Inclusive education, additional needs and EAL: values, concepts and issues

Brahm Norwich

Graduate School of Education

University of Exeter

Overview:

- Background to inclusive education
- Concepts and tensions
- Labour v Coalition policies
- Concept of SEN in relation to EAL
- Interface and parallels between EAL and SEN

Background:
- Inclusion only became important issue in social and economic policy since the 1990s in UK

- When Labour Government came to power in 1997; adopted explicit social inclusion policies.

- Might be thought that the term is old and established.

- But its values are established : represents equal opportunity, social respect and solidarity.

- inclusive education : contemporary perspective on these social and political values

- Expect with cherished values as these, contention about the meaning and importance of inclusion.

- Coalition Government's Green Paper on special educational needs (DFE, 2011) has questioned the 'bias to inclusion' in recent education policy and practice in England.

- Will inclusive developments for pupils with special educational needs be undermined by Government policies of more choice and diversity of schools;

- greater parental 'choice' of schools, more academies and 'free' schools

- Government position: for parents to decide on whether a child with special educational needs should be included in ordinary schools or not.

- Inclusion as parental choice not Government position

Inclusion in education

- 'inclusion' and 'inclusive education' followed the UNESCO Salamanca Statement 1994

- first used in UK in SEN Green Paper 1997

- Inclusion replaced the Warnock term integration

-

Inclusion framed as:

- about **participation in local schools**
- how ordinary schools would **accommodate** all pupils not just those with SEN and disabilities.
- about systems change – provide for **diversity**
- underpinned by social model – difficulties in learning seen in terms **barriers** to learning and participation
- social participation relates to **social belonging** and acceptance (solidarity) in schools.
- **no place for special schools** or a continuum of placements

- **Integration framed negatively as:**

    - about **assimilation**, where the pupil with SEN had to fit into the mainstream school (not accommodation)
    - about **placement** (not participation)
    - about **SEN / disability** (not wider diversity)
    - About **medical / individual model** (not social model)

-

False dichotomies:

- Inclusion – integration
- Accommodation – assimilation
- Social model – individual / medical model
- Barriers – SEN as deficits
- Rights – needs

Dichotomies hard to justify:

- Integration never only about placement
- Accommodation always involve some assimilation: two-way fitting
- medical approaches involve social factors (public health)
- Special educational needs based on interactionist model – child and context factors
- Needs apply to all: used in rights language; not just about deficit

Significance and value of social model:

- Provided political strategy – removal of social barriers to participation

- Liberating and inspiring for disabled people personally – not rely on charity

Tom Shakespeare:

About the 'social model'

'A good idea became ossified and exaggerated into a set of crude dichotomies which were ultimately misleading' (1996, page 13)

Models of inclusion:

'the participation of all pupils in the cultures, curricula and communities of local schools' (Inclusive Index).

A related model:

presence, social and academic participation and achievement (Ainscow).

Multi-dimensional model promote a wider concept of inclusion beyond placement.

But breadth of its coverage exposed the inclusion movement to uncertainties and challenge.

Critiques:

- Inclusion Index useful to identify gaps in schools as regards participation of all pupils

- silent about the mechanisms for initiating and sustaining radical change in competitive / meritocratic society that exists in the UK

Critiques continued:

- image of inclusion as continuing struggle and process no clear destination evokes criticisms of utopian idealism

- over-socialised model of SEN and disability: ignores personal, biological and social interaction

Differing Inclusion concepts
*Common curriculum and **same** location:*
'Participation in the cultures, curricula and communities of *local* schools' (Inclusion Index, Booth et al., 2000)

*Common curriculum **different** location:*
Inclusion NOT "all children under the same roof"

'including all children in the common educational enterprise of learning, *wherever they learn best*' (Warnock, 2005; p. 14)

Engagement model of inclusion
- prioritise engagement in learning over placement,
- education of pupils with social, emotional and behaviour difficulties.

'Educational engagement is concerned with ways in which
A learner is involved with social and academic aspects of
learning... Educational engagement is not incompatible with
the broadest definitions of inclusive education, though it
places a stronger emphasis on the interaction between
social and psychological factors' Cooper and Jacobs (2011)

- Research: some teachers working in separate settings see a degree of withdrawal to separate setting as inclusive:
  - enabling certain children to engage in learning the same curriculum as other children

Differences:

- Concerned with purposes / aims of school education

- Narrow – broader aims:

Focus more on personal learning (than community building)

versus

Focus more on community building (than personal learning)

- Balance between personal/social aims of schooling

- Reflects ideological /political differences

Key policy developments:
Labour Government 1997-2010

–> Green Paper on SEN 1997

–> SEN Action Plan

–> SEN and Disability (SENDA) Act 2001

• introduced disability discrimination legislation to education

• dual system of legislation applying to schools: SEN and disability

• commitment to more inclusion

• reduced conditions for ordinary school placement (4 conditions reduce to 2:not affect others + parent preferences)

Removing Barriers to Achievement 2004
   1. Early intervention
   2. Removing barriers to learning: embed inclusive practice
   3. Raising expectations and achievement: develop teachers' skills: focus on progress
   4. Improved partnership approach: services working together to meet the needs of children and families

Every Child Matters (2004)
1. Children Services reorganisation
2. Holistic needs – 5 outcomes (SHEEP) Security; Health; Enjoyment/learning; Economic contribution, Positive contribution
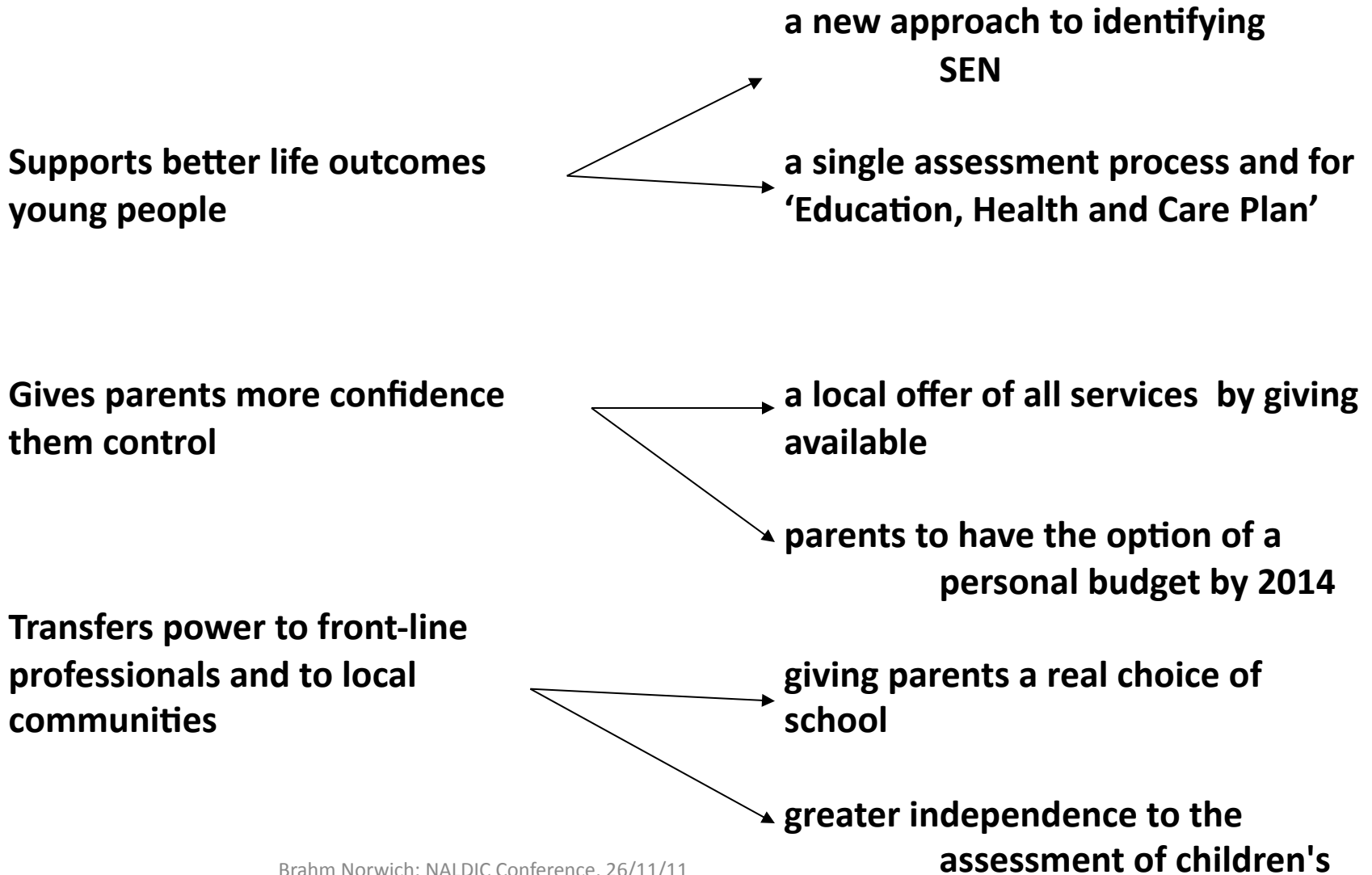3. Additional needs

- Labour Government position: Inclusion is about:
  'the quality of a child's experience and providing access to the high quality education, which enables them to progress with their learning and participate fully in the activities of their school and community.' (DfES, 2006, section 28),
- DfES definition consistent with emphasis on an *inclusive system*,
  - which could involve special schools,
  - rather than *fully inclusive ordinary schools*
- Using Ainscow's model:
- *Inclusion about*, social and academic participation and achievement BUT NOT presence

Labour Government: inconsistent positions

- Removing barriers to learning, BUT not use term barrier as done in Inclusion Index (social model)

- Not use social model in SENDA legislation:

- Not disability as oppression/ social barriers, but as 'Impairment that interferes with everyday living'

- Select Committee 2006 urged the Government to 'work harder to define exactly what it means by inclusion'

SEN Green Paper 2011:

'a radically different system'

Supports better life outcomes young people

- a new approach to identifying SEN
- a single assessment process and for 'Education, Health and Care Plan'

Gives parents more confidence them control

- a local offer of all services by giving available
- parents to have the option of a personal budget by 2014

Transfers power to front-line professionals and to local communities

- giving parents a real choice of school
- greater independence to the assessment of children's

Consistent with Government's strong policy emphasis on deregulation:

- greater *diversity* of provision:
    - 'free' special schools and special school Academies

- and greater parental *choice*.
       - independent 'needs-led' assessment process (at arms' length from Local Authority)
       - 'personal budgets' for parents (as an extension to the current direct payments scheme)
       - inclusion matter of choice.

Inclusion in education:

- 'to remove the bias towards inclusion'

- portrayed as obstructing parents' choice; leading to unnecessary closure of special schools.

- statistics in GP show 9% reduction in number of special schools (2002-10)
- but no real change in the overall percentage of children attending this kind of provision.

- ignores values of inclusion that go beyond school placement;
    - sense of belonging and social participation
    - concern with social inclusion and promoting social cohesion.

Concept of SEN:

Labour introduced complexity and some confusion

- Dual system of SEN and disability

- Introduced additional needs – relating to wider group of 'vulnerable' children

- Introduced wave model: (National Strategies)

Universal, targeted, specialist BUT not integrated with SEN level model:

School action, School Action +, Statement

Additional needs
* Disruptive or anti-social behaviour
• overt parental conflict or lack of parental support/boundaries
• involvement in, or risk of, offending
• poor attendance or exclusion from school
• experiencing bullying
• special educational needs
• disabilities
• disengagement from education, training or employment post-16
• poor nutrition or inadequate clothing
• ill health
• substance misuse
• anxiety or depression
• experiencing domestic violence
• housing issues
• teenage pregnancy and parenthood (risk of pregnancy and early parenthood, as well as actual pregnancies)

Complex needs
which meet the threshold for statutory involvement.
• children and young people who are the subject of a child protection plan
• looked-after children and young people
• care leavers
• children and young people for whom adoption is the plan
• children and young people with severe and complex special educational needs
• children and young people with complex
disabilities or complex health needs
• children and young people diagnosed with significant mental health problems
• young offenders involved with youth justice services (community and custody)

SEN
Excludes EAL
(current model)

SEN
/ special needs
Includes EAL
OECD: 3 causal areas
USA: 3 legislations

Additional
needs
ECM /
'vulnerable
children'

Additional
support needs:
Scotland
includes EAL

Disability
(impairment
interfering)
admission,
services,
exclusion

Barriers
Social model –
avoids SEN
language /
categories

Brahm Norwich: NALDIC Conference,
26/11/11

Coalition position about SEN

• accepts Ofsted view about over-identification of SEN

• those at School Action level needs addressed through 'normal day-to-day classroom practice'

• focus definition of SEND on a smaller group of children with identified medical conditions

• SEN concept seems to be 'within child' ignores interactive model – widely adopted and WHO ICF system – gap between medical diagnosis + defining educational requirements

• ignores confusion created by Labour initiatives

EAL / SEN interactions and overlaps:

- Separate 'communities' : often little contact
- Are there common elements to teaching approaches and provision for EAL and SEN?
  - Finding from PGCE SEN research

- A minority of bilingual children may experience learning and language difficulties
- Children can be mis-identified as having a speech/language impairment if difficulties in both languages
- Various provision options for children with SEN who are learning EAL (Cline)

Inclusion in English language teacher training and education (Smith 2006)

broad survey of UK ELT professionals (eg:level 4 ESOL, Camb. CELTA)

- to examine initial training and professional development of
- EFL (English as a Foreign Language) teachers;their experiences of and attitudes to learners with disabilities / learning differences
- ELT generally perceived to be student-centred and strongly inclusive in ethos
- Findings suggest that EFL teacher training does go some way towards fostering inclusive beliefs and practices,
- no explicit focus on disability issues,
- many teachers feel under-prepared and lack confidence if asked to work with disabled learners.
- Recommends fusing the inclusive features of the intensive TEFL courses with the broader PGCE courses
- that enables them to work in the inclusive language classroom

Preparing teachers : EAL and SEN

Study by Halla and Cajklerb 2008 – Leicester

- Study examined perspectives of NQT :Leicester 2005/06

- about their training and induction to meet the needs of pupils with EAL

- TDA surveys (TDA, 2005, 2006) negative assessments of the preparation for teaching EAL.

- Findings : Perceived effectiveness of training varied

- Concerns most about teaching of literacy and assessment pupils' language skills.

- IT providers perspectives: greatest importance to quality of school placements, BUT some trainee concerns about placement quality

- NQTs had found ways to develop their skills in teaching and assessing pupils with EAL.

School level coordination of learning support

- Are there common elements to teaching approaches and provision for EAL and SEN?

- Separate systems?
  - SEN/D
  - EAL
  - Children in care
  - Gifted and talented

- Integrated?

Levels and areas for specialist coordination
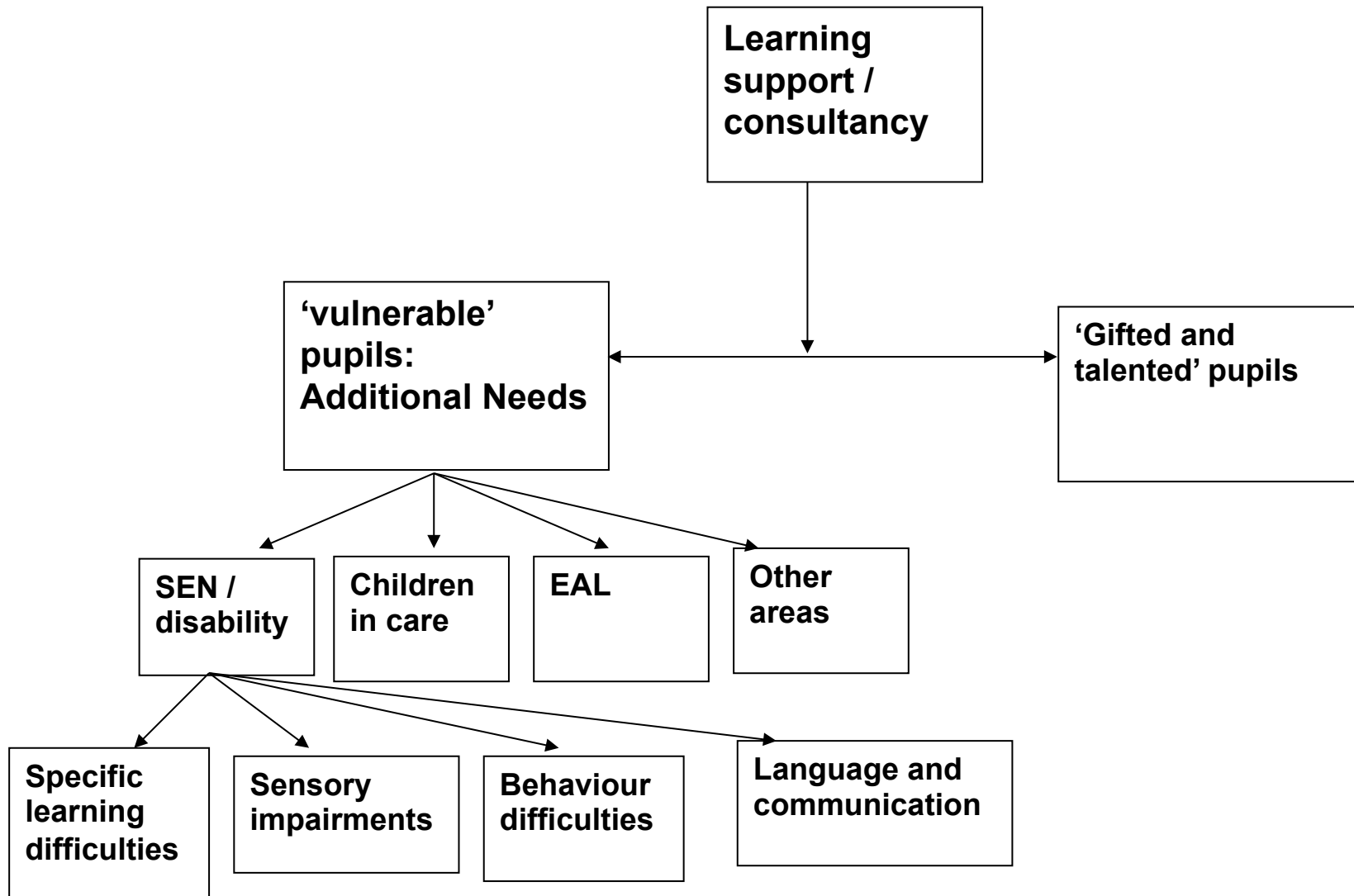
- **Integrated at what levels?**
  - Assessment
  - Individual planning
    - single plan rather than IEP (SEN) and PEP (CIC)

- **Calls for coordination and collaboration**
  - Joint working while preserving distinctive knowledge, skills and identities

Conclusions about inclusion: plural values
• many want to have it all ways; but have to deal with tensions and dilemmas
• equality – equity
• equity – choice / control – autonomy (dilemmas of democracy)
• respond to individual condition – avoid stigma (dilemmas of difference)

Points about tensions – dilemmas
Can we have it all ways?
Sometimes can – sometimes cannot;
        when cannot, recognise tensions/ dilemmas
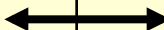
        when clash then some balancing/trading off;
        some loss / hard to accept

Conception of inclusive education related to these tensions

Cigman distinction:

- universal ⟷ moderate inclusive education

   radical, full   optimal, balanced, responsible

Inclusion as multi-dimensional / multi-levelled

	presence	social + academic participation	belonging	achievement
National				
LA				
school				
class				

implications:

can sometimes set up uncertainty about what is inclusive:

* between dimensions :
    e.g presence v belonging
    (in ordinary school / not feel belonging OR feel included
    in separate setting)

• between levels:
    - inside ordinary school BUT outside ordinary class;
    (mostly in separate setting – 'inclusion' classes)

    - inside education system BUT outside ordinary schools
    (special schools as part of inclusive education system;
    not part of social care system)

Final points:

• Term inclusion may become less used

• but underlying values and tensions will not

• we need awareness of issues; and to address tensions

• resolve with understanding and humility

• be willing to revisit and find new resolutions