

# Inclusive education: who benefits? | education



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The notion of inclusion and the term ' inclusive education ' came to prominence in the mid 1990s and, as many commentators have noted, they have been the subject of much debate and controversy. This paper will examine how inclusive education has come to be defined in the UK, highlighting some of the contradictory strands inherent within both policy and practice.

Contemporary commentary and research on the contested nature of current practice will be reviewed together with an outline of some emergent factors for successful inclusion. It would seem that any assessment of who benefits from inclusive education depends largely upon the particular perspective taken about the nature and aims of education itself. It is argued that inclusive education potentially benefits children, parents, educators and communities alike if it is conceived as an essentially broad and all-encompassing process which values genuine diversity in individual learning needs.

It seems that ideas about what inclusive education actually means are intimately tied up with the concept of ' special educational needs '(SEN) and it is useful, therefore, to look at the historical context of this concept. Until the 1980s, as Frederickson and Cline (2002, p. 35) note, the predominant focus was on identifying and providing for ' handicapped individuals ' according to a list of 12 classified categories of disability. Following the Warnock Report of 1978, there was a recognition that children's experiences of difficulties did not fit neatly into such a rigid categorization which tended to perpetuate a sharp distinction between ' the disabled ' and ' the non-disabled '. Rather than children being assigned to a category of disability, it

was recommended that they be assessed on the basis of a detailed profile of their needs.

Special educational needs, thus, were seen to lie on a continuum with ordinary needs, with the proposition that services, likewise, should be provided on a continuum, rather than through segregation in either special or mainstream schools (Frederickson and Cline, 2002). Provision, as defined by the Warnock Committee, was seen as ranging from full-time integration into the mainstream classroom, through special classes or residential units together with some shared lessons in ordinary school, to long-term education in a residential institution. Although this new shift in thinking was welcomed by many, some of those who advocated the education of all children in mainstream schools were less impressed. Booth (1981), for example, suggested that there appeared to be little indication from the Warnock Report that educational policy was likely “to move to a position where fewer handicapped children would be educated in segregated forms of provision” (Sheehy and Kellett, 2004, p. 43).

The focus of provision for children with SEN, then, shifted from separate services towards those that were additional, or supplementary, to the education normally available in mainstream schools. Research shows that although there has been a significant increase in the proportion of children with SEN receiving education in mainstream schools since the Education Act of 1981, The Audit Commission of 1998 showed that 48% of SEN children continued to be educated in ‘special’ schools. Furthermore, considerable variation in provision between local education authorities has been reported.

The national review of inclusive education conducted by researchers Sebba and Sachdev (1997) identified only one LEA in England, Newham, as having adopted a comprehensive policy of inclusive education (Frederickson and Cline, 2002).

Tomlinson (1982) describes some of the factors contributing to the continued support for separate special schools. For example, many teachers felt that the needs of SEN pupils were best met in separate provision where they would benefit from smaller class sizes, better differentiated curricula and a greater level of individual attention. Calls for the retention of special schools were also made through the discourse of the children's rights agenda (Tomlinson, 1982). As Sheehy and Kellett note, "what was seen as segregation by some was valued as a positive choice by others" (2004, p. 44).

One argument often cited in favour of segregated education for SEN is that such provision makes use of specialist teaching materials, techniques and methods. However, this has been challenged by researchers such as Lewis and Norwich (2000) who failed to find evidence for such distinctive practice and strategies and concluded that it was probably more useful to consider "a continuum of adaptations to generally effective teaching approaches that were successful for all learners" (Frederickson and Cline, 2002, p. 64).

The British government, through the Department for Education, has endorsed UNESCO's plea "to adopt the principle of inclusive education, enrolling all children in regular schools unless there are compelling reasons for doing

otherwise" (UNESCO, 1994, p. 44). As Frederickson and Cline observe, the government is committed to maintaining specialist provision in order to cater for the individual needs of children unmet in the mainstream system, but alongside this, the aim is to "return children to the mainstream and to increase the skills and resources in mainstream schools" (2002, p. 65). This commitment has prompted a move away from past models of integration. Ainscow (1995) presents a useful analysis of the difference between integration and inclusion. Integration involves the assimilation of the pupil with different educational needs from the majority into the dominant school model, with the onus on the pupil to change in order to fit in. Inclusion implies a more radical restructuring of school practices through the adaptation of curricula, methods, materials and skills in order to respond more effectively to the needs of all children (Ainscow, 1995).

UK law stipulates that the inclusion of children with special educational needs must ensure that efficient education is also provided for mainstream pupils (DES, 1989). Research has been carried out in the United States by Straub and Peck (1994) examining the outcomes for mainstream students where their education included integral provision for SEN pupils (Frederickson and Cline, 2002). Common concerns expressed by parents, in particular, included the fear that mainstream students might lose out on teacher time and attention and may copy or pick up inappropriate behaviours from SEN pupils. Given that research in this area is somewhat limited, these findings nevertheless concluded that "none of the studies found any deceleration of academic progress for the mainstream students", furthermore "teacher time spent attending to mainstream pupils was not found to be affected by the

presence of students with severe disabilities and mainstream children did not pick up 'undesirable' behaviour" (Frederickson and Cline, 2002, p. 77).

Manset and Semmel (1997) have studied a number of different inclusion programmes and reviewed the outcomes for pupils with moderate learning difficulties (MLD) as well as those without any designated difficulties. They found variable results for the progress made by the MLD pupils as compared to pupils with similar difficulties educated in separate programmes. Progress in literacy and maths for the MLD pupils varied in the inclusion and separate programmes with no conclusive evidence favouring either setting being produced. However, all of the studies comparing the progress of non-SEN pupils found greater improvements for these pupils within inclusive settings than for those who attended classes, in the same school district, where inclusion was not practiced (Manset and Semmel, 1997). The researchers concluded that "efforts to transform the mainstream into an effective environment for students with disabilities may also have a positive impact on normally achieving students, at least on measures of basic skills" (Manset and Semmel, 1997, p. 177).

Government policy documents have shown recognition of the dangers of a narrow conception of special educational needs. The Department for Education, for example, suggested that "schools should not automatically assume that children's learning difficulties always result solely or even mainly from problems within the child. The school's practices can make a difference - for good or ill" (1994, para. 2. 19). Similarly, the National Curriculum Council asserted that "special educational needs are not just a reflection of

pupil's inherent difficulties or disabilities; they are often related to factors within schools which can prevent or exacerbate problems" (1989, para. 5). The Code of Practice on SEN states that "it should be recognized that some difficulties in learning may be caused or exacerbated by the school's learning environment or adult/child relationships" (DfES, 2001, para. 5. 6).

An interactional approach which reframes children as having differential educational needs, rather than some children as having 'special educational needs' may be more helpful and appropriate. Booth (1993) supports this idea, suggesting that "we should talk of children who experience difficulties in learning in schools to indicate that such difficulties arise in the context of a relationship between teachers, pupils and the curricula" (Frederickson and Cline, 2002, p. 44)..

Commentators, such as Deforges (1997) have highlighted the importance of distinguishing between SEN in terms of individual children identified as having learning difficulties and special needs defined by group phenomena such as language, culture, overt racism and socioeconomic disadvantage. Frederickson and Cline (2002) make the point that the two concepts of SEN and special needs are commonly confused in schools with often serious consequences, such as "low expectations being held of all children from ethnic and linguistic minorities" and "expecting the same staff to have expertise in teaching reading to children who are making slow progress and in teaching English as a second language" (p. 37). Dyson (1990), for example, points out that the education system does not favour every child equally. He suggests that instead of education seeking to change

the individual, we should be searching for ways to change education to accommodate the characteristics and needs of all children (Dyson, 1990).

In the light of this discussion, then, the notion of inclusive education can be seen as representative of an active response from educational settings involving school improvement, an express remit to meet individual learning needs and to promote understanding of human rights and community. Booth and colleagues characterise inclusion as a set of continuous processes which “requires schools to engage in a critical examination of what can be done to increase the learning and participation of the diversity of students within the school and its locality” (2000, p. 12). In similar vein, Frederickson and Cline define inclusion as a ‘process of change’ and they cite Reynolds (1989) who suggests that inclusion is “best regarded as a progressive trend for taking responsibility for educating groups previously excluded from mainstream society” (2002, p. 63).

Contemporary national policy, as we have seen, clearly favours inclusion as a desirable aim, yet many writers have observed the contradictions that are apparent when it comes to translating inclusion into practice. Croll and Moses (2000), for example, point out that local education authorities can find the move towards inclusive policies difficult, often because there can be vested interests in keeping things unchanged. In practice, this can mean that, for example, the closure of a special school, as part of the drive for mainstream inclusion, can attract strong opposition, especially when it has received good inspection reports. Teachers and schools can also show resistance. In their study in 1999, Croll and Moses found that school heads



and teaching staff almost unanimously favoured the continuation of special schools, especially for those children whom they identified as having emotional and behavioural problems. There was however, some contradiction found in these views. Croll and Moss summarise their findings thus:

“ There is no commitment among the teachers in the survey to inclusion as a generalized educational ideology, and there is a strong awareness of the pragmatic case for special schools to reduce the pressures on the mainstream. But, at the same time, there is a good deal of inclusive practice in the classrooms in the study, with teachers committed to meeting very considerable levels of educational needs in the mainstream” (Rix et al, 2004, p. 33).

It would seem, then, that although there is an expressed ambivalence about the benefits of inclusion, this nevertheless sits alongside evidence that inclusive practices are taking place in reality, at least in some schools.

There are other strands to government education policy, besides inclusion, which many have argued tend to militate against the successful achievement of inclusion. For example, schools are charged with the task of striving to provide optimum educational experiences for all children, through inclusive practices, whilst at the same time ensuring that their exam performance places them in a healthy position in the national league tables. Much contemporary commentary has noted that schools can see these two objectives as somewhat incompatible. Curtis (2002), for example, writing in <https://assignbuster.com/inclusive-education-who-benefits-education/>

the Guardian newspaper, reports on the fears that children with SEN are being denied a place within mainstream settings because “head teachers are worried they will jeopardise league table positions” (p. 1). She goes on to cite a recent report by the Audit Commission which criticises provision for SEN pupils as “‘ patchy’ and all too often treated as an “ add-on” by schools and local education authorities” (p. 1). The report asserts that “helping children with physical or emotional problems should be everyone’s priority and schools that make an effort to include them should have their efforts recognised by the government in league tables” (Curtis, 2002, p. 1).

The 1997 Green Paper entitled Excellence for all children (DfEE, 1997) outlined the government’s commitment to inclusion and among the proposals put forward were changes to the law aimed at reducing the numbers of ‘ statements’ of special educational need. These statements essentially gave individual children the legal right to provisions specific to their needs. Rix et al (2004) note the strength of public response to this particular document, describing how supporters of inclusion criticised the contradictions it contained, while other parents and voluntary groups felt that it threatened the continuation of special schools and children’s legal right to provision. These competing interests so vehemently expressed serve to illustrate the pressures on public policy to identify initiatives, aimed at meeting all children’s educational needs, but that do not alienate particular interested groups (Rix et al, 2004).

Hornby (1999) adds his critique to the debate, acknowledging that the ‘inclusion lobby’ has been gathering strength, notably through the writings of

Dyson (1990) and Ainscow (1995). He cites the view, asserted by Lingard (1996) for example, that the notion of inclusion represents an idealistic philosophical model of education which effectively draws attention away from other innovative practices which could improve the experiences of SEN children. Hornby suggests that there is a dearth of research evidence for the effectiveness of inclusive practices and asserts that there is a particular “lack of studies demonstrating that the outcomes of inclusive programmes significantly improve the lives of young people with SEN” (1999, p. 156). He argues for abandoning policies aimed at including all children with SEN into mainstream settings in favour of an individualistic approach, stating that “the level of inclusion, locational, social or functional, should be decided on the needs of each individual child and the exigencies of each situation” (Hornby, 1999, p. 157).

Hornby's observation regarding the lack of research evidence is endorsed by Batten from the National Autistic Society who records the findings of a recent OFSTED report (2004) that there was a “systematic lack of monitoring concerning the progress, provision and outcomes of children with SEN in schools” (Batten, 2004, p. 30). Batten argues in favour of specialist provision. She describes autism as a spectrum disorder which means that each child has differing abilities and needs. She suggests that “special schools have a key role to play in educating children with complex needs, and supporting more effective inclusion in mainstream schools” (Batten, 2004, p. 30).

Continuing the pragmatic theme, Woolnough (2004) captures some

typical views, highlighting the contradictory elements in provision, in her interviews with people at ground level. She records the experiences of the father of an autistic child who expressed his firm belief that “all children have the right to mainstream education. However, if mainstream education isn't right for the child then there must be some other provision that suits them” (Woolnough, 2004, p. 28). Woolnough recalls the findings of a recent Ofsted report that “only a minority of mainstream schools are providing for special needs very well, although there is an increase in the awareness of the issues with some schools improving their practices” (2004, p. 28). The report goes on to record that teaching quality is variable and that “many schools are unable to fully involve pupils with SEN in school life and help them fulfil their potential” (Woolnough, 2004, p. 28).

Lee and Henkhuzens (1996) point to the need for effective training for all those involved in practices to include children with SEN within schools. They also highlight the dilemmas facing local authorities and schools as they attempt to provide more inclusive practice. Newham local education authority, identified earlier, adopted a comprehensive policy of inclusive education in 1986. Jordan and Goodey, parents and activists who were intimately involved in the development of Newham's policy, cite the policy as stating “segregation is a major factor causing discrimination. We therefore believe that de-segregating special education is the first step in tackling prejudice against people with disabilities and other difficulties” (cited in Rix et al, 2004, p. 31). The ultimate goal of Newham LEA was that every child, whatever their educational need, “should be able to attend their neighbourhood school, have full access to the National Curriculum,

beable to participate in every aspect of mainstream school life andattain their full potential” (Frederickson and Cline, 2002, p. 72). However, it seems that in recent years, the reality is that many pupilswith special needs in Newham are being educated only in certain ‘ suitably-resourced’ mainstream schools, rather than in their localschools. Jordan and Goodey are cited as describing this situation as“ very much a compromise in response to parents’ concerns about localschools not having developed sufficient experience and confidence tomeet needs” (Frederickson and Cline, 2002, p. 72).

Other people interviewed by Woolnough (2004) were cited as agreeingwith the idea of inclusion in principle but believed that it was nothappening in reality. Training was cited by teaching staff as a majorissue as was funding for staff and resources. John Bangs, head ofeducation at the NUT, pointed out that, as mentioned earlier, thegovernment's inclusive policy conflicts with other important factors, such as targets to raise standards and the working conditions ofteachers. Bangs commented that “ large class sizes, benchmarks, leaguetables and the current curriculum all undermine inclusion” (Woolnough, 2004, p. 29).

Vaughan, founder of the Independent Centre for Studies on InclusiveEducation, makes the case for inclusive education. He highlights theconflicting messages given out by recent legislation and policyinitiatives. On the one hand the Special Educational Needs andDisability Act 2001 and the revised Code of Practice of 2002 strengthenthe right of SEN children to be educated within the mainstream sector, and on the other hand the most recent DfES document ‘ Removing Barriersto Achievement’ calls for a “ re-  
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invigorated role for special schools in perpetuity” (Vaughan, 2004, p. 4).

Vaughan reminds us of the children's rights principles enshrined in UN Convention on the Rights of the Child in 1989, claiming that the problem lies with our government's lack of endorsement of educational inclusion as a rights issue. Vaughan's organization is committed to “the restructuring of all mainstream schools in order to develop inclusive settings for 100 per cent of pupils and the gradual closure of special schools” (Vaughan, 2004, p. 4).

It was noted earlier that research evidence, where it exists, offers varied findings regarding the impact of inclusion programmes on the academic and social outcomes for pupils with special educational needs (Manset and Semmel, 1997; Hornby, 1999). Writers such as Salend and Garrick Duhaney (1999), for example, have acknowledged the many factors contributing to inconclusive evidence in this area, including methodological limitations and the problems of making meaningful comparisons between research studies. However, they suggest that important variables seem likely to be the quality of the inclusion programme itself and the extent to which the general education system is able to accommodate the academic and social needs of students with SEN (Salend and Garrick Duhaney, 1999). A range of recent studies appear to reach somewhat similar conclusions in this latter field of enquiry. Frederickson and Cline (2002) set out the conclusions drawn by a variety of researchers to illustrate the apparent congruity between them, some of which are reproduced as follows:

“Ainscow (1995: 152)

- Effective leadership, not only by the head teacher, but spread throughout

the school.

- Involvement of staff, students and community in school policies and decisions.
- A commitment to collaborative planning.
- A policy for staff development

McLaughlin (1995: 206)

- Clear vision.
- Governance structures that promote collaboration and school level flexibility.
- Professional development that builds collaborative work structures, joint problem solving and the sharing of expertise.

Lipsky and Gartner (1996: 780)

- Visionary leadership.
- Collaboration: building planning teams and scheduling time for teachers to work together.
- Support for staff and students.
- Effective parental involvement.

(Adapted from Frederickson and Cline, 2002, p. 81).

Co-operative learning models have been documented to work well where there is a diverse student group. Cross and Walker-Knight (1997) identify a number of factors common to all co-operative learning approaches, including a common learning activity suited to group

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work, small-group learning and co-operative skills taught by the teacher, team-working and individual responsibility and accountability for learning. Within this model, students are taught the skills necessary for effective group work, such as encouraging participation and giving and receiving constructive criticism (Frederickson and Cline, 2002, p. 93/94).

Many studies underline peer tutoring and support as particularly effective. For example, Bagley and Mallick describe how peer tutoring has been used to improve the reading skills and self-esteem of 13 year old students with physical and learning difficulties (Frederickson and Cline, 2002). Although there seems to be no shortage of studies showing how pupils' academic and social learning have been enhanced through effective peer tutoring and support systems, many of these tend to be highly individualised, and there may be limitations in terms of the degree to which they may be generalized to other groups and settings. Frederickson and Cline (2002) point out the danger that a narrow focus on a specific strategy could mean that it becomes an "add-on" designed for the 'special' children. They go on to suggest, rather, that such strategies within an inclusive school will be seen as "important ways in which access and participation can increasingly be achieved by all children and they will be used in a range of contexts" (Frederickson and Cline, 2002, p. 95).

Manset and Semmel (1997) cite curricular modifications, highly structured basic skills teaching and frequent testing as the most effective key factors in enhancing the educational progress of pupils with SEN. They also point to reducing class size to promote a more intensive focus on specific targets,

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more staff in the classroom and the introduction of peer tutoring as additional significant features. Monitoring and evaluating progress against stated goals and objectives, particularly for individual pupils, has been flagged up as especially important. As Frederickson and Cline point out, “positive findings from group investigations rarely reflect positive findings for every child, some of whom will not respond well to an environment which suits the majority” (2002, p. 83).

Frederickson et al (2002) cite a research study which was conducted on inclusion initiatives in two UK LEAs and sought the views of 107 pupils, parents and school staff. “All groups reported academic and social advantages as positive benefits of returning pupils with SEN from special to mainstream settings” (p. 37). All groups saw pupil progress as a primary indicator of successful inclusion. Teachers and parents identified good planning and preparation and supportive communication as essential for successful inclusion. “Successful implementation of inclusion was considered to require restructuring of the physical environment, resources, organizational changes and instructional adaptations - though different groups of participants gave these different factors different emphases” (Frederickson et al, 2002, p37).

The debate about measuring educational effectiveness prompts questions about the purpose and aims of education. Williams (1993), for example, argues that “when effectiveness is measured mainly or even solely through achievement in traditional academic subjects, and when resourcing depends on this, rather than the social

objectives encapsulated in the integration of children with learning difficulties, there are dangers” (Frederickson and Cline, 2002, p. 83). Scruggs and Mastropieri take a different view, stating their concern that “full inclusion is a policy that suggests that students are in school primarily to be in the company of age peers, and not primarily to learn” (Frederickson and Cline, 2002, p. 83). These observations illustrate that different conceptualizations of educational effectiveness tend to reflect different views about the aims of education, not just for pupils with ‘special needs’ but for all children.

Wakefield (2004) undertook research into current inclusive provision for disaffected students within a mainstream urban secondary comprehensive school. This study sought the views of students and staff in a learning support unit, renamed the City Development Centre, attached to the school. The students, characterized as having been frequently disruptive with poor records of attendance, and typically deemed as having SEN, were receiving an education at the unit as an alternative to exclusion. There was found to be a degree of ambivalence among staff about the aims of the CDC, many perceiving the unit as a ‘soft option’ or as a continuation of the system of rewards and sanctions.

For Wakefield, the study highlighted the importance of strong management of the CDC, relevant training and clear guidelines to ensure that all staff members developed “a clear appreciation as to its role and relationship to the wider concept of the inclusive school” (Wakefield, 2004, p. 84). The study concluded that “in creating a broad-based curriculum, value should be

placed on the acquisition of skills and knowledge, while also attending to the social and emotional needs of students” (p. 84). Wakefield cites research evidence of good practice in other similar units and expresses his optimism that good progress is currently being made in the move towards the social inclusion of vulnerable children, although he suggests that there is still a long way to go.

The new emphasis on partnerships and addressing the diversity of children's needs through a multi-professional approach is encapsulated in the government's recent aim to establish a network of extended schools throughout England by the year 2006. Sale (2003) reports that “ Social services staff are going back to school to help deliver the government's ambitious plans to provide community services in 240 extended schools over the next three years ” (p. 14). She notes the changes to the Education Act of 2002 to enable schools to widen their role to include child care, family learning, health and social care, study support and lifelong learning opportunities and services for local communities. She cites Ian Elliott, Local Government Association senior project officer, as saying that “ schools are the hub of the community and using school premises to deliver a range of activities will benefit all the community, not just those attending the school during the normal school day” (Sale, 2003, p. 15).

Sale goes on to suggest that social workers are accustomed, and trained, to reaching out to adults and children at risk of social exclusion and that such experience will be equally as useful in a school setting. She cites Elliott as suggesting that “ having professional support to cater for children on school

premises will be a vital gateway and in some cases a welcome relief for school staff (2003, p. 15). Sale urges that all agencies involved in the provision of these new services in extended schools need to consult together about their plans. She also warns that there must be “sustained government investment if the work of the services in extended schools is going to have any impact. It is no good putting in money for three years and then saying there is no more at the end of it” (2003, p. 15).

The assertion, notably by Dyson (2000) above, that education should seek to accommodate the characteristics and needs of all children, is also addressed by Parsons (1999) who broadens the focus to situate exclusion, disaffection and education within the wider discourse of citizenship. Parsons records figures given by Ofsted that permanent exclusion from school affected 13,041 pupils in England in the 1997/8 period, with one pupil in every 581 having been excluded. He notes that aside from these official exclusions, many other pupils were also voluntarily excluding themselves from school through truancy. Parsons cites other statistics revealing that 8.2% of students in Years 10 and 11 are frequent truants (that is, absenting themselves from school at least once a week), with as many as one student in eight, from Year 11, recorded nationally as truancy on a regular basis (Parsons, 1999, p. 57).

Parsons (1999) suggests that exclusion has tended to attract the most attention from policymakers, yet truancy may be a bigger problem. Truancy has commonly been tackled through notions of individual pupil or parental responsibility, as evidenced through reports of parents

of persistent truants being prosecuted in recent years. However, it seems that rarely has truancy and disaffection been addressed from the point of view of the pupils themselves. Parsons cites research studies by O'Keefe and Stoll (1995) and Coldman (1995), eliciting the views of young pupils, which found that irrelevant lessons and dislike of teachers were among the most common reasons for unofficial absenteeism from school. Parsons asserts that during the 1990s, there had been an increasing “narrowing of the formal function of education, a legitimisation of attention to basic skills and curriculum subjects and a corresponding devaluation of relationships, growth and acceptance of diversity” (1999, p. 6).

In similar vein, Sellman and colleagues, in their review of the literature on exclusion, write that views on school exclusion cannot be reduced simply to citing deficiencies or deviance within children; it is, rather, the result of a “complex interplay between social institutions and individuals” (2002, p. 891). They suggest that when p