

**Partner-driven cooperation:
Teaching for inclusion and democracy**

A North-South cooperation on teacher education

Desktop Review

November 2013

Partner logos



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Abbreviations

BEd	Bachelor of Education
BEd (Hons)	Bachelor of Education Honours
CRC	UN Convention on the Rights of the Child
EFA	Education For All
EWP6	Education White Paper 6 on Special Needs Education
MEd	Master of Education
NQF	National Qualifications Framework
NPE	National Policy on Education
PGCE	Postgraduate Certificate in Education
RNPE	Revised National Policy on Education
SWAPO	South West Africa People's Organization
UNISA	University of South Africa

Background

This review is guided by the objectives of *Partner-driven cooperation: teaching for inclusion and democracy* project, funded by the Embassy of Sweden. The research-based collaboration is a partnership between Botswana, Namibia, South Africa and Sweden.

Each country participates through representatives from the respective Ministries of Education, one non-profit organization and one tertiary institution. The cooperation focuses on answering the question: *What are the implications of an inclusive and democratic approach to teaching and learning on teacher education and development?* The initiative involves research, knowledge-sharing lectures and discussions between the four countries that investigate the skills, knowledge, attitudes and competencies needed for teachers to teach in an inclusive and democratic way.

The project responds to the international shift toward an emphasis on creating inclusive systems of education that has been promoted by several significant international bodies and agreements, and is in line with a human rights-based approach to education. This shift in focus also requires a concomitant change in pedagogy. In the inclusive education approach, teachers have the challenge of educating a diverse learner¹ student population, which in turn requires a revisit of teacher education and in-service training.

The *Partner-driven cooperation* project focuses on conducting research in the four countries, with MIET Africa and Stockholm University coordinating and guiding the research, and facilitating collaboration between partners, so that issues can be discussed and further explored.

The review seeks to establish the background and current developments in existing teacher education for inclusion and democracy in the partner countries. It has been classified into three areas:

1. Policies on Inclusive Education and teacher training
2. Programmes for teacher education

¹ In Botswana, Namibia and South Africa, “learner” is the standard term for children attending school. It has been adopted for that purpose in this paper, except in the Swedish context where “pupil” is used.

“Student” is used for anyone engaged in tertiary study.

3. A literature review looking at existing research related to teacher education for inclusion

The research questions

This desktop review seeks to answer the following research questions:

1. Policy review

- How is Inclusive Education defined in each country?
- What are the goals with relation to teacher education, focusing specifically on Inclusive Education?

2. Teacher education programme review

- Which universities or colleges of education offer teacher education programmes in the country?
- For each programme, how is Inclusive Education course content offered?
That is
 - How is Inclusive Education course content offered?
 - Is it part of the general stream or through an Inclusive Education focus?
 - Is it pre-service or in-service?
 - What are entry requirements?
 - At what levels (e.g. primary, secondary) is it offered?
 - As part of what certification level/accreditation is it offered?

3. Literature review

- What research has already been done in relation to teacher education for Inclusive Education in the country?
- How well are teacher programmes currently preparing teachers for inclusive and democratic classrooms?

The methodology used

This desktop review was conducted by members of the country project teams in Botswana, Namibia and South Africa, and Stockholm University. The methodology used was a systematic search of internet resources. This search focused on abstracts and academic databases (such as EBSCO & SAGE), relevant websites, online reports and dissertations related to the

topic of research. These general searches were followed up with more specific citation searches. Material was organized into the themes indicated by the research questions.

The descriptors used include: initial pre-service teacher education; training for inclusion; diversity; special educational needs; multiculturalism and basic education. For the most part, only findings and research from 2000 onwards have been taken into account.

The desktop reviews were then presented and discussed at a project workshop in Windhoek, Namibia, in March 2012.

Chapter 1 : Introduction

This chapter explores the various ways in which Inclusive Education is defined internationally, as well as some of the pertinent international agreements and conferences related to Inclusive Education. This will form the foundation of this collaboration and the research that will be conducted in each of the partner countries.

1.1 Inclusive Education: no shared interpretation

The term “Inclusive Education” has developed over decades and has done so parallel to education reform across the globe. While the whole world seems committed to Inclusive Education, because of different theoretical and ideological contexts (D’Alessio & Watkins 2009), there is no fully shared interpretation of the concept.

Over the years, international bodies have conducted studies that show different nuances in the interpretation of the term Inclusive Education. For example

- The UNESCO Convention against Discrimination in Education (1960) was mainly concerned with the dismantling of segregated education in terms of gender, ethnic origin, language, religion, nationality, social origin, economic condition, and so forth.
- In other instances, Inclusive Education referred to “education for all”, i.e. wanting to ensure that all children had access to basic education, especially in areas ravaged by poverty, disease or war (UN Education For All [EFA] 1990).
- In the *Salamanca statement and framework of action on special needs education* (UNESCO 1994), the term “inclusion” had to do mainly with the placement of learners with disabilities. The statement called on all ordinary schools to accommodate all children regardless of their physical, intellectual, social, emotional, linguistic or other conditions, and argued that “regular schools with this inclusive orientation are the most effective means of ... achieving education for all” (UNESCO 1994, par 2).
- UNESCO (2008) states that inclusion is “a process of addressing and responding to students’ diversity by increasing their participation in learning, cultures and communities, and reducing exclusion within and from education.”

It is clear that all these interpretations represent different viewpoints. The whole area is still being hotly debated by policymakers, practitioners and academics.

1.1.1 The placement of children with severe barriers to learning

It is also necessary to note the issue of the placement of children with severe disabilities: should they be placed in special schools or be accommodated in mainstream schools?

Cigman (2007) calls the push for the dismantling of special schools and the transformation of regular schools so that they can accommodate all children a radical one: a more moderate view is that some form of special schools need to be maintained for children with severe barriers to learning (e.g. autism). These learners need specialist support, and to try and educate them in mainstream schools will simply not be effective (D'Alessio & Watkins 2009).

However, whatever one's viewpoint—radical or moderate—there is a growing body of literature that asserts that the move towards a more inclusive education system requires substantial reform of mainstream or ordinary schools (Avramidis 2005: 2).

1.1.2 A working definition of Inclusive Education for this Desktop Review

In a paper entitled *Including pupils with autistic spectrum disorders in mainstream schools*, Neil Humphrey (2008) uses a definition of inclusion that is very useful for the purposes of this review. He supports the four-pronged definition of inclusion: *presence, participation, acceptance* and *achievement*. This, he says, is because the definition is consistent with the current academic literature (e.g. UNESCO 2005 and 2008), and also because it stimulates teachers to think of inclusion as an ongoing process. When combined, these four components of inclusion work together to limit discrimination and segregation that exclude children from education. The combination of presence, participation, acceptance and achievement counteract barriers related to physical, socio-emotional, psychological and intellectual capabilities and status.

Each of the terms is examined below:

- **Presence.** All pupils must have access to all educational institutions.

Inclusion means that pupils become part of their local education community from the beginning. It differs from integration because integration implies that the educative goal is to integrate a learner back into the mainstream school, because at some point they have been excluded from it (Watkins 2007).

Inclusion also seeks a radical restructuring of the school system (Armstrong et al. 2000; Dyson & Millward 2000) so that a pupil is never excluded (D'Alessio & Watkins 2009). Among the instruments that would practically address issues of presence and access of pupils to educational institutions are national and provincial education policies, and school policies on admissions, recruitment and promotions.

- **Participation.** According to the Government of New Brunswick (2009), Inclusive Education is “a pairing of philosophy and pedagogical practices that allow each student ... active participation in learning, a complete school experience, and positive interactions with peers and others in the school community.”

It is about more than just “going to school”: Inclusive Education is about “participating in school.” Booth & Ainscow (2000) suggest a change in terminology from “needs” to “barriers to learning and participation”, as the former locates the learning difficulties within a child, thus reinforcing a medical or deficit model.

Inclusive Education tends to emphasize barriers to learning at the level of the system, rather than at the level of the individual. It involves increasing the participation of learners in, and reducing their exclusion from, the cultures, curricula and communities of local schools (Booth & Ainscow 2002).

Donna Lene (2012), Principal of Senese Inclusive Education for Samoa, defines Inclusive Education as a process whereby the school systems, strategic plans and policies are adapted to include teaching strategies for a wider and more diverse range of children and their families. Inclusive Education implicitly means identifying a child's learning style and adapting the classroom and teaching strategies to ensure high quality learning outcomes for all members of the class.

- **Achievement.** Participation will have an impact in the classroom. If concerted efforts are made to meet this requirement, learners will be able to achieve their full potential.
- **Acceptance.** Both Humphrey (2008) and Lene (2012) stress that acceptance is an important aspect of inclusion. Lene (2012) says, “everyone is important, unique and valued for their contribution to the school.”

In its definition, the Government of New Brunswick (2009) also says that Inclusive Education includes “pedagogical practices that allow each student to feel respected,

confident and safe so he or she can learn and develop to his or her full potential. It is based on a system of values and beliefs centred on the best interests of the student, which promotes social cohesion, belonging ...”

1.2 International policies and agreements

Over the years, several significant international policies and agreements have been crafted regarding the right of all children, particularly marginalized children, to receive a quality education. These include the following:

a. UN Convention on the Rights of the Child (1989)

In 1948, the United Nations General Assembly adopted the Universal Declaration on Human Rights, which represented the first global expression of rights that all people are entitled to. It was followed by a number of other declarations, including the UN Convention on the Rights of the Child (CRC), which expanded on these rights.

The CRC proclaimed the right to free and compulsory elementary education for all children. It also enshrines the right of children not to be discriminated against, and states that children with disabilities should have

Effective access to and receive education, training, health care services, rehabilitation services, preparation for employment and recreation opportunities in a manner conducive to the child’s achieving the fullest possible social integration and individual development, including his or her cultural and spiritual development. ARTICLE 23

Furthermore, Article 29 states that the educational development of an individual is the central aim and that education should allow children to reach their full potential in terms of creative, emotional and cognitive capacities.

By seeking to ensure that all children have the right to receive education without being discriminated against in any form, the CRC represented a strong push for equal education opportunities for children who experience barriers to learning. The convention also states that the goal of education for children with disabilities should be to help them achieve high levels of social integration and individual development.

The CRC binds governments that are signatories to it to ensure that the same rights apply to all children, irrespective of their impairment or environment. It is the UN's most widely ratified human rights document (UNESCO 2005:2). For example, when Namibia became independent, the new Government ratified the CRC. It continues to serve as a beacon for children's rights across sub-Saharan Africa.

b. UN Education For All (1990)

In 1990, 160 governmental organizations and NGOs gathered at the World Conference on Education for All in Jomtien, Thailand. They reaffirmed the principle of education as the fundamental right of every person (Peters 2007: 98). The conference also developed a Framework for Action, setting targets and strategies to achieve EFA.

The agreement made the agenda of inclusion an integral element of the whole EFA movement (UNESCO 2005). The document was emphatic in stating that all children have the right to good quality basic education. Furthermore, the agreement calls for the creation of environments in schools and in basic education programmes in which children are both able and enabled to learn (UNESCO 2005).

c. The UN Standard Rules on Equalization of Opportunities for Persons with Disabilities (1993)

This document affirms that all children, youth and adults have equal rights to quality education. It also states that education should be provided in integrated school settings. The Standard Rules not only declare that learners with disabilities have the right to equal education opportunities, but they also state that these opportunities should be available in integrated settings.

According to Rule 6

States should recognise the principle of equal primary, secondary and tertiary educational opportunities for their children, youth and adults with disabilities in integrated settings. They should ensure that the education of persons with disabilities is an integral part of the education system.

d. The Salamanca Statement and Framework of Action in Special Needs Education (UNESCO 1994)

Arguably regarded as the most significant international document to address Special Education (UNESCO 2005), this agreement was ratified by 92 countries, governments and independent organizations in 1994. The Salamanca Statement “widened the education footprint”, bringing the education of children with disabilities to the forefront. So, too, was that of other at-risk groups who were likely to be excluded from education based on their physical, socio-emotional, psychological or intellectual capabilities and status.

The Salamanca Statement also provides a framework for moving policy and practice forward with regards to education for learners experiencing barriers to learning. It says

Regular schools with inclusive orientation are the most effective means of combating discrimination, creating welcoming communities, building an inclusive society and achieving education for all. ARTICLE 2

It also says that educational systems should be designed, and educational programmes implemented, in a way that takes into account the diversity of characteristics and needs of children. The statement advocates that this education takes place in ordinary schools, as they have the ability to provide education to the majority of children in a cost-effective and efficient manner. However, it also recognizes that certain children may be best taught in special classes or schools because of specific needs in communication (such as those who are hearing impaired).

Following the adoption of the statement, many countries started seriously to re-think their policies and practices, and to streamline them in line with it. Many countries base their policies regarding special needs education and Inclusive Education on the principles outlined in the Salamanca Statement.

e. World Education Framework for Action, Dakar 2000

The Dakar Framework for Action, Education for All was unambiguous in declaring

Education is a fundamental human right. It is the key to sustainable development and peace and stability within and among countries, and thus an indispensable means for effective participation in the societies and economies of the twenty-first century, which are affected by rapid globalization. Achieving EFA goals should be postponed no longer. The basic need of all can and must be met as a matter of urgency.

In accordance with this position, the following were committed to:

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children
- Ensuring that by 2015, all children—particularly girls, children in difficult circumstances and those belonging to ethnic minorities—have access to good quality, completely free and compulsory primary education
- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes
- Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults
- Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to, and achievement in, good quality basic education
- Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills

f. The Millennium Development Goals (2000)

The MDGs stress the right of all children to access to education. The relevant goals include

- **Goal 2:** Achieve universal primary education by 2015
- **Goal 3:** Promote gender equality and empower girls and women to have equal access to primary and post-primary education

Although these goals focus more on universal primary education and providing equal opportunities for girls, rather than focusing on children with disabilities, they are relevant because they re-emphasize that all children should have equal access to education.

1.3 Summary

Taken as a package, the policies discussed above make it abundantly clear that all children have the right to an education that does not discriminate on any grounds, including caste, ethnicity, religion, economic status, refugee status, gender, language or disability. Further-

more, they dictate that specific measures must be taken by states to implement these rights in all learning environments.

Chapter 2 : Review of Inclusive Education in South Africa

2.1 Definition of Inclusive Education in South Africa

In South Africa, Inclusive Education is seen as an approach for establishing enabling education structures, systems and learning methodologies that will meet the needs of all learners (South African Department of Education 2001). This definition acknowledges differences in learning styles, as well as recognizing that various considerations have to be taken into account if the participation of all learners is to be maximized in a learning and development experience.

Differences in learning styles include those based on socioeconomic status, culture, language, ethnicity, religion, ability and race. These are some of the differences that Inclusive Education seeks to respond to.

The Inclusive Education Policy in South Africa refers to the concept of barriers to learning, which it views as broader, and therefore more comprehensive than only disabilities (South African Department of Education 2001). In exploring barriers to learning, the policy broke the concept down into the following four categories:

- **Systemic** (overcrowded classrooms, inaccessible school buildings for the disabled, policies and procedures, etc.)
- **Societal** (poverty, lack of safety and security in schools, the impact of HIV&AIDS, abuse in schools including bullying, etc.)
- **Pedagogical** (unqualified or under-qualified teachers, inappropriate teaching and assessment methodologies, inadequate and inaccessible teaching and learning materials, etc.)
- **Intrinsic** (neurological, sensory, physical and intellectual disabilities, behaviour, emotional problems, etc.)

Because of the above, and the wish to respond to these barriers to learning through inclusion, the policy asserts that inclusion does not only concern itself with disability, but considers a wider spectrum of barriers to learning.

2.2 South African historical context

A country's historical context not only impacts the current situation of its education but also the potential success of present or prevailing policies.

South Africa is a special case in that the country has gone through colonialism and Apartheid, each of which forced racial segregation on society, as well as introduced an education system that placed the black majority at the bottom. Both these political systems discriminated against the majority, depriving them of the franchise and thus a say in how they should be governed.

The Union of South Africa was formed in 1910. The National Party (NP), which was voted into power in 1948, governed the country until 1994, and was responsible for introducing the policy of racial segregation that became known universally as Apartheid.

The Apartheid era was fraught with inequality. South Africans experienced barriers to interacting fully in society. Apartheid was also institutionalized in all aspects of life, including education. There were separate education departments that were governed by specific legislation, and which were fragmented along racial and ethnic lines (Engelbrecht 2006). Altogether, there were 17 separate, racially designated Departments of Education under the Apartheid system (South African Department of Education 2005). The education system was also segregated by level of ability: learners categorized as having special needs were separated from those without (Naicker 2008; Walton et al. 2009). Mainstream schools did little to adapt their teaching methods for children and youth experienced barriers to learning (South African Department of Education 2005).

Under the Bantu Education Act (1953), which mandated that there be a separate teacher training system for blacks, teacher training was also segregated by race (Sayed 2004).

The Apartheid Government introduced the 1948 Special Schools Act to establish a special education model based on medical and mental diagnosis and treatment. The model focused on the "individual deficit" theory and the view of the person as a helpless being. The model relied on exclusive practices and an understanding of disability as an "impairment loss" (Naicker 2006). This education system divided pupils into two groups: regular education and Special Education.

In 1994, South Africa had its first democratic elections that brought an end to Apartheid and introduced a review of education policy to ensure that it was based on an ethos of human rights. It was envisaged that the new education system would address the injustices of the past, and provide all children with an equal opportunity to access quality education (Walton et al. 2009).

In 2001, the South African Government released Education White Paper 6 on Special Needs Education: Building an Inclusive Education and Training System (EWP6). The Government committed itself to creating a single education system for all learners within a 20 year-period (Naicker 2006). The policy emphasized non-racism, equity, non-sexism, access for all and “non-disablism”.

Among the many education challenges faced in the new South Africa was the achievement of the values enshrined in the new constitution and EWP6: equality, freedom from discrimination and the right to a basic education for all children (Walton et al. 2009).

After 1994, pupils and teachers were faced with a new political system, one national education department being formed, and a curriculum that was changed several times. As a result, teachers were required to deal with nearly constant change and adaptation, as well as learning new roles and understanding added responsibilities (Phillips 2008). Because of this, teachers often confessed to being confused and insecure (Prinsloo 2001).

2.3 South African policy review

The South African Constitution (Act 108 of 1996) established the country as a democratic state and gave all people common citizenship based on values of human dignity, achievement of equality and the advancement of human rights and freedoms (South African Department of Education 2001). There are several sections that are particularly relevant to this review:

- Section 9 (2) commits the State to achievement of equality.
- Section 9 (3), (4), and (5) commit the State to non-discrimination.
- Section 29 states that “everyone has the right to a basic education, including adult basic education”.
- The Bill of Rights entrenches the rights of all South Africans, regardless of race, gender, sexual orientation, disability, religion, culture, or language, to basic education and access to education institutions.

The South African Government lays out specific guidelines and mandates with regards to education and the rights of learners who experience barriers to learning.

a. 1997 Report of the National Commission on Special Needs in Education and Training and National Committee on Education Support

In 1994, the national Department of Education appointed the National Commission on Special Needs in Education and Training and the National Committee on Education Support Services. These two bodies were tasked with investigating and making recommendations on all aspects of special needs and support services in education and training in South Africa (South African Department of Education 2001). The joint report on the findings of these two bodies was presented in November 1997.

The findings concluded that Special Education in the country had been predominantly provided for only a small percentage of learners, and had remained within special schools and classes. In addition, specialized education and support had been provided on a racial basis, with the best resources reserved for white learners. Most learners who experienced barriers to learning had fallen out of the system, or were mainstreamed by default. In addition, the curriculum and education system had failed to respond to the diverse needs of the learner population (South African Department of Education 2001).

The committees recommended that the education and training system should promote education for all and should enable the development of inclusive and supportive centres of learning. All learners should be enabled to participate actively in the education process so that they could develop and extend their potential and participate as equal members of society (South African Department of Education 2001).

As a result of the work of these committees, in August 1999 the national Department of Education published Consultative Paper No 1 on Special Education: Building an Inclusive Education and Training System. The following Education White Papers were then published in the following years:

- Education White Paper 2: The organisation, governance and funding of schools (1996)
- Education White Paper 3: Programme for the transformation of Higher Education (1997)

- Education White Paper 4: Programme for the transformation of Further Education and Training (1998)
- Education White Paper 5 on Early Childhood Education: Meeting the challenge of Early Childhood Development in South Africa (2001)

b. Education White Paper 6 (2001)

EWP6 is of particular importance because it sets out the guidelines for Inclusive Education in the country. It acknowledges the importance of providing an effective response to the educational experiences of learners with special educational needs, including those within the mainstream schools (South African Department of Education 2005).

EWP6 seeks to

- address the needs of all learners in one undivided education system
- move from categorizing learners according to disability, to assessing the needs and levels of support required by individual learners in order to facilitate their maximum participation in the education system
- ensure that there is sufficient differentiation in curriculum delivery to accommodate learner needs, and to make support systems available for learners and schools (South African Department of Education 2005)

EWP6 states that within each province there will be schools that offer varying levels of support to learners. In this continuum of support there are mainstream schools, which provide basic levels of care and support for learners. Above these are “full-service schools”, which provide higher levels of support through additional staffing and resourcing. Finally, there are “special schools as resource centres” that provide the highest levels of support, to learners who experience severe barriers to learning. These schools also serve as resources to the full-service and mainstream schools.

In introducing EWP2006, the then Minister of Education, Kader Asmal, wrote that it was another landmark policy paper that cut South Africa’s ties with its past. EWP6 also recognized the vital contribution that people with disabilities were making and must “continue to make but as part of and not isolated from the flowering of our nation.” He also said:

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 at schools or colleges—that the place of these children is not one of isolation in dark backrooms and sheds.

It is with their peers, in schools, on the playgrounds, on the streets and in places of worship where they can become part of 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. KADER ASMAL

He said too that race and exclusion were the decadent and immoral factors that determined the place of innocent and vulnerable children.

Special schools would be audited, and investment plans would be developed to improve the quality across all of them. Learners with severe disabilities would be accommodated in these vastly improved special schools, as part of an inclusive system. In this regard, the process of identifying, assessing and enrolling learners in special schools would be overhauled, and replaced by structures that acknowledged the central role played by educators, lecturers and parents.

Given the considerable expertise and resources that are invested in special schools, we must also make these available to neighbourhood schools, especially full-service schools and colleges. As we outline in this White Paper, this can be achieved by making special schools, in an incremental manner, part of district support services where they can become resources for all our schools. KADER ASMAL

EWP6 defines Inclusive Education and Training as

- Acknowledging that all children and youth can learn and that all children and youth need support
- Enabling education structures, systems and learning methodologies to meet the needs of all learners
- Acknowledging and respecting differences in learners, whether due to age, gender, ethnicity, language, class, disability, HIV or other infectious diseases
- Being 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
- Maximizing the participation of all learners in the culture and curriculum of educational institutions, and uncovering and minimizing barriers to learning

2.4 Overview of South Africa's teacher education programmes

This section presents an overview of the universities and training institutions that offer teacher education programmes in the country. It specifically looks at how Inclusive Education course content is offered, as well as the requirements and certifications for this content in the various teacher education programmes.

South Africa has 23 public higher education institutions, of which 17 are universities and six are “universities of technology”. Although some offer teacher education qualifications, the universities of technology mainly offer “technology-focused” qualifications. Therefore, they have not been included in this review.

All teacher education qualifications in South Africa are determined by the Policy on the Minimum Requirements for Teacher Education Qualifications (2011) that is based on the Higher Education Qualifications Framework. The policy is relatively new, as it was published in the Government Gazette of 15 July 2011. It replaces the *Norms and Standards for Educators* that was published in February 2000. However, given the recentness of the publication of the new policy, all institutions in the country currently offer programmes designed and based on the 2000 document, but are engaging in reviewing these programmes to align them to the new policy. The South African Council of Higher Education is also setting up and training panels to prepare for the large volume of work that will come when quality assurance processes take place after the completion of the review of programmes in higher education institutions.

It should be noted, therefore, that the programme review that is presented in this document is for programmes that are undergoing review processes. Since some programmes might undergo drastic changes to bring them in line with the new policy, only a few selected programmes have been included in this review, i.e. the Bachelor of Education (BEd), Bachelor of Education Honours (BEd [Hons]) and the Master of Education (MEd). Although the new policy

requires these programmes to change their National Qualification Framework (NQF) levels (with concomitant changes in the degrees of complexity), the new policy does not require drastic changes of focus for each of these programmes. Therefore, presenting them in this review document is not a futile exercise, as most of the content may remain unchanged. Programmes that will require drastic changes and new programmes have not been included.

2.4.1 Pre-service teacher education programmes

There are two existing pre-service teacher education programmes: the BEd and the Postgraduate Certificate in Education (PGCE). Currently, they are both at NQF Level 6, but will be at NQF Level 7 when aligned to the new policy. The PGCE is a “capping qualification” to an undergraduate non-education degree. As a result, most courses within the PGCE focus on teaching specializations, with a few core modules (education studies modules) that introduce students to education theory.

For the BEd qualification, all institutions offer education studies (theory) modules that have some components that introduce students to educational psychology and the concept of Inclusive Education. A few institutions (University of Pretoria, University of Johannesburg and Rhodes University) have psychology modules in their curriculum. Only a few universities (e.g. Zululand, Fort Hare and the Free State) have included a suite of modules focusing on Inclusive Education within their BEd curricula.

2.4.2 Postgraduate teacher education programmes

The postgraduate qualifications offered are the BEd (Hons), the MEd and the Doctor of Education (DEd) or PhD. There are a number of modules offered in the BEd (Hons) courses, with some credits allocated to a research project. Within the BEd (Hons) programme, some universities (Johannesburg and KwaZulu-Natal) have included modules with an Inclusive Education focus that can be selected by students to form a specialization in Inclusive Education or educational psychology. Some institutions (such as the University of Western Cape, the University of the Free State and the University of Zululand) have entire BEd (Hons) qualifications that focus on Inclusive Education and educational psychology. Some of these universities that have a strong component of Inclusive Education in their BEd (Hons) (for example, the Universities of Zululand and the Free State) specifically state that students may choose to do their research within the Inclusive Education field.

In all universities there are two options for the MEd programmes. The first option is for students to do a full dissertation on a research project within a specific field. In the other option, coursework comprises 50 per cent credits, allocated to a set of modules within a specific field plus modules focusing on research; the remaining 50 per cent of credits are allocated to a research project. In this type of MEd, the research project will be in the same field as the modules that were taken.

Some universities have included modules with an Inclusive Education focus as components of the MEd. Such components vary in strength. In some programmes (e.g. at Rhodes University and the Universities of Cape Town and the Western Cape) they are single modules. In others, it is a set of modules forming a specialization (e.g. the Universities of Pretoria, KwaZulu-Natal and Johannesburg), while in other institutions the entire qualification focuses on educational psychology or Inclusive Education—e.g. at the Universities of Johannesburg, the Free State, South Africa (UNISA) and Zululand.

To conclude: clearly, there are varying degrees of inclusion and intensity of Inclusive Education within current programmes in different institutions. Although the new policy does not specify the number of credits allocated to Inclusive Education within programmes, it does provide guidance regarding the knowledge-mix within programmes. For example, within the BEd programme, 50 per cent of credits should be allocated to teaching specialization, 40 per cent allocated to educationally-focused disciplinary learning, while 10 per cent are flexible credits that can be used to address the needs of individual students (for example, to strengthen the specialization in complex subjects). Universities have the option of how they utilize these credits in relation to Inclusive Education.

2.5 South African literature review

This literature review explores existing research on teacher education for Inclusive Education in South Africa. Specifically, the review examines the extent to which pre-service and in-service teacher training programmes prepare teachers for inclusive and democratic classrooms. The review also considers existing research on the training, pedagogy and attitudes of teachers, and whether or not these are in line with the inclusive direction of governmental policy.

Overall, the literature review aims to answer the following question: How well are teacher programmes currently preparing teachers for inclusive and democratic classrooms?

2.5.1 Teacher training practices

Many teachers in South Africa have received a one-week training related to EWP6 and the Revised National Curriculum Statement (RNCS). This training served as an orientation to the policy goals and aims, but did not provide teachers with the skills and understanding required to take ownership of the new educational pedagogy (Naicker 2006). Research has shown that there is a lack of effective preparation for teachers and that they are entering the classroom unable to cater for the diverse educational needs of the learners. Because of this, Inclusive Education is perceived negatively and causes additional stress for teachers (Engelbrecht 2006).

In general, teachers do not receive adequate training in the epistemological and theoretical underpinnings or the practical skills required for teaching in an inclusive classroom and for adopting a new way of thinking (Naicker 2006; Molohe 2007; Prinsloo 2001). The lack of effective training has had a negative impact on the development of innovative teachers who are able to think creatively and adapt to a more constructivist approach. Because teachers are only exposed to the aims of the new policies and not to the underlying theory, they are not able to become dynamic, creative and reflective educators (Naicker 2006).

Another negative aspect of the in-service training is that it used the “cascade” method, in which small numbers of teachers were trained and were then expected to disseminate the competencies and knowledge they had gained to their colleagues (Engelbrecht 2006). Unfortunately, this has not proven to be an effective way of training teachers. In addition, Shalem (2003) points out the following concerns with in-service training for teachers in South Africa:

- Training is often fragmented and short-term.
- Training lacks in-depth content knowledge.
- Training does not take unique contextual influences into consideration.

According to a study conducted in the Province of KwaZulu-Natal, teachers do not feel that they are prepared adequately for including learners with special needs in mainstream classrooms. The questionnaires were completed by a sample of primary and secondary level teachers, and overwhelmingly (85%) they reported that they had not received the proper

training to equip them with the knowledge, skills and competencies required (Naicker 2008). Another study, conducted in a sample of schools in the Mpumalanga Province, found that 75.6 per cent of teachers had never received any training in Inclusive Education. Furthermore, only 5.8 per cent of teachers in the study felt that they had received sufficient training to implement Inclusive Education (Molope 2007). Thus, even though some teachers may have received training in Inclusive Education, very few felt that the training prepared them adequately for inclusive teaching.

To gain the skills and competencies needed to teach in an inclusive classroom, teachers require additional training, with a focus on adapting the curriculum, adapting teaching methods and working in greater collaboration with colleagues, parents and the broader community (Möwes 2002). They must also receive training on how to understand and assist learners with behaviour problems, as these create significant barriers to effective learning (Prinsloo 2001).

2.5.2 Teaching pedagogy

Under Apartheid, the pedagogical approach was a very authoritarian and controlling one. This approach was not very adaptive or active (Naicker 2006). Despite advances made in developing inclusive policy, to a large extent classroom pedagogy remains authoritarian, where the teacher is seen to be the “controller” in the classroom, and knowledge is fixed and learning involves repetition (Naicker 2006). This is not conducive to implementing the learner-centred policy that is located within a constructivist framework, where knowledge is built up (Naicker 2006).

Although current South African education policy is based on inclusion and access to a single curriculum, this has not resulted in a “pedagogic revolution” (Naicker 2006). Part of the problem is that there is a lack of institutional capacity in the form of qualified and trained staff able to successfully implement new education policies (Engelbrecht 2006). Research has shown that teachers play the most influential role in the successful implementation of Inclusive Education, but in general teachers in South Africa do not feel confident in the pedagogical approaches required for inclusive teaching (Engelbrecht 2006).

Even when teachers are committed to the principles of inclusion, they often do not have the skills or understanding on how to actually implement it (Molope 2007). Although teachers

are often in principle in favour of using more effective methods of teaching (such as group work, discovery and using previous knowledge as building blocks for learning), in reality they do not use these methods in their daily instruction (Morrow 2007). As a result, teachers often still think in terms of traditional teaching methods and specialized education models (Hay et al. 2001).

The inclusive education policy in South Africa requires teachers to develop new pedagogical skills in order to fulfil the roles expected of them. For example, the skills sometimes required of them now include those of: learning mediators, interpreters and designers of learning programmes; administrators; managers; assessors; disciplinarians (Phillips 2008). Because of insufficient training to deal with the challenging realities of the classroom, South African teachers often feel inadequate in fulfilling these roles (Phillips 2008).

2.5.3 Teacher attitudes

As discussed earlier, the Apartheid education system focused on exclusivity and a medical model for Special Education. Fundamental to this model was a belief that the deficit was in the individual rather than in the system (Naicker 2006). In addition, the policy of separation effectively legitimized exclusionary practices and created the attitude among teachers that educating learners with special needs was beyond their capabilities (Engelbrecht 2006). Although post-Apartheid policies have in theory shifted away from this thinking, it seems that the attitudes and mindsets of education practitioners have not made the same shift (Naicker 2006).

Teachers often give contextual reasons for feeling unprepared to teach in an inclusive classroom, rather than acknowledging that what they really need is a shift in mindset. According to one literature review, the following reasons were given for not being prepared to include learners with special needs in mainstream classrooms (Naicker 2008):

- Large class sizes
- Lack of support
- Lack of knowledge
- Lack of skills and competencies
- Lack of resources

- High stress level
- Time constraints

Teachers' negative attitude towards inclusion can also be attributed to their struggle to deal with diversity in the classroom and their lack of self-assurance in using new methodologies (Prinsloo 2001).

Partially because of these perceived constraints to inclusion, teachers have reported a decline in morale and less willingness and ability to cope with regard to the inclusion of learners with special needs in regular classrooms (Engelbrecht et al. 1999). Teaching in an inclusive classroom is seen to be placing additional demands on teachers who are already struggling to cope with policy changes in education (Naicker 2008).

Teachers also feel that changes are forced on them from the top down, and this has a further negative effect on their attitude toward inclusion. They feel they have no say in these changes and that they also do not get enough support to prepare them for these changes (Hay et al. 2001). This has resulted in teachers feeling disempowered and unsupported (Naicker 2008).

Teachers with negative attitudes toward Inclusive Education need to be supported to develop positive attitudes. This is essential to the realization of the aims of EWP6 in the classroom (Möwes 2002). Because attitudes are often affected by information, it is important that teachers be well informed about learners who experience barriers to learning. Through gaining additional knowledge, they will become more empowered and prepared to implement Inclusive Education (Wade 2000). Increasing competency and knowledge will result in improved attitudes toward inclusion. Increased knowledge improves attitude because it helps to dispel misconceptions and clarify misunderstandings.

2.6 Conclusion: South Africa

Research shows that teachers in South Africa are not adequately prepared for inclusive classrooms by in-service or pre-service training. The training that teachers do receive often lacks the theoretical foundation required to create a change in mindset, nor it provide the practical skills needed. In-service training is often short-term and fragmented, and does not consider the contextual environment of teachers. Overall, several studies have shown that South African teachers do not feel adequately prepared for including learners who experience

barriers to learning in the classroom. This lack of effective training has a negative impact on the attitudes of teachers towards inclusion and their perception of their own ability in teaching learners who experience barriers to learning.

In addition, the pedagogy used by teachers continues to be authoritarian and lacks adaptability and creativity. Although advances have been made in creating inclusive policy, this is not being realized in the pedagogy found in classrooms. Again, a lack of effective teacher training plays a role here, in that teachers have not learnt the skills or the theoretical underpinnings required in adopting an inclusive teaching pedagogy.

Furthermore, many teachers in South Africa have a negative attitude toward inclusion. Although they may express the opinion that inclusion is a good idea, they also report that they are not comfortable teaching in an inclusive classroom, which is partially due to a lack of self-assurance in the new methodologies. This indicates that the mindsets and attitudes of teachers have not shifted beyond past policies. Other factors that impact negatively on their attitudes toward inclusion are: the environment that they find themselves in (i.e. lack of resources, overcrowded classrooms, etc.); the high number of curriculum changes over the last several years; the feeling that policies are forced on them from the top down without necessary input; low morale and high stress levels.

South Africa has human rights-based policies that state that every child in the country, regardless of the barriers to learning that they may experience, will have access to quality education. In addition, the country has several reputable universities offering teaching programmes at various levels. Several of these universities offer courses related to inclusion in varying levels of intensity. However, these courses focusing on Inclusive Education are seen as options or electives, rather than being mandatory for all people studying to become teachers. As a result of this and the lack of effective in-service teacher training, most South African teachers have not adopted the appropriate pedagogy and attitudes to teach in an inclusive classroom. This indicates a concerning “disconnect” between the policy of the country and the reality in the classroom.

A recommendation emanating from this is that pre-service teacher training should make courses related to inclusion a mandatory part of the degree. In addition, in-service training practices need to be reviewed to ensure that all teachers in the country are receiving effective, quality training related to inclusion. This will help to ensure that teacher adopt inclusive,

reflective and creative teaching practices, and will help encourage a positive change in mindset toward inclusive education.

Chapter 3 : Review of Inclusive Education in Namibia

3.1 Definition of Inclusive Education in Namibia

While the definitions of Inclusive Education in Namibian policy cover the entire scope of Inclusive Education, discussions on the subject in the country lean heavily toward disability, without taking into account other categories of exclusion.

According to Daniels and Garner (1999:13), the National Centre on Inclusive Education and Restructuring defines inclusive education as

...providing to all students, including those with significant disabilities, equitable opportunities to receive effective educational services, in age-appropriate classes in their neighbourhood schools, in order to prepare students for productive lives as full members of society.

Although this definition refers to “all students”, it specifically makes note of disability as an issue of exclusion, without discussing other barriers to learning. This reveals that to a certain extent, Inclusive Education is still viewed as a disability issue in Namibia.

3.2 Namibian historical context

Namibia also experienced colonialism. Known as South West Africa then, Namibia was first conquered by Germany. After the defeat of Germany in World War I, the country became a League of Nations mandate, and South Africa was entrusted with running the territory.

South Africa governed Namibia as if it was one of its provinces, and the policy of Apartheid was introduced in the country. From the 1960s, resistance against the South African occupation grew from protest to a war of resistance fought by the South West African People’s Organization (SWAPO). Faced with an armed struggle waged from neighbouring Angola, South Africa militarized the territory. Martial law was imposed over large swathes of the country. Detention without trial and torture were among the human rights violations inflicted upon those who resisted.

As international pressure grew, South Africa rejected constitutional proposals for Namibia, and in 1978 the United Nations Security Council adopted Resolution 435. This resolution,

which set out proposals for a cease-fire and UN-supervised elections, was the beginning of the end for South African rule and the beginning of the road to freedom for Namibia.

On 21 March 1990, Namibia became independent.

The resistance against the South African occupation was but one of the wars waged by Namibians against colonialism. Between 1904 and 1907, the Herero and Nama people took up arms against the Germans. It's estimated that up to 80 per cent of the Herero people and up to 50 per cent of the Nama people were killed in this war (Focus Travel Centre: www.focusnamibia.com).

When it took power as the first democratically elected Namibian Government, the SWAPO Government was confronted by a legacy of injustice, segregation and Apartheid.

Before independence in 1990, the education system was characterized by segregation along ethnic lines. There was, for example, an administration for whites, for Ovambos and for Hereros, and each administrative authority had the responsibility for their education planning and offerings. The administration of whites received the highest budget, followed by that of the Coloureds,² while the rest of the black communities received inadequate budgets and were therefore offered low-quality education, characterized by lack of human and material resources. Many children, especially from black communities, did not attend school, dropped out of school without completing basic education, or had to be content with secondary education as the highest level they could attain. There were very few special schools for black children, and more often than not, learners with disabilities or special needs would drop out of school prematurely.

The injustices of the past were the driving force behind the new Government's decision to declare education a right of all, and not a privilege of the few as was the case during colonial times. This seems to have laid the foundation for Inclusive Education. At independence, the Namibian Constitution made education a right for all, with basic education being free and compulsory (Republic of Namibia 1990). The Government also made access, quality and democracy as educational goals (Republic of Namibia 1993:32). These goals made it possible

² In a Southern African context, "Coloured" refers to a distinct but heterogeneous ethnic group of mixed ancestry.

for all Namibians to have equal opportunities to access quality education within the newly established democracy.

Inclusive Education theory and policy in Namibia is rooted in various international conventions signed by Namibia, of which the Salamanca Declaration is the most notable. In addition, legislation outside the education sector has also provided a good frame of reference for inclusion.

Despite the various legislation and theoretical commitments to inclusion, both at education- as well as community- and society-levels, the implementation of Inclusive Education in Namibia is experiencing various challenges. The research of Zimba et al. (2007:21) emphasizes that the principles of inclusion have not been properly understood by stakeholders in the education system. These stakeholders include policymakers, principals, teachers, parents and other role players and communities. Consequently, the paradigm shift towards Inclusive Education has been negatively affected by the lack of homogeneity in the concept of inclusion. Thus, there is a need to formulate a uniform and consensually understood concept of what inclusion in Namibia is and should be. There is also a need to understand that there is a continuum towards full inclusion and how the country will realistically go about reaching full inclusion.

3.3 Namibian policy review

Article 20 of the Constitution (the Republic of Namibia 1990) proclaims the right of all persons to education. The commitment was further enhanced by the participation in, and ratification of, the Jomtien World Conference on Education for All (1990).

Quoting from Article 10 (Equality and Freedom from Discrimination) of the Constitution, the National Disability Policy (1997), which is an independent policy crafted to specifically address the needs of persons with disabilities, declares that “all persons shall be equal before the law” and that “no person may be discriminated against on the grounds of sex, race, colour, ethnic origin, creed or social or economic status” (Republic of Namibia 1997: 3).

In 1993, the Ministry of Education and Culture released a policy document named “Towards Education for All,” which outlined four major goals on which the Namibian education system was to be based. These were: *access*, *democracy*, *quality* and *equity* (Republic of Namibia

1993:32). In it, the Government promises equal educational opportunities to all residents in Namibia. It goes further to suggest the integration of learners with special needs and disabilities as far as possible into the regular schools. These goals have been used as the cornerstones for the reforms that were implemented in the Namibian education system after independence.

The Policy Options for Educationally Marginalized Children (Republic of Namibia 2002) puts Inclusive Education into context. This document widened the concept of education for all further, as it made people aware of the educational needs and rights of children who are at risk of not accessing, or dropping out of, education programmes. These include children who

- Live on the streets
- Have disabilities or special needs
- Become parents prematurely
- Are affected by abject poverty or HIV&AIDS
- Live in informal settlements
- Are orphans or are vulnerable
- Live in remote rural areas with limited educational stimulation and resources

Through this document, the Ministry of Education and Culture and communities became aware of the educational rights of these various groups of children.

In June 2008, the (draft) Sector Policy on Inclusive Education commissioned by the Ministry of Education was completed.³ It gave a mandate to all institutions in the education sector eventually to become inclusive schools, “providing education to all children in their locality” (Väyrynen 2008:3). It further emphasizes that the development of good Inclusive Education practices requires institutional change and that all educational institutions should regularly monitor their policies and practices “and make sure that they meet the needs and aspirations of all learners” (Väyrynen 2008:13).

The draft policy identified the following eight main strategic areas for the implementation of Inclusive Education:

1. Inclusive Education should be perceived as an educational approach that aims at

³ The policy has since been revised and is ready to be presented to Cabinet for final approval.

assuring wider access to education “by improving quality and diversifying educational practice.”

2. All stakeholders should reach a common understanding regarding Inclusive Education: its meaning, its principles and its implementation possibilities.
3. Educational institutions should move towards becoming inclusive and welcoming institutions to all learners and students in their communities. Each institution should develop their own support base in order to respond to the needs of learners and students with special needs.
4. Monitoring and evaluation modalities need to be developed to keep track of, and provide, both quantitative and qualitative data of the achievements and pitfalls of the inclusion process.
5. It is proposed that the current Special Needs Education be decentralized, and regions be empowered to manage the inclusion process at the regional level.
6. Teacher education should be strengthened that enables teachers to develop a holistic understanding of Inclusive Education, with at least one teacher per school developing a reasonable level of expertise to address the challenges of learners with special needs at school level.
7. Managers and administrators in the education sector should be provided with skills and knowledge to enable them to understand, interpret and implement Inclusive Education.
8. The Basic Education curriculum needs to be revised so as to become more responsive to the educational needs of learners and students with diverse needs.

3.4 Review of Namibia’s teacher education programmes

3.4.1 Institution offering teaching education programmes

With the exception of programmes offered by private and international universities and institutions (mainly from South Africa), teacher education is currently the responsibility of one main institution—the University of Namibia.

Prior to 2011, the Ministry of Higher Education managed four colleges of education, which offered a three-year diploma in Basic Education. A Cabinet decision in April 2010 resulted in

the merger of these colleges with the Faculty of Education of the University of Namibia. Whereas the University of Namibia was traditionally responsible for teacher education for the secondary school phase and specialized postgraduate qualifications, it now offers teacher education for early childhood, pre- and lower primary phases, as well as upper primary, junior secondary and senior secondary phases. Its postgraduate programmes provide students with skills to operate in higher education, as well as other post-secondary environments.

Before 2004, Inclusive Education content was covered as an integrated approach, carried by courses such as Issues in Education, Early Childhood, Educational Social Psychology and Educational Psychology. The only standalone course, which ran from 1995 to 2008, was the Specialised Postgraduate Diploma in Special Education. Although it focused on Special Needs Education, Inclusive Education played a central role in it.

The Department of Educational Psychology and Inclusive Education deemed it necessary to submit to (the university's) Senate a request for an Inclusive Education focus by offering standalone Inclusive Education courses. These courses are now offered at both undergraduate and postgraduate levels in the university programmes.

3.4.2 How Inclusive Education course content is offered

All pre-service teacher education students take an introductory course in Inclusive Education that is offered for one semester during the second year of study. Among other themes, the course covers: definitions and the scope of Inclusive Education; different models and approaches in the field of Inclusive Education; international developments; legislation. The same course is offered to students pursuing their training in distance or part-time mode. There are no prerequisites for this course, which is offered to all students across the different levels (lower primary, upper primary and secondary phase). It is pitched at NQF Level 7 and offers eight credits.

During the fourth year of study, students select a career specialization from: Inclusive Education 2; School Leadership and Management; Life Skills; Curriculum Planning and Development; Sport Organisation and Administration; Arts and Culture Development and Organisation and Advanced Sign Language. The specialization is a two-semester course that follows after the completion of the school-based component (i.e. Teaching Practice). The prerequisite for Inclusive Education 2 is Inclusive Education 1, which is done in the second

year of study. The Inclusive Education 2 course is pitched at NQF level 8, and offers 12 credits. A requirement of this course is a one hour practical session per week that is intended to give students an insight into the practical application of Inclusive Education. Both Inclusive Education I and Inclusive Education 2 are offered full-time, as well as part-time through distance education.

For most of the University of Namibia courses, e-learning options are now becoming more readily available, although it is not a separate mode of offering. Although not without problems (such as limited internet access and difficulties in managing and maintaining video-conferencing facilities), this option makes it possible for students at satellite campuses and centres to access Inclusive Education content from experts at the main campus.

Besides these two courses, the University of Namibia offers a compulsory core module called Social Contemporary Issues. It is offered to all students in the university and comprises HIV and AIDS, Gender and Ethics sub-units. Although it does not directly address Inclusive Education, its underlying principle is that of enhancing tolerance and acceptance of all people, irrespective of their differences.

At postgraduate level, the Department of Educational Psychology and Inclusive Education offers four Masters in Education programmes. In all these programmes, listed below, the principle of inclusive societies is an underpinning theory:

- Masters in Education in Literacy and Learning
- Masters in Education (Early Childhood Development)
- Masters in Educational Psychology (Guidance and Counselling)
- **Masters in Education (Inclusive Education)**

For the purpose of this review, the focus is on the Masters in Education (Inclusive Education). It started in 2010, with the purpose of developing students' expertise in the area of Inclusive Education so that they will eventually be able to drive programme design, implementation, monitoring and evaluation.

Admission requirements: students must have completed

- An Honours degree with Inclusive Education, Educational Psychology and/or Special Education or equivalent from any accredited institution, with an overall C-average

OR

- A BEd plus Postgraduate Diploma in Special Education/Inclusive Education obtained from any accredited institution (Level 8)

AND

- At least two years of appropriate post-bachelors professional experience in the area of Inclusive Education or Special Education

Curriculum framework. The following courses form part of this degree (2013): Academic Writing for Postgraduate Students, Advanced Educational Research in Educational Psychology; Theoretical Framework for Inclusive Education; Collaboration and Teaching in Inclusive Settings; a choice of one of the following: Reading and Writing Difficulties / Deaf Education and Communication (not active) / Managing Emotional and Behavioural Difficulties (not active) / Visual Impairment and Braille Systems (not active) / Teaching Literacy Skills; Advanced Educational Research in Methodology (core); Teaching and Learning in Differentiated Classrooms.

3.4.3 How well teachers are prepared for inclusive and democratic classrooms

The impact of teacher education programmes are difficult to assess, as tracer-studies have not yet been not conducted to critically assess how teacher preparation impact teacher delivery. However, informal feedback and mini-researches have shown that current teacher education programmes are too theoretical. BEd final year students of 2008 and 2009 were asked to evaluate their courses by way of a questionnaire, and the results confirmed this (Haihambo 2008).

In addition, graduates from the Faculty of Education programmes who were appointed in special or inclusive schools often reported having had difficulties acquiring practical skills, which were not included in their pre-service teacher education programmes. They therefore

had to learn on the job in their schools. Special and inclusive schools therefore provided a certain degree of in-service training in practical skills such as braille, sign language and certain para-occupational therapy skills. It was this kind of feedback that led to the introduction of compulsory practical sessions in university courses.

Unfortunately, when they are teaching, many teachers do not practise what they are taught in Inclusive Education. There are many impediments to the implementation of Inclusive Education, such as attitudinal barriers, school and classroom characteristics, infrastructural and structural barriers, and budgetary constraints. More often than not, teachers who had undergone training that included principles and philosophies of Inclusive Education find themselves placed in schools that are adversarial in the manner in which they are managed. There are often negative beliefs regarding inclusion in schools. School regulations do not necessarily tally with inclusive principles: for example, there are schools where punishment is used as a single response to deviation from rules, irrespective of circumstances. Sometimes the infrastructure of the schools is dilapidated to the degree of putting children at risk and exposing them to the elements. In a number of cases, the culture of sending children away to special schools is very deeply rooted, and it will take more time and resources to convince people otherwise.

3.5 Namibian literature review

Since 1999, Inclusive Education research, especially with regard to teacher education, topped the research agenda of the Faculty of Education of the University of Namibia, as well as at the Ministry of Education. Research studies, mostly focusing on disability-related issues, were conducted, and the findings were used to inform teacher education and development. A few research studies are cited here.

In 1999, various research papers were presented at a workshop on Inclusive Education in Namibia. This workshop took place only five years after the Salamanca Declaration, and there was a lot of fear of and resistance to inclusion as it was seen as Special Needs and disability only. The following were among the papers presented.

- *Educating hearing impaired learners in the regular classroom: a model for Inclusive Education*, by G Nambira. The paper provided an argument for the place of special

schools for learners who are deaf, and partial inclusion for learners who have partial hearing.

- *The case of the gifted learner*, by P K Wainaina. The “gifted” were identified as a neglected group in Namibia. These children were perceived as a privileged group of children who have no problems, who collect academic awards and pass well. The paper pointed to some repercussions of neglecting children who are gifted.
- *Models of Inclusive Education*, by L Wahome. In this paper, the author highlighted the various models of Inclusive Education based on a continuum from segregation, integration, partial inclusion and full inclusion.
- *Academic practices for inclusive classrooms*, by A D Möwes. This paper identified practices that were used by teachers in the “inclusion by default” that were practised in schools and made teachers aware of their good practices.
- *Inclusive Education in Namibia: challenges for teacher education*, by U Hengari. The paper highlighted the difficulties associated with teachers’ lack of training in Inclusive Education and showed how teacher education can rise above difficulties to better equip teachers to drive Inclusive Education planning and implementation.
- *Problems of teaching the concept of Inclusive Education to University of Namibia students*, by C K Haihambo. In this paper, the researcher pointed to the difficulties students had with understanding and conceptualizing Inclusive Education as opposed to the concepts of integration and segregation they were used to.

In 2002, the Namibia National Commission for UNESCO commissioned a situation analysis on children living and being on the street. This study was conducted in collaboration with the Ministry of Regional Local Government and Housing as street children issues were dealt with by that Ministry. C K Haihambo was the author of *A situation analysis of children living and being on the street: the case of Namibia*.

From 1999 to 2001, the University of Namibia’s Department of Educational Psychology and Inclusive Education conducted a longitudinal research project on Inclusive Education as part of a cooperation agreement between it and the University of Oslo. At the end of this project, a conference titled Inclusive Education Educational Research was held, and various research papers were presented. The following are some of papers that have relevance for teacher education:

- *Teachers' perceptions on the inclusion of learners with special needs in regular classrooms in Namibia* (Mostert et al. 2002)

This paper showed that teachers perceived learners with special needs as contributing to the lower speed for completion of the syllabus—they were seen as “guests” sitting in and socializing with their peers until they found space in special schools. These perceptions did not auger well for Inclusive Education principles. For this reason, the Department of Educational Psychology and Special Education made extra efforts to popularize Inclusive Education through multi-level sensitization methods (for example workshops and conferences, radio talks, school visits and university curriculum adaptation).

- *The role of the Faculty of Education regarding Inclusive Education* (Mostert et al. 2002)

This paper revealed the role of the Faculty of Education as a pace setter for Inclusive Education practices.

In 2003, Inclusive Education experts were commissioned by the Ministry of Education to conduct a situation analysis of special needs education in Namibia. This extensive national research culminated in a concept paper used by the Ministry of Education, as well as the University of Namibia, to direct teacher professional development and learner support. It was entitled *A situation analysis of special needs Education in Namibia* (Zimba et al. 2004).

This study confirmed that, although there were generally high expectations for, and belief in, Special Education provision, many children who deserved to be catered for through the Special Education-approach were left out due to a shortage of space and resources. Only some teachers were aware of the Inclusive Education-drive, while the majority of those who knew about it described it as the integration of children with disabilities into regular schools. Like teachers, many parents and caregivers expected children with disabilities to be taken away to special schools, as they deemed themselves unskilled to deal with the specialized needs of their children.

Other Inclusive Education research studies include the following:

- *Namibian secondary school teachers' perceptions of Inclusive Education: Doctoral dissertation for the University of Stellenbosch* by A D Möwes (2007)

This study revealed that many teachers and principals were of the opinion that Inclusive Education will mean more work for them and they will be expected to offer specialized services for which they have not been trained.

- *An assessment of services rendered to orphans and vulnerable children in Namibia* (Haihambo et al. 2006)

This study revealed the various difficult circumstances orphans and vulnerable children experienced due to poor socioeconomic conditions of caregivers, the disintegration of extended family philosophy and practice and insensitivity of teachers and community members. For example, orphans and vulnerable children were

- Exploited for their resources exploited (grants they receive from Government by virtue of their being orphans or having certain vulnerabilities)
- Stigmatized and discriminated against, especially if the cause of their parents' deaths were HIV-related
- Used as domestic workers and cattle herders by their caregivers, leaving them little time to do school work

However, the study also revealed some best practices, whereby families fostered orphans and vulnerable children and treated them well. Some schools also went out of their way to meet both the basic and psychosocial needs of orphans and vulnerable children.

- A 2008 study by C K Haihambo, *Students' perceptions of the Inclusive Education offerings in the Faculty of Education*

A 10-item open-ended questionnaire was completed by final year BEd programme students. The main finding of this research was that students felt that the course was too theoretical. They recommended that more practical components be added as learning outcomes to the Inclusive Education and Specific Learning Difficulties course. This has now been done, as practicals are now included in most professional development courses of the University.

Practicals are meant to expose to students to the practical components of their modules. Students pursuing modules in Inclusive Education are largely exposed to the theoretical framework underpinning Inclusive Education. However, students who are

interested in working specifically with pupils with particular special needs do not get the practical skills of, for example, sign language, braille, and support strategies for persons with autism. The university and Ministry of Education thus rely on existing special and resource schools, as well as civil organizations like Special Needs Network, Autism Namibia, Oponganda and Onyose centres (Windhoek), Sunshine Family Centre in Walvis Bay and CHAIN Centre in Swakopmund for skills development. This happens as in-service training once novice teachers are placed as volunteers or are employed in these institutions. This study thus indicated a gap between theory and practice.

- *Inclusive Education: challenges of students with disabilities in higher education in Namibia.* Doctoral dissertation for the University of South Africa by C K Haihambo (2010)

This study revealed, through narratives and “photo-voice”, the multiple challenges experienced by students with disabilities in higher education. The challenges ranged from: physical access to lecture rooms due to unfriendly institutional infrastructures; lecturers’ lack of consideration regarding disabilities; lack of socialization activities; lack of coherent services for students with disabilities.

- *Challenges facing the management of Gabriel Taapopi Inclusive School in Northern Namibia.* A Masters’ thesis for the University of Namibia by M J Lukas (2012).

In this study, the researcher studied an inclusive school with the eyes of an outsider and explored how inclusion is managed in that particular school. He had in-depth interviews with: blind learners, as well as those who are partly sighted; teachers; members of school management.

His study revealed that the school was managing Inclusive Education as if it were an extra duty. It also revealed that the Ministry of Education did not support the school as was expected in terms of provision of training and materials. The study revealed clear pockets of integration and inclusion, but also that characteristics of integration were more manifest than Inclusive Education.

3.6 Conclusion: Namibia

The literature review reveals that in Namibian education circles, Inclusive Education is defined holistically and in line with international declarations and conventions. However, in practice in Namibia, the term “Inclusive Education” tends to refer to children and youth with disabilities, and that at grassroots community level there is a lot of misunderstanding regarding Inclusive Education. Communities are largely caught in the notion of special schools, which are often viewed as “relief or drop-off centres”, where parents of children with special needs can leave children in the care of specialized caregivers.

The University of Namibia has revised programme delivery to include Inclusive Education courses. The emphasis is currently on the philosophy of Inclusive Education. The limited research suggests that courses are currently too theoretical and do not provide students with the skills necessary to support learners and create barrier-free inclusive environments.

The literature also reveals that schools catering for learners with disabilities have unofficially served as training institutions for specialized skills, such as braille and sign language. There is also little or no evidence of effective in-service training programmes in Inclusive Education

There is a noticeable gap between the inputs of teacher education and the outcomes or teacher performances. This needs further research so that the issue can be addressed. There is a need for deeper research on teachers and teacher education in relation to Inclusive Education. Action and other empirical research methodologies can be employed.

Chapter 4 : Review of Inclusive Education in Botswana

4.1 Definition of Inclusive Education in Botswana

The definition of Inclusive Education in Botswana is enshrined in the Republic of Botswana’s Inclusive Education Policy (Government of Botswana 2011:2). It was adapted from UNESCO (2008) and reads

Inclusive education is a process that involves the reform of schools and other centres of learning to cater for all learners including (a) ethnic minorities, (b) rural populations, (c) those affected by HIV&AIDS and (d) those with learning disabilities/difficulties as well as serving the adults.

From this definition, it is clear that the Government of Botswana believes that through the implementation of the Inclusive Education policy, a more holistic answer to increasingly diverse learner needs will be achieved.

The Botswana Government’s approach towards EFA has a narrower base that emphasizes Special Education, rather than a broader-based inclusive and democratic education system. This has resulted in more specialized teacher development, albeit with a few traits of inclusive concepts, in areas such as child-friendly schools and involvement of the community in the management of school—essential elements for a successful inclusive education system.

4.2 Botswana historical context

The landlocked country of Botswana became independent on the 30 September 1966. In 1885, the country (then known as Bechuanaland) had become a British Protectorate, following an appeal for protection in the face of rising tensions with the Dutch Boers in the Transvaal. When it gained independence in 1966, Botswana was one of the poorest countries in Africa, but it has since transformed itself to one of the fastest-growing economies in the world.

Formal education in Botswana has come a long way from pre-independence, when education was reserved for the elite, to the present—where the right to education for every citizen is specifically stated in policy (Government of Botswana 1977, 1994).

Before independence, due to the cost of education and biased education policy, only children of the elite families were educated, while the masses were excluded (Chilisa 2000). A large number of children did not have access to basic education due to limited school places and lack of school fees (Government of Botswana 1977). As a result, at the time of independence, western formal education had made little impact on the majority of Botswana (Government of Botswana 1977).

When Botswana attained its independence from Britain in 1966, there were only 251 primary schools and 1624 teachers. Only 20 per cent of school-age children were enrolled in primary school. Even after independence, the colonial educational structure continued. Due to the prevailing poverty levels, most children could not access education.

Diamond mines were opened in the early seventies. Visionary leadership and good governance have made Botswana one of the fastest growing developing countries. The Government set out to provide education to its citizens in order to correct the imbalance of unequal access, and to produce labour for mine industry and various government positions (Government of Botswana 1977).

Botswana views the education of its citizens and access to basic education as a fundamental human right. It also believes that the role of education is to: develop and maintain a society that promotes moral and social values; respect the cultures and languages of different ethnic groups within the country; promote unity; reject discrimination and uphold social justice (Government of Botswana 1993).

In order to achieve all these goals, three major educational policies were formulated: the 1977 National Policy on Education (NPE) (Government of Botswana 1977); the Revised National Policy on Education (RNPE) of 1994; the current Inclusive Education Policy (Government of Botswana 2011), each of which is discussed in the next section.

4.3 Botswana Policy Review

Currently, teacher development related to Inclusive Education is influenced by the various policy documents, as well as various challenges that had impeded the achievement of the targeted goals hitherto. In efforts to improve service delivery for individuals with special educational needs in Botswana, several policies emerged. These included the Revised

National Policy on Education (Government of Botswana 1994), the Pastoral Policy in Secondary Education (2000), the University of Botswana Teaching and Learning Policy, and the Inclusive Education Policy (Government of Botswana 2011).

As a departure point, an explanation of the original National Policy on Education of 1977 is provided as background, before the RNPE and the Inclusive Education Policy are discussed.

4.3.1 The National Policy on Education (1977)

In 1976, the first National Commission on Education (NCE) was appointed as a presidential commission of enquiry tasked with the responsibility of formulating the country's philosophy of education, setting goals for the development of education and training, and recommending the best strategies to achieve those goals. The first NPE of 1977 was derived from Education for Kagisano, the report of this first NCE. The NPE was a significant milestone in the history of Botswana's education system, in that it provided a sound framework for educational planning, and for the provision of education. It also closed a chapter on one of the legacies of Botswana's colonial history—that of restricting access to quality education to only a few privileged individuals.

The NPE endorsed the philosophy of Education for Kagisano (which means Education for Social Harmony). Based on the four national principles of *democracy, development, self-reliance* and *unity*, social harmony is an important outcome for the society of Botswana. The proponents of Education for Kagisano envisaged that an ideal education system for Botswana would be one that could be instrumental in producing a society whose characteristics reflect a pursuit of the national ideal of social harmony.

The aim of the NPE was to increase access to education at all levels, with special emphasis on universal access at the primary level. Towards this end, the NPE proposed the following measures:

- The immediate priority of quantitative and qualitative improvement in primary education
- The provision of nine years of schooling for all by 1990, with the last three years in day Junior Secondary Schools

- A reorientation of the curriculum to embody the national principles and to emphasize the acquisition of basic knowledge and skills that Botswana will need in a developing, rapidly changing society and economy
- The introduction of a national service scheme for Form V school leavers, particularly in the field of primary teaching, so as to “buy time” until sufficient well-qualified candidates for teacher training became available
- A greatly increased emphasis upon part-time learning, out-of-school education and the combination of learning and work
- The elimination of major discontinuities in the present education system

The NPE recommended equality of educational opportunity irrespective of gender, ethnicity, age or social background. Botswana views the education of its citizens and access to basic education as a fundamental human right. It believes that the role of education is to develop and maintain a society that promotes moral and social values. It also

- Respects the cultures and languages of different ethnic groups within the country
- Promotes unity
- Rejects discrimination and upholds social justice (Government of Botswana 1993)

These are in fact the pillars of Inclusive Education. However, the policy was silent on education of learners with special educational needs. Education of these learners was mostly in the hand of NGOs.

In 1992, the second National Commission on Education was established to review the entire education system in Botswana and to address the gaps. Following the submission of its report in 1993, the Revised National Policy on Education was formulated and approved by the National Assembly as Government White Paper No 2 of 1994 (Government of Botswana 1994).

4.3.2 The Revised National Policy on Education (1994)

The RNPE is considered to be the major policy document in the area of education. It provides for education and training of all children and young people, including those with disabilities. The objectives of RNPE are based on following principles:

- Access and equity
(It suggested that many learners did not have access to schools and that access was patchy and therefore not equitable.)
- Effective preparation of learners for life, citizenship and the world of work
- Development of training responsive and relevant to needs of economic development
- Improvement and maintenance of quality in the education system
(With the massive expansion of school places there were concerns about quality.)
- Enhancement of the performance and status of the teaching profession
- Effective management of the education system
- Cost-effectiveness and cost sharing in the financing of education

Since the implementation of the RNPE, Botswana has made significant progress in developing its educational system. For example, the basic ten years of education in Botswana is guided by the RNPE (Government of Botswana 1994): by 1996, it (the RNPE) had introduced the three year Junior Certificate programme that is done after the completion of the seven-year primary education. The RNPE also lists specific provisions for the education and training of all children and young people, including those with disabilities.

In the RNPE, the goals for Special Education include the following:

- To ensure that all citizens of Botswana, including those with special needs, have equality of educational opportunities
- To prepare children with special educational needs for social integration by, as far as possible, integrating them with their peers in ordinary schools
- To ensure a comprehensive assessment that is based on the child's learning needs, and not on group norms, and which is followed by individualized instruction
- To promote early identification and intervention that will ensure maximum success of the rehabilitation process
- To ensure the support and active participation of the children's parents and community through an education and information campaign (Government of Botswana 1994:38)

The RNPE has had positive influences on Inclusive Education practice and thinking in Botswana. This important document includes the following relevant clauses:

- *The teaching profession*
All teachers should have elements of Special Education during their pre-service or in-service training. Those who have not received such training during their pre-service courses should receive it through in-service training.
- *The community*
It is Government policy that, as much as possible, the community should participate in the development and management of education.

Though the RNPE has had a positive influence on the development and reform of the Botswana education system, and in particular towards promoting inclusive education, some clauses may be regarded as impacting negatively on Inclusive Education. For example

- *A career structure should be developed for Special Education teachers*
This recommendation emphasizes the need for development of Special Education teachers, which is more in line with Inclusive Education, as contrasted to a more broad-based training.

This recommendation may be perceived positively as advocating a career structure for Inclusive Education, but it actually falls short of addressing Inclusive Education that is more encompassing and not only disability-focused, as has been the practice.

Exclusion of learners from and within the education system has been a primary concern of stakeholders in Botswana (McBride 2009). Initially, efforts were made that focused mostly on enhancing access. Currently there is a conscious attempt to enhance the quality of education of all learners. Although the RNPE promoted the access and integration of learners with special educational needs into the ordinary classroom, it also created more exclusion in some instances (Hopkins 2004). In order to address this issue, the Government of Botswana decided to develop a specific policy on Inclusive Education.

4.3.3 Inclusive Education Policy (2011)

The premise of Inclusive Education in Botswana is based on the principle that all children, regardless of ability, have an equal right to be educated, which is in line with the country's five founding principles: unity, democracy, self-reliance and development and *botho* (common humanity). This current policy on Inclusive Education has enhanced the nation's

commitment towards improving access and equal rights of education for all. The Government of Botswana strongly believes that all learners, including those with special educational needs, must experience equality of opportunity and social justice within education.

However, teachers acknowledge that classrooms are heterogeneous and learners differ in terms of development, interests, and exposure to a plethora of environments and experiences. The increasing diversity of the student population, coupled with new accountability systems, exacerbates the many barriers for providing appropriate instruction, especially for learners with special educational needs.

As an initial step, the Inclusive Education Policy was presented to the Ministry of Education and Skills Development's Management Team on the 19 August 2011. Later, it was rolled out to the ten regions, targeting different professionals that included Chief Education Officers, Principal Education Officers and Senior Education Officers. However, it has not yet been rolled out to other stakeholders such as other Ministries, NGOs, the private sector and civil society, whose ownership is considered vital if it is to be implemented successfully.

The rollout was a sensitization and lobbying stage in which challenges were experienced, as some stakeholders showed concerns regarding implementation. This was expected however, as change is not always welcomed. But in terms of numbers the response was good, and the input was commendable.

The newly-approved Botswana Inclusive Education Policy explicitly spells out the planned pre-service professional development and re-training of serving teachers as the necessary foundation of a successful Inclusive Education system. The policy is thus holistic in its approach. It has five goals and ten commitment statements targeting the teachers, learners, community, NGOs and private sectors.

The goals of the policy

- All learners will complete their basic education and, where possible, progress to senior secondary, tertiary education or to vocational training.
- Teachers will have the skills and resources to enable children of different abilities to learn effectively.

- Out-of-school education programmes will be developed further and strengthened to ensure the inclusion in education and skills development of those children, young people and adults whose needs cannot be met in the formal system.
- Schools will be supportive and humane establishments that embrace and support all their learners and value their achievements, so that children will attend school regularly and work hard at their studies.
- All relevant governmental, non-governmental and private organizations will work in harmony to develop and maintain an Inclusive Education system in Botswana.

The ten commitment statements of the policy

- Action will be taken to include children of school age who have never been enrolled in school.
- Action will be taken to decrease the number of children of school age who drop out before completing their basic education.
- Changes will be made regarding the education of children of school age who are attending school but not benefitting from what is currently provided, including children of school age who are at significant risk of failing to complete their basic education or of failing to succeed in maximizing their potential.
- Action will be taken to improve skills development and vocational training for young people and adults for whom the current system of vocational training is inappropriate.
- Action will be taken to ensure that teachers will be more effective in enabling children to learn.
- Action will be taken to improve schools' access to a wide range of good quality teaching and learning resources appropriate to the number of children being taught and to the specific needs of children with disabilities.
- Children, young people and adults who have never been to school or did not complete their basic education will be encouraged to do so.
- Action will be taken to ensure that schools are supportive and humane establishments that embrace and support all their learners and value their achievements.

- Children, particularly those with special educational needs, will be encouraged and supported to attend school and benefit from their attendance.
- Mechanisms will be put in place to harmonize relevant planning, policy-making, development and delivery of services. so that the Government of Botswana can deliver an Inclusive Education service that meets national requirements and is in line with international best practice.

Apart from these three policies, there two others that influenced Inclusive Education are: the Pastoral Policy in Secondary Education (2000), which emphasizes the holistic development of learners, and the University of Botswana Teaching and Learning Policy. The latter underscores community engagement and partnership and emphasizes community involvement as a positive element towards the improvement of education quality.

4.3.4 Influence of Education Policy on Teacher Training

The educational policies stress that teachers must have the right competencies so as to provide quality teaching to learners. For example, the very first policy (the NPE) noted that “the quality of teaching is the most important influence on the quality of the education provided in schools” (Government of Botswana 1977:127). In addition, it recommended that a teacher training curriculum should enable teachers to operate along the national principles.

Recommendation 95a of the RNPE states that all teachers should have some elements of Special Education in their pre-service or in-service training. Those who have not received such training during their pre-service courses should receive it during in-service training (Government of Botswana 1994:42). This recommendation was highly appropriate in the context of Botswana. The RNPE recommended Special Education teacher training to cater for the needs for learners with disabilities; RNPE (95b) recommended a broad-based Special Education programme, rather than focussing on a single disability. Despite these recommendations however, the Special Education programme is oriented towards disability and little emphasis is given to other disadvantaged students. It is hoped that the more recent Inclusive Education Policy of 2011 will lead to an improvement in this regard.

4.3.5 Summary of Botswana’s Inclusive Education Policy

In Botswana, the concept of Inclusive Education has become more prominent in education policy over the years, resulting in the move from the narrow-based approach of addressing disabilities and focusing on the Special Needs groups of children, to an inclusive approach, encompassing a wide range of children with diverse needs, as guided by the UN definition of Inclusive Education.

4.4 Overview of Botswana’s teacher education programmes !

Botswana trains teachers at two levels—i.e. at the University of Botswana and five teacher training colleges.

4.4.1 Colleges of Education

Three of the colleges offer the three-year Diploma in Primary Education, while the other two offer the three-year Diploma in Secondary Education.

The five colleges offer pre-service and in-service training at Diploma Level. Pre-service training is offered as a full-time programme, while in-service training is offered both full-time and part-time. This was done in accordance with the recommendation of the 1994 RNPE to offer the existing Primary Teachers Certificate holders the opportunity to upgrade their qualifications.

The colleges also offer a diploma in distance learning for serving teachers. The programme, which takes four years, is modularized and teachers attend lectures during school vacation.

TABLE 1: COLLEGES OF EDUCATION IN BOTSWANA

Name	Level
Molepolole College of Education	Secondary
Tonota College of Education	Secondary
Francistown College of Education	Primary
Tlokwenng College of Education	Primary
Serowe College of Education	Primary

4.4.2 University of Botswana

In order to develop human resources to enable the country to implement recommendations of the RNPE, the University of Botswana introduced the following Diploma and Degrees in Special Education in 1995 and 1999, respectively:

- A two-year in-service Diploma in Special Education for teachers (phased out in 2007)
- A four-year pre-service Degree in Special Education for secondary school leavers
- A two-year in-service Degree in Special Education for holders of a Diploma in Special Education

(This is a three-year course for those with a Diploma in Education or its equivalent.)

The current program is a double major, which means that students take Special Education courses along with a teaching subject. The University of Botswana offers specialization in four areas: intellectual disability, learning disability, visual impairment and hearing impairment. The current programme is disability focused. However, each area of disability is infused with the concept of Inclusive Education. During teaching practice, student-teachers specializing in the area of learning disabilities are placed in regular schools so that they learn to manage learners with diverse educational needs.

4.4.3 How teachers are prepared for Inclusive Education

a. Pre-service training

The teacher education programme does not teach much about the diverse needs of learners. Currently, there are no specific modules or courses on Inclusive Education at the colleges of education and the University of Botswana, because the focus has been on Special Education, with a concentration on issues of disabilities. The Special Education Unit in the University of Botswana and the colleges of education prepare teachers to deal with learners with special educational needs, particularly those with disabilities. It is clear therefore, that the teaching models must be reconfigured to align them with Inclusive Education policies.

b. In-service training

The Department of Teacher Training is responsible for in-service teacher development in Botswana. The department promotes Inclusive Education through

- An adapted UNICEF Child Friendly Schools model (which offers teacher modules of training that include understanding the philosophy of child-friendly schools, the learning environment and the legal framework)
- A joint project between Botswana, Uganda, Kenya and Swaziland)

The Ministry of Education and Skills Development has signed a Memorandum of Understanding with the Cheshire Foundation of Botswana. The two parties carry out workshops for teachers on Inclusive Education, as well as Inclusive Education Policy.

4.5 Botswana literature review

4.5.1 Research in relation to teacher education for Inclusive Education

Mbengwa (2010) investigated the effectiveness of Secondary Education teacher training at Botswana colleges in preparing teachers who can effectively support learners in inclusive classrooms. She explored the perceptions of 225 graduates from the two secondary colleges of education (Molepolole and Tonota). The study found that 63 per cent of the participants valued their education and felt that the Special Education course was useful in preparing teachers for inclusive classrooms. Furthermore, 50 per cent of the participants felt that the Special Education courses at colleges were “eye-openers”. They felt the courses adequately prepared them with the basic knowledge and skills to manage learners with diverse learning with regard to: identification; modification; preparation of learning material; referral; preparation of an Individual Educational Plan on how to support learners experiencing barriers to learning; development in inclusive settings. However, these courses are disability-specific, rather than inclusion oriented.

Dart (2006) explored the perceptions of 59 first year students about individuals with disabilities. Findings of the study indicated that, initially, a large number of the students had negative attitudes toward disabilities but which turned into positive attitudes after them attending an introductory course.

In a recent study, Kuyini and Mangope (2011) compared the Botswana and Ghana pre-service student-teachers attitudes and concerns towards Inclusive Education. The findings of the study revealed that Botswana student teachers had unfavourable attitudes towards disabilities, and that their attitude towards learners with sensory disabilities were lowest than their

attitude to learners with social problems such as speech and language problems. The student teachers in the study were concerned about lack of time, inadequate instructional materials, lack of knowledge and skills, and a shortage of “para-professionals”.

The findings of these studies could be extrapolated to interpret that the initial teacher training programme in Botswana did not adequately prepare student teachers for inclusive classroom, which contradicts the findings of Mbengwe (2010).

Mukhopadhyay et al. (2009) explored the influence of teacher preparation programmes of the University of Botswana. This study investigated the attitudes of Special Education students-teachers toward inclusion and perceived preparedness, as well as self-efficacy in inclusive settings. In addition, the study also sought to gain an understanding into the university teacher preparation programmes and the characteristics of teacher trainees having undergone such training, as well as how such programmes can better prepare future teachers for Inclusive Education. Furthermore, the study looked into barriers that may interfere with teacher preparedness for Inclusive Education, and concluded that the Special Education the teacher-preparation programme is inadequate in terms of preparing teachers for Inclusive Education.

4.5.2 How well programmes are preparing teachers for inclusive and democratic classrooms

Botswana’s philosophy of education is based on Education for Kagisano, which has provided a solid foundation for Botswana’s education system. However, it is evident from research (e.g. Jotia 2006; Tafa 2002; Molosiwa 2005; Ramahobo 2005; Monyatsi 2005; Batane 2002) that the ideals and objectives of Education for Kagisano have not yet been attained.

Pre-service education does not include components of social democracy, for example in relation to embracing multiculturalism in schools. Several issues need to be addressed in order for multicultural education to be implemented effectively; these include content integration, the knowledge construction process, prejudice reduction, equity pedagogy and an empowering school culture. Therefore, teacher education should focus more on Inclusive Education-related topics, such as social justice and teacher knowledge, beliefs and attitudes.

In 2004 and 2005 and again in 2009 and 2010, the Special Education under-graduate programme of the University of Botswana was reviewed by the university’s Department of Educational Foundations. The findings revealed that the existing programme was focused on

Special Education and inadequately prepared teachers for inclusive classrooms (University of Botswana 2010). In line with the current Inclusive Education Policy (2011), it recommended that the programme should be redirected more toward inclusion. The new programme has been drafted, but is going through a series of changes because Inclusive Education is highly complex and has multiple interpretations. Ultimately, it needs to prepare teachers adequately to cater for learners with diverse educational needs.

Charema (2007) says that inadequate teacher training programmes pose challenges in the implementation of Inclusive Education in developing countries, particularly in sub-Saharan Africa. Successful Inclusive Education programmes require the services of different professionals who can assist in identification, referral, diagnosis, treatment and training (Eleweke & Rodda 2000).

4.6 Conclusion: Botswana

This review presented a background on existing teacher education for inclusion and democracy in Botswana by reviewing the policy on training of teachers, of the programmes for teacher training and of the literature.

It revealed that the RNPE (1994) is being implemented to some degree, but much more needs to be done. This policy is also guiding the provision of quality and relevant education and training to all learners in the education system. The greatest limitation is that it focuses more on Special Education than on Inclusive Education. The following recommendations are based on the findings of this review:

- The initial teacher education programme should focus on Inclusive Education.
- Student teachers should get the opportunity to spend some time during practice teaching in rural and remote area schools to gain experiences of cultures different from those in cities and towns.
- In-service training in Inclusive Education should be provided for teachers and education officers.
- Culturally-relevant teaching methods should be used to address the problem of negative attitudes, prejudices and misconceptions about minorities.
- The Inclusive Education Policy (2011) should be rolled out to all stakeholders.

- Although Special Education was started to enhance access to education for learners with disabilities, Inclusive Education is now considered as the strategy to promote access and participation of all learners.
- More learners with diverse educational needs should be placed in the regular classroom.
- In order to provide quality education to all learners, current teachers need to be equipped with different sets of skills and knowledge than those traditionally required by the profession. At the same time, the roles of the regular teachers, Special Education teachers and support service professionals need to change to cater for the needs of these learners.

Chapter 5 : Review of Inclusive Education in Sweden

5.1 Definition of Inclusive Education in Sweden

This review addresses different dimensions and areas of Inclusive Education in Sweden. It looks at issues relating to policy, teacher training education in general, and how elements of inclusion operate in training programmes.

While the Swedish education and training system has been largely inclusive, over the years there have been certain transformations that have impacted on inclusive education in different ways. But it is important to note that inclusion is a process: and, while in some aspects the Swedish educational and training system has made progress in inclusion, there have also been areas in which it has regressed.

5.2 Swedish policy review

There is no single education policy in Sweden that drives the inclusive agenda, but rather it is embedded in different policy documents like the Education Act, the Anti-Discrimination Law and the curriculum. However, the key principle underpinning Swedish Inclusive Education practice and theory is: “A school for all or everyone” (*En skola för alla*). The basic premise is that there should be one school system accommodating all learners. Inclusion in education in Sweden is enshrined in the new Swedish Education Act for 2010. Chapter 3 of this Act says:

All shall irrespective of your geographical location, social or economic conditions have equal access to education in the school unless otherwise specifically stipulated in this law.

Moreover, all pupils shall be offered the guidance and stimulation they need in their learning and personal development, so that they develop their full educational potential. Pupils who are not able to meet the knowledge requirements should be offered the support and motivation to achieve their knowledge development goals. Article 7 of the Act further stipulates that special support should be provided to the pupil within their student group.

The Education Act further refers to the Discrimination Act of 2008, which states that no one should be discriminated against within education due to sex, ethnicity, religion, sexual orientation, disability or age. Moreover, according to Skolverket

- School is to foster the development and learning of all pupils.
- Education should impart and establish respect for human rights and the fundamental democratic values on which Swedish society is based.
- The inviolability of human life, individual freedom and integrity, the equal value of all people, equality between women and men, and solidarity with the weak and vulnerable are the values that the school should represent and impart.
- Education is to be adapted to the preconditions and needs of each pupil.

It is important to note that the Education Act specifies that support should be offered not only to pupils with disabilities, but also to all learners having difficulties with meeting the knowledge requirements.

What comes out of these various documents is that inclusive education is about providing equal access to education to all, providing support within the school systems to all, and adapting schools to response to the needs of all: it is about democracy and democratic values, as well as preparing everyone to participate in society.

5.3 Overview of Sweden's teacher education programme

There are currently 14 higher education institutions offering teacher education in Sweden. Since there are different kinds of teacher education for different levels and subjects, as well as vocations, all universities offer at least one of these teacher education degrees. The following universities offer degrees in teacher education: Högskolan Dalarna; Högskolan i Borås; Högskolan i Halmstad; Högskolan Kristianstad; Karlstads Universitet; Linköpings Universitet; Linnéuniversitetet; Malmö Högskola; Mälardalens högskola; Stockholms Universitet; Södertörns Högskola; Umeå School of Education; Uppsala Universitet; Örebro Universitet.

The Swedish Government reformed the teacher education training programmes in 2010. The reform was geared towards training teachers for schools at different ages, subject areas and vocations. Training is now offered in four different areas to

- Pre-school teachers
- Elementary school teachers: leisure time, pre-school class and primary Grades 1 to 6
- Subject teachers in secondary and high schools

- Vocation teachers

The education reform has also enhanced the development of teachers in terms of working with pupils or students with special educational needs. While no courses on Inclusive Education are offered directly, competence and knowledge in Inclusive Education is infused in the teacher education curricula in the syllabuses of different courses.

In the new teacher education curriculum, there are a number of compulsory courses that all student teachers must take. Previously, students were required to take 60 credits in a group of courses called the *Allmanautbildningsområdet*, or in English “General Education Area”. This group of courses is now called *Utbildningsvetenskapliga Kärnan* or “Scientific Education Chain”. These courses are very diverse and are intended to broaden and deepen students’ knowledge in some core areas of the profession. Inclusive Education is infused into these courses. Some of the courses that are offered that are related to inclusion are

- Theories of Learning and Individual Development
- Social Relations in School
- Special Education
- Law and Ethics in the School World
- Evaluation and Development Work in School and Teaching

It can be seen that all student teachers are required to take at least one mandatory course in Special Education. In the case of Stockholm University, it is offered by the Department of Special Education, and is tailored to the specific teacher education programme. It is expected to provide student teachers the knowledge for working with learners with special educational needs, within the framework of the “school for all”.

The other courses mentioned above address different areas of competence related to accommodating and working with diverse learners. For example, the Theories of Learning and Individual Development course provides theoretical knowledge about learning and the understanding that pupils learn differently. Furthermore, it addresses the issue of how to create a teaching and learning environment that meets the needs of all pupils.

The Social Relations in School course looks at the horizontal relationship between peers, as well as conflict resolution and the early identification and resolution of conflicts through a

participatory approach. It also considers the relationship between pupils and teachers, as well between teachers and parents—that is, involving parents in the school life of their children. It also addresses issues related to diversity, equality, normality and rejection, discrimination, bullying and harassment, as well as developing competence in working with children with disabilities.

The Law and Ethics in the School World course builds teachers' competence regarding school law, the child's rights and professional ethics as teachers. It discusses directly issues at the core of Inclusive Education, in that it provides teachers with a thorough understanding of the legal framework in Sweden and how it empowers learners.

The Act establishes separate curricula for all the different forms of school in Sweden. In addition, it articulates the individual support required to help meet the needs of learners who are not able to meet the knowledge requirements. Yet, despite these aspects of the new Education Act of 2010 that promote inclusion, Inclusive Education protagonists argue that it is still not enough in terms of developing the competence of teachers to work with diverse learners in the inclusive classroom.

The establishment of new forms of school in Sweden marks a significant shift from the system that has characterized Swedish schools in the past. It has resulted in transformation, from schools as the focal point in responding to the needs of pupils with special educational needs, to a more individual perspective where special teachers are required to offer “special” individual teaching to pupils with special educational needs.

It should also be noted that teacher training in Sweden is done in universities, so there is a scientific and research dimension to teacher training, as well as a practical base.

5.4 Swedish literature review

Over the last few years, research about inclusion in Sweden has adopted different focuses and explored different dimensions. Important research that has been conducted is categorized into the following themes: policy; organizational dimension; individual and group dimension.

- **Policy**

Some researchers have studied the relationship between policy and practice. Since education in Sweden is significantly decentralized, practices are managed at municipi-

pal level, while policy is determined at national level. This disparity has therefore been of research interest.

- **Organizational dimension**

Research at this level has focused on the school as a provider of educational services. Here research has primarily explored two parallel perspectives.

Research on schools and exclusion looks at, among others, the separation of students into small groups, inclusive school leadership, and the role of special teachers and pedagogues.

The inclusion perspective has examined how schools make reasonable adjustments so that pupils with special educational needs gain access to, and participate in, all their schooling. Another important angle of organizational research is teacher training and competence development. Some research studies have looked at the teacher education programmes and how they prepare prospective teachers for inclusive classrooms.

Other research has looked at in-service teachers and their competence in working with all learners in inclusive schools.

- **Individual and group perspectives**

This research has focused on the individual with special educational needs in the inclusive school setting. The focus has been on diverse interest areas, from issues relating to performance and attainment, to pupils' health issues, to issues of peer acceptance and self-esteem of students with Special Needs in the mainstream school. At the group level, teachers' attitude towards inclusion, as well as the education of pupils and students with non-Swedish backgrounds, is gaining attention due to the high levels of non-attainment observed within this group.

The above are just some examples of research done in Inclusive Education in Sweden over the last decade. It is not a comprehensive summary of all the directions that research in Sweden has taken.

Chapter 6 : Conclusion—emerging themes and recommendations

6.1 Emerging themes

There are several themes emerging from the four desktop reviews. Although in some cases these themes were not observed in all four countries, all partners agreed that they were significant themes that needed further attention.

a. There is a shift globally from Special Education towards Inclusive Education.

There are several significant international conventions and policies that explicitly outline the need to make a shift toward Inclusive Education. These policy documents do not only focus on inclusion as a disability issue, but rather recognize inclusion as an issue addressing the diversity of needs experienced by all learners. The project countries are all signatories to these important agreements, thereby committing themselves to make a national shift towards inclusion.

b. There is a disconnect between policy and practice.

This was significant in the three southern countries. Although in all cases the policies were progressive and spoke about the importance of Inclusive Education and viewed it as a holistic issue and not just about disability, the practices in these countries were not in line with their policies. This disconnect between policy and practice was seen both at the level of teacher training (pre-service and in-service) and in the classroom.

c. The mindset shift from disability to Inclusive Education is slow.

Related to the previous point, there is a disconnect between these progressive policies and the attitudes of teachers, who continue to view inclusive practices as additional to their work, and something they do not feel comfortable with. Lack of proper preparation in Inclusive Education may result in teachers having negative attitudes towards inclusion.

d. All pre-service teacher training institutions in the four countries offer some form of compulsory introduction to Inclusive Education, but in most cases this is not enough.

These courses are offered in different ways in the partner countries. For example the University of Namibia offers free-standing Inclusive Education courses (including a mandatory

introduction to Inclusive Education course for all second-year education students), whereas in South African universities Inclusive Education is integrated into other courses. In all four countries, however, there is at least some Inclusive Education content included in the required modules. In addition, many universities also offer elective courses or specializations that focus on Inclusive Education.

e. Pre-service and in-service training do not adequately prepare teachers for inclusive classrooms.

There are various examples from all four countries that suggest that when teachers complete pre-service training they are still not equipped with the skills and knowledge to teach in an inclusive setting, and that in-service training also does not provide them with these skills and knowledge.

With regard to pre-service training, several studies in the southern African partner countries suggest that universities do not provide enough practical training on how to implement inclusive practices. This has contributed to the disconnect between policy and practice. In-service teacher training often serves more as an orientation to new policy; it does not provide the theoretical underpinning or the practical skills required for implementation of the new policy in the classroom.

6.2 Recommendations

The following recommendations were made by individual countries, or emanate from the conclusions listed above. These are not only general recommendations related to teacher training for inclusive classrooms, but are also meant to inform this collaborative research project going forward.

- There is a need to explore the resistance to policy change because that should lead to a better understanding of wider problems. This would also help to explain why policy mandates related to Inclusive Education are largely not being realized on the ground.
- Universities should have open dialogue on how to promote Inclusive Education without losing specialization expertise (as this was raised as a cause of concern for some universities).

- The project team should look into research that evaluates which approach is more effective for pre-service training: i.e. offering mandatory Inclusive Education courses at undergraduate level, or integrating Inclusive Education into all course work.
- A thorough review of in-service teacher training should be conducted to ensure that it is effective and that it encourages teachers to adopt more reflective, creative and inclusive practices.
- In order to provide quality education to all learners, current teachers need to be equipped with different sets of skills and knowledge than traditionally required by the profession. At the same time, the roles of the ordinary teachers, Special Education teachers and support service professionals need to change to cater for the needs of all learners.
- More practical Inclusive Education experience should be incorporated into pre-service teacher training.

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