Tutorial letter 501/3/2016

Inclusive Education A

ETH302S

Semester 1 & 2

Department of Inclusive Eduction

IMPORTANT INFORMATION:

This tutorial letter contains important information about your module.

BAR CODE

Learn without limits.

UNISA | university of south africa

Dear student

In this module we endeavour to provide you with guidelines on how you can support young learners who experience barriers to learning. This applies to learners who experience barriers to learning in your specific phase of specialisation, namely the intermediate and senior phase.

We try to supplement your study material with this tutorial letter. You have already received Tutorial letter 101 which contains the assignments for this module. This tutorial letter in 501 contains subject matter which you are required to study in conjunction with the prescribed book and other tutorial letters that you will receive.

This tutorial letter contains a summary of the new Education White Paper 6 on Special Needs Education. *Building an Inclusive Education and Training System* is the theme of White Paper 6 which was published in July 2001. The acceptance of White Paper 6 also heralded the Department of Education's acceptance of the policy of inclusive education.

➤	On completion of this tutorial letter you should
	1. Understand Education White Paper 6 and be able to explain it to your colleagues at school.
	2. Apply the policy and principles of inclusive education in your school .

Certain sections have been taken directly from Education White Paper 6 and the author has compiled additional material. To help you achieve the outcomes of this tutorial letter, we shall use the following headings:

1   Inclusive education

2   Run-up to *Education White Paper 6: Special Needs Education – Building an Inclusive Education and Training System*

3   What is an inclusive education and training system?

4   What is inclusive education and training?

5   Building an inclusive education and training system: the first steps

6   The framework for establishing an inclusive education and training system

7   Establishing the inclusive education and training system

8   Conclusion

1   INCLUSIVE EDUCATION

According to Education White Paper 6, it was decided that the policy of Inclusive Education be accepted for the following 10 **reasons**:

- It is a human right.
- It makes good education sense.
- It makes good social sense.
- It promotes the right to learn and live together.
- It promotes acceptance of diversity.
- It builds respect for one another.
- It supports a uniform and responsive education and training system.
- It supports the removal of all elementary discrimination.
- It supports positive interaction and learning from one another.
- It helps to build a rehabilitative and supportive society.

According to Education White Paper 6, inclusive education should pose the following **challenges for teachers**:

Support inclusion.

Advocate and raise awareness.

Embrace diversity.

Change perceptions and attitudes.

Address the needs of *all* learners.

Accept people who are facing challenges.

Accept people who are different.

Stop discrimination.

Now read further about what **inclusive education** actually **means.**

The *Centre for Studies on Inclusive Education* (a centre situated in Bristol in the United Kingdom to promote inclusive education in England) discusses disability on the basis of a social model in their documents. This is also the point of departure in South Africa. The Centre uses the following definitions for inclusive education, which have been adapted to make provision for South African concepts (http:www//inclusion.uwe.ac.uk):

- Inclusion in education involves the processes of increasing the participation of learners in, and reducing their exclusion from the cultures, curricula and communities of local schools.
- Inclusion involves restructuring the cultures, policies and practices in schools so that they respond to the diversity of learners in their local community.
- Inclusion is concerned with the learning and participation of all learners vulnerable to exclusionary pressures, not only those with impairments or those who are categorised as experiencing barriers to learning and development.
- Inclusion is concerned with improving schools for staff as well as for learners.
- A concern with overcoming barriers to the access and participation of particular learners may reveal gaps in the attempts of a school to respond to diversity more generally.
- All learners have the right to education in their local community.
- Diversity is not viewed as a problem to be overcome, but as a rich resource to support the learning of all.
- Inclusion is concerned with fostering mutually sustaining relationships between schools and communities.
- Inclusion in education is one aspect of inclusion in society.

According to Education White Paper 6, inclusive education and training systems are **implemented** as follows:

- 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.

| ❖ | • ETH302S students study the prescribed book: Landsberg, E. 2011. *Addressing barriers to learning. A South African perspective.2nd edition.* Pretoria: Van Schaik, Section A*, Chapters 1-4.* |
| | • Taking into consideration the definition of the *Centre for Studies in Inclusive Education* and Education White Paper 6, try to formulate your own definition of inclusive education (as you understand it). |

The core aspect of all the definitions is that we should accept all learners in our local schools as they are be they ordinary or learners who experience impairment or disabilities or learners who manifest serious behaviour problems, or learners who are disadvantaged because of environmental lags. Hence we do not try only to change learners' behaviour or change the learner to fit the system but also to change and improve their circumstances and opportunities. This concept is also emphasised in White Paper 6.

Education White Paper 6 emphasises that education for all learners is our **constitutional responsibility**. The *Constitution of South Africa* states clearly that every person has the right to basic education and training for which the state must continually make provision and which it must make accessible to everyone. This fundamental right to basic education and training further commits the state to equality and nondiscrimination which is of particular importance to learners who experience barriers to learning.

Transformation in the education system is vital for the following reasons:

> In South Africa, learners who experience barriers to learning, run the greatest risk of being excluded from the education system.

> It is estimated that 70% of learners with disabilities, of whom the majority are black disabled learners in rural areas, are currently outside the formal education system (National Integrated Disability Strategy 1999).

> Where learners who experience barriers to learning are in fact accommodated in ordinary schools, access to the curriculum is often limited by a number of factors such as inaccessibility of buildings, inadequate provision of aids and rigid teaching and learning practices.

> It would seem that learners who experience barriers to learning, suffer a greater degree of exclusion in the early childhood development phase (ECD), in adult basic education and training (ABET), further education and training (FET), and in higher education and training (HET).

> The absence of a cohesive integrated policy and plan for special education has contributed mainly to the exclusion of learners who experience barriers to learning from the education and training system. As you know, all the special schools resided under their own departments of education. This meant that there was little cooperation between special schools and ordinary schools. The placement of learners in a special school or replacement in an ordinary school was also accompanied by administrative red tape. Many learners were also excluded from the system in this way.

Education White Paper 6 emphasises the following:

> **Inclusive education** promotes equal participation of and non-discrimination against all learners the learning process, irrespective of their abilities, within a single, seamless education and training system and a continuum of learning contexts and resources according to needs.

> Key to the successful implementation of a South African inclusive education and training model is 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 communities.

> White Paper 6 on Special Education 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.

> The policy framework outlined in White Paper 6 aims to accommodate the full range of diverse learning needs within all bands of the education and training system.

> To successfully pursue this agenda, we must all recognise that learning difficulties are located and experienced within all bands of education and training (general, further and higher education), and across the curriculum and instruction.

To **build up an inclusive education and training system** the following **objectives** should be realised:

The central objective of White Paper 6 on Special Education is to extend the policy foundations, frameworks and programmes of existing policy to all bands of education and training so that the education and training system recognises and addresses barriers to learning and accommodates the diverse range of learning needs.

Transformation and change will therefore focus on the full range of education and training services: national and provincial departments of education; higher education institutions; special and ordinary education support services; curriculum and assessment; education managers; educators; parents and communities.

The vision and goals outlined in White Paper 6 on Inclusive Education reflect a 20-year developmental perspective.

The **long-term goal** of the Education White Paper 6 is as follows:

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.

The **short-term** to **medium-term goals** are as follows:

Our short-term to medium-term goals will lay the foundation for the kind of education and training system we wish to build over the next twenty years and will therefore focus on the following strategic areas of change that will be introduced over the next five years:

- To build capacity in all education departments
- To strengthen the capacity of all advisory bodies
- To establish district support teams
- To improve the quality of and convert special schools into resource centres
- To identify, designate and establish full-service schools, adult centres, and further and higher education institutions
- To establish institutional level support teams
- To establish mechanisms at community level for the early identification of severe learning difficulties
- To develop the professional capacity of all educators in curriculum development and assessment
- To ensure quality assurance and quality improvement
- To mobilise public support
- To develop and pre-test the resource instruments of programmes

The following information was taken directly from Education White Paper 6. However, certain repetitive information was omitted.

6

2 **RUN-OFF** TO EDUCATION *WHITE PAPER 6: SPECIAL NEEDS EDUCATION BUILDING AN INCLUSIVE EDUCATION AND TRAINING SYSTEM*

Refer to the development of special educational needs (exclusion) towards inclusion education (inclusion).

2.1 Introduction by the Minister of Education

In this White Paper 6, we make it clear that **special schools** will be strengthened rather than abolished. 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 the 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 6, this can only be achieved by making special schools, in an incremental manner, part of district support services where they can become resources for all our schools.

This White Paper 6, 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 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. 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 their peers, in schools, on the playgrounds, on the streets and in the places of worship 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.

Through this White Paper 6, the Government is determined to create special needs education as a non-racial and integral 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, coordination, support, monitoring, follow-up and leadership.

Professor Kader Asmal, MP
Minister of Education

2.2   Executive summary

> **This summary – as the name indicates – is a summary of the whole White Paper 6.**
> **The information provided here will be repeated in the sections that follow and discussed in greater depth.**

In this White Paper 6 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 in South Africa.

White Paper 6 is based on the central findings of the joint *NCSNET and NCESS report: Overcoming barriers to learning* and it included:

(i)   specialised education and support that have predominantly been provided for a small percentage of learners with disabilities within special schools and classes;

(ii)   specialised education and support that were provided on a racial basis, with the best human, physical and material resources reserved for whites;

(iii)   most learners with a disability and these learners have either fallen outside of the system or been mainstreamed by default;

(iv)   the curriculum and education system as a whole that 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)   attention that 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.

In the light of these findings, the joint report of the two bodies (NCSNET and NCESS) 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.

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.

The NCSNET *and NCESS report* also suggested that the key strategies required achieving 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 intersectional 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.

Based on the recommendations in the *NCSNET and NCESS 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 6.

- In this White Paper 6, 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 term 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.

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, ie learners with disabilities and impairments. Their increased vulnerability has arisen because of the historical nature and extent of the educational support provided.

Accordingly, White Paper 6 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-coordinated 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.

3   WHAT IS AN INCLUSIVE EDUCATION AND TRAINING <u>SYSTEM</u>?

3.1   Content

In Education White Paper 6 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 (**intensity level of support**).

- Direct how the initial facilities will be set up and how the additional resources required will be accessed.

- Indicate how learners with disabilities 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 on how current special schools will serve identified disabled learners on site and also serve as a resource to educators and schools in the area.

3.2   Introduction

3.2.1   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.

3.2.2   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 of 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....

3.2.3   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.

3.2.4   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 rising of the quality of education and training.

3.2.5 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 6 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.

3.2.6 White Paper 6 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.

3.2.7 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.

3.3   The White Paper 6 process

3.3.1 This White Paper 6 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 education needs, including those within the mainstream whose educational needs were inadequately accommodated.

3.3.2 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 Committee on Special Needs in Education and Training* (NCSNET) and *National Committee on Education Support Services* (NCESS) 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.

3.3.3 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 which 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, White Paper 6 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.

4   WHAT IS INCLUSIVE EDUCATION AND TRAINING?

	Reread section 1 in which we define inclusive education.

4.1   White Paper 6 on **inclusive education** and training:

- Acknowledges that all children and youth can learn and that all children and youth need support.

- Accepts and respect the fact that all learners are different in some way and have different needs which are equally valued and an ordinary part of our human experience.

- Enables education structures, systems and learning methodologies to meet the needs of all learners.

- Acknowledges and respects differences in learners, whether due to age, gender, ethnicity, language, class, disability or HIV status.

- Is broader than formal schooling and acknowledges that learning also occurs in the home and community, and within formal and informal modes and structures.

- Is about changing attitudes, behaviour, teaching methodologies, curricula and the environment to meet the needs of all learners.

- Is about maximising the participation of all learners in the culture and the curricula of educational institutions and uncovering and minimising barriers to learning.

- Is about empowering learners by developing their individual strengths and enabling them to participate critically in the process of learning.

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.

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.

4.4   In White Paper 6 we also distinguish between mainstreaming and inclusion as described 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 between all learners and building on the similarities.
Mainstreaming is about giving some learners extra support so that they can fit into 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 classroom.

5   BUILDING AN INCLUSIVE EDUCATION AND TRAINING SYSTEM: THE FIRST STEPS

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 also arise because of:

- Negative attitudes to the 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.

❖	Reread your prescribed book, eg Landsberg in which the causes of these barriers to learning are fully discussed.
	Relate the causes to your phase of specialisation.

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 should be assessed through 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 shortcomings 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 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.

5.3   This approach to addressing barriers 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 cause 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 in the curriculum, such as:

- The content (ie 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 are used.
- How learning is assessed.

What can be done to overcome these barriers
and who will assist institutions in doing so?

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.

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.

5.5   It is this approach that lies at the heart of White Paper 6: 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 priorities, identify key levers for change and put in place successful South African models of inclusion.

5.6   Against this background, we identify within White Paper 6 the following **six key strategies** and **levers** for **establishing** our inclusive education and training **system**:

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. <<This spacing is wrong and I can't fix it>>

5. Improved quality of special schools will also include the provision of comprehensive education programmes that provide life-skills and programme-to-work linkages. Here is an example of how a special school can operate a resource 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? White Paper 6 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 and independent special schools.

*	The auditing of special schools was already started at the beginning of 2002. Most of you were involved in this exercise. This information is going to be processed to form part of the guidelines for the implementation of this White Paper 6.

5.6.2 The mobilisation of the approximately 280 000 disabled children and youth outside of the school system.

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.

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.

5.6.5   The establishment of **district-based support teams** to provide a co-coordinated 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 district schools.

5.6.6   Finally, we will priorities 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.

5.7   HIV/AIDS and other infectious diseases

5.7.1   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.

5.7.2   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.

5.7.3   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.

6 THE __FRAMEWORK__ FOR __ESTABLISHING__ AN INCLUSIVE EDUCATION AND TRAINING SYSTEM

6.1 Introduction

6.1.1 The central objective of White Paper 6 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.

6.1.2 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 White Paper 6 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.

6.1.3 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 dependent on the state for social security grants.

6.1.4 The central features of the inclusive education and training system put forward in White Paper 6 are:

- Criteria for the revision of existing 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.

6.1.5 It is also essential to acknowledge that many of the barriers to learning that we are drawing attention to in White Paper 6 are being tackled within many other national and provincial programmes of the Departments of Education, Health, Welfare, and Public Works in particular

6.1.6 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.

6.1.7 The Department of Public Works is implementing a job creation project to provide ramp access for learners in wheelchairs to schools.

6.1.8 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.

6.1.9 The Department of Social Development prioritises the provision of social development services to children less than five years. The Department also provides a child support grant for needy children younger than seven years.

6.1.10 All of these programmes will be enhanced by policies and programmes being advocated in White Paper 6.

6.1.11 Accordingly, in White Paper 6, 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.

6.1.12 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.

6.1.13 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.

6.1.14 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.

6.2 Education and training policies, legislation, advisory bodies and governance and organisational arrangements

6.2.1 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.

6.2.2 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.

6.2.3 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.

6.2.4 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.

6.2.5 In implementing the policy proposals put forward in White Paper 6, 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 the branches and sections of the national and provincial departments of education.

6.2.6   The National Norms and Standards of School Funding will apply to the new Inclusive Education and Training System and its application will be customised to ensure equity and redress.

6.3   Strengthening education support services

6.3.1   The Ministry believes that the key to reducing barriers to learning within all education and training lies in a strengthened education support service.

6.3.2   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.

6.3.3   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 coordinated learner and educator support services. These services will support the learning and teaching process by identifying and addressing learner, educator and institutional needs. Where applicable, 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.

6.3.4   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.

6.3.5   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 rests 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 of educators, trainers and other development practitioners will include competencies in addressing barriers to learning and provide for the development of specialised competencies such as life skills, counselling and learning support.

6.3.6   Special schools and settings will be converted to resource centres and integrated into district support teams so 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.

6.3.7   In revising and aligning our education support service, we will focus our efforts on establishing a coordinated 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.

6.4   Expanding provision and access

6.4.1   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 who are not accommodated in our school system.

6.4.2   The Ministry will put in place a public education programme to inform and educate the 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 wheelchairs and hearing aids.

6.4.3   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 have a full-service school in 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.

6.4.4   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.

6.4.5   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 and adult learning programmes.

6.5   Further education and training

6.5.1   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 undertaken.

6.5.2   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.

6.6   Higher education

6.6.1   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.

6.6.2   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.

24

6.6.3 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.

6.7 Curriculum, assessment and quality assurance

6.7.1 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.

6.7.2 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.

6.7.3 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 linkages. As described earlier, the services that these programmes deliver will also be required to be provided 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.

6.7.4 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 White Paper 6, 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.

6.7.5 The Ministry fully appreciates the importance of assessment and interviews 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.

6.7.6   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.

6.7.7   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.

6.7.8   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.

6.7.9   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.

6.8   Information, advocacy and mobilisation

6.8.1   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 White Paper 6. Uncovering negative stereotypes, advocating unconditional acceptance and winning support for the policies put forward in White Paper 6 will be essential to the establishment of the inclusive education and training system.

6.8.2   Accordingly, the Ministry will launch an information and advocacy campaign to communicate the policy proposals contained in White Paper 6, 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.

6.8.3   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.

6.8.4   As part of its information, advocacy and mobilisation campaign and subject to the expansion of provision and access described in White Paper 6, 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.

6.9   HIV/AIDS and other infectious diseases

6.9.1   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.

6.9.2   These programmes will include special measures, such as strengthening our information systems, establishing a system to identify orphans, coordinate support and care programmes for such learners, put in place referral procedures for educators, and develop guidelines on how to support orphans and other children in distress.

6.9.3   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.

6.10   Funding strategy (summary)

6.10.1 The funding strategy outlined in White Paper 6 needs to be adequately resourced to ensure successful implementation.

6.10.2 The budgets of the provincial education departments will need to be reviewed and reformulated to meet some of the needs of the proposed inclusive education and training system.

6.10.3 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.

6.10.4 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 resource model will create a dedicated pool of posts for the educational support system.

6.10.5 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.

6.10.6 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.

6.10.7 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 team's classroom educators and school governing bodies.

6.11   The time frame

6.11.1 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 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 (2004-2009). 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, specially 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.

6.11.2 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 who experience barriers to learning in all higher education institutions
- devising a personnel plan
- costing non-personnel expenditure requirements

7 ESTABLISHING THE INCLUSIVE EDUCATION AND TRAINING SYSTEM

7.1 Our long-term goal

7.1.1 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.

7.1.2 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.

7.1.3 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 training institutions.

7.1.4 The vision and goals outlined in White Paper 6 reflect a 20-year developmental perspective.

7.2 Our short-term goals

7.2.1 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 provision 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.

7.2.2 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 the 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.

7.3 Strategic areas of change

7.3.1 Building capacity in all education departments

7.3.1.1 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.

7.3.1.2 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.

7.3.1.3 As provided for in the Constitution, the Minister of Education will, on the principles of cooperative 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.

7.3.2 Strengthening the capacities of all advisory bodies

7.3.2.1 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.

7.3.2.2 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.

7.3.2.3 The memberships of provincial advisory bodies will similarly be reviewed and where appropriate, strengthened.

7.3.3 Establishing district support teams

7.3.3.1 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.

7.3.3.2 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.

7.3.4   Auditing and improving the quality of and converting special schools to resource centres

7.3.4.1   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.

7.3.4.2   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.

7.3.4.3   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.

7.3.4.4   Conditions of service and the post-provisioning model for educators will be reviewed to accommodate the approaches put forward in White Paper 6 for district support teams, special schools/resource centres and full-service educational institutions while retaining the services of specialist personnel as far as is possible.

7.3.5   Identifying, designating and establishing full-service schools, public adult learning centres, and further higher education institutions

7.3.5.1   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.

7.3.5.2   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.

7.3.5.3   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 educational 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.

7.3.6   Establishing institutional-level support teams

7.3.6.1   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-coordinated 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.

7.3.7   Assisting in establishing mechanisms at community level for the early identification of severe learning difficulties

7.3.7.1   In collaboration with the provincial departments of education and the Ministries of Health and Welfare, the Ministry will investigate how learners who 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.

7.3.7.2   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.

7.3.8   Developing the professional capacity of all educators in curriculum development and assessment

7.3.8.1   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.

7.3.8.2   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.

7.3.8.3   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.

7.3.8.4   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 White Paper 6.

7.3.9   Promoting quality assurance and quality improvement

7.3.9.1   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.

7.3.10   Mobilising public support

7.3.10.1   In collaboration with the provincial departments of education, the Ministry will launch an information and advocacy campaign to communicate the policy proposals contained in White Paper 6, including the rights, responsibilities and obligations attached to these.

7.3.10.2   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.

7.3.10.3   At the institutional education level, partnerships will be established with parents so that, armed with information, counselling and skills, they can 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.

7.3.11   HIV/AIDS and other infectious diseases

7.3.11.1   The Ministry will, on an ongoing basis, analyse the effects of HIV/AIDS and other infectious diseases on the education and training system.

7.3.11.2   The Ministry will develop and implement appropriate and timely programmes, including strengthening our information system, establishing a system to identify orphans, coordinate 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.

7.3.11.3   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.

7.3.12   Development of an appropriate funding strategy

7.3.12.1   The funding strategy that is proposed in White Paper 6 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.

7.3.12.2   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 national government, funding from the line budgets of provincial education departments and donor funds constituting the chief sources of funding.

7.3.12.3   Further investigations will be undertaken by the Ministry regarding the magnitude of these expenditures and how they can be phased in over the eight-year period.

8   CONCLUSION

The National Department of Education has already started implementing the objectives of Education White Paper 6. During February and March 2002, a few hundred delegates from all the education sectors, parent associations and nongovernmental organisations met to formulate guidelines on the implementation of the objectives of White Paper 6. There were, inter alia, groups who worked on the following:

- the early childhood development phase
- the foundation phase
- the intermediate phase
- the senior phase
- the further education and training phase
- higher education
- special schools
- full-service schools
- ordinary schools
- social awareness and advocacy
- evaluating barriers to learning and financing

The guidelines of some of the groups were processed by the Department of Education and will now be sent to the stakeholders for comment. Unfortunately this is a slow process which will still take up the whole of this year and possibly even longer. Of importance for you, is that the special schools are not going to be closed down they are going to be upgraded to resource centres. This means that their resources must also be available for full-service and ordinary schools that have learners with disabilities. There will also be closer liaison between the district support team and the school support team.

$*$	Does your school have a functional school support team yet? If not, what are you going to do to get this school support team up and running? You should chat to your school principal and draw his/her attention to the guidelines contained in White Paper 6. Your principal should liaise with your district support team to encourage them to assist with the establishment of a school support team, since this team and the support team in the district should now be working together. If your school does have a school support team, how is it functioning? If you are part of a special school, has your school already become a resource centre in accordance with the guidelines in Education White Paper 6?

Best wishes!
Dr MJ Gumede
gumedmj@unisa.ac.za
012 481 2754