharan Africa	Upper middle income	IBRD	
173	Spain	ESP	..	High income: OECD	..	EMU
174	Sri Lanka	LKA	South Asia	Lower middle income	IDA	
175	St. Kitts and Nevis	KNA	Latin America & Caribbean	Upper middle income	IBRD	
176	St. Lucia	LCA	Latin America & Caribbean	Upper middle income	Blend	
177	St. Vincent & the Grenadines	VCT	Latin America & Caribbean	Upper middle income	Blend	
178	Sudan	SDN	Sub-Saharan Africa	Low income	IDA	HIPC
179	Suriname	SUR	Latin America & Caribbean	Lower middle income	IBRD	
180	Swaziland	SWZ	Sub-Saharan Africa	Lower middle income	IBRD	
181	Sweden	SWE	..	High income: OECD	..	
182	Switzerland	CHE	..	High income: OECD	..	
183	Syrian Arab Republic	SYR	Middle East & North Africa	Lower middle income	IBRD	
184	Tajikistan	TJK	Europe & Central Asia	Low income	IDA	
185	Tanzania	TZA	Sub-Saharan Africa	Low income	IDA	HIPC
186	Thailand	THA	East Asia & Pacific	Lower middle income	IBRD	
187	Timor-Leste	TMP	East Asia & Pacific	Low income	IDA	
188	Togo	TGO	Sub-Saharan Africa	Low income	IDA	HIPC
189	Tonga	TON	East Asia & Pacific	Lower middle income	IDA	
190	Trinidad and Tobago	TTO	Latin America & Caribbean	Upper middle income	IBRD	
191	Tunisia	TUN	Middle East & North Africa	Lower middle income	IBRD	
192	Turkey	TUR	Europe & Central Asia	Upper middle income	IBRD	
193	Turkmenistan	TKM	Europe & Central Asia	Lower middle income	IBRD	
194	Uganda	UGA	Sub-Saharan Africa	Low income	IDA	HIPC
195	Ukraine	UKR	Europe & Central Asia	Lower middle income	IBRD	
196	United Arab Emirates	ARE	..	High income: nonOECD	..	
197	United Kingdom	GBR	..	High income: OECD	..	
198	United States	USA	..	High income: OECD	..	
199	Uruguay	URY	Latin America & Caribbean	Upper middle income	IBRD	
200	Uzbekistan	UZB	Europe & Central Asia	Low income	Blend	

201	Vanuatu	VUT	East Asia & Pacific	Lower middle income	IDA	
202	Venezuela, RB	VEN	Latin America & Caribbean	Upper middle income	IBRD	
203	Vietnam	VNM	East Asia & Pacific	Low income	IDA	
204	Virgin Islands (U.S.)	VIR	..	High income: nonOECD	..	
205	West Bank and Gaza	WBG	Middle East & North Africa	Lower middle income	..	
206	Yemen, Rep.	YEM	Middle East & North Africa	Low income	IDA	
207	Zambia	ZMB	Sub-Saharan Africa	Low income	IDA	HIPC
208	Zimbabwe	ZWE	Sub-Saharan Africa	Low income	Blend	
1	World	WLD				
2	Low income	LIC				
3	Middle income	MIC				
4	Lower middle income	LMC				
5	Upper middle income	UMC				
6	Low & middle income	LMY				
7	East Asia & Pacific	EAP				
8	Europe & Central Asia	ECA				
9	Latin America & Caribbean	LAC				
10	Middle East & North Africa	MNA				
11	South Asia	SAS				
12	Sub-Saharan Africa	SSA				
13	High income	HIC				
14	European Monetary Union	EMU				
15	High income: OECD	OEC				
16	High income: nonOECD	NOC				
17	Heavily indebted poor countries (H	HPC				
18	Least developed countries: UN cla	LDC				

This table classifies all World Bank member economies, and all other economies with populations of more than 30,000. For operational and analytical the economies are divided among income groups according to 2005 gross national income (GNI) per capita, calculated using the World Bank Atlas method. The groups are: Low income, $ 875 or less,lower middle income, $876–3,465; upper middle income, $3,466–10,725; and high income, $10,726 or more. Other analytical groups based on geographic regions are also used.

Geographic classifications and data reported for geographic regions are for low-income and middle-income economies only. Low-income and middle-income economies are sometimes referred to as developing economies. The use of the term is convenient; it is not intended to imply that all economies in the group are experiencing similar development or that other economies have reached a preferred or final stage of development. Classification by income does not necessarily reflect development status.

Lending category: IDA countries are those that had a per capita income in 2005 of less than $1,025 and lack the financial ability to borrow from IBRD. IDA loans are deeply concessional—interest-free loans and grants for programs aimed at boosting economic growth and improving living conditions. IBRD loans are nonconcessional. Blend countries are eligible for IDA loans because of their low per capita incomes but are also eligible for IBRD loans because they are financially creditworthy.

Note: Classifications are in effect until 1 July 2007. The World Bank no longer classifies countries by indebtedness level.
Revised January 2007: Estonia and Lithuania have graduated from IBRD lending; Slovenia has joined the European Monetary Union.

APPENDIX R

INTERVIEW WITH THE DIRECTOR OF INCLUSIVE EDUCATION, 2005

1.   What does the National Directorate: Inclusive Education consist of?

The National Directorate is a directorate within the Chief Directorate, curriculum and assessment. Basically the inclusive education directorate falls under the chief directorate curriculum and assessment, and comprises a director, two deputy directors, and four other deputy chief education levels. I am the director of the inclusive education directorate.

2.   What is your directorate responsible for?

The implementation of Education White Paper 6. EWP6 has a 20-year plan. Funding initially delayed the implementation. The white paper's short term strategy is to embark on a field test, to test the strengths and limitations of our ideas. That field test involves the production of knowledge firstly around inclusion that's consistent with the right model, which provides the intellectual tools to drive inclusive education. The key aspects involved in the field test is the conversion of 30 ordinary schools into full service schools, convert 30 special schools into resource centers, establish 30 district based support teams, conduct an audit of special education, i.e. so if we want to convert a special school into a resource center we know what limitations exist in the special schools, to progressively make people aware of the move towards the paradigm of inclusive education, i.e. that involves all the personnel that is involved in inclusive education. We are focusing on 30 nodal areas. The presidential nodes are the president's identification of the poorest areas in the country. We've also in this process produced concept documents, on full service schools, special schools as resource centers and DBSTs, curriculum adaptation, inclusive curriculum guidelines within the framework of the revised national curriculum statement, and a screening, identification and assessment document which will revolutionise assessment in the country.

We will have talks with the health professional council in the country to see how we could utilise the skills of various professionals so that we can spread and share the generic skills. We are also putting out a tender. The tender has been awarded. We've started with the role out of the human resource development in the 30 areas in inclusive education. We've got all the big universities, key people involved in inclusive education. We've got international consultants involved from Sweden etc. We also have done an investigation as to what physical resources and material resources are needed in a primary school to convert it to a full service school.

We are going to table a document at the heads of education department to convert these schools. The service providers will be identified by the end of the year, the conversion of the staff in the new-year. The human resource development, i.e. the training of people in the 30 areas will begin in the new-year. We are working on materials development at the moment regarding inclusive education.

3. Is the white paper just a discussion document, aren't they still waiting for feedback from the public etc?

    No, that was the consultation phase, i.e. before the white paper, i.e. the green paper.

4. What status does the white paper have, because it is not legislation?

    The white paper has been gazetted on the 27th of July 2001. It is not an act (of Parliament). The paper, since it has been gazetted, means this is the way we are going, i.e. this is the voice of the people.

5. So it's going to be implemented according to the content of EWP6, or is it dependant on the field test?

    It is not dependant on the field test, that is why it's not called a pilot. We are going to implement inclusive education. The council of education minister sat on the 2nd June, and the CHE ministers which is one of the highest decision making bodies in terms of

education in this country have put into place a mechanism to ensure that inclusive education is implemented in this country.

6.   Do you think that inclusive education will be able to be practically and effectively implemented with visually impaired people? For example, learning of Braille, orientation and mobility, skills of daily living and so on, since blind and deaf persons need more specialised support and equipment as compared to other disabilities?

Quite clearly there are not 10 million blind students in this country. The population who experience barriers is probably 4 percent. Now if you take 4 percent of the schooling population. 40 people in a population of 1000 per school. Let's take the Western Cape, they have 1500 schools. 1500 x 40 learners = 60 000 learners with special needs.

7.   In the last statistics we got the number of school going visually impaired learners was about100 000 in the country. That's about 10 000 per province. Then you are looking at primary schools and high schools.

How many universities in this country provide education for teachers who teach learners who have visual impairments? None. But there are schools for the blind that have been in existence for ages. There isn't sufficient human resource development. We are putting into place a human resource development programme. We will link up with universities, NGO's etc to train people. Now the people that I know who experience visual barriers operate in universities, government departments, are able to communicate effectively, able to download stuff on the computer, are able to read emails and so on, so what we need to do is create a different attitude firstly, and that is what we doing in the country through our advocacy program. Our advocacy programme is going to roll out in a very substantial way over the next few years. We will put into place advocacy programs, human resource programs where we will create possibilities. We are resourcing our full service schools.

8.   How is this being funded?

Donor funding has been received from the Finnish and the Swedish.

9.   Is nothing coming from the national budget?

We are making a bid for 300 million on Sunday at the meeting in Pretoria. Money will be used to strengthen special schools. Special schools will have the material devices. Telkom has put in 9 million rands in schools across the country equipping them with computers etc. I must admit that everything is not rosy and it's a struggle, because implementing policy is not an easy thing to do. In the big picture there is a will and a commitment in each of the provinces. Our curriculum adaptation document is now reaching many schools and district offices and so on, where people are getting a different sense of what is possible, and I am very convinced. A practical example is this, I got a call this year from a relative of a child in Durban who said that the child is in the Eastern Cape in an ordinary school writing matric and they need some assistance. I phoned the provincial director who phoned the school that actually deals with visual challenges to assist this child in the mainstream school and there wasn't any kind of difficulty.

10.   What about Early Childhood Development for blind children?

That is why we are strengthening special schools. That is why the Minister (of education) is so committed to strengthening special schools. The reason why she is strengthening special schools is to make special schools effective at providing quality education. Let me give you the run down of what we doing in special schools: we are investing money into infrastructure, physical and material resources, transport and assessment. We want to assess learners to see if they should be in a mainstream school or a special school now in the big picture, if someone has behavioral difficulties, it doesn't mean that all the learners require the same level of support, because people with visual challenges are highly differentiated, so of the ten thousand we are speaking about, maybe 1000 will require high levels of support.

11. Do you think we have to differentiate between totally blind and partially sighted children?

No. If there is support (they) can do it. They can get extensive support from special schools. It will depend on what support the child needs. If the child needs support that can only be given at a special school, the child will get that support, that is why we are strengthening a special school. Once, the basics are in place, i.e. maybe a child needs to be in a special school for six months, maybe one year.

12. When do secondary schools become full service schools?

As much as we are all enthusiastic about introducing inclusive education, we have to field test this in primary schools. Do the field test in a restricted and limited area where we can actually study the results and look at the implications of going system wide. Once the system has been tested and we have the cost of full service schools, cost of special schools as resource centers, funding norms done and so on, then we will be able to say how many high schools, how many primary schools etc. you'll be very impressed with what needs to be done to ordinary schools, what needs to be done to make it accessible. I will make that report available to you.

13. Is the same amount of money allocated towards inclusive education in the various provinces?

The amount of money that is going to be invested in the different provinces in the field test will be the same. The differences will be very limited, but you must remember that the strengthening of special schools is also an aim of Education White Paper 6 and the allocation of funding will be quite dependant on that. Some schools are historically advantaged, and we are not going to touch them because they can compare with schools anywhere in the world, so we will invest money in the special schools accordingly.

14. Where is this money going to come from?

    Aside from donor (funding), from treasury, i.e. the 300 million rands mentioned earlier. Minister Pandor is very committed. One of her priorities for 2006 is inclusive education, and the strengthening of special schools. Her bid to the Finance Minister was around this money.

15. In the special schools I have interviewed, there had been a down sizing of staff, so how will schools cope with being Resource centres?

    Staff population at the special schools is dependant on the number of learners. If the learner population increases, so does the staff. Obviously after 1994 some special schools in privileged areas had an abundance of staff and the schools who were disadvantaged had limited staff, so there had to implement equity to level the playing fields. The idea is that schools will cope.

16. When you say the special school is going to be a resource center, what exactly can we expect the special school to do?

    The special school will have an outreach function, relationships with mainstream schools in the area, work together with full service schools to support ordinary schools that have LSEN, they wouldn't have as many pupils as they have now. Ideally those pupils will move i.e. those who require lesser levels of support (will move) into mainstream schools.

17. So then, with the reduction in the learner numbers, would there be a decrease in staff, or would the staff then be used in this outreach function?

    For example, your therapists, psychologists and your specialist personnel would be used to possibly work at primary schools or full service schools. Your staff will be deployed to the districts.

18.   How much money is being spent on the field test for the 30 schools?

About 20 million (rands) into human resource development, 24 million (rands) into physical and material resources, 2 million rands over three years into advocacy, money into monitoring and evaluation, 3 and a half million into project management. Substantial injection of money will take place.

19.   To date, what progress have you made?

Well, what we have done is we put systems into place. We've identified the schools, identified the special schools as resource centers, established where the districts are, where the full service schools are, done an investigation into physical and material resources, we have appointed a project manager, we have appointed a service provider in human resource development to do the human resources, materials are being developed, they have their own materials developer, their own research arm, training arm and we've had discussions with them, as to what should take place, and what shouldn't take place. They've produced a final operations plan which will be approved by the heads of education committee. We have tabled a proposal to heads of education committee to support the actual installation of physical and material resources in the ordinary primary schools and full service schools. The provinces will have to appoint a service provider and the service provider will have to get the job done by October November next year.

20.   Are the children in the full service schools coping?

There hasn't been any difference yet in the pupil composition of the school. The difference will take place once the hr development has been done, once the physical resources have been put into place, once the advocacy has reached an advanced stage.

21.   When is the next phase of converting full service schools going to begin?

Once the field test is over, the field test is over. We will incrementally and progressively, depending on resources, identify schools and convert them.

22.   Just to clarify that, so once this field testing is done, you will have the norms and standards and then you will just continue. So there won't be a second phase?

We are building the capacity and as time goes on, the capacity will increase. We are encouraging universities to work with the provincial departments. But there is a lot of inertia in the system which is problematic. I think as time goes on we will increase the capacity in the provinces. It's beginning to happen.

23.   What is being done for tertiary institutions?

Since this is a national issue, I think we need to speak to the president's office and ask them to check on higher education institutions. But what we've also done together with the CHE, is some research on the state of readiness for higher institutions. That research report will be published shortly, about how do we advance issues of disability.

24.   Will UCT for example, be able to cope as a fully fledged regional resource
centre for higher education?

A lot of the strength in higher education dates back to apartheid. We need to have discussion via education. We started thee process by funding the report for the CHE. The CHE will then have to take this forward. This will role out over a period of time.

25.   Will government help tertiary institutions?

Yes, because government subsidises tertiary institutions.

26. As a lot of money will be needed by tertiary institutions as they are so vast, many campuses, and they will need duplication of services, will government assist in this area?

I think that the higher education section of the national department is sensitive to this issue and they would have to come on board. I think that the CHE, based on the findings of the research report and seeing where the gaps lie, will have to drive this process. There is some action being taken regarding the future of higher education and disability but it hasn't made sufficient progress. It needs some kind of impetus. And it will happen. I think you need to interview the CEO of the CHE in Pretoria.

27. Are the full service schools going to receive more money from government?

Yes, they are already receiving more money.

28. What role do you see NGO's playing?

NGO's are involved in our HR development, they are people whom we work closely with. They also have a very important role to play because of their history. In fact it was through participation of NGO's that you have white paper 6. They will not be given incentives. We invite them to our meetings. The south African Federal Council for disability is always involved in discussions with us, but now it is dysfunctional, but the presidents office is an umbrella body, and they have representation in our major decision making process.

29. DPSA, although is so big, has no specialist for orientation and mobility etc, so how would a child who is in mainstream school receive all the necessary support?

We have an HR development plan in process. As that process unfolds, all these things will unfold. We have built in certain indicators as to what we may need, i.e. with the monitoring and evaluation etc...

30.   Who will constitute your district support team?

All the different bands of education, ECD, ABED, FET and so on, will. Then you get curriculum advisers, psychologists, therapists, etc.

31.   When will secondary schools be given attention? Imagine these children getting out of primary school and having no support from full service secondary schools?

There will be support from the full service school in the area, the special school and the district base support team. That process will evolve.

32.   Will there be teachers in the DBST?

Learning support teachers, yes. These will be in all the provinces. Each region has what you call education management district officers. In each of those offices they have learning support people. They are also part of the team. It's your old remedial teachers who have already been retrained and refocused.

33.   Will the full service schools have learners with different disabilities in one class?

One of the shifts of the white paper is to move away from category to support. So therefore you will be looking at levels of intensity in terms of support and not at categories. It wouldn't make sense to have a special school that focuses on only one barrier.

34.   How are educators going to be able to support learning with different disabilities in one class?

That is why we have the HR development plan. To focus on this and train people differently. Train them on all the disabilities. Levels of support are different. Not everyone will require the same intensity of support.

35. Does the role of district based support teams include helping tertiary institutions?

No not really. But they will work with them.

36. Would the additional services required of special schools, hinder
them in performing their duties to the children in their schools?

The only thing about DBSTs is they can offer support. You will get fairer amount of support. The way the special school exists now, it won't exist like that in the future. Therefore, the roles of people would have to change.

37. Would the district support team liaise between the full service school, and the special school?

The DBST will work with the ordinary primary school, the full service school and the special school as a resource center.

38. All these other specialised fields, braille etc, how would that be managed?

The specifications of the human resources, i.e. human resource development regarding Braille etc, and the program managers would be taught and schooled on the notion of assistive devices, inclusion etc we got some very good people.

39. What adaptations are going to be made to the curriculum?

We got curriculum adaptation guidelines. (We will be) taking on board a whole range of learners with different needs. White paper 6 is going to be the guiding document towards the implementation of inclusion.

40. Many people are of the view that white paper 6 is a discussion document, but that's the wrong view, is it?

That's the wrong view.

41. In the interim, i.e. the twenty-year period, what rights are visually impaired learners and students going to have. Do they have enforceable rights?

   They have enforceable rights just like any other South African learner based on the South African Schools Act.

42. If they go to a mainstream school, and request support, would they be able to enforce these rights outlined in the Schools Act?

   Provided that that support exists. Most provincial directors will welcome them, i.e. and special schools will assist.

43. Is Government going to ensure that tertiary institutions increase the number of students in the institutions and provide them with the necessary support? What penalty would be imposed on tertiary institutions if they don't implement this policy?

   At this point in time, I don't think that higher education has advanced to the level to where they could make it compulsory, but I think a student with a disability who goes to a higher education institution where there is no support can make a case. That is why the disability movement needs to mobilise people around.

44. Do you think that they will be able to get out of it, because they say they must support within reasonable measure?

   No. I think there is a lot of good faith in the country.

45. Would resources be provided by government to the schools, such as Perkins braillers, Braille paper etc?

   Yes. They already exist in some schools. You are working on the assumption that that's going to be in every school. That's not true. It will be at one school in the district.

46.	What provisions are going to be made for transport of learners?

Transport systems exist already. One of the weaknesses identified in the system through our national audit was the lack of transport. That is why I am telling you that in the bid itself, i.e. that of strengthening special schools, we are allocating, I think 30 percent of that bid to transport in the provinces.

47.	Was this special schools audit a well conducted audit?

It was a good audit. It told you about what existed and what didn't exist in special schools. It told you about personnel, funding, hostel accommodation, qualification of learners, racial imbalances, gender, curriculum, SA sign language, transport i.e. where it exists and where it doesn't, distances that have to be traveled. Also which special schools are strong and which special schools are weak. Because the purpose of the audit was to establish how we could strengthen special schools, so we have enough data to tell us that these are the schools that we need to strengthen.

48.	Do you see the need to strengthen a lot of the special schools?

We will have to strengthen 157 out of the 398 that exist. Actually, less than half.

APPENDIX S

All these products are available from the SA National Council for the blind. These items are considered to be essential to the blind Learner / student. However, there may be the necessity for items later, once the learner / student has decided on his or her choice of study field. These are estimated costs reflected in ZAR, but are dependant on the ZAR/USD exchange rate. The SANCB does not limit itself to one product or supplier but rather considers the best option for the end user.

PRODUCT	SPECIFICATIONS	Cost To Able-bodied Learner	Cost To V. Impaired Learner	Level of need for the VI learner
Tactile Doll	Braille Dots on body	-	500.00	Medium
Braillette Board	Braille sensitisation tool	-	300.00	High
Phonics Firefly	Alphabet teach toy	300.00	300.00	High
Learning Frog	Interactive tactile toy	400.00	400.00	High
White Cane	For easy mobility	-	190.00	High
O & M Training	To use the cane	-	5 000.00	High
Perkins brailler	Learn to write braille	-	4 000.00	High
Braille paper	1 Exam Pad	20.00	150.00	High
Dictionary	Voice synthesised	500.00	1 000.00	High
Calculator	Voice synthesised	100.00	200.00	High
Slate & stylus (pen)	Writing aid	50.00	200.00	High
Computer	1GIG RAM, 160 HDD	8 000.00	8 000.00	High
Voice synthesis s/w	Jaws version 9.1	-	11 000.00	High
Training on Jaws	Two week training	-	5 000.00	High
Book Courier	Portable book reader	-	6 000.00	High
OCR scanner	Scans text to electronic	-	22 000.00	High
Hand held Magnifier	Magnifies text for L.V learner		500.00	Medium. For Individual use.
Magnification s/ware	Used with a computer for a P/sighted Learner		8 000.00	High.
Clarity CCTV/ Mag.	For Classroom use		27 500.00	High. For individual use
Desk Lamp	For individual class use		500.00	Medium. For Individual use.

APPENDIX T

PRACTICAL RECOMMENDATIONS

1. ASSESSMENTS

'In light of recent disability legislation, anticipating and providing reasonable adjustments for disabled students must become a priority for academic staff.' [1] Visually impaired students should not be excluded merely because one component of the course is visual. Other forms and means of assessment must be designed and implemented. Assessment should not be discriminatory but inclusive in form. Inclusivity and flexibility of assessment will help increase the number of disabled students enrolled for a course. It is necessary to get a network of academics across higher education bands to identify key issues for teaching, learning and assessments for visually impaired students.

2. INTERVENTIONS

Interventions are an imperative requirement to ensure that the learning and education system do not become inefficient. In order to help the effective implementation of inclusion of visually impaired students, the Higher Education Directorate of the DOE needs to prepare yearly progress reports on the transformation of these institutions into FSIs. Government, NGOs, special schools and DBSTs must engage in close collaboration with tertiary institutions to ensure the sufficient provision of equipment, assistive devices and other essential support and services. A situation of students merely having access to the learning environment, but being excluded from the curriculum, must be avoided. Inadequate support would result in them being unable to perform to their best potential.

3. IMPLEMENTATION SCHEDULE

A shorter period of transformation should be negotiated and implemented. Even a 10-year period is more than adequate to ensure that an obligatory policy is implemented in all tertiary institutions. Such a long 20-year period of transformation would inevitably lead to tertiary institutions delaying the process of transformation, providing no substantial and definite benefits for disabled students for the next 15 years. As it stands, the long-term implementation process of inclusive education at school has been extended even further. It would be a pity if tertiary institutions felt that a precedent had been created and followed suit.

4. PRIORITISATION

Although the practical and financial difficulties involved in the development of an inclusive education system in all bands of education must be considered, it appears as if government is willing to trade-off the right to education of students with disabilities for what they view as other more important rights. What is even more appalling is the fact that the DOE has now extended the period in which the implementation of an inclusive education and training system will occur. Merely placing students with visual impairments in a lecture hall in a higher education institution without support services and resources to help counter their disability, will result in inequality and discrimination. This was the very scenario inclusive education was designed to prevent.

Most importantly the DOE should allocate a certain portion of the budget that it provides to all tertiary institutions for the realisation of the rights and needs of disabled students. If government can spend a large amount of money on purchasing arms, and more relevantly, if tertiary institutions can make available hundreds of thousands of rands a year to the Student Representative Councils, there is no reason why some of those funds cannot be given to purchase equipment, pay readers, and make certain environmental changes to improve campus accessibility in order to enhance inclusion. A more detailed examination of the unfair and improper allocation and utilisation of funds was dealt with in Chapter 8. Further, there should be an even distribution of development, that is, the needs of all disabled groups should be addressed and should not be limited to a particular group, for this would then amount to discrimination amongst the disabled themselves.

Here again circumstances should be weighed according to need. The implementation of this policy is not illogical and impractical and can be carried out successfully subject to relevant optimisation constraints.

5. DISABILITY UNITS

All tertiary institutions must establish and fund the continuous existence of a DU on its campus. Such units must be responsible to address the needs and assist with, or overcome the challenges confronting students with disabilities in the academic and non-academic spheres on campus. The DU must assist with personal and career counselling, admissions, registration, scholarship applications and acquisition of residence on campus when necessary.

The DU should be responsible for the development of a macro-access plan to ensure that all students with disabilities have easy physical access to all lecture venues on campus. Outreach and disability awareness projects must be designated and implemented. Such awareness programmes must aim at ensuring the comfort and overall inclusion of disabled students. These programmes must not only focus on lecturers and other academic staff, but must include non-academic staff across campuses. It is essential for the DU to educate library staff on how to assist students who are visually impaired in both their Bachelor's degrees / diplomas and in their post-graduate degrees/diplomas. A resource centre of taped, brailled and scanned books must be established to avoid duplicating conversions that have already been done.

The unit must have adequate space to house human and technological resources. There should be soundproof booths in which assistants or staff can read print material onto tape. This is necessary to prevent the recording from being distorted by other sounds. The DU should purchase equipment and employ staff according to the number of visually impaired students enrolled at the campus. As conversion of print material is a time consuming process, the capacity of and competency of staff and the quantity and quality of equipment are vital. This is necessary because the main task of the unit is to assist visually impaired students convert print material timeously into readable formats.

6. COORDINATORS

All relevant tertiary institutions must employ a coordinator/director/student advisor. Such person must be responsible to manage the DU, and ensure that students are provided with the support and services they require. The tasks to be performed by the coordinator differ from one another depending on the tertiary institution and the number of support staff employed by the DU. The services extend from ensuring that assistants are provided to read, scan and Braille print material, to making literature accessible to employing the services of an O&M instructor to orientate students on campus. 'The role of disability student advisor is essential and without this support many students can feel excluded from the learning experience.' [2]

7. EDUCATION AND TRAINING OF LECTURERS

Lecturers must be educated and trained on teaching methods to cater for an inclusive lecture room, where students have diverse needs, abilities and barriers to learning. It is essential that lecturers are made aware that most visually impaired students record lectures as they are unable to take down notes, and that these students do not record lectures because they are lazy. Therefore, lecturers should not deride students for using a tape or digital recorder, as this is by far the only means by which visually impaired students can have access to lecture notes.

If there is a visually impaired student in the lecture room, lecturers need to be made aware not to use gestures without verbalising what is being illustrated. If Overhead projectors are used, it is vital that the lecturer reads what is being projected so that visually impaired students are aware of what is being presented. An easier procedure would be to make all notes available to these students in advance so that they can follow what is being discussed during lectures. With the advancement in technology it is even easier to make notes available to these students via email. This method is preferable as it omits the scanning or reading process as students are able to read it immediately on computers that have voice software, or in the case of the partially sighted, to merely increase the size of the font.

Lecturers need to support students by providing them with reading lists in advance so that such books and articles can be converted into readable formats at the beginning of the semester. It would be helpful if lecturers could point out relevant sections in books instead of students needing to scan and edit the entire book unnecessarily. Lecturers must remember that arrangements for tests must be made for these students, regarding venues, invigilators, scribes if required and the questions in a preferred readable format.

8. DEPARTMENTS

Visually impaired students should not automatically become the responsibility of the DU. Departments need to play a proactive role and liaise directly with the student and the DU to ascertain the needs of the student and how they can be best accommodated with the cooperation of the department, the DU and the student. This would lighten the load of the DU that has become known, and wrongly so, as the body that is solely responsible for students with visual impairments. Departmental initiatives are crucial and should extend from the secretary, to the lecturers concerned, the head of school and the dean of the faculty.

9. BURSARIES

Students in higher education can apply to the DoL for full bursaries. These bursaries usually cover tuition fees, residence fees, assistive devices and technology required. Designated staff at special schools and inclusive schools that enrol disabled learners must be informed of these bursaries and the protocol that needs to be followed to apply. Further, learners must be educated as to the support and services offered at the various tertiary institutions across the country so that they can make informed choices upon choosing the institution they wish to attend. Assessment reports should indicate assistive and technological equipment required by the student. This is essential so that students do not abuse the bursary and to ensure that the necessary equipment is purchased.

10. ACCESS TECHNOLOGY

It is vital that the needs of the user are determined to identify the access technology required. Discussions must be held with the student to ascertain what study methods s/he uses and the support s/he requires to make the method more easily practicable. Students must be given an opportunity to have a feel for the equipment to understand how it functions and determine whether their needs will be properly served by such equipment. The effectiveness of the equipment must be evaluated and most importantly, it must be appropriate to the course the student is registered for and his/her individual capabilities and needs.

11. SOCIAL INCLUSION

The system of exclusionary special schools presents certain challenges regarding social interaction, integration and subsequent inclusion of visually impaired students. For those learners who are already in secondary school and for those who are still in the primary education phase but who do not experience the benefits of inclusive education, it is crucial that workshops promoting socialisation and integration between sighted learners and students, and learners and students who are visually impaired, are held. These workshops must aim at eliminating stereotypical and ignorant attitudes and raise awareness to blindness. What is required is a persevering, motivated, confident visually impaired student, and sighted students who are willing to look past and learn about the visual impairment.

In most tertiary institutions more awareness programmes dealing with disability and the establishment of the DU on the campus are necessary. Further, improvements to the physical environment such as marked steps, better technologically equipped DUs, more permanent staff and remunerated student assistants are urgently needed. Official policy statements need to be drafted, implemented and monitored in all tertiary institutions.

END NOTES

1. Lomine L, 2002, page 1;

2. Cain S, and Orme R, 2001, page 4.

APPENDIX U

INTERVIEW WITH VISUALLY IMPAIRED STUDENTS AT TERTIARY INSTITUTIONS IN SOUTH AFRICA

1. What is your racial background?
2. What is your age?
3. Should you rate yourself on an economic level, where would you rate yourself?
4. How are you paying for your studies?
5. Are you totally blind or partially sighted?
6. What is your eye condition diagnosed as?
7. Which year did you matriculate?
8. Which year did you enroll as a student at the institution?
9. Did you go on to tertiary education immediately after matriculation?
10. If not, why?
11. Which faculty are you studying in?
12. What degree / diploma course?
13. In which province do you reside?
14. Why did you choose to study at this institution?
15. Are you a resident at the institution?
16. If the answer to the above is no, how do you travel to campus?
17. If you are a resident on the campus, was this due to your own preference?
18. If you are not a resident on the campus, was this due to your own preference?
19. Do you think it is more advantageous/disadvantageous to live as a resident on the campus?
20. In light of your answer to the above, why?
21. Which school did you matriculate at?
22. Was it a special school for the visually impaired, a special school for different disabilities or a mainstream school?
23. Did the school cater adequately for your special needs?
24. What is your current year of study at the institution?
25. What other degree/s do you have?
26. Do you have any limitations or problems in your study process at the institution?

27. If the answer to the above is yes, what are these?

28. Are you aware of a disability unit at your institution?

29. If the answer to the above is yes, how did you become aware of its existence?

30. Are you aware of all the facilities, support and services you can obtain from the disability unit and the institution on the whole?

31. If the answer to the above is yes, who informed you of these services, support and facilities?

32. In the following list, which facilities, services and support was offered,

Services	Available	Utilised
Personal and/or Career counseling,		
Brailling of text material		
Scanning of texts		
Audio-taping of text materials,		
Applications for financial support,		
Advocating for students' needs with the faculties, schools, departments and programmes, co-ordination of exams,		
Providing volunteer services		
Large print books		
Computers equipped with jaws		
Magnifiers /CCTV / Tieman Readers		
Other (please specify)		

33. What is your assessment of the services provided?

34. How accessible are these assistive devices/resources?

35. What additional services can be provided by the institution to ensure a quality, accessible, user-friendly environment?

36. Does the accessibility to these assistive devices/resources need to be improved?

37. If the answer to the above is yes, how can the accessibility be improved?

38. Are you taught how to use the specialized equipment, internet facilities etc?

39. Are you given the choice to write your examinations and tests by means of a scribe, tape recorder, Braille etc?

40. What are the gaps/flaws with the services, support and facilities provided by the disability unit?

41. What gaps have you encountered in the services offered outside the disability unit but within, the institution itself?

42. How can these gaps be narrowed and improved upon ?

43. How many permanent staff including the coordinator are employed in the disability unit? Do you think that more permanent staff is needed in the disability unit?

44. If yes why?

45. What are your comments on the whole regarding the disability unit and the quality of services offered by it?

46. Do you receive print material in an accessible format timeously?

47. What do you think of the programmes in place that provide for accessibility of print information in readable formats to you?

48. What are your experiences as regards the attitudes and responses of other able-bodied students at the institution?

49. What are the attitudes and perceptions of the lecturers or staff members at the institution towards you and your specialized needs?

50. Have you had any bad experiences studying at the institution with regard to lecturers? If so, please elaborate:

51. What was your worst experience at the institution as regards the overall student population?

52. What was your worst experience at the institution as regards the staff on the whole?

53. What were your most positive experiences at the institution?

54. What are your suggestions to improve awareness and understanding among the institution's students/lecturers/staff as regards visual impairment:

55. Are you able to cope in lectures with the rest of the student population?

56. Are lecturers, while lecturing in class, receptive and accommodating of your needs?

57. Are you allowed to record lectures without receiving permission from lecturers?

58. Are lecturers willing to give you class notes and overhead projector notes and course work manuals in advance to enable you to scan or record them timeously?

59. Are you given extra time within which to hand in assignments and essays due to the time involved to scan and tape print material?

60. Are adaptations made to the curriculum when vision is required?

61. Are the departments you are registered with receptive to your needs in providing examinations venues and questions in braille/disc/cassette etc?

62. Are you provided with research assistants by the departments when necessary?

63. Is library staff helpful to you as regards location of books and other reading sources?

64. Are you receiving a scholarship or financial aid?

65. Were you assisted by the disability unit with all the administrative requirements that had to be fulfilled during your admission and registration?

66. Did you have to follow long queues when registering?

67. Are your parents /family/friends helpful to you when services at the institution are not delivered?

68. What sort of support do you require from your family/friends? If any?

69. What are your views on sharing your institution's facilities with visually impaired students from other tertiary institutions who do not have adequate facilities to assist them with their studies?

70. You may add any other comments.

APPENDIX V

INTERVIEW WITH COORDINATORS OF DISABILITY UNITS OR SUPPORT SERVICES AT TERTIARY INSTITUTIONS

1. What academic qualifications do you have?
2. Do these qualifications assist you in executing your functions at the institution?
3. What is your position at this university / technikon?
4. How long have you held this position?
5. When was the disability unit established at the university?
6. What services and support were available prior to the establishment of the unit?
7. Under which department does disability services fall?
8. What is the reason for this?
9. Does your institution have an official policy document as regards disabled students?
10. If the answer to the above is yes, can you briefly outline what the basic tenets and purpose of this policy is?
11. If the answer to the above is no, what steps if any are being taken to draft a final policy document?
12. Who were the active role players in drafting this policy?
13. To what extent have these policies been implemented in practice?
14. Do you have any infrastructure in place to attend to the monitoring and coordination of the policy?
15. What are the functions of the disability unit in your institution?
16. What are your functions at the disability unit?
17. How many staff is employed at the disability unit?
18. Is the number of staff employed sufficient to ensure that all the functions of the disability unit are effectively performed?
19. How many disabled students are enrolled at present?
20. How many of these disabled students are visually impaired?
21. What percentage is totally blind as compared to the partially sighted?
22. From the statistics has there been an increase in the number of visually impaired students since 1994?

23. If the answer to the above is yes, what do you attribute this increase to?

24. How are the visually impaired students constituted according to race?

25. How are the visually impaired students constituted according to class?

26. How are the visually impaired students constituted according to gender?

27. Do visually impaired students from all over the country enrol at your institution?

28. Is this due to their own preference, or is it because your institution offers the best or most effective facilities, services and support to visually impaired students?

29. What is your view on the success of regional collaboration between tertiary institutions as suggested in White Paper 6 2001?

30. Do you believe that regional collaboration is a practical and fair system to ensure equal opportunities for all? Why?

31. Do you think we will attain regional collaboration in South Africa?
    If yes, When?

32. Are you aware of special organisations that give financial assistance to visually impaired students?

33. What criteria is used to determine whether visually impaired students qualify for financial assistance/scholarships?

34. Are visually impaired students subject to the same admission requirements as able-bodied students?

35. If the answer to the above is no, what special relaxations and leniency is offered to them, if any?

36. Are there any adaptations made to the curriculum with respect to components that require vision?

37. What are they?

38. Have there been any adaptations made to the physical environment to make it more user-friendly and independently accessible to visually impaired students?

39. If the answer to the above is yes, what are these?

40. How have the visually impaired students performed academically?

41. What percentage of the visually impaired students dropped out from the institution?

42. What were the dominant reasons for students dropping out? .

43. What specialised equipment do you have at the disability unit?

44. Is the quantity and quality of this equipment sufficient and efficient to accommodate the

needs of the visually impaired population who frequent the unit?

45. Do the visually impaired students make use of the equipment and the services provided by the disability unit?

46. What is the mode of reading and writing preferred by visually impaired students newly enrolled at the institution?

47. In your experience are newly enrolled visually impaired students equipped with skills of using the specialized equipment such as computers, scanners, internet facilities etc?

48. Are there support services offered by the university to teach visually impaired students how to use the specialised equipment?
   If the answer to the above is yes, what are they?

49. Is print information made readily accessible to visually impaired learners?

50. What programmes does the unit have in place to ensure that conversion of print information into readable formats for visually impaired students is done?

51. How effective are these programmes?

52. Do you agree that if visually impaired students themselves had no support in this regard, they would spend more time trying to convert print information into readable formats than working on the academic syllabus?

53. Has the disability unit established an audio and technologically formatted collection of academic material over the years to prevent constant redoing and to ensure speedy accessibility to information of visually impaired students?

54. If the answer to the above is no, why not?

55. Does the disability unit receive support from departments who have enrolled visually impaired students?

56. If the answer to the above is no, to what do you attribute this lack of support ?

57. If the answer to the above is yes, do you think that this support and correspondence between departments and the disability unit can improve? How?

58. In your experience are deans and lecturers accommodating in addressing the needs of visually impaired students?

59. Do visually impaired students write examinations and other tests in separate conditions from the rest of the student population?

60. Are they given extra time for their tests and examinations?

61. In your experience do post-graduate visually impaired students have problems with the

research process, in particular locating books and other print sources?

62. Are there any programmes in place to assist visually impaired students in conducting their research?

63. Are the visually impaired students given leniency as regards time deadlines due to problems encountered as a result of their visual impairment?

64. What percentage of visually impaired students are admitted through an alternate access programme?

65. Is it common for visually impaired students to take longer than the prescribed time to complete their particular degrees?

66. If the answer to the above is yes, what do you attribute this to?

67. Do you keep in contact with visually impaired graduates to assist with their employment opportunities?

68. Is it easy for visually impaired graduates to acquire employment in the open labour market?

69. Is there sufficient awareness created in so far as the existence of the disability unit and the services offered is concerned?

70. Are all advertisements, campus information, scholarship and employment opportunities etc also put in Braille on notice boards at the institution?

71. Do you believe that the visually impaired students at your institution are coping in the inclusive environment of the institution?

72. What improvements can be made at your institution if any, to ensure that visually impaired students at your institution receive quality education, support, and services?

73. What timeframe do you give your institution to reach the ideal of equal access to information, environment, and opportunities for visually impaired students?

Thank You.

APPENDIX W

INTERVIEW WITH THE CHIEF EXECUTIVE OFFICER OF THE COUNCIL FOR HIGHER EDUCATION (CHE), JUNE 2005.

(To protect the anonymity of persons and institutions, the terms Mr. X or institution Y has been used in this transcript.)

1. What support is the CHE going to offer disabled students attending tertiary institutions?

    You have to understand what the CHE is and what it is not, therefore what it can do and what it cannot. We are the statutory advisory body for the Minister. We advise the Minister when she requests advice or when we want to provide her with advice proactively which we are allowed to do in terms of the act.

    Secondly, we have a responsibility of monitoring and evaluating the extent to which our policy goals, our objectives, our principles and values are being realised in higher education.

    Thirdly, we conduct quality assurance. All higher education programs offered by any university must be accredited by us. We also conduct audits of institutions in terms of their quality management systems.

    Fourthly, we are meant to contribute to the development of higher education.

    What can be done for students with special needs is a question you should be asking the department of education, which has implementation responsibilities to give effect to white paper 6 or to what's in the white paper on higher education and it's a question you have to ask institutions themselves because they work under a high level of institutional autonomy. So it's not a question for the CHE. Its not a way of ducking the question so let me respond:

The CHE does not interfere in issues that are responsibilities of the ministry, issues that are the responsibilities of universities, because Mr. X (the vice chancellor of university X) is well within his right to say, CHE get lost, you don't tell me what to do. And that's right. We don't have the power to instruct any institution to do anything. There is a very big difference between advising, and formulating and implementing policy. The responsibility of formulating and implementing policy is the responsibility of ministries and of higher education institutions, while the CHE is only an advisory body. Yes, we can shape the agenda, the thinking and so on.

I'm assuming that you would have spoken to my very good friend Mr. Y, from the DOE. He knows ten times more than I do about this. Precisely because of our relationship, we were talking about to what extent have higher education institutions really given effect to the constitutional imperatives as well as the imperatives within our Higher Education Act and in terms of social equity which must extend to equity of those with special needs. In that context we decided that before we can provide any serious informed advice, we must know what we are talking about. So we were then going to undertake an investigation precisely on this issue, i.e. of how are higher education institutions addressing special needs in the higher education area. We also approached this more formally, and we entered into a joint collaboration with the inclusive education section of the department of education. They put in some money and we put in some money. That will come out publically in the next month or two, i.e. an investigation report on disability and higher education and how institutions are addressing it. I'm hoping that this report is going to be extremely useful. That we will put out into the public as a way of saying, "this is what our monitoring and evaluation is showing. This is how we are doing, or we are not doing," as far as special needs is concerned, and clearly on that basis we will formulate a particular position paper for the minister and draw her attention to the fact that we have undertaken this investigation, these are the results of it, and she might then want to give consideration to what we can be proud of but especially what we can be not so proud off after ten years. That is our extent of our work in this area. This is the monitoring and evaluation area which feeds into policy advice and recommendations to the minister.

Our higher education institutions are experiencing huge financial problems, some of them are struggling financially, in terms of both addressing the needs of social equity and also in terms of trying to maintain high quality. I think you'll accept that you can't really be serious about equity if an institution provides you (with) a lousy quality of higher education. That's not equity, that's Bantu education in the new form. The real issue is providing those who have special needs equity of access and equity of opportunity. They are two different things as you know. Access can be a revolving door syndrome. You come here today and you leave tomorrow, because you can't cope and we can't cope with you. That has to then be married with a meaningful academic program.

I think we do a disservice to our country when we produce graduates who cannot really write and cannot really think. In that context we said to Colene Howell, we must also understand some of the contexts our institutions find themselves in and facilitating the possibilities of going to access and opportunity. If you go to an institution and tell them listen you are not equitable, you are not catering for those students who have special needs. You will have to put lifts into the education faculty and so on, they will say to me well why don't you go and sit with my finance person and find where I am going to find this 8 or 10 million rand. Because, University Y was designed in a period, as other institutions were, which was the most hostile to anyone with special needs. How do you get a student who is disabled, and who is doing her masters, onto the third floor (of the institution)? So we said you don't win friends, and you don't influence people and you don't advance the cause of people with special needs by saying well its going to cost University Y 20 million and University Z 30 million. They are all going to say we have different kinds of social equity imperatives. They are race, gender and disability. And you can work out which one is going to be the last.

Now I don't think from a public policy perspective we should pretend that we don't have to make trade offs in the context of limited financial resources from a race perspective, from a gender perspective, i.e. more black or more women. So every institution and every ministry has to make trade offs because living in a context where your dearly held values and principles are constantly being challenged by the realities of the fiscus, or the realities of our conditions, in a sense are what we've inherited.

Anyone who thinks that policies do not involve trade offs and don't involve very difficult social dilemmas and choices lives in their own world. Find imaginative and creative ways that we can make it easier for institutions to embrace in a much more serious and deep way of giving access to people with special needs and giving opportunities to them. One of the things we came up with was, see if you can find a way of getting the institutions to collaborate and co-operate with each other on a regional basis. So you don't have to duplicate or triplicate some areas you know are available. So if there is a brand new building in the social sciences in Y, you design it in a way that is friendly from the outset. If Z is going to move its entire education into a new faculty and so on, the possibility is you would accommodate that as well.

As you would know one of the things higher education institutions are not very good at is cooperating. They love to compete but they find it very difficult to cooperate. Again I can understand part of that. But we were saying that this is one area where you can persuade them in, show what the value and benefits of cooperation will be. That will certainly lessen the financial burden and implications for institutions. So that was going to be the overall approach. In that way you could also show the ministry, that this is not an impossible implementation strategy. You could say after a period of time, for example, if the regions say that they are going to collaborate around this, lets ask treasury for an extra x million that would be dedicated to meeting our constitutional imperatives and others imperatives in terms of special needs. That's the overall objective, i.e a regional collaboration.

2. You say that institutions have a great degree of autonomy, are they answerable, to the CHE, the DOE, the ministry or the government?

In terms of institutional autonomy and academic freedom, they are not answerable at all to government in terms of the content of the curriculum, i.e. what is taught and what is learnt. They are accountable to us for the quality of it, in that we would not accredit them if it was not of a good quality. They have to demonstrate that any new program in any academic work meets certain minimum standards in terms of how it's designed, how its conceptualized, how its going to be resourced and how its going to be assessed and so on. Beyond that, all higher education institutions have a high level of

autonomy in terms of how to use their finances, what programs they offer and don't offer. No we can argue absolutely that equity is just not desirable, but is a social imperative, given our legacy and so on. Each institution will say, well that's indisputable; however, can we have the cheque in the post in order to make it happen? So what happens, 10 billion rands that we spend on higher education today does not go a long way. We think about trying to provide financial aid for poor students. The National Student Financial Aid Scheme (NSFAS) which supports these students is unable to adequately meet its objectives. At the moment (it is) spending a billion, i.e. this amount needs to double. Now here is an imperative, higher education must facilitate redress and social equity issues especially for those who have been marginalised and socially disadvantaged, but I know that there are thousands of black students who are not getting access to our higher education institutions because we are unable to fund them. Or, they are dropping out because we are not able to sustain them financially, or the institution simply does not know how to support these students and provide them with the opportunity.

At some point this gets translated back to the DOE saying your 10 billion rands are not able to go as far as we need it to go as far as meeting all the equity imperatives. So unless you can put more money on the table, leave us alone. Let us decide how we going to meet these imperatives. Now that's what I meant by trade offs and choices. That does not mean that every institution decides and makes its choices the same way, i.e. clearly not. Some institutions take the special needs aspect more seriously than others. Mr. Z at that university has a child with special needs i.e. Downs syndrome. As Vice Chancellor, that will clearly shape his thinking. Ministers make a difference. Vice chancellors who have a special affinity for special needs make a difference. Wits have something much more than Venda (Univen). But Univen doesn't have much of anything in terms of even the nature of that institution. Rhodes (University) says it has a draft disability policy document. So clearly if you have a draft policy, something has triggered this draft policy.

There are two things that one has to remember about public policy, the presence of a policy does not necessarily mean that something is going to happen. On the other hand, the absence of a policy doesn't mean that nothing is happening. Sometimes

practices become codified into policy. So don't presume that if you can't find something in a text book that nothing is happening. Sometimes lots of things are happening but they just haven't been brought together and synthesised into an official policy. Sometimes it's better to get on with the practices and worry about writing it down at a later stage. Lots of people spend great amounts of time writing these beautiful policies that are in the end not worth the paper they were written on, i.e. nothing happens. They are just a way of showing of how politically correct you are.

3.   You have been mandated to develop higher education, What does this mean?

It's a very wide mandate that's been given to us. We've been very cautious in this regard. Firstly, if we wanted to pretend that some how we could contribute to the extensive development of higher education, then we would need a huge budget which we don't get from Minister Manuel. Secondly, really the development of higher education institutions is their own responsibility. We must simply support and facilitate it and remind them about certain things and so on. That is why this monitoring and evaluation work that we do is something that's so important, and something we can disseminate.

We want to bring the institutions together and ask them to say whether they are in agreement with the findings, the analysis and the recommendations, i.e. like regional collaboration. They have to play a proactive role. We must ask them, i.e. (we) can't do it in splendid isolation.

The third reason why we limit our contribution towards the development of higher education is there is a Higher Education South Africa, (HESA) or what were the old South African University Vice Chancellors association and the committee of Technicon principals. They've merged to form something called HESA. We think it's really their role to contribute to the development of their institutions in these kinds of areas. So we are very careful not to tread on their toes in a sense. We want to encourage them to take off all these development initiatives and so on behalf of their institutions rather than us.

4. Do you think government is less committed to higher education?

It depends on who you ask. If you ask Vice Chancellors, they will say government is not (committed). If you ask the Minister, the Minister will say, "Well the reality is that from the 13 or 14 percent that was being given to higher education, we haven't moved away from that. 13 to 14 percent support to higher education is very good compared to other countries in the world. Where do you propose I cut: basic education, preschool education? Come to a meeting and argue that for me." The Minister gives you 80 billion and tells you, you decide how you are going to use that 80 billion. So in that context 10 billion is not adequate, but is not insignificant either. It allows quite a number of our institutions to run pretty effectively. So institutions make a choice. It's not reached a point where our institutions are collapsing.

More money is always welcome. You have to plan on the basis of your budgets and not on dreams alone. You cannot base policy on vision and dreams alone. At some point it must hit the hard realities of the human beings that we have available to us and the money we have available to us. Sometimes the problem is not even money, sometimes its human beings. We think everyone is committed after 1994 and that everyone supports democracy and social equity. Well, it's not the case. That's the reality Even if they are committed, sad to say, many people do not have the technical or professional competencies. We don't have a developmental public service that can ensure that we can grow at six percent like the President wants, i.e. that's a pipe dream given our context, that of our graduates we are producing or not producing.

The six percent can only be achieved if there are slight adjustments to Government's macro-economic policy which is very restrictive, really putting much more effort in developing our people in terms of developing their knowledge, their expertise, a much more developmental public service,

5. White paper 6 provides that the CHE will consult and provide advice to the minister as regards provision of services and support of students with disabilities, have these consultations taken place and what was the outcome?

This investigation we are doing now on Higher Education institutions, while it was done with the inclusive education department, it was also done with the higher education branch. The CHE, i.e. the CEO, and the deputy director general, meet on a monthly basis. They are aware that there is this investigation and that there will be a report coming out in this regard. So it's a joint agreement. We will be doing this investigation and bringing something to them, rather than them doing the investigation to inform themselves. This consultation would be the first that we have had with them thus far on the basis of an investigation. What has happened in the past is if you want to call it consultation in terms of getting an agreement that in this area we will start the work and bring it to them. There are two ways it can happen, i.e. the Ministry can develop a document on the basis of its investigation and send it to us for advice, and that's how the consultation happens. If it's a policy issue, it must come to us in terms of the law. The other way is we develop something as part of our monitoring and evaluation or as part of our ability to advise proactively, then we take it to them.

6. What will the CHE recommend if the results of the investigation indicate that tertiary institutions need more money to accommodate students with special needs?

Without pre-empting the results, it is very unlikely that the council will then say that on the basis of this investigation, "Minister you should provide hundred million rands more immediately" because, quite rightly others will say how come we've never said to the Ministry: Minister you must provide 200 million rand for academic support, or minister you must provide". Our job in providing advice is saying "here is the reality; here is what we are doing well and what we are not doing so well. Your Ministry needs to give attention to this. How you give attention and how you implement whatever advice we

give you is your prerogative. We are not the implementation body, we don't control the purse, you do. We don't know what financial pressures are on you."

So if we were to accompany each bit of advice with "we think you must give that amount of money" etc, we'd be in serious trouble, because we would then have lobby groups camping outside these offices wanting us to say how much money should be given towards their cause.

There is a separate task team set up by National Treasury and the Ministry of Education to look into the whole area of higher education. What we are saying there, is that funding is inadequate. If we can find a sensible figure, i.e. for example an additional 2 billion rands a year, i.e. twenty percent, it will go a long way to address the pressures of higher education. We think these are the three areas where we need to improve: One would be the NSFAS. (The) second area which would impact would be academic support i.e. some of the money would support special needs in these sectors. These are the two areas where you can see new money coming into higher education. The third area would be producing a new generation of academics, more women and more black. We need to balance the imperatives imaginatively, we need to create policies that balance these imperatives.

7.   Other than this investigation currently being done, has there been any other research by the CHE?

No. We have published a document of 300 pages, 13 chapters. It covers equity in our first ten years of democracy, but there are no statistics or data on special needs students. There is a missing dimension. Next time we produce a report on the state of Higher Education, we must add a dimension on special needs.

I've also said to the Director of Inclusive Education, "you don't make life any easier for me because you are unable to tell me what should higher education be planning for? You are the man who's passionate about inclusive education. Are we planning for a thousand or ten thousand (students with disabilities)? When are you going to be able to tell me how many students will graduate from secondary schools with special

needs? Who are likely to have the necessary endorsements to attend a university or a university of technology." Of course he answers "I can't". I said "if you can't tell me, what do I tell the vice chancellors what they should be planning for?"

The fact that he can't give me numbers is a huge weakness. From a planning perspective that is important. If you look at Univen, its problems are different from problems at UKZN. You have to look at the whole area (of Venda). One of the questions that even the previous Minister used to ask, was can we have a university in a place like that? Can we have a university in a rural impoverished area? Aren't universities more urban institutions in a sense? So the kinds of challenges are different from one to the other.

8.   To whom are tertiary institutions answerable if they don't conform to White Paper 6?

I think institutions who do have the means to accommodate students with special needs, would want to do that because you don't want to submit equity returns all the time that show you are making no progress on the race side, on the gender side or the special needs side. So let us assume there's no lack in willingness in principle to admit people with special needs. The question would be, are they available in the numbers that institutions would require?

APPENDIX X

INTERVIEW WITH THE DIRECTOR OF INCLUSIVE EDUCATION AND A DOE OFFICIAL, 2008

1.   What have been your experiences thus far as Director of Inclusive Education?

I joined in January 2008. I found that although systems and programmes are in place and extensive work has been done, there is still an enormous amount of work that has to be done to facilitate effective and speedy implementation of inclusive education. How inclusive education is conceptualised in different quarters is a big challenge.

2.   How many Directors of Inclusive Education have there been since the inception of EWP6?

There have been three directors. The post was filled officially in 2004. Since then, there were about 2 years cumulatively where there was no director. It slowed down the implementation to some extent, but some of the work still got done. It would have been better if we did have a director as this would have helped with consistency and continuity. We were here so we did the work.

3.   What challenges have delayed the implementation process?

How inclusive education is conceptualised in different quarters is a challenge. We are not an implementing agent. The provinces are the implementing agents. A lot of work needs to be done on how the concept of inclusive education cascades downwards. We need to tighten the advocacy programme. A lot of training is still needed. Specialised training on braille literacy and sign language is also needed.

There is a loss of institutional memory. People were not here from the time of Salamanca. The people who are only getting involved in the process now do not know how disabled people supported and struggled to bring about an inclusive education system. People in the rural areas said that inclusive education would enable them to have access to education. There were public hearings held all over the country. We said that we would implement incrementally and systematically, step by step. The perception out there is that we have not made progress, but because we are doing things systematically, you don't have quick results so people can't really see the movement. You need commitment from the top and the bottom. You need policy to drive the process and you need commitment from the ground as well. You can't just work from the top and have no movement from the ground and that is one of the limitations in South Africa. We don't have a strong enough thrust from the NGOs and the disability sector. On the contrary I find that the disability organisations are a bit of a drag on the progress as they are negative and are constantly moaning and griping that inclusive education is not going to work. Their voices do not fit in with the disability voices in many international countries.

There is a lack of capacity at provincial level. In the provinces, most of the heads of the inclusive education in the DOE is not at director level and hence do not have a voice on senior management, and cannot raise the profile of inclusive education when its time to discuss the budget. I think systematically we are still a marginalised unit. Only in KZN is inclusive education under the Director-General's office. Inclusive education is just another sub-sector dealing with a few special schools. Very often one director is in charge of various sub-directorates, which are national priorities. One director cannot be expected to drive so many national priorities. This splits the focus.

Principles need to be entrenched from the bottom. It cannot be entrenched by one national unit. There must be a synergy of the different systems. Provinces and NGOs need to be proactive from the bottom so the process can gain momentum. Other units need to realise the role they have to play. Inclusion is here to stay.

4.   Is the lack of financial resources a problem?

It wouldn't be strange if your research showed that there was not enough progress. There was insufficient money, and not even the donor funding was enough to do what we set out to do.

5.   Has there been any money spent on the implementation of EWP6 and what is this figure? Where did this money come from?

Yes. The money came predominantly from donor funding. The donors were Finland and Sweden. There is also a budget for special needs education. This money is used for special schools. An amount of 66 million rands was given by the donors, however, this amount dwindled to 56 million rands because of the currency exchange rate. The money was given to us in 2004 but we were only ready to use the money actively in 2006 and are still using that money in 2008. Most of the donor funds were used by the Sizonke Consortium. Donor funds were also used to refurbish special schools and to build ramps at FSSs. Last year the DOE did training with money given by the Swedish donors. The training focused on two issues: firstly on training the special school teacher to become a resource teacher. They wanted to instil the idea of the Swedish model of these highly specialised low vision teachers and how they could also play a role beyond their school. The training also focused on training teachers on low vision and what the different needs of different low vision sufferers were. We have also given the SANCB a tender to do provisioning at special schools.

6.   What money is being used for the tender for the provisioning of special schools? And do you have any surplus money from the donor funding?

This is donor funds. We've always had that donor money set aside for the tender. It just took long to get the tender through. There is still about 6 million of the donor money left.

7. What other projects do you have in place where donor money has been budgeted for?

We wanted to put out a tender to develop the 30 FSSs selected for the field test, however, the Minister wants the money to be used to refurbish special schools instead. At this stage it is better to give to the special schools as there is a greater need. It's taking so long with the special schools because some of them were in such bad shape that they needed to be "re-built." We wanted to upgrade 30 nodal special schools to make it a model cite. We put out a tender to conduct a cost analysis of what that would cost, it was estimated that it would cost 42 million rands. We only had 11 million, so we could only focus on 12 special schools instead of 30. These improvements only focus on the physical buildings and not resources. Provinces say they will use the treasury funding to do the other 18. This has pushed and advanced the knowledge of the physical planning sections at both national and provincial level about universal access and so on. This process has led to an increased awareness of the fact that you can no longer build schools that are not accessible to all learners.

8.   Why hasn't the government allocated money specifically to drive the process of inclusive education?

In EWP6 in the funding section it says in the first stage of implementation we will not increase the fiscal package. Rather, we would use current special needs education funding, and donor funding. Also, developing special schools is also part of implementing White Paper 6. Special schools must not be seen as being separate from White Paper 6 because they have a major role to play in the inclusive education system. Special schools are a sub-set of inclusive education. Prior to this, donor funding was only relied on for funding to develop FSSs and DBSTs, whilst the special needs education budget focused on special schools alone. This changed last year when the special needs education budget was increased to help bring about inclusion by developing DBSTs and FSSs. Something needs to be fixed in terms of how inclusive education is conceptualised. When people think about inclusive education,

they think about disabilities, but it's not just about disabilities, rather it is about a diverse number of barriers to learning of which disability is a part of.

This kind of approach lasted until 2006 where it was realised that the old idea that we will currently use the budget that is being used for special schools and donor funding was not working. It was clear that the budget for special schools themselves was not enough in any case. That's when we started with applications to the national treasury for additional funds. In 2005 we wanted an increase of the budget for the sector. First we needed money to respond to our findings of the special schools audit where we found in some cases that there was neglect or under funding in special schools especially in those that were built in the apartheid years and in the more disadvantaged areas. They did not have the facilities or the trained teachers that they needed. So the first bid to treasury was the improvement of conditions in special schools. In last years bid we added the whole component of inclusive education and for expanding the special needs education budget. So it's a kind of a dual funding that we now still have for this year. Quite a lot of money was given in addition to the current budget for special education, and that was not only to improve the conditions in special schools but also to build DBSTs, FSSs and to do training and to implement SIAS. We bidding again this year, so in the next four years there is going to be a large injection of funds.

9.   In the budget and in the DOEs 2005-2006 and 2006-2007 annual reports, there is no mention of budget for inclusive education? What is the reason for this?

Inclusive education has only been mentioned in the budget in October 2007. Prior to that no funds, besides donor funding were budgeted specifically for inclusive education. However, there was still the special needs education budget. As at 2008, only donor funding has been spent on inclusive education specifically. None of the money provided for inclusive education in the 2008-2009 budget has been used yet. Money has been used in the provinces on non-recurring expenses such as training and advocacy. The

money is used from areas where there is left over money in the budget allocated to strengthen special schools.

10.   When do you think full service schools will be ready to enrol visually impaired learners?

In January 2009.

11.   My research has indicated that teachers are frustrated with lack of training and the concept of having different learners with conflicting needs in a classroom, has there been training programmes in place? Has this been site based?

The teachers in these FSSs do not have training on how to teach learners in accordance with their particular disabilities. People are afraid of disability. They might need very little training. It is not the DOEs intention to train on every disability. My assumption is you don't get trained on something before you need to do it. You rather get training as you go along. It is not the DOEs primary role to train teachers. We are engaging more with the universities to set up courses and training. There is a new SAQA accredited course on inclusive education. At the moment KZN is giving all the special schools the SAQA accredited training. There is a tender out from the KZN province itself. 'I do think that there is a lack of courses of specialisation on different or particular disabilities that the universities should start introducing again. We cannot train people in Braille. If you want to be a history teacher then you go and do a course in history.'

12.   Is the DBST model going to be rethought out as it is clear that certain learners will need facilitators and itinerant support teachers and cannot rely merely on staff from special schools?

No. I don't think that there is anything in EWP6 that we will not implement in terms of the details of structure and functions. It all depends on our sister directorate who has to develop norms for districts. We are describing the

functions that are needed for inclusive education to be operational, but we can never prescribe to a province on how their organograms should look. We need provinces to become more proactive. Sometimes provinces use no norms as an excuse not to be proactive.

13. Is implementation going to take place exactly as indicated in EWP6 or will there be changes depending on the results of the field test?

We are still committed to implementing inclusive education and we are doing what was indicated in EWP6, although there are delays and the Minister has officially extended the completion of the field test again from 2006 to 2009.

We are not implementing EWP6 to the letter. Rather, we are adapting our stance according to the happenings on the field to date. The SIAS document has actually been revised because of recommendations from the field test. The training is informed by the developments taking place on the field. We are now trying to steer clear from the level of support as the determinative of which school learners can attend as outlined in the SIAS manual. The district concerned must determine how best it can support a child. We need provinces to become more proactive. Sometimes provinces use no norms as an excuse not to be proactive. In younger grades its better if they go to a special school so they can still get the support. The important thing is that all learners get access to education.

That does not mean that someone who has high support needs cannot go to an ordinary school. The arrangements you will make for him will be made by the district. So the ideal is if you are going to put a blind child in his ordinary neighbourhood school and he still needs O&M, it's the decision of the district to determine how that child can get that support.

It would be good if we get one learning support specialist in each school who can drive the ILST and the DBST. This is the closest we have come to what is being done in Brazil where they have one learning support specialist in all 200 000 schools.

14. How much do you think the entire project is going to cost? Have there been economists involved?

Thus far we have finalised the SIAS document. We are now training the whole country on a whole new approach on how to screen and assess children. This will now enable us to have knowledge of the funds that will be required for their support. Nothing could be done until systemic shifts on how to assess children were made. Norms are now being developed based on the results of the screening and assessments. The provinces cannot do anything without norms because they will be unable to structure DBSTs or make appointments to any posts of DBSTs. EWP6 said norms would be developed based on the results of the field test. Hence, provinces can argue that there is no framework and no norms so it would be impossible to fund the project.

In the next four years there is going to be a large injection of funds. None of these funds budgeted for inclusive education has been used as at June 2008. The total of the 2008-2009 budget for special schools and inclusive education is 3, 3 billion. The Minister gave a budget base line of 1, 7 billion rands. It is difficult to estimate how much the whole programme will cost at this stage.

15. Do parents have any rights to enforce EWP6. Can a school refuse to enrol a child despite the fact that that will be discrimination on the grounds of disability according to the constitution?

Yes. Parents can rely on the Schools Act. The school and the district will be obliged to accept the learner in terms of the schools act. There can be no discrimination on admission of learners as long as it's "reasonably practicable." The problem is with what constitutes what is "reasonably practicable?" The department will determine when it is "reasonably practicable." There must be a case that goes to Court to determine what the test is. The first case must never be lost. We don't want the FSS to pull all the children from all over. The thing about children with moderate support needs going to FSSs and children with mild support needs to mainstream and children with high support needs to special school is no longer going to be the

norm. We no longer refer to this in any other documents. We are abandoning this level of support notion.

16. How far do you think we are away from getting an inclusive education Act?

I don't think it is in the pipe line in the near future. However, South Africa has ratified the UN Convention of the Rights of Disabled People which supports inclusion and all disabled children being educated in inclusive settings.