DEPARTMENT OF EDUCATION

DIRECTORATE: INCLUSIVE EDUCATION

CONCEPTUAL AND OPERATIONAL GUIDELINES FOR THE IMPLEMENTATION OF INCLUSIVE EDUCATION: FULL-SERVICE SCHOOLS

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FOREWORD

This is one of a set of three booklets that emerge out of Education White Paper 6 on Special Needs Education: Building an Inclusive Education and Training System. White Paper 6 introduces the notion of a full-service school, special school as resource centre and district-based support team.

Education White Paper 6 on Special Needs Education: Building an Inclusive Education and Training System suggests a field-testing exercise over a three year period. Regarding implementation, the following will be done as part of short-term steps (2004-2006):

a)   Implement a national advocacy and education programme on inclusive education.

b)   Plan and implement a targeted outreach programme, beginning in Government's rural and urban development nodes, to mobilise disabled out-of-school children and youth

c)   Complete an audit of special schools and implementing a programme to improve quality and efficiency

d)   Designate, plan and implement the conversion of 30 special schools to special schools/resource centres in 30 designated school districts

e)   Designate, plan and implement the conversion of thirty primary schools to full service schools in the same thirty districts as (d) above

f)   Designate, plan and implement the district support teams in the same 30 districts as (d) above

g)   Establish, within primary schooling, on a progressive basis, systems and procedures for the early identification and addressing of barriers to learning in the Foundation Phase (Grades R-3)

This booklet focuses on district-based support teams and provides detail regarding definitions and the developmental issues. This booklet is not exhaustive and concepts and other ideas will be field-tested as part of the implementation of the short-term steps over the next few years. According to White Paper 6, in the short-term, the

establishment of district-based support teams will be field-tested in 30 nodal areas all over the country.

Mr D Hindle
Director-General

GETTING STARTED: TOWARDS FULL-SERVICE SCHOOLS -
GUIDELINES FOR INSTITUTIONAL DEVELOPMENT

1.   INTRODUCTION

The White Paper 6: Special Needs Education, Building an Inclusive Education and Training System is a framework to build a single, inclusive system of education and training. This system is based on the principles of human rights and social justice for all learners; participation, social integration and redress; equal and equitable access to education; community responsiveness; and cost-effectiveness. EWP6 argues for the need to transform the entire education system in order to tackle barriers to learning and development that any learner might encounter in a life-long learning career. Its emphasis is on those groups of learners and students who have been, or continue to be, disadvantaged in terms of educational provision.

The time-frame for the development of a single, inclusive system of education is set for 20 years with the following key strategies:

- Quality improvement of special schools and their phased conversion to resource centres to give professional support to ordinary schools;
- Revised procedures to identify, assess and enrol learners in special schools, with an emphasis on the participation of educators and caregivers in this process.
- The mobilisation of out-of-school children and youth with disabilities;
- The designation and phased conversion in the long-term of about 500 primary schools to full-service schools, beginning with 30 school districts that are part of the national district development programme. Within Adult Basic Education(ABE) and Further Education Training(FET), institutions will also be selected as full-service educational institutions;
- The general orientation and introduction of the new system to management, governing bodies and professional staff within mainstream education, and the targeting of the early identification of diverse learning needs and intervention in the Foundation Phase;

- Building district-based support teams to provide coordinated service to designated resource centres, full-service schools and other primary schools and educational institutions;
- The launch of a national advocacy and information programme in support of inclusion in education, focusing on the roles, responsibilities and rights of all education institutions, caregivers and local communities.

In the short-term, the Department of Education, in collaboration with provincial departments of education, will designate 30 primary schools to become full-service schools in the 30 districts that are a part of the national district development programme. Thirty special schools will also be converted into resource centres to provide support for full-service schools and ordinary primary schools as a part of the district-based support team plan. The initial phase of the implementation of EWP6 is seen as a pilot phase that will assist further development of an inclusive education and training system.

In the medium-term, the conversion of special schools and further designation of primary schools to become full-service schools will continue in line with the lessons learnt from the pilot-phase experiences and depending on the resources available. Moreover, EWP6 urges further education and higher education institutions to take steps towards recognising and addressing the diverse learning needs of their students in this phase of the implementation. Adult basic education programmes, as well as early childhood development centres should come onboard at this stage.

The long-terms steps aim at reaching the target of converting the existing 380 special schools into resource centres, the establishment of 500 full-service schools, colleges and district-based support teams in each district and providing access to the estimated 280 000 out-of-school children and youth with disabilities.

Full-service education institutions are seen as a part of a wider spread of educational support, especially for learners with disabilities. In line with the principles of the EWP6, support will not be provided according to the category of disability but to the intensity of support needed. It is also acknowledged that barriers to learning and

development that learners may experience come from a range of factors, including poverty, language, curriculum, classroom practices, as well as factors within the learner etc.

The idea of full-service schools is new to the South African education system although many schools and other learning centres have already taken steps towards developing education institutions that are responsive to a range of learning needs. EWP6 defines 'full-service schools' as "schools and colleges that will be equipped and supported to provide for the full range of learning needs among all our learners." (p. 22) Furthermore, full-service schools and colleges will be assisted to develop their capacity to provide for a full range of needs. A special emphasis will be put on the development of flexibility in teaching and learning and the provision of support to learners and educators.

The Report of the National Commission on Special Needs in Education and Training (NCSNET) and the National Committee on Education Support Services (NCESS) (1997) envisaged an integrated system of education where, irrespective of the learning context, opportunities for all learners in all aspects of life could be provided. This is the broad framework for full-service schools. These kinds of institutions would:

- promote a sense of belonging so that all learners, staff and families experience a sense of worth in the learning community;
- have the capacity to respond to diversity by providing appropriate education for the particular needs of each learner, irrespective of disability or differences in learning style or pace, or social difficulties experienced; and
- establish methods to assist curriculum and institutional transformation to ensure both an awareness of diversity, and that additional support is available to those learners and educators who need it.

The concept of 'full-service school' refers to educational institutions at different levels of the system. Therefore, these guidelines can be used in ECD programmes and sites, GET, FET, colleges, and HE institutions. In this publication, the terms 'full-service school' or 'full-service institution' are used interchangeably as generic terms.

These guidelines will explain the main principles of full-service schools, describe their characteristics, outline the institutional development process and build links with different partners at all levels for support. Furthermore, they are designed to provide a practical framework for schools and other sites of education to become full-service institutions. This framework is structured around the following processes:

- Development of a common philosophy and strategic plan;
- Provision of strong leadership;
- Promoting a culture that welcomes, appreciates and accommodates diversity;
- Development of support networks;
- Ensuring accountability;
- Building capacities;
- Maintaining flexibility;
- Examining and adopting effective teaching approaches;
- Celebrating success and learning from challenges;
- Managing change.

The guidelines will also address some specific issues such as assessment in inclusive education and training.

2. WHAT IS A 'FULL-SERVICE SCHOOL'?

2.1. Definition

Full-service schools, colleges, further and higher education institutions are first and foremost mainstream education institutions that provide quality education to all learners and students by supplying the full range of learning needs in an equitable manner. They should strive to achieve access, equity, quality and social justice in education.

2.2. Ethos and principles of full-service schools

A full-service school seeks to embrace the vision of a society for all, based on the United Nations Declaration of Human Rights. It celebrates diversity through

recognising potential, increasing participation, overcoming and reducing barriers, and removing stigmatisation and labelling. It seeks adopt a holistic, flexible and accommodative approach to development and upholds a spirit of collaboration among all members of the school community as well as reaches out to various stakeholders around the school.

A full-service school nurtures a philosophy that is based on beliefs that support inclusion, such as:

- Everyone in the site of learning is responsible for the education of each learner regardless of their learning needs;
- Everyone in the site of learning is focused on meeting the needs of all learners in a unified system of education;
- All educators have skills and knowledge that can and should be used to support the efforts of each educator to ensure the success of all learners and students;
- All learners benefit from participation in mainstream institutions and should be shown respect for their unique, personal forms of growth and contribution.

These values fit the description of inclusive education and training system as put forward in the EWP6 (p. 16):

Inclusive education and training
- acknowledges that all children and youth can learn, and need support;
- accepts and respects that all learners are different, have different learning needs which are equally valued and an ordinary part of our human experience;
- enables educators to meet the needs of all learners;
- acknowledges and respects differences in learners such as to age, gender, ethnicity, language, class, disability or HIV status;
- changes attitudes, behaviour, teaching methodologies, curricula and the environment to meet the needs of all learners;
- maximises the participation of all learners and minimises barriers to learning;
- empowers learners by developing their individual strengths and enabling them to participate critically in the process of learning.

2.3.   What would a full-service school look like?

A full-service school will be equipped and supported to provide a broad range of learning needs. As needs and barriers to learning vary, it is obvious that full-service schools would have to develop capacity and potential flexibly. A full-service school may not necessarily have all forms of learner support in place, but it should have the potential and capacity to develop and provide them.

A full-service school aims to allow everyone there to learn and participate fully. All development and work in the school should strive to achieve these goals by sharing expertise and constantly thinking about the development of both educators and learners. A full-service school is prepared to explore and address the challenges of everyday school life through capacity building among educators and on-going institutional development aiming at transforming the whole school. It is obvious that no institution can address all barriers immediately. However, full-service institutions are aware that practices, which exclude learners, need to be addressed, removed or reduced so that learning and development can happen. A full-service school is, therefore, essentially a dynamic community that takes its responsibility towards all learners and all educators, as well as various stakeholders seriously.

A full-service school aims at inclusion. It should critically examine what can be done to increase learning and participation in curriculum, communities and cultures, and to address and remove various barriers that hamper learning. These barriers might arise from factors within learners, such as impairments, psycho-social problems, different abilities, particular life experiences or socio-economic deprivations. Barriers might also be related to a learner's environment. These could include negative attitudes to and stereotyping of learners, inflexible teaching methods and practices, inappropriate language and/or communication, inaccessible or unsafe environments, a lack of support from or non-involvement of caregivers or a lack of leadership in the school. A full-service school makes efforts to ensure that all children of school-going age in the locality attend the school and achieve to their potential by ensuring that the school is accessible. It would have a policy of inclusion and on-going programmes on anti-discrimination, democracy and human rights.

A full-service school sees itself as a beacon of the transformation process in education by developing cultures, policies and practices that celebrate diversity, respect difference and value innovation and problem-solving. It creates a safe and supportive environment where educators are motivated and supported in their work, where learners feel a sense of belonging and are able to engage in the learning process, and where caregivers are valued and involved in the life of the school community. It has an empowered, representative governing body that has been equipped to facilitate the development of a culture of learning, teaching and service.

A full-service school works in collaboration with, and provides assistance and support to, other schools in the area so that a range of learning needs can be addressed mainly in learners' neighbourhood schools. It welcomes in educators from schools in the area to learn new skills and ideas and may admit learners from neighbourhood schools for short periods of time for intensive training in specialised areas, such as Braille, mobility or Sign Language. These services might be run in collaboration with various service providers.

2.4. The role of full-service schools

2.4.1. Site-based support

'Full-service schools' are essentially conceived as one of the strategies to build an inclusive education and training system. In line with the principles of inclusive education and training, it is acknowledged that all learners can learn and need support permanently or temporarily. Furthermore, full-service schools and institutions have a specific role in catering also for learners who require more moderate levels of support.

The essential feature of the support within the full-service school is that it should be site-based and could be formed by the School Management Team, principal and educators. This interaction has to be managed well to coordinate all the services available for maximum effect. Full-service schools are encouraged to develop resource centres for use by educators and learners.

Full-service schools might also designate a 'learning support educator' who could be a competent and experienced educator with collaborative and facilitating skills. A learning support educator's task could include consulting and working with other educators and staff, parents and various outside agencies to make sure that learners succeed. He/she might also co-ordinate the work of the site-based support team and liaise with different stakeholders, as well as support educators' personal growth and professional development.

In addition to 'professional support', it is important to recognise that support can be provided by non-educators also, like the SGB, caregivers, families and peers. Support is not only about 'services' but also about assistance that educators can offer to one another, or caregivers and families through support groups. Learner support can be developed through peer support in classes and peer counselling ('buddy groups') and out of classroom activities (sports, hobbies, etc.).

2.4.2. Full-service schools supporting neighbouring schools

It is crucial to take ordinary schools onboard from the beginning so that support reaches learners and educators and support providers become more skilled. There should be an exchange of knowledge between the full-service schools, neighbouring schools and other service providers. As this process develops, other schools can join in and benefit from this interaction.

Various levels and forms of support could be provided for neighbouring schools. These might include:
- sharing and exchanging resources (facilities, information, etc), skills, technology;
- advisory assistance (to educators in preparation of materials, training and capacity building etc);
- sharing examples of good practice;
- promoting sustainability and development.

2.4.3. *The relationship between full-service schools and resource centres*

Support services provided by resource centres will be combined with and be part of the district support team services. Where resource centres and full-service schools collaborate, this could take the following forms:

- an exchange of knowledge, information and technological skills so that development can take place in both centres;
- professional development;
- support for sustainability.

Where there are no resource centres, full-service schools might have to take on some of their responsibilities.

2.4.4. *Collaboration with district support teams*

The primary focus of district support teams is to develop and assist site-based support teams. Their task is to support capacity building in schools and other education institutions; to work with site-based support teams to identify and prioritise learning needs and barriers, to identify what is needed to address the challenges arising in education institutions and to facilitate in strategic planning and management. The main aim of district support teams is, therefore, to provide indirect support to learners through supporting educators and school management, with a particular focus on curriculum and institutional development.

A secondary focus of district support teams is to provide direct support to learners when site-based teams are unable to respond to particular learning needs.

3.   WHAT IS INSTITUTIONAL DEVELOPMENT?

Transforming an education institution into a full-service institution is not a technical exercise to improve facilities, but a fundamental change of principles, cultures and practices.

Institutional development involves transforming all, or some, aspects of a school to create an environment where learning, and therefore, development, is possible. Furthermore, institutional development is holistic, and could include aspects of strategic planning, monitoring and evaluation, leadership and change management, structures, policies and cultures of the school, staff development, technical support and assistance, and other mechanisms to support change.

In developing full-service schools, it might be useful to look into institutional development in relation to different dimensions of inclusion, i.e. cultures, policies and practices, as illustrated in Figure 1.

Producing inclusive policies

Evolving inclusive practices

curricula

community

cultures

Creating inclusive cultures
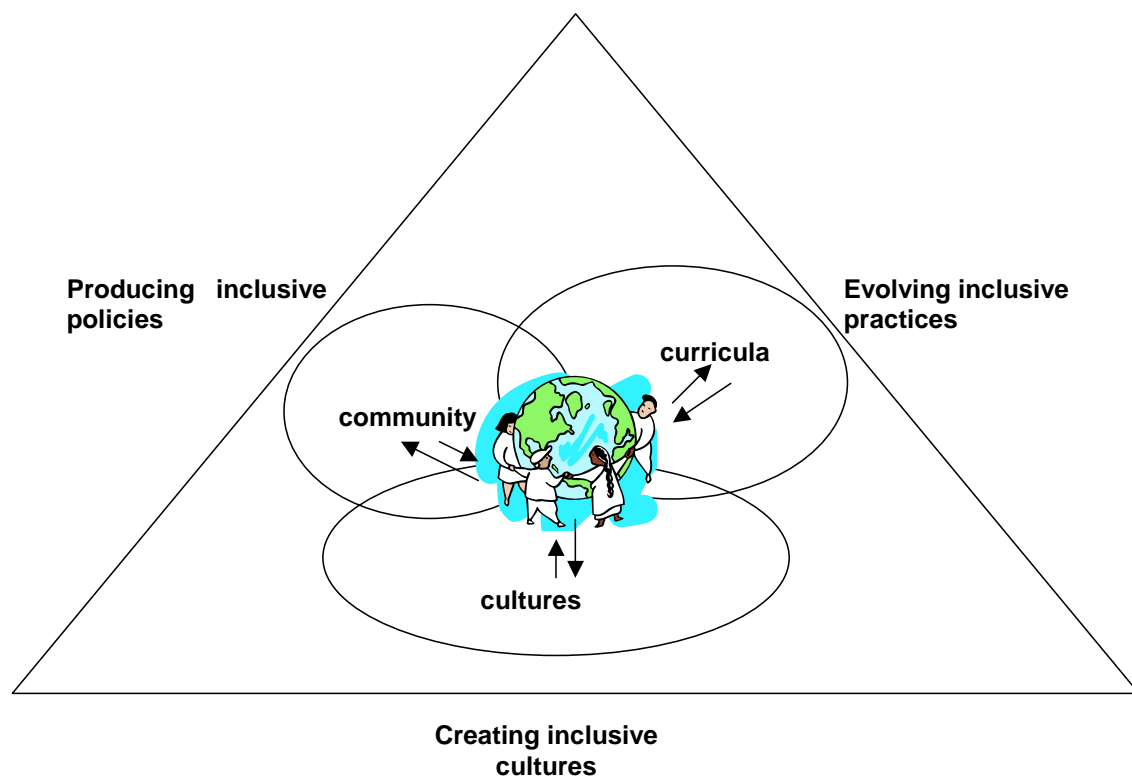
Figure 1: Dimensions of inclusion *(Adapted from Booth, T. et al, 2000)*

At the heart of the education institution development is the learning site community composed of various stakeholders, i.e. learners, educators and other staff, community members, etc. Stakeholders bring their unique characteristics, skills and knowledge, as well as beliefs and values based on their cultures. They interact and participate within the common task of education. Inclusive education is the framework that aims

at ensuring that all stakeholders can participate in a meaningful way in this common task, contribute in different ways and be valued and respected as equal members of the school community. It should be recognised that within this community, there are different cultures, different backgrounds of learners, their families and educators, different community roles and responsibilities as well as different ages and interests. Each difference should be valued equally as long as it contributes towards a greater inclusion.

3.1. Creating inclusive cultures

A foundation for all learning is the creation of an inclusive ethos of the education institution; a secure, accepting, collaborating and stimulating community in which everyone is valued. These principles should guide decisions about policies and moment-to-moment practice. Without tackling the issues of institutional cultures, a sustainable change is not likely to happen.

3.2. Producing inclusive policies

Inclusion needs to be the heart the development process and permeate all policies. Policies related to behaviour management, assessment procedures, organization of support, professional development, etc. need to reflect this. Support is considered as all those activities that increase the capacity of the education institute to respond to diversity.

3.3. Evolving inclusive practices

Institutional practices need to reflect inclusive cultures and policies. They are concerned with ensuring that classroom and extra-curricular activities encourage the participation of all learners and draw on their knowledge and experience outside the site of learning. Inclusive practices encourage educators' creativities, improve their skills and knowledge; and make space and time for sharing, supporting and participation.

4.   10 STEPS OF INSTITUTIONAL DEVELOPMENT

Research suggests that the key to transformation is a well-planned institutional development process and support for the change. In the following sub-sections, a process leading to an institutional transformation through a series of critical interlinked elements is proposed. This process is based on a wealth of experiences from schools and other educational sites that have taken onboard the challenge of becoming more inclusive.

As mentioned earlier, district support teams will support the institutional development through various forms of assistance. Full-service schools and other institutions could also be proactive and seek support from universities, teacher training colleges, NGOs, etc. in terms of having an external 'critical friend' who would assist the school in looking into the strengths and challenges from the view point of an 'outsider'. Many schools that have been working around the issues of inclusion have found this kind of support very valuable.

4.1.   Develop a common philosophy and strategic plan

The first step for initiating inclusion is to establish an institution philosophy based on the principles introduced in the EWP6 and in this document. Although the White Paper outlines the key philosophy, it is important to turn this into the reality and context of the institution. The mission statement of the institution is then derived from these principles.

Furthermore, the strategic plan of the institution should be developed jointly with educators, the School Management Team and the SGB. Very often people attach different meanings to plans and proposals because our realities are constructed differently. Therefore, the strategic plan needs to be widely discussed and interrogated so that each stakeholder can gain a sense of personal meaning about what is to happen, i.e. clarity of purpose.

The strategic plan should be based on a situation analysis of the school. We tend to think that we know well our environment because we work there. However, when a

thorough investigation of the institution is made, it usually reveals that there are very different perceptions about how it functions and what it aims at. Therefore, it is important that most stakeholders agree on the challenges facing the institution and what are the strengths that the development process can be built on. This situation analysis could be carried out by using the School Development Needs Assessment form, SWOT analysis or any other appropriate tool. The school could also find out about learners' and their families' perceptions about the school to get a clearer picture about what is really going on. District support teams should facilitate this process.

It is recommended that the strategic plan has realistic goals that take into account other demands, adequate opportunities to learn new skills and ways of working, and dealing with frustrations that the change would probably trigger. Realistic goals could be formulated thus: "This is what we will try to achieve by the end of the year"

4.2. Provide strong leadership

The principal must recognise his/her role in setting the tone for the transformation process, and ensure that decisions are made, challenges met and processes supported in line with the philosophy of inclusion. The principal needs to be firm in addressing these. Leadership is needed to ensure that educators and learners are supported in teaching and learning, e.g. through skills development, mentoring, material provision and occasionally, if needed, through external services.

Leadership is also required for keeping up the motivation of educators and other stakeholders. Inclusion is not an event but a process, and this process is likely to be cumbersome sometimes. In these situations, the role of the principal is to encourage educators to find solutions and meet the challenges encountered. Usually motivation emanates from both internal and external pressures, such as improving professional competence (internal pressure) or participating in co-operative activities (external peer pressure). The task of the principal is to find ways of fine-tuning these pressures and opportunities so that motivation remains at an appropriate level.

Committed leadership is needed to ensure that the various stakeholders are pulling together in the same direction. This does not mean that different opinions should be

ignored or rejected. Instead they can stimulate critical reflection, which is crucial for development to take place. However, leadership needs to direct different opinions towards constructive critique and should discourage factions that might jeopardise the process.

4.3. Promote cultures that welcome, appreciate and accommodate diversity

4.3.1. Institutional culture

Institutional culture refers to the fundamental value system, which is reflected in routines and rituals, perceptions of who belongs and who does not, or in what or who is valued and respected. It is often obscure and difficult to grasp. It is within the institutional culture the learners and educators feel either included or excluded.

A growing body of research suggests that institutional development is fundamentally about changing its culture. Many initiatives in education have been carried out as technical or practical exercises, but these do not usually transform the institution. Inclusion, however, is about shifting our thinking to a new way of seeing things. All aspects of institutional life need to be scrutinised. Most educational institutions create their own cultural norms, which define who is succeeding and who is failing, or what is valued and what is not. It is, therefore, crucial to address the culture of inclusivity, rather than policy and curricular developments alone. It is also necessary to investigate the various sub-cultures that exist in an education institution, for example, to what extent learners' different groups include or exclude certain learners, or whether educators and other staff are equally appreciated, regardless of their position or tasks in the school. Institutional sub-cultures also need to promote inclusion.

Full-service institutions promote cultures that truly welcome diversity and address all exclusionary pressures. A critical look will need to be directed at practices and routines so that they are gender-sensitive, anti-discriminatory, democratic and multicultural. Issues related to religious and linguistic diversity should also be considered. A vital part of creating a welcoming culture is to establish goals of social responsibility, active participation, solidarity and co-operation.

4.3.2. *Physical access and safety*

Physical access and safety of the environment reflect our values concerning diversity. If everybody used a wheelchair then all buildings would be wheelchair friendly. If safeguarding learners from violence and abuse is the rule, schools will make sure that learners are safe in and out of school.

Most schools and other education institutions were designed during the time when it was not necessary to consider accessibility of buildings for disabled people, as they were segregated in special institutions, if educated at all. However, the changes in our perceptions of the disabled resulted in the National Building Regulations of 1986 in which all new buildings must take accessibility into account. Many full-service schools are older buildings that do not adhere to the new building standards and accessibility needs to be enhanced. District and provincial departments of education need to ensure that all reasonable modifications will be undertaken if the designated schools are not accessible already. Co-operation with the Department of Public Works and the community is crucial.

Accessibility should also be viewed in terms of the geographical location of the school, distances to it, and the principle of 'universal access'. A full-service school should be situated in an area, which is accessible to community members, and should have essential services (clinic, doctor, shops, etc) within easily reach. In the initial phase, two-storey buildings should be avoided.

Improving accessibility is not necessarily cost-intensive. Simple, low-cost solutions are often as effective as expensive structural changes. These could include simple ramps, accessible toilets/latrines, hand rails on the walls, banisters on verandas, embossed signs, indicator lights or flags for break bells, etc. Some furniture might need to be changed to facilitate mobility and flexible seating arrangements. Access could also be improved by ensuring that furniture, equipment, cables, etc. do not obstruct passages. Lighting and light paint could support the orientation of learners who have visual impairments. In school buildings with several storeys, if there is no lift available, classes could be organised in such a way that learners who have difficulty in mobility could attend classrooms made accessible with a minimum of

modifications. In schools where there would be services for deaf children and children with hearing impairment, acoustics would need to be addressed as a general measure. Some of these modifications can be initiated and undertaken by schools themselves, in co-operation with their communities.

Accessibility needs to be considered according to the needs of learners, educators and the community members, and the funds available. No learner or educator should be denied access to a school due to an inaccessible building or parts of it.

Safety is another aspect to be considered so as to create a welcoming environment: learners and educators need to be safe on their way to and from school, as well as in it. The Department of Education has constantly expressed its grave concern over the inability or unwillingness of schools and education institutions to address the issue of safety. Some hazardous conditions are due to lack of infrastructure, such as toilets, running water, etc., and some are due to a lack of repairs, like broken windows. Some schools daily face violence, and many educators still use corporal punishment. Sometimes the environment outside the school is dangerous for learners and educators too: heavy traffic and crime, for example. Learners with disabilities are often at a greater risk. Although schools and education institutions cannot solve all social problems in their environment, full-service schools are encouraged to take action to develop a relationship with the community that can foster finding creative solutions to these challenges.

4.4.   Develop support networks

4.4.1. Interactive support network

EWP6 recognises support as one of the key strategies to reducing barriers to learning. Support services can be strengthened through networking and pooling expertise. The same applies to institutions.

Learners are a source of support to one another that is often overlooked. Full-service schools should recognise the importance of this resource and create mechanisms for peer-support.

Support is about an enhancing learning through interaction with various support providers. This process can be supported within institutions through open communication. It is recognised that all stakeholders have important contributions to make in service provision. They also have skills and knowledge that is useful to other stakeholders. In order to utilise the expertise to the fullest, support needs to be seen in terms of an interactive cluster. This network is illustrated in Figure 2.

The primary function of site-based support team is to co-ordinate educator and learner support within the institution by identifying institutional, educator and learner needs and strengths. Site-based support team are encouraged to strengthen their capacity by tapping into expertise from the community.
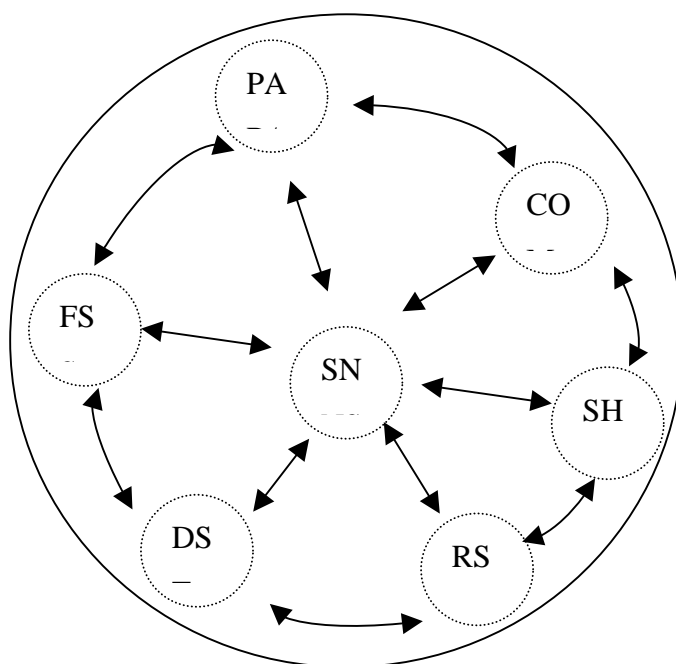

Figure 2: An interactive education support network

FSS   full-service school

DST   district support team

RS   resource school

SH   stakeholders

COM   community

The support team gets together to brainstorm, problem-solve, exchange ideas and experiences in order to assist educators and learners successfully address the barriers

to learning. The team could also include learners and students, permanently or temporarily, so that their opinions will be heard.

Involvement of various stakeholders should include both social and educational participation; building a common platform for sharing facilities and responsibilities. For this to happen, schools might need to work out a policy on stakeholder involvement.

4.4.2. Caregivers and families

Caregivers and extended families are integral to the functioning of a full-service school in terms of fully making use the knowledge and skills of families. The involvement of caregivers needs to be based on an equal interaction between educators and caregivers, essentially as a 'conversation'. It is important to emphasise this quality of the interaction. Very often, caregivers and families are called to come and meet the educators when there are 'problems' to be solved or their child is causing 'concern' in the class. The imbalance of power in this situation may result in caregivers being very defensive or feeling intimidated. In order to foster a fruitful co-operation with families, caregivers need to feel that they are valued and their efforts are not being undermined.

In order to promote positive interaction with families, caregivers can be invited to school and encouraged to participate in the classes through sharing their knowledge and supporting their child and other learners in the classroom. They can also provide information about their children that can help the educator in assessing their needs. Assessment should be carried out in collaboration with the caregivers whenever possible. There should be regular communication between the school and the families through reports of successes and challenges. The school also needs to provide essential and relevant support to caregivers so that they can acquire better understanding of their child's potential and progress. Families need to be empowered to support their child at home and at school (especially caregivers of disabled and other marginalized learners). This can be done through training programmes and support groups.

Families should be encouraged to be involved in developing policies and resources for the school. In order to enable families to participate, there might be a need to offer programmes for caregivers to introduce services that are available in the school. Some training programmes in the school could be made available for families as well.

4.4.3. Community

The school belongs to the community and vice versa.

The community may be involved in upgrading physical facilities, participating in health promotion and taking care of the environment by 'adopting' or 'owning' the school. It could provide security and maintenance, and use the school facilities for community functions.

In order to build support services around and in the full-service school, it is essential that the school taps into the community resources. The school may link with NGOs, CBOs, Disabled Persons' Organisations, various service providers, and caregivers' associations.

4.4.4. Stakeholders

Schools should be proactive in reaching out to different stakeholders in ways that make sense to them. Stakeholders should be sensitised to the values of full-service schools and be consulted in ways in which collaboration can be built. Schools might also design a strategy for stakeholder participation on the basis of mutual interaction.

These stakeholders could include:
- professional bodies, teacher unions;
- political parties, agencies;
- cultural societies (feeding schemes, bursaries);
- training facilities for skills development;
- business (skills training in practical areas, job creation, funding projects);
- donors;
- school organisations;

- universities, colleges.

4.5. Ensure accountability

Full-service schools need to establish processes that ensure that plans at all levels of the institution are being implemented, monitored and evaluated. The strategic plan needs to incorporate clear results for monitoring and verifying that progress is being made. It is also useful to include references to persons or groups who are responsible for carrying out certain tasks so that 'everybody's business' will not become 'nobody's business'. On-going monitoring can also indicate that the process is not going to plan and this might result in revising it.

Experience suggests that regular meetings of educators and support teams ensure that progress is continuously monitored and possible shortcomings identified. If challenging situations arise, plans can be modified in a timely, efficient way. However, it is important to focus on strengths of the institution, educators and learners so as to identify factors for success and keep up the momentum.

4.5.1. Roles of different stakeholders

The South African Schools Act (1996) assigns several tasks for **School Governing Bodies (SGBs)** of which probably the most important one is ensuring that quality education is provided for all learners at the school. They have to support the principal, educators and other staff to strive towards this goal. They should also make sure that school buildings, property and environment are appropriate for learning and development, and should encourage volunteerism.

School Management Team

The school management teams should ensure that leadership and management display a vision and sense of purpose to promote and enhance learning and teaching. One of the outcomes expected from School Management Teams within the Tirisano framework, is a commitment to develop school cultures that engender and promote equity, ensure that schools becomes the centre of community life, promote a common

vision of quality learning and teaching, set high standards and expectations for all learners and educators and create a climate that is conducive to learning and the professional growth of the educators. (Tirisano Implementation Plan, 2000)

Educators and the education institution in general are accountable for the learning and development of all learners. In line with the principles of Curriculum 2005 and the NCS, learner progress needs to be assessed on an on-going basis (CASS). Assessment must lead to action which, in turn, needs to be monitored and evaluated. Each learner should have a learner profile which information about his/her strengths and needs in each Learning Areas. Support provided should be recorded and the outcomes evaluated. Issues related to assessment are further elaborated below.

The Norms and Standards for Educators (1998) highlight educators' efficient undertaking of their classroom administrative duties and school decision making, as well as promoting critical, committed and ethical attitudes and a sense of respect and responsibility towards others. Educators are supposed to pursue studies for their professional development, and a part of the institutional development process could be designing an individual study plan for each educator.

Learners / Students are responsible for their own learning. This includes carrying out various tasks, taking interest in learning more and developing their skills. Learners might be assigned various tasks of common interests, such as cleaning duties, gardening, working in the tuck shop, etc. However, it is important to ensure that these duties and tasks follow the principles of inclusion and that all tasks are equally valued, gender-sensitive and fair. In order to nurture inclusive cultures, learners also need to take responsibility for the learning and well-being all learners, educators and other staff in the site of learning. They need to be encouraged to adopt behaviours that are respectful towards diversity and accommodating of those learners who have different characteristics or interests. Learners should be held accountable for developing learner cultures that do not exclude other learners.

Site-Based Support Teams need to ensure that the support for educators and learners is properly co-ordinated. In order to fulfill their task, they should invite expertise from the local community, district support teams and higher education institutions. Site-

based teams need to follow-up the learner needs identified through Learner Profiles , accompanied by intervention strategies tried out in classrooms. They also play a crucial role in identifying institutional needs, and ensuring that there are on-going possibilities professional growth, skills acquisition and support.

Site-based support teams should be supported by management, which should provide regular times for meetings and planning sessions. These sessions could be facilitated initially by district support teams until the capacity of the site-based team has been enhanced.

Caregivers and families are responsible for their children attending school regularly, carrying out their home assignments and other tasks. They should provide their children with the necessary equipment for school, and if they cannot do this, contact the school management to negotiate alternative ways of contributing. Caregivers are liable to pay school fees unless they have been exempted from the payment. Therefore, it is the caregivers' responsibility to be proactive in cases when they face difficulties with payment, regardless of the fact that schools are not allowed to exclude learners due to non-payment of fees.

4.6. Build capacities

4.6.1. Institutional development principles

When educators are asked to change their ways of thinking, working and reflecting on their environment, they may feel inadequate, insecure or frustrated and may feel the need for training, information and support. One of the crucial steps towards developing full-service schools is to plan for on-going in-service training, accompanied by a regular assessment of the types and content of capacity building needed.

District support teams are in a key position to provide this training and support. However, full-service institutions are encouraged to develop their own plan for on-going development, based on their particular demands. It is strongly recommended that the needs and the focus of the development work are prioritised, so that the goals

to be achieved can remain realistic. Capacity building, as a part of the transformation process, takes time and all stakeholders will need time to put into practice new skills so as to master them.

Institutional development requires a review and reflection of current policies, practices and cultures, staff training, as well as awareness-raising and training of various stakeholders. It should be based on the following principles:

- Development activities must be set in the context of whole school improvement in order to achieve the goal of quality education for all learners. The programmes should aim to develop skills enabling the personnel to make the institution responsive to the diversity of learners;
- Teacher education colleges and other agencies working with teacher education, school clusters and individual schools need to network to maximise resources;
- Staff development activities need to aim at facilitating and moving schools towards becoming inclusive schools for all learners;
- Staff training should ensure portability of qualifications, multi-skilling, sustainability, addressing of functional barriers and optimum use of human resources;
- Training should focus on overcoming barriers to learning and development, and should be undertaken within current initiatives so that issues related to 'barriers' will form an integral part of any staff training. For example, curriculum training should be directly linked with addressing diversity in the learner population.

In the light of the above principles, a range of training and development activities might be undertaken. The following suggestions for capacity building are illustrated with examples of activities carried out in some schools and districts in South Africa.

4.6.2. Training for all staff and various stakeholders

Some activities should be targeted at all staff, including caretakers, volunteers, educators, school managers, lunch providers, etc. As indicated earlier, the whole school needs to be transformed in terms of cultures, policies and practices if it is to accommodate and respond to diversity. Therefore, it is essential that all staff and various stakeholders work out a common understanding of inclusion and principles for policies (e.g. for discipline, code of conduct, etc.). The School Development Needs Assessment /situational analysis, facilitated by the district support teams, could be part of this exercise.

To initiate the transformation towards becoming a more inclusive school, an urban school decided to carry out a snap survey on educators', learners and their families' perceptions of inclusion in general and the school in particular. Different questionnaires were used for this work. When the questionnaires were returned, the inclusion co-ordinator of the school took the lead to analyse the questionnaire as a part of her further studies.

The school then undertook an awareness-raising workshop for all staff, families, learners' representatives and School Governing Body to discuss the outcomes of the survey. From this workshop, the school identified a number of priorities for developing inclusion. As the main strategy, they identified 'improving teaching and learning through more diversified methods and practices'. This strategy was accompanied with a plan for staff development activities.

Learners had indicated in the survey that their voice was not heard in the decision making of the school. In the strategic plan, improving the channels of communication was included. This was done through a learners' forum.

To work on changing the culture of the school, assemblies were used as a means to deliver messages of teamwork and co-operation, solidarity and empathy, help and support, disability, differences in cultures and languages, etc. These issues were further tackled as a part of the curriculum in life skills. Another important aspect of changing the culture, was to work out a policy on behaviour management and discipline for both learners and educators.

4.6.3. Training for senior staff and the school management

Senior staff and the school management, including the School Governing Body, need to be trained on their roles in the development process.

> *In a rural district, principals, inclusion co-ordinators and other senior staff from 13 schools were trained to address barriers to learning and development in their schools and communities.*

> *The principals and senior staff were introduced to the thinking of the EWP6 and its implications to schools. In a workshop, the issues around inclusion were debated and discussed. The participants then reflected how these issues relate to their contexts.*

> *An important part of the training was to discover the roles of principals and senior staff in supporting the institutional development and what can they do in order to facilitate this process. Principals, for example, realized that they have to make sure that there is time scheduled for the site-based support team to meet, otherwise this is not likely to happen. Some training was also provided around collaborative and communication skills so as to encourage practices that would be fruitful for the process.*

4.6.4. Training for community partners

Community partners – CBOs, NGOs, etc. – as well as partners from different public service sectors will need to be involved in the training. Caregivers of disabled learners and other disadvantaged learners might require support to enable them to participate actively in school development work.

> *In order to foster collaboration and improve the relationship between homes and the school, a small town school decided to invite caregivers to participate in the staff development workshops. Some of the content of the workshop was designed specifically for educators, some for the caregivers. The common*

content tackled issues about parental involvement, home-school co-operation and what families can do in order to support learning. The outcomes of the training were remarkable: there were a number of caregivers who volunteered to come to the school to help in the classrooms in a range of ways, such as listening to learners read, helping in preparing materials or just making sure that different groups were working on their assignments. Some caregivers volunteered to take care of the lunch preparations, and some initiated fund-raising through a vegetable garden and a tuck shop.

4.6.5. Training for educators

All educators can teach all learners. Although some learners need additional support, there is no special pedagogy needed for this. However, all educators will need new skills in curriculum differentiation, curriculum assessment, assessment of potential, collaborative teaching and learning, collaborative planning and sharing, reflection on practices and co-operation. Further, for inclusion to work, staff have to be able to work together and support each other both in classrooms and outside. Communication and collaborative skills will be essential.

Training does not always have to happen in formal workshops or through textbooks. Everyday teaching situations can also be used in training purposes to share ideas and to support one another:

In a rural school, a Grade 3 educator invited two of her colleagues to come to her class and observe her language lesson. She divided her learners in groups. One group consisted of learners who could not read and write yet, the other groups were of mixed ability. The educator explained to the other groups that they were supposed to come up with words with three different letter combinations. While the groups were working on this assignment, the educator was seated with the non-reading group supporting these learners in their basic reading skills. After some time, the educator went around to see how the other groups had progressed and asked them now to use the words in full sentences. The groups continued their work and seemed to enjoy the exercise. The educator returned to the non-reading group and assigned

different writing tasks for these learners. She made sure that learners understood the task. While this group was busy writing, the educator went around the other groups again, and helped learners with spelling and coming up with sentences.

After the lesson, the two other educators commended the educator for the good management of the activity. She had made the groups in such a way that learners could support one another and complete the assignment together. They also thought that it was important that the educator had spent more time with those learners who were behind in their reading skills. Another interesting point for the two observing educators was that the educator built the activity in steps, so that learners' interest was maintained throughout the working process.

4.6.6. Training for the Site-Based Support Team

The institutional level support team, consisting of experienced educators who show willingness to pursue their skills development, will need training in a range of issues. These include collaboration and co-operation; sharing and support; communication skills and multidisciplinary work; some essential knowledge of common disabilities and learning difficulties; behaviour management; multilingual issues; the effects of poverty and social deprivation; and the skills to identify all the above by means of assessment processes. Their training would not aim at making educators 'specialists' but rather 'resources' for other educators.

In order to address the challenge of generalised poverty, diversity of languages of learners, establishing links with families, accommodating learners with disabilities and responding to the needs of learners with mild disabilities, learning difficulties, hyperactivity, unidentified hearing problems, epilepsy, etc., a school in a large informal settlement initiated a transformation process with the support of a multi-sectoral District Support Team (DST). District officials included the Institutional Development and Support (IDS) official, Early Childhood Development and ABET officials, Education Support Services, Learning Area Facilitators, Learning Support

Materials, HIV/AIDS, Life Skills and Sport coordinators as well as Human Resource Provisioning and Development officials.

The DST focused attention on a range of capacity building initiatives at the school. At first the DST did not work in a coordinated way and only certain members of the team actually understood the interventions as being part of an inclusion initiative. However, many parallel initiatives contributed towards the same goal, namely improvement of school effectiveness, of curriculum delivery to all learners and increasing of community involvement. The strong focus on inclusion encouraged the personnel to reflect on their ethos, policies and practices and this in its turn, helped the DST to coordinate its work as part of a whole school initiative.

The District Support Team interventions involved the following:
- *An understanding of the school was gained through planned visits, classroom observations and meetings with the staff as a whole. The strengths of the school to address barriers were identified and pointed out to the management team and staff members.*
- *The first training by the DST involved the site-based support team and covered the basic concepts of inclusion and addressing barriers to learning. Detailed training was then given in how to run a site-based support team by conducting weekly problem-solving meetings. Any problems experienced in learning and teaching were referred to the team who came up with strategies to be applied by educators. These strategies were then followed up and feedback was given until educators had the capacity to address the specific barrier on their own.*
- *Through ongoing monitoring and support by the DST, the site-based support team was encouraged to build their own capacity for team problem-solving by exploring the strengths and knowledge of individual educators and by the involvement of community support structures.*

- *The DST helped the school to identify and involve partners from various government departments such as Health, Social Development, Justice, the Police Service and NGOs working in their area.*
- *A child-to-child initiative reinforced the capacity of the school to understand child-centred classroom practice and the involvement of caregivers and community in the curriculum process.*
- *Some educators excelled in OBE practice and became cluster leaders in curricular initiatives such as literacy, materials development, team planning, etc.*
- *Some educators became involved in the Health Promoting initiatives of the Departments of Education and Health.*
- *The whole school was mobilised around the issue of child abuse through a one-day multi-sectoral training for staff and learners and awareness campaigns involving the community.*
- *Other training initiatives by the DST included HIV/AIDS awareness, school and financial management, school development planning, provisioning of learning support materials, labour relations, etc.*
- *The whole staff was then trained on the principles of inclusion within the framework of institutional development and it became clear that they understood the change of ethos as being part of a much wider school effectiveness initiative.*

In the end it was hard to differentiate which development was a result of district intervention and which was self-initiated. Although the school often still faces, and will in future continue to face, difficult challenges where they will require interventions by the district, they have developed the capacity for generating their own solutions which are school and community based. The process took nearly four years and is still going on.

Most of the training and support for the full-service school development should take place on an on-going basis within the school and classrooms, 'on-the-job'. There will also be an emphasis on capacity building for managing change. District-based support

teams will prioritise their support to full-service schools through on-site workshops, co-teaching, facilitating contacts to specialised services for capacity building, etc.

In full-service schools, a plan for staff development should be put together and scheduled. If educators are taken out of classes for training, a replacement will have to be provided. Schools could use the district 'pool of resources' to this end.

Families and the community will be involved from the early stage, and they should take part in drawing up the implementation plan. The participation of caregivers and communities might require awareness raising and training that should be included in the training plan.

4.7. Maintain flexibility

Flexibility relates to many facets of institutional development: curriculum, routines, roles and responsibilities, education support, etc. Barriers to learning and development arise in time and place, therefore, full-service schools will never be 'fully prepared' to immediately overcome these barriers. Flexibility is about problem solving, intuition, creative thinking, assuming different roles, and so on.

Flexibility also refers to time. Developing a full-service school is not something that can be done 'after hours' only and, indeed, we should also recognise that all stakeholders need time to do other things as well. If stakeholders are expected to work on the development issues only after hours, this may soon create a resistance towards the work. Although some of the work will probably be carried out by committed educators and principals after hours, this should not become as a rule. Therefore, it is crucial to plan development activities in such a way that they include the time for professional development (80h / year), joint planning and reflection among educators. We have to also remember that the Norms and Standards for Educators make provision for a few non-contact hours per day, which could be set aside for team planning, staff development and support activities.

It is necessary to emphasize again that institutions will not become inclusive overnight. Therefore, there will be challenges that educators are not trained or

prepared for. Flexibility implies that the challenges are taken onboard and creative solutions are being sought.

4.8. Examine and adopt effective teaching approaches

Many educators still tend to think that it is correct to use the 'one-size-fits-all' approach to teaching. In reality, all educators are faced with a group of learners of which each and every one has his/her unique character, interests, style and pace of learning and working. 'One-size' does not really fit all. Curriculum differentiation should not be an exception, but rather a central method of ensuring curriculum access.

Curriculum 2005, based on the principles of outcomes-based education, is a powerful tool in ensuring all learners access to the curriculum. Educators may, however, need some further training to be able to build linkages between the principles of the Curriculum 2005 and inclusive education.

From the broad range of factors resulting in barriers to learning, it is important that the identification of barriers takes into consideration not only those which manifest in the learners' difficulty in dealing with the curriculum but also the socio-economical and other environmental factors. This will provide a holistic understanding, which can be used for intervention purposes and for support.

Curriculum delivery may also be facilitated through changes in practices in schools. For example, it is typical for South African schools to assign educators to teach the same Grade year after year. This means that every year the educator gets a new set of 40 – 60 learners. The educators needs time to get to learn them, find out about their strengths and challenges and then try to find ways of supporting them. Assigning educators to follow the same group of learners through a whole Phase would allow more flexibility in terms of pace and content of learning programmes. This kind of arrangement might also improve educators' accountability for learning of all learners, and enhance their professional development.

4.9. Celebrate success and learn from challenges

The success of institutional development - and the transformation to full-service institutions - depends on maintaining stakeholders' commitment to and motivation in the development work. There is evidence that isolated experiences of success do not seem to have a significant impact in the transformation process unless they are incorporated into the institution's policies and practices. Many innovations tend to take off in the leadership of a visionary principal or an innovative educator. If they leave, the experience and progress made seems to vanish unless what has been learnt has been transformed into standard practice.

The following 'framework for continuous renewal' could prove useful for maintaining a success-oriented focus.

1. Celebrate the small successes you are achieving.
2. Research extensively what you are doing to generate these successes.
3. Re-clarify in great detail your specific objectives on an on-going basis.
4. Help all parties to understand the benefits of achieving the goals.
5. Keep on searching for what you could be doing more of, better, or differently in order to move closer to the objectives.

4.10. Manage the change

Organisational-change theory research suggests that change in education is essentially about learning new ways of thinking and behaving. In seeking to understand how to handle change, alone or with colleagues, we can get some useful ideas from considering what we already know about learning. It means that schools should be places where teachers learn from experience in the same way as they intend that their students should learn from the tasks and activities in which they are engaged.

When talking about the introduction of significant changes, adopting new ways of thinking and working, or different ways of operating in the classroom, it is important to recognize that fundamental ideas and mindsets do not change at a moment in time, nor are new approaches implemented at the blinking of an eye. What happens is that a sequence of changes is undergone. In order to fully understand the nature of a new approach and to become proficient in its use, people are likely to go through a period of trial and error, possible confusion, difficulty and occasional elation. Gradually, if

the change is successful, the process leads to feelings of greater confidence and personal acceptance, and in time the practice and its principles eventually become their own - linked to, and integrated with, other aspects of their thinking and practice.

Because change is a process, it takes place over time. Consequently, in attempting to handle change successfully, it is important to be aware of the importance of time, particularly in terms of the need for time to be available to learn about new ideas and practice and the process of personalizing the new ways of working. The pressure of unrealistic time scales can create stress, anxiety and negative reactions to what is proposed. It can also mean that little or no opportunity exists to learn more about how to implement the proposed innovation. Evidence from social psychologists suggests that for complex organizations, such as schools, to adopt fully a new way of working, can take from three to five years. Yet, so often in schools, the time scale for the introduction of innovations is much shorter. We also tend to make things worse by requiring educators to deal with a number of new initiatives at the same time.

A word of concern needs to be expressed: Despite the importance of allowing time for the change, it is vital to start the process of transformation towards inclusion because learners and students do not have time to lose. The inclusion process cannot wait until 'everybody is trained' or 'everybody is ready' but the process has to grow as a learning process towards creating schools, colleges and other institutions that can address and respond to a diversity of needs.

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GLOSSARY

ACRONYMS

ANC:	African National Congress
CBO:	Community Based Organisation
CTP:	Committee Of Technikon Principals
CUP:	Committee Of University Principals
DOE:	Department Of Education
DPO:	Disabled People's Organisations
EWP6:	Education White Paper No. 6
FET:	Further Education And Training
GET:	General Education And Training
HE:	Higher Education
IDCC:	Interdepartmental Coordinating Committee
IE:	Inclusive Education
INDS:	Integrated National Disability Strategy
LOLT:	Language Of Learning And Teaching
MOLT:	Medium Of Learning And Teaching
NCCIE:	National Coordinating Committee Meeting
NCESS:	National Committee On Education Support Services
NCSNET:	National Commission On Special Needs In Education And Training
NGO:	Non-Governmental Organisations
NQF:	National Qualifications Framework
NSB:	National Standards Body
OSDP:	Office On The Status Of Disabled People
PCCIE:	Provincial Coordinating Committee Meeting
RPL:	Recognition Of Prior Learning
SAFCD:	South African Federal Council For Disability
SANASE:	South African National Association For Special Education
SAQA:	South African Qualifications Authority
SASA:	South African Schools Act
SASL:	South African Sign Language
SGB:	School Governing Body
WHO:	World Health Organisation

UNACCEPTABLE TERMINOLOGY

- Learners with 'Special' Education Needs
- Learners with barriers to learning
- Remedial
- The Deaf, the Blind, the Physically Disabled, the Mentally Retarded
- SMH – Severely Mentally Handicapped
- Slow learners
- Sufferers

TERMINOLOGY WHICH IS ACCEPTABLE WITHIN THE NEW FRAMEWORK OF THINKING

- Learners who experience barriers to learning
- Describe the barrier rather than the person, e.g. Deafness, Blindness, Visual Impairment
- People first terminology: People who are Blind, Children with hearing loss
- People living with HIV/Aids
- People with Intellectual Disability, Down Syndrome, Autism, Physical Disability, Mental Illness
- Wheel chair users